



POLICY ANALYSIS ON THE APPOINTMENT OF HONORARY TEACHERS AS ASN PPPK: IMPLICATIONS FOR EDUCATIONAL HUMAN RESOURCE STABILITY AND LANGUAGE EDUCATION IN KELUMPANG HILIR DISTRICT

¹Tataq Harjuna Piranggada, ²Muhammad Triyoso, ³Muhsinin, ⁴Sahdat, ⁵Ahmad Suriansyah, ⁶Ratna Purwanti

^{1,2,3,4,5,6}Universitas Lambung Mangkurat

E-mail : [1harjunatataq@gmail.com](mailto:harjunatataq@gmail.com), [2muhammadtriyoso@gmail.com](mailto:muhammadtriyoso@gmail.com), [3geomuhsinin@gmail.com](mailto:geomuhsinin@gmail.com),
[4sahdatmap@gmail.com](mailto:sahdatmap@gmail.com), [5a.suriansyah@ulm.ac.id](mailto:a.suriansyah@ulm.ac.id), [6ratna.purwanti@ulm.ac.id](mailto:ratna.purwanti@ulm.ac.id)

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Corresponding Author:

Tataq Harjuna Piranggada

Email Corresponding :

harjunatataq@gmail.com

ABSTRACT

This study explores the implementation of the policy on appointing honorary teachers as ASN PPPK (Government Employees with Work Agreements) in Kelumpang Hilir District, which faces numerous structural, administrative, and resource-related challenges. The main obstacles identified include limited budget allocations, weak inter-agency coordination, and social resistance from some honorary teachers who perceive the selection process as unfair. Nevertheless, this policy holds significant potential to enhance educational quality, teacher professionalism, and equitable teacher distribution in remote areas. The study highlights the critical role of local governments in supporting the policy's execution by improving coordination mechanisms, ensuring efficient budget management, and delivering clear public outreach. Moreover, strengthening personnel information systems and conducting regular policy evaluations are essential to ensuring its effectiveness. The findings aim to offer practical recommendations for policymakers to overcome existing barriers and support the long-term success of honorary teacher appointments, particularly in stabilizing educational human resources and improving language education quality.

Keywords: *Honorary teachers, ASN PPPK policy, education workforce, language education, public policy analysis.*

1. INTRODUCTION

The policy to appoint honorary teachers as government employees with work agreements (ASN PPPK) represents a strategic step to address the persistent challenges of educational equity and teacher quality across Indonesia. Despite its noble goals, the implementation of this policy continues to face numerous obstacles, particularly in under-resourced regions where local budgets and infrastructure remain limited. These constraints are particularly concerning, given the central role of qualified teachers in delivering equitable and quality education nationwide (Darling-Hammond, 2017; Herdina & Ningrum, 2023; Jaya et al., 2025b). Rather than merely formalizing employment status, this policy requires a comprehensive analysis to ensure it also

fosters real improvements in teaching competence and professional development. In this regard, local government involvement becomes essential, as noted by Cinantya et al. (2024), who stated, Leadership refers to the ability to influence, motivate, and mobilize others to achieve certain goals, highlighting the need for strong regional leadership and commitment.

Beyond administrative changes, the policy carries important implications for the overall educational system. Converting honorary teachers to ASN PPPK has the potential to create a more supportive working environment, improve teaching performance, and strengthen service quality in schools. Nevertheless, if not carefully managed, the policy may generate new issues such as status inequality, stakeholder resistance, and

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financial burdens for local governments. As noted by Purwanti et al. (2024), Work commitment is an exchange correlation between individuals and the work organization, binding individuals to the organization in exchange for salary and other rewards. This underscores the importance of aligning structural incentives with expectations to ensure effective policy adoption and integration at the ground level (Jaya et al., 2025; Sujati et al., 2023; Lesiana et al., 2023).

The varying success of implementation across different regions reflects considerable disparities in infrastructure readiness, training accessibility, and leadership support (Jajuli et al., 2022; Lahesti et al., 2023). While some areas have demonstrated progress, others remain hindered by technical and logistical barriers. Research by Lestari (2019) and Kurniawan (2021) emphasizes the critical need for inter-sectoral coordination in the teacher appointment process. Effective supervision systems must also be in place to help teachers grow professionally. As Purwanti et al. (2024) highlight, Teachers with a positive perception of teaching supervision tend to excel, as supervision involves coaching towards teaching improvement. This affirms the need for comprehensive and ongoing support mechanisms within schools (Sriningsih & Wahyuningrum, 2022).

The transformation of honorary teachers into ASN PPPK also resonates with broader national education reforms, particularly in the context of the Fourth Industrial Revolution. Teachers must adapt to rapid changes and be equipped with the necessary skills to meet evolving educational demands. The policy is therefore positioned not only as an employment mechanism but also as a driver of teacher capacity development. Agusta et al. (2024) assert, reinforcing the imperative to develop educators who are adaptive, innovative, and forward-thinking in their professional roles.

Despite its potential, technical and administrative obstacles remain significant, especially in remote and underdeveloped areas. Limited funding and inadequate access to professional training hinder the policy's effectiveness, leading to uneven teacher quality across districts (Ceballos et al., 2020; López-Morales et al., 2023). Research by

Putra (2022) and Halimatussa'diyah et al. (2024) calls for supportive and synergistic frameworks that bridge central and local policy efforts. Moreover, Irma et al. (2023) and Rizka Amalia et al. (2023) argue that "Educators in early childhood education must build on a child's potential to address future creative problems, indicating the urgency of integrating long-term teacher development strategies into the policy's design and execution.

Social equity also emerges as a vital issue in the implementation of the PPPK policy. Ensuring fairness and avoiding discrimination between ASN PPPK teachers and those who remain as honorary staff is essential to prevent workplace conflict and morale decline. Professional recognition and equal treatment can foster a healthy school climate. Purwanti et al. (2024) underscore this by stating, "Teacher professionalism is upheld by expertise, commitment, and skills", emphasizing that any successful reform must uphold ethical and professional standards for all educational personnel.

From a macro policy perspective, the appointment of honorary teachers as ASN PPPK is aimed at solving longstanding issues, such as the shortage of educators in remote regions and the unequal distribution of qualified teachers. The policy aligns with Law No. 5 of 2014 on the State Civil Apparatus, which prioritizes merit-based recruitment and professionalism. Supporting this, Rohman (2020) found a positive correlation between ASN status and teacher performance, further validated by Purwanti, Suriansyah, and Bachri (2025), who noted, "The results of education that change can be seen from the personalities of education service users (students)", illustrating the downstream impact of professional educators on student learning outcomes.

Nevertheless, the PPPK scheme also presents structural risks. The contractual nature of ASN PPPK status may lead to perceptions of long-term job insecurity, especially when compared to the more stable ASN PNS pathway. To address this, policy safeguards must be implemented to ensure legal protection and psychological security for teachers. Yulianto (2020) emphasizes the need for clear, transparent, and enforceable regulations. As Agusta et al. (2024) explain, "Teacher performance refers to behavior

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when teaching in class. Behavior is very important in creating a conducive teaching and learning atmosphere”, reiterating that job stability directly affects classroom dynamics and educational outcomes.

Opportunities for professional development remain a key benefit of this policy, especially with improved access to government-sponsored training and certification. For elementary and early childhood educators, this access is crucial in maintaining instructional quality. Wahyudi (2021) identifies teacher capacity building as a foundational element of quality education. Adriyani and Darmiyati (2024) reinforce this by stating, “Teachers are a critical component of learning success”, calling for sustained investment in teacher development to ensure long-term improvement in educational outcomes.

The appointment of honorary teachers as ASN PPPK can significantly contribute to national education quality through the development of a more stable, professional, and motivated teaching workforce. However, its effectiveness depends heavily on consistent implementation, especially at the regional level. Research by Arifin (2020) and Fauzi (2021) confirms the necessity of effective local management and leadership. As Purwanti et al. (2024) emphasize, “Leadership is part of management and also an important aspect to understand complex dynamics and design leadership strategies”, pointing to the need for responsive local leadership. Furthermore, collaboration among stakeholders such as school principals, education offices, and community leaders is critical. Santoso (2019) notes that strong principal engagement can significantly enhance the effectiveness of teacher appointment policies, thereby ensuring the creation of a resilient and quality-focused education system.

This study aims to analyze the implementation of the policy on appointing honorary teachers as ASN PPPK in Kelumpang Hilir District. It seeks to identify the challenges in the process and examine how the policy affects the stability of educational human resources. Additionally, the research explores the implications of this policy for the continuity and quality of language education. The final goal is to provide policy recommendations to improve

the effectiveness of PPPK appointments and support language education development in the region.

2. METHODS

This case study employs a qualitative approach grounded in policy analysis, focusing on the appointment of honorary teachers as government employees under the ASN PPPK scheme in Kelumpang Hilir District (Sugiyono, 2021; Niam, 2024). Data were collected through document analysis of official sources, including government regulations, regional policies, institutional reports, and statistical data relevant to the management of human resources in the education sector. In addition, primary data were gathered through interviews and field observations to capture the real-world implementation of the policy.

The data analysis was conducted thoroughly by examining the implications of the policy on the stability of educational human resources within the study area (Patton, 2020). The analytical process involved identifying key challenges, potential opportunities, and the overall impact of the policy on teaching personnel. This case study adheres to academic standards and scientific writing conventions to ensure the validity, reliability, and usefulness of the findings as a basis for policy recommendations aimed at decision-makers and relevant stakeholders in the field of education (Miles & Huberman, 2019).

3. RESULTS AND DISCUSSION**3.1 *Implementation of the Policy on Appointing Honorary Teachers as ASN PPPK in Kelumpang Hilir Subdistrict***

The implementation of the policy for appointing honorary teachers as ASN PPPK (Government Employees with Work Agreements) in Kelumpang Hilir Subdistrict follows the national regulations issued by the Ministry of Education and the State Civil Apparatus Agency (BKN). However, the localized application of this policy reveals discrepancies in terms of readiness, coordination, and technical resources. While the policy is well-intentioned in addressing

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the shortage of qualified educators and providing career certainty to long-serving honorary teachers, at the district level the policy implementation is often hampered by limited funding, poor communication among stakeholders, and underdeveloped digital infrastructure. School principals and education stakeholders frequently reported delays in information dissemination and the absence of clear guidelines, which affected the preparation of prospective PPPK teachers. These findings are aligned with Winarno (2019), who assert that policy effectiveness at the regional level heavily relies on the technical capacity and commitment of local governments. Without proactive support and facilitation from district authorities, such as training initiatives or administrative assistance, the policy risks being perceived as top-down and unresponsive to local educational challenges.

3.2 Challenges and Barriers in the Appointment Process of Honorary Teachers as ASN PPPK

The process of appointing honorary teachers as ASN PPPK in Kelumpang Hilir faces several significant challenges and barriers. One of the main structural issues lies in the administrative verification process, particularly the mismatch between national teacher data (Dapodik) and local personnel databases, causing confusion and delays in eligibility determination. In addition, many teachers expressed anxiety over the Computer-Assisted Test (CAT), which they felt did not adequately account for their years of service or teaching experience. Senior teachers who have been in service for over a decade often struggle with digital literacy, which disadvantages them in the competitive selection system. Furthermore, training programs to prepare for the PPPK selection were either unavailable or insufficient, requiring teachers to study independently without institutional support. These obstacles are consistent with findings by Rohman (2020), who emphasized that gaps in capacity-building mechanisms contribute to the low success rate of candidates. Financial limitations, weak coordination between the local education office and the civil service department (BKPSDM), and a lack of formal

communication channels further aggravate the problem. As Sari and Nugroho (2022) noted, the absence of integrated planning in local government development agendas can hinder the effective localization of national teacher reform policies.

3.3 Impact of Honorary Teacher Appointments as ASN PPPK on the Stability of Educational Human Resources

The appointment of honorary teachers as ASN PPPK has had a mixed impact on the stability of educational human resources in Kelumpang Hilir. On one hand, teachers who successfully transitioned into PPPK positions reported higher motivation, job security, and greater dedication to their teaching roles. This improved morale contributes positively to the retention of experienced educators, especially in primary and junior high schools. On the other hand, the policy has also created psychological distress among those who failed the selection process, leading to feelings of demotivation and professional stagnation. According to several school principals, some teachers who were once highly active in extracurricular activities became passive or even considered resignation after multiple failures in the PPPK test. These outcomes confirm the argument by Winarno (2019) that limited psychological support systems and inequitable selection mechanisms can undermine teacher resilience and commitment. Moreover, the uneven distribution of newly appointed PPPK teachers mostly concentrated in urban centers has left remote schools understaffed, further challenging the stability and equity of human resource allocation across the subdistrict.

3.4 Influence of PPPK Teacher Appointments on the Sustainability and Quality of Language Education

The appointment of honorary teachers as ASN PPPK has had a nuanced effect on the sustainability and quality of language education specifically Bahasa Indonesia and English in Kelumpang Hilir. In schools where qualified language teachers were appointed as PPPK, there has been a noticeable improvement in the consistency

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and quality of instruction. These teachers are more committed, have clearer workloads, and are more likely to pursue professional development due to their formal employment status. However, the policy's broader impact is constrained by the limited number of language teachers who were successfully appointed. Several schools, particularly in remote villages, still rely on non-certified or part-time teachers to teach Bahasa Indonesia and English. Furthermore, the absence of continuous training and mentoring programs for PPPK language teachers means that quality gains are often not sustained in the long term. As Rohman (2020) suggest, without structured pedagogical support, the appointment alone does not automatically translate into better learning outcomes. Additionally, limited access to learning materials and digital resources in rural schools further hampers the quality of language education, despite the formal presence of PPPK teachers.

3.5 Policy Recommendations to Improve the Effectiveness of PPPK Teacher Appointments and Strengthen Language Education

To improve the effectiveness of the PPPK teacher appointment policy and support the enhancement of language education in Kelumpang Hilir, several recommendations can be proposed. First, local governments must integrate teacher recruitment and professional development into the Regional Medium-Term Development Plan (RPJMD) to ensure budgetary and institutional commitment (Sari & Nugroho, 2022). Second, it is critical to establish comprehensive training and mentoring programs for prospective and newly appointed PPPK teachers, particularly those teaching language subjects, to enhance their pedagogical and digital competencies (Rohman, 2020). Third, the government should improve transparency and communication mechanisms by developing real-time information systems accessible to all stakeholders, reducing uncertainty and fostering accountability (Winarno, 2019). Fourth, incentives and redistribution mechanisms should be implemented to attract PPPK teachers to serve in remote areas,

ensuring equitable access to quality language education. Lastly, establishing a monitoring and evaluation system that captures both quantitative and qualitative indicators of teaching quality especially in Bahasa Indonesia and English will help guide evidence-based policy adjustments. These multi-level recommendations aim to strengthen the PPPK framework not only as a bureaucratic mechanism but also as a strategic tool for educational transformation in under-resourced regions.

4. CONCLUSION

The appointment of honorary teachers as ASN PPPK in Kelumpang Hilir has brought both progress and challenges. While it has enhanced job security and motivation for some educators, issues such as limited support, unequal access, and lack of capacity-building have hindered the policy's full effectiveness. The impact on language education (Bahasa Indonesia and English) remains uneven, especially in rural schools where qualified teachers and resources are still lacking.

This study highlights the importance of localized implementation strategies and sustained support systems to ensure the success of national teacher reform policies. Strengthening the appointment process, especially for language educators, is essential for improving the quality and equity of education in remote areas like Kelumpang Hilir.

Future research should explore long-term classroom outcomes of PPPK-appointed teachers, with a focus on student achievement in language subjects. It is also recommended to investigate the professional development pathways and well-being of PPPK teachers in various regional contexts to inform more adaptive and inclusive education policies.

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