

## The role of the government in the process of appointment of honorary and contract workers in Pasaman Regency

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### ABSTRACT

This study aims to analyze the role of the government in the process of appointing honorary and contract workers in Pasaman Regency and the factors that influence the role of the government in the process of appointing honorary and contract workers in Pasaman Regency. The appointment of contract workers to PPPK is the process of changing the status of contract employees to that of Government Employees with Work Agreements, who are appointed based on work agreements for a certain period to carry out government duties. This process is an effort by the government to provide a more certain status and equal rights to contract employees who have not had a clear status as PPPK or ASN. This study used a qualitative method with a descriptive approach and data collection techniques in the form of interviews and documentation. This study uses Rasyid's theory (1997) which states that there are 4 roles of government consisting of (1) Role as Regulator, (2) Role as Dynamicator, (3) Role as Facilitator and (4) Role as Catalyst. The results of the study show that the Pasaman Regency Government has carried out these four roles, but has not been running optimally. As a regulator, the regional government acts only plays a role as an implementer of central policies without the authority to establish new regulations. As a dynamicator, the government is trying to mobilize regional apparatuses and honorary workers to actively participate in PPPK selection, although coordination is not yet optimal. As a facilitator, BKPSDM provides consultation services, administrative assistance, and digital-based information access but is still hampered by human resources. Meanwhile, as a catalyst, the government plays a role in accelerating the administrative process and encouraging the resolution of obstacles between the agencies. Bureaucratic structure, communication, resources, and disposition are factors that affect the implementation of policies. The primary challenges are inadequate discipline, heavy workload, shortage of digital system expertise, and small workforce. To make the process of selecting contract and honorary employees more efficient and transparent, this study suggests enhancing agency collaboration, bolstering human resource capabilities, and streamlining bureaucratic structures.

**Keywords:** Government Role, Honorary and Contract Worker Appointment Process

## 1. INTRODUCTION

Law pertaining to the State Civil Apparatus, 20 of 2023. The governance of the ASN in Indonesia is governed by this law. In addition to ensuring optimal, transparent, and responsible public services, this legislation aims to enhance the professionalism, performance, and welfare of ASN personnel (Afrilia & Shaira, 2024; Arrido, 2022). In this regulation, the ASN remains divided into two categories: Civil Servants (PNS) and Government Employees with Work Agreements (PPPK). The government emphasized that honorary and contract workers are no longer recognized in the state civil service system, so non-ASN employees who still work in government agencies are given the opportunity to participate in the selection process to become PPPK or PNS in accordance with applicable regulations.

Honorary employees are workers employed by government agencies but do not hold the status of State Civil Apparatus (ASN), Civil Servants (PNS), or Government Employees with Work Agreements (PPPK). Honorary employees usually receive their honorarium from the State Budget (APBN) or Regional Budget (APBD), and not from the procurement mechanism for goods and services. In compliance with Government Regulation Number 49 of 2018 on PPPK Management, the government has gathered information on non-ASN employees as a preliminary measure to do away with honorary workers by 2023. On the other hand, contract employees are workers who have a work agreement for a set amount of time and are employed by the government or the private sector. Contract workers typically operate under agreements that can be extended in accordance with the agency's demands and lack ASN status. As an alternative to employing honorary workers, the Regional Budget (APBD) of each area can finance certain contract workers such as teachers and healthcare professionals..

Honorary and contract employees in Pasaman Regency have become much more enthusiastic since Minister of Administrative and Bureaucratic Reform (PERMENPAN RB) Number 6 of 2024 was issued. This regulation specifically governs the selection and appointment process for Government Employees with Work Agreements (PPPK). For people who have worked for a number of government agencies for a long time, but do not yet have a clear employment status, this regulation is viewed as a fantastic opportunity. They believe that this new rule will give workers improved rights, particularly regarding job stability and welfare, as well as certainty regarding their employment status (Jamaludin, 2025).

The 1,445 applications show how eager Pasaman Regency's contract and honorary employees participated in the PPPK selection process. According to this statistic, almost all contract and honorary employees who fulfill administrative requirements are attempting to take advantage of this opportunity to become Government Employees with Work Agreements (PPPKs).

According to the Pasaman Regent's Circular Letter regarding the final results of the 2024 Phase 1 selection process for government employees with work agreements (PPPK) for technical and healthcare personnel within the Pasaman Regency Government, a total of 1,445 participants registered for 681 available positions. Of these, only 614 individuals passed the selection process successfully. Thus, 614 positions were filled, while 67 remained vacant. These 67 positions were due to the applicants' inability to identify them. Furthermore, the selection process also revealed that 831 participants were declared unsuccessful; thus, they did not receive the opportunity to be appointed as PPPK during this selection period.

The majority of them were from the R3 category, namely honorary and contract workers, who served between 2005 and 2011. This indicates that competition in the PPPK selection process is very intense, especially for honorary workers in the R3 category, who must compete with honorary workers in the R2 category, namely those who worked between 2002 and 2004 and who, according to regulations, have higher priority in the selection process (Asna, 2023; Marto et al, 2023). In addition to the intense competition in the PPPK selection process, several other issues caused many participants to fail. One of the main issues is not meeting the threshold or passing grades set by the government. The government's lack of transparency in providing detailed information regarding the selection criteria left many participants unprepared for the exam (Syabphantara, 2023; Febrioanto, 2023).

The Pasaman Regency Government plays a crucial role in addressing issues arising from the selection and appointment of Indonesian Civil Servant Candidates (PPPKs), particularly for honorary and contract workers who fail the selection process. However, to date, there has been no concrete response from the local government regarding the fate of honorary and contract workers who failed the selection process. Without clarity from the local government, many honorary workers feel confused and uncertain about their futures (Suhendra, 2017; Triwahyudi, 2023). The government is expected to provide a clearer solution, so that honorary workers do not feel neglected and still have the opportunity to contribute to the government sector.

## **2. METHOD**

Based on the title and problems that have been studied, the type of research used by the researcher is qualitative research with a descriptive method, in which the researcher tries to describe the conditions or situations that occur in the field as they are without any additions to the research targets and is systematic and accurate according to the facts and what happens in the field. Qualitative research is a procedure that produces descriptive data in the form of written or spoken words from people and observable behaviors. Fraenkel and Wallen in Naamy (2021) state that research that examines the quality of relationships, activities, situations, or materials is called qualitative research, with a strong emphasis on comprehensive descriptions in describing the details of everything that happens in a particular activity or situation. This method provides an opportunity for researchers to collect data sourced from interviews, field notes, photographs, personal documentation, and official documentation to describe the research subject.

Types and Sources of Research Data, According to Naamy (2021), research data can be grouped into two types: primary data and secondary data. The data collection techniques and tools were carried out by means of interviews and documentation studies. According to Sugiono (2013) in Naamy (2021), data collection techniques are the most strategic step in research because the main objective of this research is to obtain data.

## **3. RESULTS AND DISCUSSION**

### **3.1 The Role of the Government in the Process of Appointing Honorary and Contract Workers in Pasaman Regency**

Based on Rasyid's (1997) theories of government roles, the following are outlined:

#### **3.1.1 Role as Regulator**

According to Rasyid (1997), the government's role as a regulator means establishing rules, policies, and legal guidelines that create order and certainty in government administration. In the context of appointing honorary and contract workers as PPPK (Commissioned Personnel Officers) and ASN (State Civil Apparatus) in Pasaman Regency, this role is evident in how the local government adheres to regulations established by the central government.

First, based on interviews with the Pasaman Regency Human Resources Development and Personnel Agency (BKPSDM), it was found that the local government does not have direct authority to establish regulations regarding the appointment of honorary and contract workers.

Second, it was discovered through interviews with the Pasaman Regency Regional Inspectorate that this organization is essential to oversight, especially in the regulatory area, ensuring that all phases of the hiring process for contract and honorary employees adhere to the relevant laws and regulations. It was stressed by the Inspectorate that it has no power to decide who will be hired as a Government Employee with Work Agreement (PPPK). Nonetheless, this organization contributes to ensuring that all administrative procedures and the application of policies are carried out openly and in compliance

with legal requirements. The Inspectorate stops administrative infractions and procedural anomalies throughout the process through its internal function. Interviews conducted with the Pasaman Regency Education Office revealed that the office serves as the technical implementer of regional education policies and advises the BKPSDM (Human Resources Development Agency) on matters pertaining to the hiring of teachers and other education personnel. The Education Office lacks the power to create rules or guidelines pertaining to the technical implementer of regional education policies and provides input to the Human Resources Development Agency (BKPSDM) regarding teacher and education personnel recruitment needs. The Education Office does not have the authority to establish regulations or policies regarding the appointment of honorary and contract workers because all provisions regarding the appointment process are fully regulated by the central government.

### **3.1.2 Role as a Dynamicator**

In order to guarantee that information on contract and honorary employees is updated on a regular basis, the Pasaman Regency Human Resources Development and Personnel Agency (BKPSDM) regularly coordinates with all Regional Apparatus Organizations (OPD), according to the agency's interviews. Additionally, BKPSDM makes an effort to give honorary and contract employees who visit in person to get information about the administrative procedure and appointment criteria thorough and understandable explanations..

Second, it was found through interviews with the Pasaman Regency Regional Inspectorate that this organization fulfills its mandate by providing coaching to regional apparatus, making sure they are always engaged in enhancing their performance and adhering to set protocols. The Inspectorate continuously encourages and reminds each regional apparatus to be disciplined in reporting personnel activities, and provides guidance and evaluations if administrative obstacles are found so that improvements can be made immediately in accordance with applicable regulations.

Third, based on interviews with the Pasaman Regency Education Office, it was discovered that the Education Office plays a strategic role as a driving force in the education sector, particularly in motivating honorary and contract workers to actively participate in the selection process for Government Employees with Work Agreements (PPPK). Furthermore, the Education Office also plays a role in providing technical assistance, such as helping honorary workers understand the registration mechanism, the document upload process, and other provisions related to the PPPK selection process.

### **3.1.3 Role as a Facilitator**

First, according to interviews conducted with the Pasaman Regency Human Resources Development and Personnel Agency (BKPSDM), local governments actively facilitate the implementation of policies for appointing contracts and honorary workers. Honorary and contract employees can use BKPSDM's daily in-office consultation services to get help if they run into issues, need help uploading files to the SSCASN system, or need to edit improper paperwork.

Second, it was learned via conversations with the Pasaman Regency Regional Inspectorate that this organization helps Regional Apparatus Organizations (OPD) comprehend and abide by all relevant requirements by offering advice and support. For any barriers to policy implementation to be immediately and successfully addressed in compliance with relevant processes, the Inspectorate also supports interagency coordination when issues emerge and offers guidance when administrative errors are discovered.

Third, the agency helps honorary instructors gather and complete administrative paperwork, according to discussions with the Pasaman Regency Education Office. Information about the conditions and registration procedures for honorary staff was also supplied by the Office.

### **3.1.4 Role as Catalyst**

The Pasaman Regency Human Resources Development and Personnel Agency (BKPSDM) aims to guarantee that all administrative procedures are completed promptly, precisely, and in compliance

with rules, according to the first findings derived from interviews with the agency. After verifying the data on honorary and contract workers, BKPSDM immediately sends the verification results to the central government to avoid a backlog of documents at the regional level.

Second, based on the results of interviews with the Pasaman Regency Regional Inspectorate, it is known that this institution not only carries out inspection functions, but also plays a role in encouraging each Regional Apparatus Organization (OPD) to immediately follow up if there are findings or obstacles in policy implementation. In addition, the Inspectorate continuously provides reminders and directions to all regional apparatuses to always be responsive to every circular, instruction, or new policy issued by the central government, so that policy implementation in the region can run in a harmonious and timely manner.

Third, based on interviews with Refki, the Education Office explained that all information or announcements received from the BKPSDM or from the central office were immediately conveyed to all schools. He added that if there were incomplete files or requirements from schools, such as contract decrees, the Education Office always tried to help correct them so that the appointment process would not be delayed. This demonstrates that the Education Office's function extends beyond merely disseminating information; it also actively promotes administrative completeness to make the hiring of contract and honorary employees go more easily.

### **3.2 Factors Influencing the Role of the Government in the Process of Appointing Honorary and Contract Workers in Pasaman Regency**

#### **3.2.1 Communication**

First, as the BKPSDM explains, the communication process is conducted via a variety of platforms, including the personnel information system, coordination meetings, technical outreach, and circulars. The objective is to guarantee that all stakeholders, including regional leaders, work units, and personnel officials, have a common grasp of the relevant protocols. In order to avoid miscommunications and administrative mistakes that can cause the appointment process to drag on, effective communication is essential. As a result, the BKPSDM constantly works to make sure that all pertinent parties are informed in a timely and thorough manner of any new regulations that are announced by the BKN or Kemenpan-RB. Despite this, the BKPSDM and pertinent parties continue to routinely encounter communication difficulties. Ms. Rani underlined that precise, consistent, and transparent communication at all levels of the bureaucracy is crucial to the appointment process' success. Effective communication acts as a link between stated policies and practical on-the-ground operations. To guarantee that the procedure proceeds without hiccups, the BKPSDM constantly works to address the rare carelessness or administrative mistakes made by certain parties.

Second, according to interviews with the Education Office, effective communication has been shown to be essential to the successful execution of policies, especially when it comes to the hiring of staff members in the field of education. According to Mr. Refki, the Education Office regularly works with the Human Resources Development Agency (BKPSDM) to make sure that all educational units receive timely information about formations, schedules, and the accuracy of appointment paperwork. He went on to say that incomplete or inaccurately filled-out documents are frequently the result of communication breakdowns. Coordination meetings, circulars, and internal communication channels including agency messaging groups are some of the ways that the Education Office communicates. The Education Office stressed that they quickly resolve any misunderstandings and that communication obstacles are uncommon.

Third, interviews with the Regional Inspectorate throughout the implementation of personnel appointment policies showed that communication is an essential component, especially when it comes to coordinating the Inspectorate's supervisory function with pertinent authorities. The Inspectorate clarified that one of its responsibilities is to supervise the application of policies, including the hiring procedure for employees. Therefore, in order to avoid misunderstandings when implementing

regulations, communication with technical agencies must be maintained. Field monitoring, supervisory reports, official correspondence, and cross-agency coordination meetings are all examples of how the Inspectorate communicates. The supervised agency must be formally informed of any conclusions or suggestions made throughout the inspection process so that they may be promptly followed up on. Mr. M. Ikhsan added that communication is two-way, not only from the Inspectorate as supervisor, but also from the supervised agency.

### **3.2.2 Resource**

First, in keeping with its viewpoint, the BKPSDM highlighted how important human resources are to the hiring process. It clarified that if the employees involved are competent, honest, and fully aware of personnel regulations, the implementation of the policy will go well. Workers with good technical skills and a thorough understanding of regulations will be able to complete the administrative appointment process carefully and according to protocol. Nevertheless, the BKPSDM also identified a number of challenges faced in completing this assignment. These consist of the small workforce, the comparatively heavy task, and the ongoing unfamiliarity with computerized personnel systems. This instance shows that the availability and caliber of human resources are important elements impacting the seamless operation of the hiring process, in addition to good practices and communication.

Second, the Department of Education's interviews showed that the efficiency of the hiring process is greatly influenced by the skills and availability of human resources. Although it has qualified personnel to manage administrative appointments, the Department clarified that their numbers are restricted. The burden increases significantly when multiple teacher or educational staff posts must be filled at the same time. In order to guarantee quick completion, the Department of Education also works to support schools with administrative procedures. According to this remark, a major barrier influencing the efficiency of the administrative appointment process is the small number of employees.

Third, the effectiveness of policy execution is impacted by human resources, according to interviews with the Regional Inspectorate regarding the regional government's application of employee appointment policies. According to an Inspectorate official, the effectiveness of the employee appointment procedure is largely reliant on the caliber of human resources in each OPD that employs ASN staff as well as in the BKPSDM, which is the main implementer. He underlined that mistakes in the appointment process may arise from human resources' lack of understanding of the rules or their careless application, which could ultimately lead to delays or inaccurate policy execution..

### **3.2.3 Disposition**

First, according to BKPSDM interviews, they stated that they constantly work to inculcate in all staff members a sense of accountability and honesty. They understand that the hiring process affects a person's career and future in addition to administrative matters, therefore all employees must act honorably, cautiously, and professionally. The BKPSDM stressed that when the center has a deadline, workers don't think twice about staying late to do their task because everyone in the personnel department knows that this is part of their duty to the organization and the community. The desire of policy implementers to modify their schedules or put in extra hours to make sure that all the files and data needed to appoint personnel are accurate and compliant with regulations is another indication of their dedication. Additionally, regional leaders' encouragement and model conduct have an impact on staff morale. "Leaders consistently emphasize the transparency of the entire process, without intervention or vested interests," according to the Human Resources Development Agency (BKPSDM). Employees are encouraged to uphold integrity and perform their jobs with diligence as a result.

Second, the Education Office's interviews showed that employee commitment and attitudes play a significant role in how well the hiring process goes, especially for teachers and other educational professionals. According to Mr. Refki, a personnel department employee, they constantly stress to all staff members the value of working properly because the hiring process affects teachers' lives. "So, we cannot be careless or procrastinate," he continued. This declaration shows that the Education Office's

implementers understand their administrative and moral obligations when it comes to carrying out staff hiring procedures. The Office also underlined that leadership support plays a big role in determining implementers' dedication and attitudes.

Third, interviews with the Regional Inspectorate reveal that dispositional characteristics have a major impact on the efficacy and integrity of staff appointment policies. policy implementation in the regions. According to Mr. M. Ikhsan, the attitude and dedication of those who implement policies, both at the BKPSDM and OPD, are essential to the efficient operation of the personnel appointment procedure. "If the implementers have good intentions and a strong commitment to the regulations, the policy can run smoothly without any obstacles," he stated. According to the Inspectorate, the majority of policy implementers in the regions already approach their work with a positive attitude, especially when it comes to following rules and preserving process transparency. They did stress the importance of discipline and dedication, though. People still need to be strengthened, especially when it comes to upholding the impartiality and integrity of federal workers throughout the nomination process. . "We constantly stress that every employee participating in the civil service appointment process maintains integrity and is not influenced by any particular interests," Mr. M. Ikhsan continued. Because we are aware that the policy may be abused if the implementing officer has a bad attitude."

### **3.2.4 Bureaucratic Structure**

First, according to Ms. Rani's interviews with the BKPSDM (National Agency for Human Resources Development), a well-defined and structured bureaucratic framework is essential to the effectiveness of the hiring process. In order to ensure that every department is aware of its specific tasks in the appointment process and that there is no overlap, she claims that the BKPSDM has a clear division of responsibility amongst departments, including transfers and promotions, procurement, and staff development. Additionally, a coordinated work structure and thorough standard operating procedures (SOPs) aid in accelerating the administrative process. Every action is taken in compliance with the relevant legislation, guaranteeing that every stage is accountable both legally and administratively. Ms. Rani went on to say that the BKPSDM always complies with rules, making sure that every employee's file or document submitted for appointment is verified in accordance with SOP and that no procedure is executed carelessly.

Second, the bureaucratic framework for the employee appointment process already has a very clear division of responsibility between each division, which facilitates the implementation of policies, according to interviews conducted with the Education Office. The Education Office already has a clear division of labor, according to Mr. Refki from the personnel division. For instance, the personnel division manages administration, and the primary and secondary education division assists in verifying teacher data in schools. This ensures that each division is aware of its specific roles and responsibilities. Because each division has duties within its own areas, allowing for a more focused coordination process, this statement shows that the current organizational structure is supporting the implementation of staff appointment regulations well. The Education Office did admit, though, that protracted bureaucratic procedures continue to be difficult, especially when working with other organizations like the Human Resources Development Agency (BKPSDM). Mr. Refki continued by saying that the procedure is in fact time-consuming because files need to be transferred to BKPSDM and then to the National Civil Service Agency (BKN) for approval following data verification at the Office. This can take a long time, particularly if the central government makes any changes to the regulations.

Third, the seamless operation of the civil servant (ASN) appointment process is greatly impacted by the regional bureaucratic structure when it comes to executing staff appointment policies, according to interviews with the Regional Inspectorate. According to the Inspectorate, regional governments indeed have a somewhat large bureaucratic structure that involves many different parties, including regional leaders, the Regional Apparatus Organizations (OPD), and the Regional Human Resources Development Agency (BKPSDM). Therefore, to avoid delays or mistakes in the administrative process, divisions must effectively coordinate with one another. A hierarchical and methodical coordination



process, comprising the formation suggestion at the OPD, file verification by the BKPSDM, and final approval by the regional leader, is part of the personnel appointment process, according to the Inspectorate. The entire process will be delayed if any step doesn't go as planned or as planned. According to the Inspectorate, delays caused by one of the parties—for example, an OPD that has not turned in all of its data or the BKPSDM awaiting further confirmation—often result in difficulties. An effective bureaucratic structure is essential in this context to ensure that every division is aware of its obligations and deadlines.

#### **4. CONCLUSION**

The Pasaman Regency Government has performed all four of Rasyid's roles—regulator, dynamicator, facilitator, and catalyst—in the PPPK appointment process, but execution is uneven and leaves value on the table. As a regulator, the region is largely a policy taker: it implements central rules without local derivative regulations to close clarity gaps. As a dynamicator and facilitator, BKPSDM and line agencies do mobilize, guide, and assist candidates; yet thin staffing, patchy digital competence, and inconsistent cross-agency coordination slow the pipeline. As a catalyst, the system does push files forward, but bottlenecks persist at handoffs and when criteria are not communicated with precision. The biggest frictions are classic implementation variables—communication, resources, disposition, and bureaucratic structure—manifesting as unclear thresholds, documentation errors, heavy workloads, and long routing paths. The net effect is avoidable attrition in pass rates and vacancies left unfilled despite high applicant interest.

Forward-looking, Pasaman should stop treating this as a one-off compliance task and run it like an operations system with measurable service levels. Concretely: (1) publish a plain-language “selection playbook” (criteria, scoring, examples) and a rolling FAQ; (2) stand up a lean PPPK command center with a single ticketing/helpdesk and time-bound SLAs for each handoff; (3) upskill a core team on SSCASN and data validation, backed by templated document packs and checklists; (4) institute weekly cross-agency standups to clear blockers; (5) launch a remediation pathway for unsuccessful candidates (targeted prep, document clinics), and (6) instrument the process with live dashboards on volumes, error types, cycle times, and pass rates to drive continuous improvement. If Pasaman builds these capabilities now, it will raise transparency, shorten cycle times, and convert more qualified honorary/contract workers into PPPK—without waiting on new central directives.

#### **Ethical approval**

This research did not require ethical approval

#### **Informed consent statement**

Informed consent was not obtained for this study.

#### **Author's Contributions**

RDC contributed to the research design, data collection, and initial manuscript drafting. SWP supervised the study, provided theoretical and analytical guidance, and contributed to data interpretation and manuscript refinement.

#### **Disclosure Statement**

No potential conflict of interest was reported by the author(s).

#### **Data availability statement**

The data presented in this study are available upon request from the corresponding author for privacy reasons.



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## **Notes on Contributions**

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