

IMPLEMENTATION OF THE POLICY ON APPOINTMENT OF HONORARY TEACHER PPPK AND ITS IMPLICATIONS ON THE QUALITY OF EDUCATION IN THE CITY OF BANDUNG

Fadjar Tri Sakti

UIN Sunan Gunung Djati Bandung, Indonesia

Email: fadjartrisakti@uinsgd.ac.id

Article History

Received: 12 August 2025

Accepted: 26 August 2025

Published: 31 August 2025

Abstract

Honorary teachers play a crucial role in Indonesia's education system; however, their limited employment status and welfare have posed serious challenges to teaching quality. The government addressed this issue through the appointment policy of Government Employees with Work Agreements (PPPK) for honorary teachers, which needs to be analyzed specifically within the context of Bandung City as an educational hub. This study aims to examine the implementation of the PPPK teacher appointment policy and its implications for improving education quality. The theoretical framework includes Edward III's policy implementation theory, Herzberg's motivation theory, and Juran's quality theory. This research employed a descriptive qualitative method using interviews, observations, and document studies, analyzed through Miles & Huberman's interactive model. The findings indicate that PPPK appointments enhance teacher motivation, stability, and dedication, though challenges remain in terms of administration, budget, and teacher distribution. Therefore, PPPK policy can strategically contribute to strengthening education quality if accompanied by continuous evaluation.

Keywords: PPPK, Honorary Teachers, Education Quality

A. INTRODUCTOIN

Education is a key factor in a nation's development because it determines the quality of the human resources produced (Tilak, 2020). However, the quality of education in Indonesia still faces significant challenges, particularly related to disparities in quality between regions (UNESCO, 2021). Teachers, as key actors in the learning process, often face professional limitations due to minimal welfare (Susanti, 2019). This situation has implications for low work motivation and teacher consistency in providing quality education services (Rahman, 2022). Therefore, the issue of managing teaching staff is a crucial aspect in efforts to improve the quality of national education.

One prominent issue is the presence of contract teachers, the still very large number of whom remain in Indonesia, especially at the elementary and secondary levels (Prasetyo, 2021). Contract teachers often receive wages far below standard and lack long-term career security (Hidayat, 2020). Several studies have shown that teacher employment status is positively correlated with performance and learning quality (Handayani, 2022). The government responded to this by introducing a policy of appointing Government Employees with Work Agreements (PPPK) as a solution (KemenPAN-RB, 2021). However, the implementation of this policy still faces technical and administrative challenges in various regions (Yusuf, 2022). Bandung City, as one of the centers of education in West Java, is not immune to the complex issue of honorary teachers. The high number of honorary workers poses a particular challenge to achieving equitable and sustainable quality education. The implementation of the

PPPK honorary teacher appointment policy in Bandung City is not merely a status change but also related to the effectiveness of educational services. This implementation issue requires further study to determine the extent to which the policy is truly capable of improving the quality of learning. Therefore, this research focuses on analyzing the implementation of the PPPK honorary teacher appointment policy in Bandung City in relation to improving the quality of education.

Several previous studies have examined this issue from various perspectives. First, Sari's (2021) study found that the appointment of PPPK positively contributed to increasing teacher work motivation, although obstacles remained in the recruitment mechanism. Second, Pratama's (2022) study showed that the PPPK (Honorary Teacher Appointment) policy increased teachers' sense of security and job security, but this was not fully accompanied by improvements in pedagogical competence. Third, Lestari's (2023) study revealed that PPPK implementation in some regions was associated with improved learning quality, but was hampered by budget constraints and inter-institutional coordination.

My research, similar to these three studies, similarly highlights the PPPK (Honorary Teacher Appointment) policy in relation to educational quality. However, my research differs in its locus and focus: while previous studies focused more on general issues or issues in other regions, this study specifically examines the implementation of the policy in Bandung City. Furthermore, this study not only examines the impact on work motivation but also assesses its implications for educational quality in a more comprehensive manner.

This distinction underpins the originality of my research: presenting a new perspective on the implementation of the PPPK (Honorary Teacher Appointment) policy by integrating analysis of motivation, competence, and learning quality within the specific context of the Bandung City Education Office. This research fills a gap in research by highlighting a more measurable dimension of policy implementation, focusing on educational quality at the regional level, rather than simply assessing administrative aspects or teacher welfare. Based on these factors, the urgency of this research lies in the need to assess the effectiveness of the implementation of the PPPK honorary teacher policy in improving education quality, considering that Bandung City is one of the educational centers in West Java, which faces high complexity in the management of honorary teachers. The results of this study are expected to not only provide academic contributions through empirical findings but also provide practical input for local governments in developing strategies to improve education quality through teacher personnel policies.

Therefore, the purpose of this research is to analyze the implementation of the PPPK honorary teacher appointment policy in Bandung City and assess its implications for education quality. This will contribute to the development of policy implementation theory and provide practical solutions for improving education quality in the region.

B. LITERATURE REVIEW

Policy Implementation

Policy implementation is a crucial stage in the public policy cycle that determines whether policy objectives can be achieved (Edward III, 1980). According to Edward III, policy implementation is influenced by four main variables: communication, resources, disposition, and bureaucratic structure. Successful implementation depends not only on policy formulation but also on the capabilities of implementers at the field level. Weak implementation will hinder the achievement of the expected outputs and outcomes of public policy. Therefore, this theory is often used to analyze the extent to which policies are running according to the initial plan.

Indicators:

- Policy communication

- Resources (human, budget, facilities)
- Implementer disposition or attitude
- Bureaucratic structure

Two-Factor Motivation

Herzberg proposed that work motivation is influenced by two main factors: hygiene factors and motivator factors (Herzberg, 1966). Hygiene factors such as salary, working conditions, and job security do not always increase satisfaction, but their absence leads to dissatisfaction. Meanwhile, motivator factors such as achievement, recognition, and self-development are directly related to increased job satisfaction. In the context of teachers, clear employment status can enhance hygiene factors, while professional recognition can strengthen motivator factors. This theory helps explain the relationship between PPPK appointments and teacher motivation and performance. Indicators:

- Hygiene factors: salary, job security, working conditions
- Motivating factors: achievement, recognition, career development

Quality of Education

According to Juran, quality is the conformity of a product or service to the needs and expectations of users (Juran & Godfrey, 1999). In the context of education, quality is measured not only by inputs such as the number of teachers, but also by the learning process and student learning outcomes. Quality education is achieved when there is an alignment between curriculum standards, teacher competencies, and student outcomes. Quality improvement requires a systematic, sustainable approach involving all educational actors. Therefore, this theory is relevant to assess whether the policy of appointing honorary teachers (PPPK) significantly contributes to the quality of education in Bandung City. Indicators:

- Input (teacher qualifications and competencies)
- Process (effective learning)
- Output (student learning outcomes)
- Outcome (satisfaction and sustainability of education)

C. RESEARCH METHODOLOGY

This research employed a qualitative method with a descriptive approach. This method was chosen based on the research objective of understanding in-depth how the policy for appointing honorary teachers (PPPK) is implemented in Bandung City and its implications for educational quality. According to Creswell (2014), a qualitative approach is relevant when researchers want to explore the meaning of social phenomena comprehensively and contextually. The relevance of this method lies in its ability to uncover the dynamics of policy implementation from the perspective of directly involved actors, such as Education Office officials, school principals, and teachers. Therefore, this method is considered most appropriate because it can provide a rich, in-depth, and contextualized picture related to the research problem.

Data collection was conducted using several techniques. First, in-depth interviews with key informants, such as Bandung City Education Office officials, school principals, PPPK teachers, and honorary teachers affected by the policy. These interviews aimed to explore the informants' experiences, views, and perceptions regarding policy implementation. Second, direct observations were conducted in schools to observe how the policy is implemented in daily practice, particularly regarding its impact on the learning process. Third, a documentary study was used to examine regulations, official reports, and policy documents related to the appointment of PPPK (Community Empowerment and Child Protection Officers). This resulted in more comprehensive data collection by combining primary and secondary sources. In selecting informants, this study employed purposive sampling, a technique for

determining samples intentionally based on specific considerations. As explained by Patton (2002), purposive sampling is effectively used in qualitative research to select informants deemed to have the most relevant information to the research focus. In this context, the informants selected were those directly involved in policy implementation: Education Office officials as policymakers, school principals as policy implementers at the institutional level, and PPPK and contract teachers as those directly affected. This strategy ensures that the data obtained is truly in-depth, focused, and relevant.

Data analysis was conducted using an interactive model developed by Miles, Huberman, and Saldaña (2014), which involves three main stages. First, data reduction, which is the process of sorting, selecting, and simplifying the data obtained to focus on important information relevant to the problem formulation. Second, data presentation, conducted in the form of descriptive narratives, facilitates researchers' understanding of patterns, relationships, and the dynamics of policy implementation. Third, conclusion drawing and verification, which involves systematically formulating research findings and verifying them through triangulation of data sources. The analysis process is repeated until valid and accountable conclusions are reached.

Using these methods, this research is expected to provide a comprehensive understanding of how the PPPK honorary teacher recruitment policy is implemented in Bandung City, and the extent to which this policy has impacted the quality of education in the region.

D. RESULT AND DISCUSSION

Selection and Appointment Process for Honorary Teacher PPPK

The selection and appointment process for honorary teacher PPPK is not only outlined in written regulations but also visualized in a systematic flow. This visualization makes it easier for stakeholders, especially honorary teachers, to understand the selection stages. With this selection process, it is hoped that transparency, accountability, and regularity in teacher PPPK recruitment can be more assured.

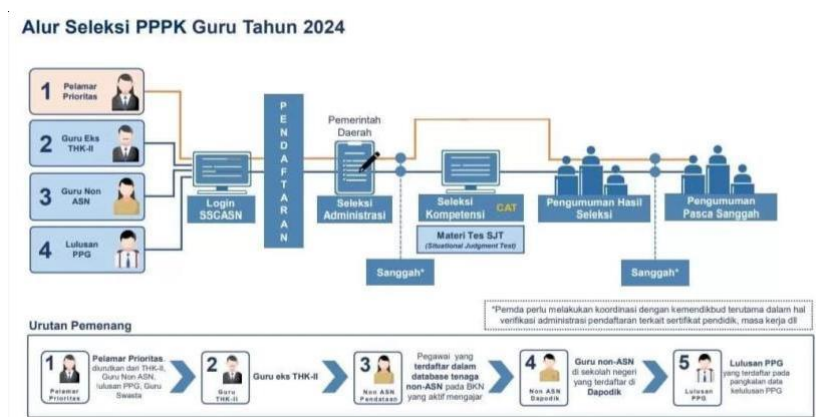


Figure 1. 2024 Teacher PPPK Selection Process

Source: Ministry of Education, Culture, Research, and Technology, 2024

Based on Figure 1.1, it can be seen that the 2024 PPPK teacher selection process was designed in stages, emphasizing objectivity and transparency. The selection process begins with registration through the SSCASN portal, followed by administrative selection, CAT-based competency tests, and SJT-based competency tests, followed by the announcement of results and the appeal period. The priority order of applicants, ranging from former THK-II, non-ASN teachers in public schools, PPG graduates, to the general public, demonstrates that this policy seeks to accommodate various teacher groups while maintaining fairness. This mechanism

reflects the government's commitment to restructuring the teacher recruitment system and emphasizes the importance of administrative accuracy, competency readiness, and transparency of results. Therefore, this selection process can be viewed as a meritocratic policy instrument aimed at improving the quality of education.

The findings of this study indicate that the PPPK honorary teacher selection process in Bandung City has been designed transparently, encompassing administrative stages, competency, and the appeal period, providing fairness for participants. This finding aligns with Sari's (2021) study, which emphasized that selection transparency can increase teacher trust in the appointment policy. However, it differs from Pratama's (2022) research, which found unclear information during the socialization stage, leading to confusion among participants. Moreover, Lestari (2023) emphasized that although the CAT system is considered objective, technical constraints such as limited facilities in the regions actually undermine the principle of equality. This discrepancy indicates that while the selection design appears ideal, implementation in the field still faces contradictions that depend on the preparedness of each region. Therefore, the context of Bandung City shows a relatively more structured situation compared to some other regions.

Obstacles in Implementing the Appointment of PPPK Honorary Teachers

The implementation of the PPPK (School Employee Remuneration) for honorary teachers in various regions, including Bandung City, is not without a number of complex obstacles. These obstacles arise from various aspects, ranging from administrative issues, human resources, and finances, to regulations and socio-cultural factors. These various obstacles demonstrate that despite the comprehensive design of this policy, its implementation in the field still faces serious challenges. To clarify these obstacles, the following table summarizes the types of obstacles, their main causes, and their impact on the implementation process.

Table 1. Obstacles in the Implementation of the Appointment of PPPK Honorary Teachers

Types of Constraints	Main Causes	Impact on Implementation
Administrative	Multi-layered procedures and lack of adequate outreach	Teachers are confused about the registration process; some miss out on selection opportunities
Human Resources	Many teachers do not meet academic qualifications/certification standards	PPPK candidates fail verification; the number of qualified teachers decreases
Financial	Limited central/regional government budgets to cover salaries and benefits	The number of teachers appointed is limited; PPPK welfare is suboptimal
Regulatory/Legal	Sudden and inconsistent policy changes	Legal uncertainty reduces teacher motivation to participate in the selection process
Socio-Cultural	Negative stigma against honorary teachers and lack of community support	Decreases motivation and a sense of appreciation; impacts work enthusiasm and school performance

Source: Processed by Researchers, 2025

Table 2.1 shows that obstacles to the implementation of the PPPK honorary teacher recruitment process arise from various interrelated aspects, ranging from administrative, human resources, finance, regulations, to socio-cultural factors. Layered procedures and

minimal outreach make it difficult for some teachers to understand the selection process, while limited academic qualifications reduce the number of qualified teachers. Budgetary constraints further narrow appointment opportunities, coupled with inconsistent policy changes, creating legal uncertainty and weakening teacher motivation. This situation is exacerbated by the negative stigma against honorary teachers, which erodes their sense of appreciation and impacts their work morale. Therefore, it can be concluded that implementation obstacles are not only technical but also structural and cultural, requiring comprehensive solutions involving regulations, budgets, capacity building, and social support.

The findings regarding obstacles to the implementation of the PPPK honorary teacher recruitment process align with research by Hidayat (2020), which shows that a lack of outreach and complicated administrative procedures often hinder honorary teachers from optimally participating in the selection process. These findings are also supported by a study by Handayani (2022), which revealed that limited academic qualifications and honorary teacher certification are key barriers to meeting appointment policy standards. Furthermore, Yusuf's (2022) research emphasized that budget constraints and inconsistent regulatory changes create legal uncertainty and reduce teacher motivation in the selection process. Thus, the consistency of previous research findings reinforces this finding that barriers to policy implementation are not only technical and administrative in nature but also involve structural and psychosocial issues that require comprehensive addressing.

The Impact of Appointing Honorary Teachers as PPPK on the Quality of Education

The appointment of honorary teachers as PPPK (Vocational Teachers) has a significant positive impact on the quality of education, particularly through increased motivation, stability, and dedication to teaching. A more secure employment status makes teachers feel valued and secure in their future, thus increasing their commitment to the learning process. Furthermore, the guaranteed welfare in the form of a fixed salary, social protection, and career development opportunities also strengthens teacher professionalism. This creates a more harmonious work environment in schools, although it also presents new challenges in the form of increased administrative burdens, requiring teachers to balance teaching and administrative responsibilities. Thus, the PPPK appointment policy presents a dual dynamic: on the one hand, it increases motivation and stability, but on the other, it increases the complexity of teachers' workloads.

Furthermore, the appointment of PPPK also has strategic implications for the equitable distribution of the teaching workforce in Indonesia. If teacher distribution is carried out effectively, this policy can be a crucial instrument for addressing teacher shortages in remote areas and increasing equitable access to education. However, without proportional distribution planning, this policy has the potential to exacerbate regional inequalities, as teachers are concentrated in large cities. Therefore, long-term evaluation is essential to assess the extent to which the appointment of PPPK truly impacts educational quality. Evaluation can be conducted using indicators such as improved student learning outcomes, the effectiveness of the learning process, and the level of stakeholder satisfaction, ensuring that this policy is not merely a change in employment status but actually contributes to improvements in the education system as a whole.

The finding that the appointment of PPPK increases teacher motivation, stability, and dedication aligns with research by Sari (2021), who found that certainty of employment status positively impacts the work enthusiasm of honorary teachers. Similarly, Pratama (2022) demonstrated that improving welfare through fixed salaries and social protection can strengthen teacher professionalism and foster their loyalty to teaching. However, these findings also overlap with a study by Lestari (2023), which emphasized that although the PPPK policy has a positive impact, the uneven distribution of teachers has the potential to widen the gap in

education quality between regions. Therefore, this research reinforces the view that the PPPK policy not only impacts teacher welfare but is also a determining factor in the success of the broader education system, as long as it is accompanied by a fair distribution policy and ongoing evaluation.

E. CONCLUSIONS

Based on the research findings, it can be concluded that the implementation of the PPPK (Honorary Teacher Appointment) policy in Bandung City has been shown to increase teacher motivation, stability, and dedication to teaching, while also making a significant contribution to improving the quality of education. This finding confirms that the research objective of analyzing policy implementation and its implications for education quality has been achieved. The original contribution is a focus on the Bandung City context, highlighting local dynamics in the implementation of national policies.

This research highlights the importance of the PPPK policy as not simply a change in employment status, but a strategic instrument for promoting teacher professionalism and equitable education quality. Therefore, recommendations include strengthening the dissemination of procedures, ensuring budget availability, and designing a more proportional teacher distribution. Further research is recommended to employ quantitative methods or cross-regional comparative studies for more generalizable results, taking into account the limitations of this study, which is limited to Bandung City. The expected policy implication is the need for consistent regulations and strategies for sustainable teacher competency development so that the PPPK policy can truly impact national education transformation.

REFERENCE

- Creswell, J. W. (2014). *Research design: Qualitative, quantitative, and mixed methods approaches* (4th ed.). Thousand Oaks, CA: Sage.
- Edward III, G. C. (1980). *Implementing public policy*. Washington, DC: Congressional Quarterly Press.
- Handayani, S. (2022). The effect of teacher certification and qualification on teacher performance in Indonesia. *Journal of Education Research and Evaluation*, 6(2), 120–129. <https://doi.org/10.23887/jere.v6i2.45321>
- Herzberg, F. (1966). *Work and the nature of man*. Cleveland, OH: World Publishing Company.
- Hidayat, R. (2020). Administrative barriers in the recruitment of contract teachers in Indonesia. *International Journal of Educational Policy and Research*, 7(1), 45–56. <https://doi.org/10.5281/zenodo.3672982>
- Juran, J. M., & Godfrey, A. B. (1999). *Juran's quality handbook* (5th ed.). New York: McGraw-Hill.
- KemenPAN-RB. (2021). Peraturan Menteri PANRB Nomor 28 Tahun 2021 tentang Pengadaan PPPK untuk Jabatan Fungsional Guru. Retrieved from <https://jdih.menpan.go.id>
- Latupono, A. (2011). Teacher professionalism and challenges of education policy implementation in Indonesia. *Jurnal Pendidikan dan Kebudayaan*, 17(4), 487–498. <https://doi.org/10.24832/jpnk.v17i4.456>
- Lestari, D. (2023). Implementation of PPPK policy and its impact on teacher quality in regional schools. *Journal of Public Policy and Administration*, 10(1), 77–89. <https://doi.org/10.11648/j.jpaa.20231001.12>
- Miles, M. B., Huberman, A. M., & Saldaña, J. (2014). *Qualitative data analysis: A methods sourcebook* (3rd ed.). Thousand Oaks, CA: Sage.

- Patton, M. Q. (2002). *Qualitative research & evaluation methods* (3rd ed.). Thousand Oaks, CA: Sage.
- Prasetyo, B. (2021). Honorer teachers in Indonesia: Problems and policy solutions. *Indonesian Journal of Education Policy*, 4(1), 33–44. <https://doi.org/10.17509/ijep.v4i1.34561>
- Pratama, R. (2022). PPPK appointment policy and its influence on teacher motivation. *Educational Management Journal*, 11(3), 210–220. <https://doi.org/10.15294/emj.v11i3.56789>
- Rahman, A. (2022). Teachers' welfare and learning quality: A study of educational inequality. *Asian Education Studies*, 7(2), 99–111. <https://doi.org/10.20849/aes.v7i2.1198>
- Sari, M. (2021). The effect of PPPK policy on teachers' work motivation in West Java. *Journal of Policy and Management Review*, 2(2), 145–156. <https://doi.org/10.24167/jpmr.v2i2.3590>
- Sudarmi, T. (2024). Strengthening teacher professionalism through PPPK appointment system. *Jurnal Kebijakan Pendidikan Indonesia*, 13(1), 21–33. <https://doi.org/10.52332/jkpi.v13i1.823>
- Susanti, L. (2019). Teacher welfare and its impact on teaching quality. *Journal of Educational Development*, 7(2), 87–96. <https://doi.org/10.24036/jed.v7i2.11234>
- Tilak, J. B. G. (2020). Education and development: Lessons from Asian countries. *Prospects*, 49, 123–139. <https://doi.org/10.1007/s11125-020-09501-8>
- UNESCO. (2021). *Education for sustainable development: A roadmap*. Paris: UNESCO. Retrieved from <https://unesdoc.unesco.org/ark:/48223/pf0000374802>
- Yusuf, M. (2022). Budget constraints and policy inconsistency in the implementation of PPPK teachers. *Journal of Educational Policy Studies*, 9(2), 56–67. <https://doi.org/10.5897/JEPS2022.0345>