



## Implementation of PANRB regulation policy No. 20 of 2022 in the arrangement and distribution of elementary School PPPK teachers in Langsa City

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### Abstract

The procurement policy for Government Employees with Work Agreements (PPPK) for teacher functional positions is an important step in improving the quality of education in Indonesia. This paper reviews the implementation of the policy in Langsa City, focusing on the arrangement and equity of PPPK teachers in elementary schools. The research method uses a qualitative approach with data collection techniques through interviews and documentation. The results showed that this policy was implemented by considering the needs of teachers in each school and through a rigorous selection process. However, several challenges arose in its implementation, including resistance from some schools to place PPPK teachers and difficulties in placing teachers as needed. Supporting factors such as effective communication between relevant parties and the efforts of the education office in overcoming obstacles are the keys to success in implementing this policy. Nevertheless, further strategic steps are needed to improve the effectiveness of the implementation of this policy in Langsa City.

**Keywords:** Implementation, structuring, equitable distribution of teachers, PPPK

### Introduction

Education is the most important thing in human life, this means that humans have the right to education in their lives. Education is the most important factor in efforts to improve the quality of the nation, especially the quality of human resources. Educated human resources are the main pillars of the nation to compete in the global era like today. In Law No. 20 of 2003 concerning the National Education System (sisdiknas) it is explained that: Education is a conscious and planned effort to create a learning atmosphere and learning process so that students actively develop their potential to have religious spiritual strength, self-control, personality, intelligence, noble character, and skills needed by themselves, society, nation and state (Law No. 20/2003 concerning National Education System article 1 paragraph 1).

In realizing quality education, two influential components are the curriculum and teachers. The curriculum serves as a vital element in the educational process, facilitating a robust and effective learning environment. Education objectives outlined within the curriculum can be achieved with due regard to the pivotal role of educators or teachers. Teachers stand at the forefront of the educational process, with their influence significantly shaping students' learning outcomes (Eris & Lutfi, 2023; Susilawati *et al.*, 2023; Zulyadi *et al.*, 2021) [10, 25, 28]. Through a well-designed curriculum and qualified teachers, education can become a highly effective tool in preparing future generations. A well-structured curriculum ensures that taught material aligns with students' needs and educational objectives. Conversely, the role of competent teachers in instructing, guiding, and inspiring students is pivotal to achieving these educational goals. Thus, a solid collaboration between a well-structured curriculum and quality teachers forms the cornerstone in building a relevant and high-quality education system for society. Therefore, the needs of teachers are considered very important and distributed proportionally and evenly to

realize quality and equitable education (Atrizka *et al.*, 2022; Fadilah *et al.*, 2020; Kusmanto *et al.*, 2020) [5, 11, 18].

One of the efforts to improve the quality of education in Indonesia is through the PC (Government Employee with Work Agreement) teacher procurement policy regulated in PANRB Regulation No. 20 of 2022. This policy aims to support the smooth implementation of government duties, accelerate the achievement of national strategic goals, and realize quality and competitive human resources.

However, the implementation of this policy in Langsa City faces several challenges. First, how the policy is implemented in structuring and equitable distribution of PPPK teachers in elementary schools. Second, the supporting and inhibiting factors in the implementation of the policy need to be understood to ensure its success.

Several studies reveal complex issues related to the status of honorary teachers and the recruitment policy of civil servant teachers. Alverina (2015) highlights the unclear appointment of honorary staff to CPNS after the enactment of the ASN Law, with many honorary teachers yet to be appointed. Pangestuti *et al* (2021) [21] discussed the impact of the policy of stopping the recruitment of civil servant teachers and replacing them with PPPK, offering solutions so that honorary teachers can apply through the PPPK channel to increase clarity on their status. Adyatma (2021) [2] identifies problems related to the length of service of Government Employees with Work Agreements, emphasizing the importance of legal certainty and the need for clear implementing regulations. Mahmudah & Holilulloh (2015) [20] evaluated honorary teachers' perceptions of the PPPK system, showing a low understanding of PPPK but the potential to advance the world of education in Indonesia. The implementation of the PANRB Regulation No. 20 of 2022 policy in structuring and equitable distribution of elementary school PPPK teachers in Langsa City is a complex process and requires good coordination between various related parties.

Supporting factors such as local government commitment, active participation of schools, and efficient resource management can accelerate the implementation process (Fitrah, 2017) <sup>[14]</sup>. However, there are also inhibiting factors such as sudden policy changes, lack of understanding of new policies, and limited resources that can hinder the process of structuring and equitable distribution of PPPK teachers in Langsa City.

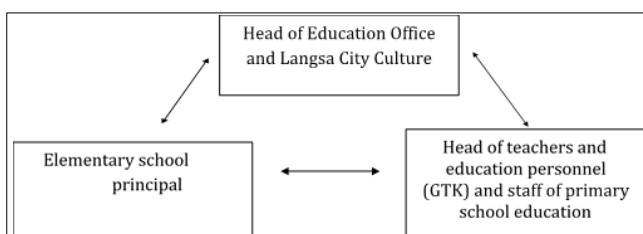
This study aims to achieve clear problems, with the main aim to determine and analyze the implementation of the PANRB Regulation No. 20 of 2022 policy in the arrangement and equity of elementary school PPPK teachers in Langsa City, as well as to understand the supporting and inhibiting factors in the implementation of the policy. By formulating this goal, the research is expected to provide a clear direction and provide significant benefits for understanding the implementation of the PANRB Regulation Policy No. 20 of 2022 in the context of structuring and equitable distribution of PPPK teachers in Langsa City.

### Research Methods

The research method used is a qualitative approach with a descriptive method, aiming to understand the implementation of the PANRB Regulation No. 20 of 2022 policy in structuring and equitable distribution of elementary school PPPK teachers in Langsa City. The research subjects included the Head of the Langsa City Education and Culture Office as a key informant, the Head of GTK and the Staff for Elementary School development as the main informant, and 3 school principals as additional informants. The object of research is the implementation of the teacher PPPK employee procurement policy.

Data collection techniques involve structured and semi-structured interviews, as well as archival documentation of the Langsa City education office, education profiles, procurement reports of elementary school PPPK employees, and implementation guidelines. Data analysis uses the stages of data collection, data reduction, data presentation, and conclusions. Data reduction is carried out simultaneously with data collection to reach the core of relevant information (Fadli, 2021) <sup>[12]</sup>.

Test the validity of the data used in this study by triangulation of data. Data triangulation is checking data by comparing the data obtained. Data comparison is often done through various sources (Djunaidi, 2012) <sup>[9]</sup>.



**Chart 1:** data triangulation

Triangulation of data in this study used three sources. The first source is the head of the Langsa City education and culture office. The second source is the head of teachers and education personnel (GTK) and staff in the field of elementary school development. The third source is the principal of the elementary school. Data triangulation in this study was also carried out on data collection techniques

through observation, interviews, and documentation—triangulation techniques in data collection as reinforcement in the validity of existing data (Bah *et al.*, 2020a, 2020b) <sup>[6-7]</sup>.

### Results of Research and Discussion

#### Implementation of Government Employee Procurement Policy with Work Agreement for Teacher Functional Positions in the Arrangement and Equity of Elementary School Teachers in Langsa City

The implementation of the government employee procurement policy with work agreements for teacher functional positions in Langsa City began with the aim of meeting the needs of teachers in each local government education unit and encouraging professional improvement. As revealed by SI, the head of the Langsa City education and culture office, this effort is carried out by recruiting Government Employees with Work Agreements (PPPK) from regional honorees or school honorees who have been registered in the diasporic application, by the regulation of Permenpanrb No. 20 of 2022.

This action was supported by TA, one of the Heads of Teachers and education staff, who explained that the PPPK recruitment process was carried out by following Permenpanrb Number 20 of 2022 and the selection announcement letter. MR, a staff member in the field of primary school coaching, asserts that this recruitment mechanism refers to established guidelines and rules, by setting admission priorities based on certain criteria.

These statements are reinforced by a statement from NI, the principal of a state elementary school, who states that PPPK selection participants must have been registered in the deposit application and have a minimum service period of 3 years. In addition, AZ, the principal of a public elementary school, and AA, another principal, underlined that the implementation mechanism of this policy aims to organize and equalize elementary school teachers in Langsa City by recruiting honorary staff and appointing them to become PPPK teachers through a selection system.

The procurement policy for government employees with work agreements for teacher functional positions in Langsa City starts from the Ministry of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia, which is the policy maker (Janur, 2016) <sup>[16]</sup>. As explained by SI, Head of the Langsa City Education and Culture Office, this policy is sourced from Basic Education Data (Dapodik) managed by the relevant ministry. Policy implementation is carried out by established *juknis*.

TA, Head of Program Development, explained that the distribution of PPPK teacher placement was carried out based on needs identified by Dapodik, with a proposal from the Langsa City Education and Culture Office. This process involves socialization through BKPSDM Kota Langsa to education stakeholders such as the Education Office, supervisors, and school principals.

The explanation from MR, one of the staff in the field of primary school development, highlights the initial mechanism that includes calculating the needs of teachers in schools. The placement of teachers is carried out by established regulations, and the policy is handed down to each relevant school. This placement process involves giving a Decree (SK) to related parties based on the choice of PPPK selection participants.

In the process of implementing the policy of structuring and equitable distribution of civil servant teachers at the education unit level, there are a series of mechanisms designed to ensure the compatibility between teacher needs and the available number (Madjid, 2018) <sup>[19]</sup>. These steps are outlined through information obtained from various relevant parties, namely the education office, schools, and school principals. First, the education office sends a circular letter to the school to make a report on teacher needs, which is then submitted for further processing. Second, the school sends a report to the education office regarding the number of class teachers, religious teachers, sports teachers, subject teachers, and the number of learning groups (rumble) in the school. Monthly reports on teacher needs are also generated and sent to the education and culture office every month. This was confirmed by the principal, who also confirmed that the report included information related to the number of teachers, students, rumble, and other aspects related to school conditions. In addition, the Principal of a State Elementary School also mentioned that each school was asked to submit data on teachers and teacher needs for each field of study or class, which was then sent to the education and culture office. From this series of processes, it can be concluded that the policy implementation mechanism at the education unit level involves making and sending reports by schools on the number of teachers, teachers, and teacher needs to the education and culture office for further analysis.

At the level of the Langsa City Education and Culture Office, the mechanism for implementing teacher structuring and equitable distribution policies at the public elementary level is carried out systematically. An internal team in the Department is tasked with analyzing teacher needs reports submitted by local schools. Through this analysis, the team was able to determine the exact number of teacher shortages in each education unit. Furthermore, based on the results of the analysis, the Office regulates the distribution of teachers for Government Employees with Work Agreements (PPPK) so that the needs of teachers in each school are met equally, without excess or deficiency. This procedure is carried out carefully to ensure that the needs of teachers in each school can be properly accommodated. In addition, the Office is also involved in the preparation of teacher needs letters and job placement decrees for PPPK who pass the selection, which are issued according to the needs of teachers in each school. Thus, the implementation mechanism of this policy ensures that the arrangement and distribution of teachers at the public elementary level in Langsa City runs smoothly and efficiently.

Supervision plays an important role in maintaining the smooth implementation of policies. According to SI, supervision is usually carried out by receiving direct reports from the school regarding the implementation of the policy. A similar opinion was also conveyed by TA, who explained that supervision was carried out by the Inspectorate together with the Regional Civil Service Agency regarding the arrangement and equitable distribution of PPPK teacher placement in Langsa City in 2022. In addition, MR emphasized the importance of the role of supervisors placed in schools. Their job is to supervise the implementation of policies and report them to the relevant agencies. From this interview, it can be concluded that supervision is implemented through the mechanism of receiving reports and follow-up from the inspectorate and supervisors in the

field, which aims to ensure compliance and smooth implementation of the policy as a whole.

Effective communication between policymakers and policy implementers is key to avoiding misunderstandings and ensuring the smooth implementation of PPPK teacher structuring and equity policies in Langsa City. SI explained that communication is carried out through the submission of circulars or decrees containing policy content, as well as through socialization organized by the agency to clarify policy content to implementers in the field. A similar opinion was also conveyed by TA, who stated that the Ministry of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia disseminated the policy to local agencies, which then formed a team to convey information to school principals in the region.

This communication process was also confirmed by MR, who showed that the school supervision team acts as a bridge between the education and culture office and schools. They submitted circulars to schools and organized socialization to ensure a good understanding of the policy. A similar statement was also expressed by NI, which emphasized that the Langsa City education and culture office conducted socialization with all principals of elementary and junior high schools in the city.

In addition, the AA also confirmed that school principals were gathered in one room to be briefed on decrees related to government employee procurement policies with employment agreements for teacher functional positions. From this interview, it can be seen that a structured communication process involving all relevant parties, from the center to implementers in the field, is an important foundation to ensure proper understanding and successful policy implementation.

The implementation of government employee procurement policies with work agreements for teacher functional positions in the arrangement and distribution of elementary school teachers in Langsa City is divided into 3 stages, namely:

#### **Stages of organization**

The education unit is tasked with planning the development of the school as a whole including planning the number of students, programs/curriculum, teacher needs, facilities and infrastructure needs, and school management, and reporting it to the education and culture office. The Langsa City Education and Culture office receives and recapitulates teacher data based on reports on the results of the analysis of civil servant teachers' needs from all levels of education units. The education office makes a report on the implementation of the arrangement and distribution of civil servant teachers between education units, between levels, and between types of education in their regions and submits it to the office of the Human Resources Development & Personnel Agency with copies to the mayor of Langsa and the ministry of education and culture.

The results showed that the Langsa City Education and Culture Office made a plan for the arrangement and distribution of civil servant teachers and submitted it to related agencies in Langsa City. In this case, the department has its *team* tasked with analyzing all teacher needs which will later be used as the basis for the agency to determine attitudes in adding or subtracting teachers. The agency also assists in the process of transferring civil servant teachers

from schools that have excess teachers to schools that lack teachers (Andhika & Prasetyo, 2021) <sup>[4]</sup>

### Interpretation stage

The socialization of Permenpanrb Number 20 of 2022 was carried out by the education and culture office of Langsa City to elementary schools in Langsa City. This socialization is intended so that the school understands the policies being implemented by the Langsa City Education and Culture Office (Kelana, 2014) <sup>[17]</sup>. In addition, socialization is also useful to minimize misunderstandings between the education and culture office of Langsa City and the school. The existence of socialization makes the school understand the policies to be implemented and how the implementation process is. Socialization is carried out by inviting school principals or representatives to be given material about the policy.

### Application stage

The procurement policy for government employees with work agreements for teacher functional positions in the arrangement and distribution of elementary school teachers in Langsa City by Permenpanrb Number 20 of 2022 and the announcement letter of selection for PPPK acceptance for teacher functional positions within the Langsa City Government in 2022 Number: PEG.800/5614/202 is one of the policies issued by the Langsa City government to overcome the problem of distribution and equity of civil servant teachers in Indonesia. The purpose of the policy is to ensure the adequacy of teacher needs in each education unit and equitable distribution of teachers between education units, between levels, between types of education, between districts, between cities, and between provinces as well as to realize the improvement and equity of the quality of formal education nationally and the achievement of national education goals (Susilo, 2020) <sup>[26]</sup>.

This is to the theory put forward by Nanang Fattah (2013) <sup>[13]</sup> which explains that the policy here is related to public policy and is made on behalf of the state by instruments/state tools to regulate the behavior of each person, such as teachers or students and organizations, such as schools and universities.

In Langsa City, the policy of procuring government employees with work agreements for teacher functional positions in the arrangement and distribution of elementary school teachers began to be implemented when the policy was issued. The overall target of the policy is all non-ASN teachers from kindergarten, elementary, junior high, high school, and state vocational levels. In this study, researchers focused more research on the public elementary school level. The implementation of the arrangement and distribution of PPPK teachers at the state elementary level, referring to the technical guidelines of Permenpanrb Number 20 of 2022 (Tangdilassu *et al.*, 2023) <sup>[27]</sup>.

According to the results of the research that the resource person has explained, the mechanism for implementing the procurement of government employees with work agreements for teacher functional positions in the arrangement and distribution of elementary school teachers is that the education unit collects data on the shortcomings and advantages of teachers in its education unit, the need for facilities and infrastructure, and school management. Schools cannot be careless in making reports on teacher needs analysis because the office has a supervisor whose

duty is to supervise the school (Abdullah, 2019) <sup>[11]</sup>. Supervisors here are usually placed in each educational unit. The calculation of teacher needs here refers to the pattern of calculating teacher needs in the implementation of existing regulations. The school then reports the results of the needs analysis to the education office. The education office then processes and reviews further in the form of teacher structuring (Sapri, 2018) <sup>[22]</sup>.

### Supporting and Inhibiting Factors in Policy Implementation

Supporting factors in implementing the procurement policy for government employees with work agreements for teacher functional positions in regional agencies in 2022 as well as the arrangement and distribution of civil servant teachers at the elementary level in Langsa City include effective communication between the Langsa City Education Office and the school. Policy socialization went smoothly, ensuring that there were no misunderstandings between the department and the school. As stated by SI respondents, "Alhamdulillah, communication with schools went well. Schools are also open and provide data according to their individual needs." Meanwhile, TA respondents also expressed a similar agreement, "Our socialization is going well. Every time there is socialization, the school is always present and understands the material. So it's easier for us to carry out this policy." The statements of SI and TA respondents were reinforced by MR respondents, who stated, "Schools are always open in providing information related to the needs of teachers in their schools. This makes it easier for us to collect the data needed to implement this policy." NI also added, "Each principal provides information according to the needs of their respective schools and follows socialization about the policy."

The results of the interview showed that the implementation of the policy was supported by several factors, including effective communication between the Department of Human Resources Development and Personnel Agency (BKPSDM) and the Langsa City education and culture office and related schools. Good communication can reduce the potential for misunderstandings between offices and schools, while active support from many schools also strengthens the implementation of teacher structuring and equity policies (Sururi *et al.*, 2023) <sup>[24]</sup>.

Although it has been well planned, the implementation of the government employee procurement policy with work agreements for teacher functional positions as well as the arrangement and distribution of teachers at the elementary level in Langsa City cannot be separated from various obstacles.

Based on the results of interviews with SI respondents, several obstacles often arise in the process of implementing this policy. One of them is the rejection from some schools of PPPK teachers who are placed, citing the nonlinearity between the teacher's educational background and school needs. In addition, the presence of other honor teachers who are already in the school is also an obstacle, because the arrival of PPPK teachers reduces the burden of teaching duties for existing honor teachers. Similarly, TA respondents added that objections from schools abandoned due to the shortage of civil servant/civil servant teachers as well as rejection of PPPK teachers who were considered not by school needs became challenges in implementing this policy (Simatupang & Akib, 2011) <sup>[23]</sup>.

Explanations from NI respondents show that one of the main obstacles is the shortage of civil servant teachers, especially with many teachers entering retirement. However, PPPK teachers who pass the selection cannot always be placed optimally, resulting in an excess of teachers in some schools. Furthermore, AZ respondents highlighted the problem of mismatch between the teacher's educational background and the tasks given, for example, teachers with economic backgrounds who were appointed as class teachers.

In implementing the procurement policy of government employees with work agreements for teacher functional positions and the arrangement and distribution of elementary school teachers in Langsa City, the Langsa City education and culture office has made efforts to overcome obstacles that arise in the process. SI respondents highlighted steps that have been taken by the agency, such as plans to verify diplomas for non-civil servant teachers to ensure that they meet established standards. Teachers who do not meet the standards will be recommended to be transferred, for example to the Administration Department (TU) or other fields. In addition, the agency also strives to accurately record the needs of teachers in each school and set rules so that there is no appointment of new honorary teachers so that they can record the number of honorary staff available.

Socialization carried out by the Regional Civil Service Agency to the education and culture office and its staff is also one of the efforts made to ensure a good understanding of this policy (Hadijaya, 2012) <sup>[15]</sup>. In addition, MR respondents indicated that the department had given instructions to schools to submit letters requesting teacher assistance to the education and culture office when facing teacher shortages. In addition, NI and AZ respondents also highlighted concrete steps that have been taken, such as the transfer of duties for teachers who do not match the linearity of their diplomas and the submission of letters requesting teacher assistance (Bangun, 2021) <sup>[8]</sup>.

### Conclusion

The policy of implementing the procurement of government employees with work agreements for functional positions of teachers in Langsa City aims to meet the needs of teachers in each education unit, as well as to improve professionalism in the field of education. The process of implementing this policy involves several stages which include organizing, interpreting, and applying the policy. Organizing is carried out by planning the development of the school as a whole, including teacher needs, and followed by an analysis of teacher needs carried out by an internal team at the Education Office. The interpretation phase involves disseminating the policy to relevant parties, such as school principals, to ensure a proper understanding of the policy. The application phase includes the implementation of policies by established regulations, by ensuring the placement of PPPK teachers according to the needs of each school. The policy implementation process is also supported by an oversight mechanism involving school inspectorates and superintendents to ensure smooth running and compliance with established policies. Effective communication between policymakers and policy implementers is also key in ensuring the successful implementation of these policies. Thus, the implementation of this policy aims to organize and equalize elementary

school teachers in Langsa City by taking into account the needs and distribution of teachers equally.

In implementing the procurement policy for government employees with work agreements for functional positions of teachers and the arrangement and distribution of elementary school teachers in Langsa City, supporting factors in the implementation of government employee procurement policies with work agreements for functional positions of teachers and the arrangement and equity of civil servant teachers in Langsa City include effective communication between the Langsa City Education Office and schools. Good policy socialization ensures proper understanding and active participation of schools in the implementation process. Support from many schools also strengthened policy implementation. However, some obstacles also arise in the implementation of this policy. One of them is the rejection from some schools against the PPPK teachers placed, as well as objections from schools that lack civil servant / civil servant teachers. The problem of shortage of civil servant teachers is also a major obstacle, especially with many teachers entering retirement. In addition, the mismatch between teacher education background and the tasks given is also a challenge in implementing this policy. In overcoming these obstacles, the Langsa City education and culture office has made efforts such as verification of diplomas for non-civil servant teachers, assignment assignments for teachers who do not match the linearity of their diplomas, and submission of letters requesting teacher assistance to the education and culture office. Good socialization as well as concrete steps taken by offices and schools help in overcoming obstacles and ensuring the smooth implementation of this policy.

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