

Optimizing the Implementation of Part-Time Government Employees with Work Agreements (PPPK) in Supporting Bureaucratic Reform in East Aceh Regency

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Abstract

The Part-Time Government Employees with Employment Agreements (PPPK Part-Time) policy is an integral component of Indonesia's civil service reform aimed at restructuring non-civil servant employees while maintaining the continuity of public service delivery. East Aceh Regency is among the regions with a significant number of Part-Time PPPK employees, totaling 5,077 personnel distributed across 61 regional government agencies. This condition requires the local government to establish an effective policy implementation framework to support bureaucratic reform. This study aims to analyze the implementation of the Part-Time PPPK policy in East Aceh Regency and formulate strategies for its optimization. The research employed an empirical juridical method using statutory and conceptual approaches supported by secondary data and interview findings. The results indicate that the implementation of the Part-Time PPPK policy has contributed to maintaining public service delivery, particularly in the education, health, and technical service sectors. However, the large number of Part-Time PPPK employees necessitates a more adaptive governance model through organization-based human resource management, performance evaluation focused on public service outcomes, continuous capacity development, and periodic policy evaluation. Optimizing the implementation of this policy is expected to strengthen bureaucratic reform while improving the quality of public services in East Aceh Regency.

Keywords: *Part-Time Government Employees, Policy Implementation, Bureaucratic Reform, Public Service, East Aceh Regency.*

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Introduction

Bureaucratic reform is one of the government's strategic agendas in realizing professional, effective, and public service-oriented governance. One form of reform is realized through the arrangement of the state civil apparatus (ASN) which is directed to create a personnel system based on competence, performance, and legal certainty. The arrangement aims to improve the quality of public services, as well as ensure that each apparatus obtains a clear employment status in accordance with the national civil service legal system. (Ashari 2010).

The implementation of the ASN restructuring policy has consequences for the existence of non-ASN personnel who have been part of the government for many years. On the one hand, the government is committed to completing the overall arrangement of non-ASN personnel, but on the other hand, there is still a real need for organizations for personnel who have experience and competence in supporting public services. This condition then gave birth to the Government Employees with Part-Time Work Agreements (PPPK) scheme as an alternative policy in the transition period to a more organized personnel system. (Stuart 2026)

The presence of the Part-Time PPPK shows the government's efforts to accommodate bureaucratic needs while providing sustainability space for non-ASN personnel. However, the policy still faces various challenges in its implementation. Transitional employment status raises various issues regarding legal certainty, both related to personnel rights, legal protection, career development, and the direction of the appointment policy towards full-time PPPK. This condition shows that the success of the Part-Time PPPK policy is highly dependent on the government's ability to implement the policy effectively.

From the perspective of local government implementation, the implementation of the Part-Time PPPK policy is a challenge in itself. Local governments are parties that are directly confronted with the dynamics of apparatus needs, so they are required to be able to translate national policies into adaptive measures without going out of the corridor of their authority. This role is important considering that the sustainability of public services is greatly influenced by the readiness of local governments in managing the transition process of non-ASN personnel to the new ASN system. (Basyar 2018)

East Aceh Regency as one of the regions that implements the ASN restructuring policy also faces the same challenge. The East Aceh Regency Government is required to carry out administrative policies in accordance with the provisions of the central government, and be able to build a strategy that provides certainty for employees in the Part-Time PPPK scheme. This strategy is needed so that the transition process does not cause uncertainty in personnel status or have an impact on the quality of public service delivery in the regions.

Based on these conditions, the issue of concern is how the East Aceh Regency Government's strategy can strengthen legal certainty for part-time PPPK during the transition period to full-time PPPK. Therefore, this study is important to analyze the strategies that can be taken by the East Aceh Regency Government in strengthening the legal certainty of part-time PPPK as part of efforts to realize professional, adaptive, and sustainable regional personnel governance.

Research Methodology

This research uses an empirical legal research method with an empirical juridical approach. This approach was used to examine the implementation of the policy of Government Employees with Part-Time Work Agreements (PPPK) in the practice of local government implementation, as well as to analyze the strategy of the East Aceh Regency Government in strengthening legal certainty for part-time PPPK. (Iqbal et al. 2025)

The data sources in the study consist of primary data and secondary data. Primary data was obtained through interviews with the authorities, especially at the Personnel and Human Resources Development Agency (BKPSDM) of East Aceh Regency, as well as parties related to the implementation of the Part-Time PPPK policy. Meanwhile, secondary data was obtained through a literature study of Law Number 20 of 2023 concerning the State Civil Apparatus,

implementing regulations, the Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform regarding the Part-Time PPPK, as well as various literature, scientific journals, and other documents relevant to the research object.

The data obtained was analyzed qualitatively using the Legal Certainty Theory as an analysis knife to assess the extent to which the implementation of the Part-Time PPPK policy has provided legal certainty for the apparatus and identified strategies that can be taken by the East Aceh Regency Government in strengthening legal protection during the transition period to full-time PPPK. The results of the analysis are presented in a descriptive-analytical manner to produce recommendations that are in accordance with the needs of local government administration.(Sembiring et al. 2024)

Results

A. Implementation of the Part-Time Government Employee with Employment Agreement (PPPK) Policy in East Aceh Regency

The arrangement of the state civil apparatus is one of the government's priority agendas in realizing a bureaucracy that is professional, adaptive, and able to provide public services optimally. One of the policies taken by the government is the establishment of Government Employees with Part-Time Work Agreements (PPPK) as a transition mechanism in resolving the restructuring of non-ASN personnel. This policy is basically aimed at reducing the problem of honorary personnel and ensuring that public services continue to run during the process of reforming the management of the state civil apparatus.

The implementation of this policy has an important meaning for the East Aceh Regency Government. Based on data from the Personnel and Human Resources Development Agency (BKPSDM) of East Aceh Regency, the number of part-time PPPK reached 5,077 people spread across 61 regional apparatus. This number shows that the existence of part-time PPPK has become an important part of the regional bureaucratic structure. The East Aceh Regency Government has placed it as a resource for apparatus that plays a direct role in the implementation of government and public services.

The distribution of part-time PPPK also shows that most of the employees are placed in the basic service sector. A total of 1,686 people are on duty at the Education and Culture Office, 937 people at the health center, 383 people at the dr. Zubir Mahmud Hospital, 259 people at the Sultan Abdul Aziz Syah Peureulak Hospital, 370 people at the Pamong Praja and Wilayatul Hisbah Police Units, 405 people at the Environmental Service, 118 people at the Regional Disaster Management Agency, while Another 919 people are spread across 54 regional apparatus. The composition shows that the implementation of the Part-Time PPPK policy is directed to maintain the sustainability of basic services that are in direct contact with the community. In other words, the quality of public services in East Aceh Regency is greatly influenced by the ability of the local government to manage Part-Time PPPK.

This condition is in line with the policy direction set through Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 16 of 2025 concerning Government Employees with Part-Time Work Agreements. In Third Condition, it was emphasized that the procurement of Part-Time PPPK is only intended for certain positions, namely teachers and education personnel, health workers, technical personnel, general operational managers, operational service operators, operational service managers, and operational service planners. In addition, procurement is only intended for non-ASN employees who have been registered in the database of the State Civil Service Agency (BKN) and have participated in the CPNS selection or PPPK selection for the 2024 Fiscal Year, but have not yet obtained a formation. This provision shows that the Part-Time PPPK is a transitional policy that is prepared to gradually complete the arrangement of non-ASN personnel.(Courtesy of Stuart and Stuart 2026)

The implementation of the policy in East Aceh Regency shows that the direction of the national policy has been running in accordance with the needs of the region. The dominance of part-

time PPPK in the education, health, hospital services, public order, and technical services sectors shows that local governments use these policies to maintain bureaucratic stability without reducing the quality of services to the community. This shows that the Part-Time PPPK has developed into a strategic instrument in maintaining the capacity of government organizations during the bureaucratic reform process. (Syahputra 2024)

However, the implementation of the policy still faces various challenges. The fifth provision of the PANRB Ministerial Decree Number 16 of 2025 stipulates that part-time PPPK is appointed based on a work agreement for one to five years and can be extended according to the needs of the organization. The regulation also stipulates working hours of about four hours per day or twenty hours per week. As a consequence of this arrangement, the government provides space for part-time PPPK to earn additional income outside of working hours as long as it does not cause a conflict of interest and still complies with the ethics of the state civil apparatus. This flexibility is a new approach in ASN management which previously emphasized more on full-time work patterns.

However, the implementation of policies in the regions is still greatly influenced by the fiscal capacity of local governments. In East Aceh Regency, the income of part-time PPPK is still in the range of Rp200,000 to Rp500,000 per month, while in other areas there are different policy variations, even reaching Rp1,500,000 per month. These differences show that the success of the implementation of the Part-Time PPPK is by the capacity of local governments in managing budgets, human resources, and organizational needs.

Sudikno Mertokusum in his view expressed that legal certainty is a guarantee that the law can be implemented consistently so as to provide clarity for every legal subject. In the context of the implementation of the Part-Time PPPK, legal certainty is needed by employees and local governments as policy implementers. The East Aceh Regency Government needs more operational guidelines so that the management of part-time PPPK can run effectively, measurably, and in line with the goals of national bureaucratic reform.

Based on these conditions, it can be understood that the implementation of the Part-Time PPPK policy in East Aceh Regency has made a real contribution to maintaining the sustainability of public services. However, the large number of part-time PPPKs spread across various regional apparatus also shows that local governments need a more integrated management strategy so that this transitional policy is able to support the sustainable arrangement of the state civil apparatus. This issue is the basis for the need to discuss the strategy of the East Aceh Regency Government in strengthening the management of part-time PPPK in the next part

B. Optimizing the Implementation of the Part-Time PPPK Policy as an Instrument for Strengthening Public Services in East Aceh Regency

The implementation of the policy of Government Employees with Part-Time Work Agreements (PPPK) in East Aceh Regency shows that bureaucratic reform is very concerned with changes in public service governance. The presence of 5,077 part-time PPPK spread across 61 regional apparatus shows that the East Aceh Regency Government has made the policy an instrument to maintain the continuity of public services in the midst of the process of structuring non-ASN personnel. Most of the part-time PPPK are placed in the education, health, hospital, and technical services sectors that are in direct contact with the community. This condition shows that the success of regional public services increasingly depends on the effectiveness of the management of part-time PPPK.

The Part-Time PPPK is placed as a transitional instrument in personnel management reform which aims to maintain bureaucratic stability while providing legal certainty gradually. However, technically as per the Third Point of the Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform No. 16 of 2025 concerning Government Employees with Part-Time Work Agreements, the Procurement of Part-Time PPPK is only carried out to fill the needs of the following positions:

1. Teachers and Education Personnel;
2. Health Workers;

3. Technical Personnel;
4. General Manager of Operations;
5. Operational Service Operator;
6. Operational Services Manager;
7. Operational Service Manager.

As per the Fifth Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform No. 16 of 2025 concerning Government Employees with Part-Time Work Agreements, the Procurement of Part-Time PPPK is also limited only to non-ASN employees who are registered in the *database of* non-ASN employees of the State Civil Service Agency (BKN) with the following provisions: a) have participated in the CPNS selection for the 2024 fiscal year but have not passed; or b) have participated in all stages of PPPK selection for the 2024 fiscal year but are unable to fill vacancies.

Part-Time PPPK will generally be contracted for a duration of 1 to 5 years, extendable. The Part-Time PPPK Regulation stipulates that the working hours of the Part-Time PPPK are 4 hours per day or around 20 hours per week, much shorter than the standard of 37.5 hours per week for full-time ASN. The reduction in working hours is a logical consequence of an incomplete salary adjustment. As compensation for income that may be below the standard of living needs in some areas, the government provides "economic discretion". Part-Time PPPK is allowed to seek additional income outside of ASN working hours. They may be entrepreneurial, work in the private sector, or do other freelance work, as long as they do not cause a *conflict of interest* with their state duties and do not violate bureaucratic ethics. The policy is a positive anomaly in Indonesia's tradition of civil service which usually demands single-time loyalty.

The large number of part-time PPPK also has consequences for the regional bureaucratic management pattern. The East Aceh Regency Government manages apparatus with the characteristics of full working hours that have different characteristics as stipulated in the Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 16 of 2025. These differences in characteristics require an adjustment of organizational work patterns so that the division of tasks, coordination, and implementation of public services continues to run effectively.

In the perspective of the Theory of Legal Certainty proposed by Sudikno Mertokusumo, legal certainty is measured by the existence of regulations that regulate a legal relationship and the ability of the law to provide clear guidelines in its implementation. Thus, the implementation of the Part-Time PPPK is not enough based only on the recognition of status as part of the State Civil Apparatus. Local governments must also be able to build governance that provides certainty regarding work mechanisms, division of responsibilities, performance evaluation, and apparatus coaching patterns. This certainty is important so that national policies can be implemented effectively at the regional level.

On the other hand, the characteristics of East Aceh Regency, which has 61 regional apparatus with diverse service needs, shows that the management of part-time PPPK cannot be carried out with a uniform approach. Regional apparatus engaged in the fields of education and health certainly has different needs from regional apparatus that carries out administrative functions and technical services. Therefore, policy implementation must be adjusted to the characteristics of the organization, workload, and service needs of each regional apparatus. This approach will result in a more proportionate distribution of apparatus while increasing the effectiveness of public services.

Policy implementation must also be seen as part of efforts to improve the quality of regional bureaucracy. So far, the success of the arrangement of non-ASN personnel is more measured by the number of employees who have been successfully transferred to Part-Time PPPK. Even though this measure has not reflected the success of bureaucratic reform as a whole. The success of implementation should be measured by improving the quality of public services, organizational effectiveness, and the ability of local governments to make optimal use

of apparatus resources. Based on these conditions, optimizing the implementation of the Part-Time PPPK policy in East Aceh Regency requires the following strategic steps.

1. The East Aceh Regency Government needs to build a part-time PPPK management model that is tailored to the characteristics of each regional apparatus, so that the placement of apparatus is really based on public service needs, workload, and organizational functions.
2. The East Aceh Regency Government needs to implement a performance evaluation system that is oriented towards service *performance*, so that the success of the Part-Time PPPK is measured based on the length of working hours and based on the quality, productivity, and benefits of services provided to the community.
3. The East Aceh Regency Government needs to strengthen the development and capacity development of part-time PPPK on an ongoing basis, especially for apparatus in charge of basic service sectors such as education, health, and technical services, so that the quality of human resources improves in line with the increasingly complex demands of public services.
4. The East Aceh Regency Government needs to evaluate the implementation of the Part-Time PPPK policy periodically as a basis for improving regional policies, so that every obstacle in the implementation, distribution of employees, and the effectiveness of services can be identified early and become the basis for policy improvement in the future.

With this implementation model, the Part-Time PPPK policy is seen as a transitional solution in the settlement of non-ASN personnel and develops into a strategic instrument to strengthen the capacity of the regional bureaucracy. Planned, adaptive, and needs-based management will provide certainty in the implementation of duties, improve the professionalism of the apparatus, and encourage the creation of more effective governance. For East Aceh Regency, the success of the implementation of this policy is measured by the ability of the local government to build a bureaucratic system that is able to ensure the sustainability of public services, improve the quality of apparatus performance, and provide fast, responsive, and community-oriented services. Thus, the implementation of the Part-Time PPPK is an integral part of the bureaucratic reform agenda that creates certainty for the apparatus and strengthens public trust in the implementation of local government.

Conclusion

The implementation of the policy of Government Employees with Part-Time Work Agreements (PPPK) in East Aceh Regency has become an important instrument in maintaining the sustainability of public services during the process of structuring non-ASN personnel. The existence of 5,077 part-time PPPK spread across various regional apparatus shows that the policy contributes to the implementation of basic services, especially in the education, health, and technical service sectors. However, the effectiveness of policy implementation still requires strengthening governance in order to be able to support bureaucratic reform optimally.

Optimization of policy implementation can be carried out through the management of apparatus based on organizational needs, the implementation of performance evaluations oriented to the quality of public services, the capacity development of part-time PPPK on an ongoing basis, and periodic policy evaluations. With this step, the Part-Time PPPK policy can be a strategic instrument in strengthening bureaucratic reform and improving the quality of public services in East Aceh Regency.

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