

Political Reflection on Recruitment of Government Employees with Work Agreements for Functional Teaching Positions in Sikka Regency

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Abstract. This study aims to identify the conformity of applicable rules with the reality in the field regarding the implementation of PPPK JF Teacher selection in 2022 and 2023. The method used is qualitative with literature study. Based on the focus of the problem, it was found that the recruitment of PPPK JF Teachers in Sikka Regency in 2022 and 2023 was not carried out based on the merit system that has become policy in Law Number 20 of 2023, which is a milestone of reform. Teacher recruitment in 2022 was dominated by the spoils system. Teacher recruitment in 2023 could potentially result in unprofessional teachers, due to the implementation of recruitment not prioritizing educational qualifications linear with job qualifications, as well as disregarding applicants' achievements during education.

Keywords: Reflection, Political Recruitment, Government Employees with Work Agreements, Functional Positions

1. Introduction

Looking at Indonesia's history of recruiting civil servants, which was full of intervention from certain parties for certain interests, ultimately leading to corruption, nepotism, injustice, and resulting in low-quality policies and services, caused the government to lose public trust. Thus, in 1998, there was a massive change in Indonesia's democratic system, including in the aspect of staffing to create recruitment without intervention from parties with certain interests and to create civil servants based on professionalism and competence. This ultimately resulted in Law Number 20 of 2023, which further strengthened the supervision of the merit system in ASN management.

ASN recruitment in Indonesia consists of a civil servant (PNS) and government employee with work agreement (PPPK) recruitment based on meritocratic principles. PPPK recruitment is slightly different from PNS recruitment because PPPK recruitment involves their respective fostering agencies, one of which is teacher recruitment. The National Selection Committee (PANSELNAS) for teacher recruitment consists of the Ministry of Administrative and Bureaucratic Reform collaborating with the National Civil Service Agency and involving the Ministry of Education, Culture, Research, and Technology, aiming to get the right proportion to create excellent and competitive teachers. This recruitment not only involves the national selection committee but also involves the regional selection committee (PANSELDA) as a delegation of recruitment implementation authority.

Recruitment in 2022 and 2023 became a polemic throughout Indonesia, including in the government agencies of Sikka Regency. This is because the selection stages used in the 2022 PPPK JF Teacher recruitment received some rejections or dissatisfaction from selection

participants who stated that the competency selection process could be subjective and involve nepotism, whereas the Assessment Team could pass participants based on closeness factors. The rejection and dissatisfaction of participants were based on the implementation of competency selection using the conformity assessment method (observation).

The observation method is a competency selection stage for participants by conducting assessments based on academic qualifications, competence, performance, and background checks, which are assessed by an Assessment Team consisting of; School Supervisors, School Principals or Acting School Principals, Senior Teachers, BKPSDM and the Education Office [1].

Unlike the recruitment implementation in 2022, the recruitment implementation in 2023 was more transparent by using the Computer Assisted Test (CAT) method organized by BKN. However, in the 2023 selection implementation, there were still problems such as participants not being able to choose job formations according to their interests, because the determination of job formations was automatically determined by the State Civil Apparatus Candidate Selection System (SSCASN) and not all teachers could participate in the selection due to limited formations resulting from position accumulation from previous years. In addition, there were educational qualifications that were not relevant to the existing job formations, which would impact the quality of teacher competence. For example, applicants with physics education qualifications could apply for the First Expert - Technology and Informatics Teacher formation as determined by SSCASN [1].

Based on the above background, this study aims to identify the conformity of applicable rules with the reality in the field regarding the implementation of PPPK JF Teacher selection in 2022 and 2023 so that in future recruitment implementations, applicants get the opportunity to participate in the selection as stated in the Law which mandates that every Indonesian citizen has an equal opportunity to become an ASN Employee after meeting the requirements and still refers to the merit system which becomes a benchmark for apparatus reform [2].

2. Literature Review

2.1. Recruitment

Theoretically, are several types of recruitment systems have been and may still be used [3], namely:

1. A patronage system, which is the appointment of employees to hold positions based on personal relationships (subjective relationships) between the appointer and the appointee. The patronage system is divided into the spoils system and nepotism. In the spoils system, personal relationships are political in nature, while in nepotism, personal relationships are non-political, based on blood relations and friendships.
2. Merit system, which is the appointment/placement of a person in a certain position based on their skills and achievements. The requirements for determining whether someone can obtain and hold a position are the diplomas they have obtained or passed a screening test/official exam.
3. Career system, is developed on the basic idea that a person will continue to work in a certain field, so they are expected to gain considerable experience and increased knowledge and expertise.

Employees are the most important resource in public organizations, as they are the roots of running the wheels of government to provide optimal public services based on justice to achieve good governance. Therefore, an employee must meet qualification standards obtained through effective efforts.

ASN employees consist of civil servants (PNS) and government employees with work agreements (PPPK), so ASN recruitment is also divided into two, namely recruitment of civil servant candidates and recruitment of government employee candidates with work agreements. The recruitment of government employees with work agreements or PPPK each year has different basic rules for each functional position such as teaching staff, technical staff, and health workers who have basic rules based on their respective fostering agencies. However, PPPK recruitment is still based on Government Regulation Number 49 of 2018 concerning The Management of Government Employees with Work Agreements [4].

2.2. Merit System

Etymologically, the merit system refers to a system of appointment and promotion in civil service personnel based on their workability/performance rather than social background or political favoritism, which is closely related to the reward and punishment system [3]. Furthermore, it is explained that "the best person" is someone who has the best ability and is not influenced by family background, politics, colleagues, religion, ethnicity, and gender. UNDP defines the principles of merit as follows [5]:

- a. *Jobs et every level*
The merit principle should be applied not only to promotions but also to initial recruitment.
- b. *The best candidate*
Choosing the best from several candidates to get someone who is considered capable of carrying out the duties of the position well.
- c. *Open to all*
Recruitment must be conducted openly, not limited to internal agencies or from limited groups.
- d. *Systematic, transparent, and challengeable*
The recruitment process must be systematic, transparent, and competitive, where complaints from unsuccessful candidates are considered valuable input that will improve the quality of future decisions.

The principles of merit are related to recognition and acknowledgment based on one's achievements, abilities, and qualities [6]. The principles of merit are fairness, transparency, competence, meritocracy, openness, and quality improvement.

2.3. Spoils System

The spoils system is a system of employee appointments based on population selection. This system is good to implement in newly independent countries, but gradually after the country is established, if all employees are chosen through elections, it will cause a motion of no confidence in all appointed employees, which can lead to instability in state organizations [3]. The appointment of employees or granting of positions in this system does not consider the qualifications or competencies of candidates. This system is often considered controversial because it can cause a decrease in the quality of government work and lead to corruption in the recruitment process [6].

2.4. Competence

Etymologically, the word competence comes from the English word "competent" which means capable, able, and skillful. Competence is the ability to apply knowledge, expertise, skills, behaviors, and personal characteristics successfully in carrying out specific job tasks [7]. There are 4 dimensions of competence [7], namely:

1. *Knowledge*

The Oxford Dictionary defines knowledge as the actions, information, and skills acquired by a person through experience or education; theoretical or practical understanding of a subject.

2. *Skills*
The ability to do something well; expertise
3. *Abilities*
Abilities are a person's condition in applying all their specific and contextual skills.
4. *Other Characteristics*
Other characteristics are other factors or dimensions that can positively support an apparatus resource in carrying out its job duties, whether routine critical or urgent in nature.

3. Research Method

The method used in this writing is a literature study that examines literature relevant to the topic of discussion and interviews to strengthen this writing. The data used is secondary data in the form of procurement/recruitment documents for PPPK JF Teachers in 2022 and 2023, and regulations related to recruitment, considering the implementation of the Indonesian apparatus resource management merit system based on Law Number 20 of 2023 concerning ASN, as well as considering the matters already explained in the background introduction.

4. Results and Discussion

4.1. Recruitment based on Government Regulation Number 49 of 2018 Concerning Management of Government Employees with Work Agreements

PPPK recruitment is an activity to fulfill employee needs in government agencies that meet the requirements and are appointed based on work agreements for a certain period to carry out tasks [4]. PPPK recruitment is carried out through an objective assessment based on competence, educational qualifications, government agency needs, and additional requirements needed for the position. PPPK recruitment is not only to fill vacancies in functional positions, but PPPK recruitment can also fill high leadership positions (JPT), unlike PNS recruitment which can only be filled for implementing positions. The stages in the procurement implementation are (1) planning; (2) vacancy announcement; (3) application; (4) selection; (5) announcement of election results; (6) appointment as PPPK. To ensure a fast, accurate, and transparent selection process, this government regulation regulates the formation of a PPPK recruitment implementation committee, namely; 1) National Selection Committee, 2) PPPK procurement agency Selection Committee, and 3) JF Fostering Agency [4].

The implementation of employee recruitment is carried out by setting several requirements that must be met by prospective applicants, and PPPK recruitment selection consists of two stages, namely administrative selection and competency selection (managerial competence, technical competence, and socio-cultural competence) possessed by applicants with position competency standards applied for at the time of registration.

In the technical competency selection, there is a competency selection for positions that require professional certificates conducted with a competency test to determine rankings and competency selection for positions that do not yet/do not require certification is conducted with a competency test to determine the passing threshold and ranking. PPPK recruitment is carried out by considering integrity and morality so that applicants who pass the competency selection will then undergo an interview selection to assess the integrity and morality of the applicants.

Further rules and technical guidelines for the implementation of recruitment are made based on the year the recruitment takes place, in other words, each recruitment process in the current year has its own rules and technical guidelines.

Examining government regulation number 49 of 2018 concerning Government Management with Work Agreements that focuses on employee procurement/recruitment, it has been aligned with the policies and principles of the merit system, which prioritizes the abilities and skills of prospective employees and prospective high leadership officials (JPT), and the recruitment process by the government is carried out systematically, transparently, and competitively (merit principles by UNDP).

4.2. Recruitment of PPPK Functional Teacher Positions in 2022

The implementation of PPPK teacher procurement is carried out to recruit first expert teachers based on competitive, fair, objective, and transparent principles, free from corruption, collusion, and nepotism practices, and without any fees [8]. There are provisions for prospective applicants, namely priority applicants and general applicants. Priority applicants are divided into 3 (three) categories: (a) priority I applicants who are applicants from the 2021 recruitment selection who have not received a formation but meet the threshold value, consisting of category II honorary staff (THK-II), non-ASN teachers who are PPG graduates, and private school teachers; (b) priority II applicants who are THK-II who have never taken the selection or have taken the selection but did not meet the threshold value; and (c) priority III applicants who are non-ASN teachers in public or private schools registered in the education main data (Dapodik) and have a minimum of 3 years of service. General applicants refer to graduates of the Teacher Professional Education Program (PPG) registered in the Kemdikbudristek database and applicants registered in Dapodik [9].

The PPPK JF Teacher selection process in 2022 is divided into 2 (two) stages, namely; 1) Administrative Selection, and 2) Competency Selection. Administrative Selection aims to match applicant data with their documents based on the suitability of previously announced requirements, while Competency Selection is divided into 3 (three) types, namely; 1) Managerial Competency Selection, 2) Socio-Cultural Competency Selection, and 3) Technical Competency Selection. The competency selection for PPPK JF Teachers in 2022 was not carried out using the Computer Assisted Test (CAT) method organized by the National Civil Service Agency (BKN) but used the conformity assessment method (observation) [9].

The observation method is a competency selection stage for participants by conducting assessments based on academic qualifications, competence, performance, and background checks, which are assessed by an Assessment Team consisting of; School Supervisors, School Principals or Acting School Principals, Senior Teachers, BKPSDM, and the Education Office [9].

4.3. Technical Implementation of Recruitment

In the implementation of teacher recruitment in 2022, teachers with priority I did not need to participate in the selection activities 2022 and were directly placed based on the needs determination quota, and applicants with priority 2 and priority 3 provisions as well as general applicants were required to take the competency selection through conformity assessment (observation) to occupy the remaining needs determination quota/formation quota [9].

For applicants who pass the administrative selection, they can proceed to the next stage, namely the competency selection stage through conformity assessment by the Assessment Team consisting of School Principals, Senior Teachers, School Supervisors, Education Office, and BKPSDM, by assessing competence, performance, and interviews conducted by School

Supervisors, Senior Teachers, and School Principals, while the Education Office and BKPSDM are tasked with providing performance assessment and background checks by considering applicant data. The aspects of competency and performance conformity assessment are as follows:

Table 1. Weight and Aspects of Competency and Performance Appropriateness Assessment

No.	Component	Weight	Aspects
1.	Competencies (Professional, Pedagogic, Social and Personality)	40%	Self-Development
			Lively Communication
			Cooperate
			The glue of nationhood
			Habit of Reflection
			Learner-Centered
			Learning comfort and safety
			Effectiveness of learner-centered learning, and assessment
			Struktur Pengetahuan
2.	Performance	60%	Service Orientation
			Commitment
			Work Initiative
			Cooperation

Source: Decree of the Minister of Education, Culture, Research and Technology of the Republic of Indonesia Number 349/P/2022

Before conducting a suitability assessment, the Assessment Team will be registered by the SSCASN Admin through the selection system organized by KEMENDIKBUDRISTEK. After obtaining access rights, the participant data will be displayed on the system of each Assessment Team based on the applicant's work unit according to the Dapodik database with the authority of Senior Teachers, Principals, and the authority of School Supervisors, can conduct suitability assessments based on regional schools which are also contained in Dapodik. [9]. Meanwhile, the authority of the Education Office and BKPSDM is to conduct performance and background check assessments after the Assessment Team from the School has completed the suitability assessment. [9]. The assessment of competence and performance by the Assessment Team is each given the following assessment weights [9]:

Table 2. Weighted Ratings from School Supervisors, Principals, and Senior Teachers

Principal	Senior Teacher	Supervisor
50	30	20
X	60	40
70	X	30
70	30	X
100	X	X
X	X	100
X	100	X

Source: Decree of the Minister of Education, Culture, Research and Technology of the Republic of Indonesia Number 349/P/2022
Description: X: No Appraisal

The table explains that principals have considerable authority in assessing selection participants. If senior teachers and school supervisors do not rate the applicants then the full authority of the assessment belongs to the principal.

4.4. Polemic of Recruitment through Observation System

The Assessment Team for the implementation of the 2022 PPPK JF Teacher procurement selection in Sikka Regency consisted of principals from each school that had applicants at that school, Senior Teachers, School Supervisors, the Head of the Youth and Sports Department, and the Head of BKPSDM. Selection participants did not need to be present during the conformity assessment. The Assessment Team assessed without the need for the applicant's presence because the applicant's data had been presented through an application organized by the Ministry of Education, Culture, Research, and Technology, with assessments given in the form of (a) educational qualifications linear with the diploma and the applied formation; (b) technical competencies (pedagogical, professional, social, and personality competencies), managerial competencies, and socio-cultural competencies possessed by applicants in carrying out duties as teachers; (c) performance in the form of service orientation, commitment, work initiative, and cooperation in carrying out their duties as teachers so far; (d) background checks which are examinations free from all criminal acts and disciplinary punishment, and other moral violations [9].

Personal assessment by the Assessment Team led to many frauds and injustices felt by applicants who did not have special relationships and closeness with the committee. This is because the assessment was carried out not based on the applicant's abilities and expertise objectively, but rather a subjective assessment by certain Assessment Team members and officials who had close relationships with these team members. Certain individuals who manipulated the Dapodik system so that honorary teachers in private schools who were not registered in the PPPK JF Teacher selection could enter public schools, to be able to participate in the procurement selection and certainly pass the PPPK procurement selection because the selection was based on conformity assessment that did not require selection participants to be present and did not need to be assessed for their competency abilities through the CAT system which directly revealed the selection score or value [10].

4.5. Political Domination in Recruitment

The recruitment of PPPK JF Teachers in 2022 was considered unfair and not transparent. Recruitment that should have been based on the merit system was not carried out optimally for the interests of regional officials. The "placements" of regional officials who were family and relatives as well as acquaintances resulted in the 2022 recruitment becoming a field of massive nepotism from both the school, the Head of the Education Office, and the Head of BKPSDM. The regional people's representative council also took the opportunity of selection with the observation system to attract attention and votes from prospective civil servants by helping to pass applicants who had personal political relationships.

Judging from the recruitment polemic that occurred, it can be concluded that this year's recruitment was dominated by the spoils system. Bureaucratic officials and people's representative officials as well as the committee used their power and authority to pass acquaintances, relatives, and family, as well as those who had political interests and affairs.

The implementation of PPPK JF Teacher recruitment without measuring abilities and expertise resulted in teachers who were not competent, such as having good knowledge, skills, and abilities to deliver lessons, as well as attitudes and behaviors (other characteristics) as an educator. This can have an impact on the performance of PPPK JF Teachers in teaching and learning activities in schools which will result in learning management that does not meet standards, professional development that may not be prioritized due to lack of competitiveness, and lack of academic mastery [11].

4.6. Recruitment of PPPK Functional Teacher Positions in 2023

Based on the recruitment implementation provisions, the 2023 teacher recruitment had applicant categorizations, namely; (a) priority applicants; (b) ex THK II; (c) non-ASN teachers in public schools; and (d) applicants for special needs [12]. In terms of competency selection, KEMENPAN-RB together with BKN and KEMENDIKBUDRISTEK determined the implementation of competency selection using the Computer Assisted Test (CAT) method which is faster, more accurate, and transparent, and there is an interview selection that has been arranged in the CAT system. At this stage, priority applicants were not included. Priority applicants used the results of the 2021 PPPK JF Teacher selection, meaning these priority applicants only waited for formation placement without needing to take the competency selection [12].

4.7. Selection Registration Stages through SSCASN

Based on the provisions referred to, each category of applicants must register through SSCASN organized by BKN, with stages of account creation, biodata filling, formation selection, work history filling, document uploading, and the process of ending registration.

In the registration process, the selection of applicant category formations was determined by the system based on the 2021 PPPK JF Teacher selection database, prioritizing the fulfillment of needs for priority applicants as long as there were formations available. If the formation needs for priority applicants were not available, the system would provide options to these priority applicants, namely; 1) maintaining priority applicant status until formation needs become available in the future, or 2) releasing priority applicant status and participating in the PPPK JF Teacher selection according to applicable provisions [12].

However, the fact that occurred during the registration process was that priority applicants were not given authority in determining status as intended. Priority applicants received an automatic status determination by the system, a process unknown to BKN or BKPSDM as facilitators in the selection registration process, because KEMENDIKBUDRISTEK was given full access rights in configuring the SSCASN portal. This shows that the implementation of the 2023 PPPK JF Teacher recruitment lacked clarity as mandated in the applicable regulations.

In addition to the above problems, there was also the determination of educational qualifications that were considered not linear with the applicant's position qualifications [13].

4.8. Educational Qualifications

In the provisions for implementing teacher recruitment with work agreements, there are educational qualifications that are considered non-linear for certain positions but can be accommodated and declared linear [13]. Some examples of educational qualifications and positions that are non-linear in the attachment to the circular letter are as follows:

Table 3. Education Qualification and Position of PPPK JF Teacher 2023

Education Qualification	Position
Automotive Business Administration	First Expert- Economics Teacher
Development Administration	First Expert- Development Modeling and Information Design Teacher
Development Administration	First Expert- Civil Building Construction and Maintenance Teacher
Development Administration	First Expert- Construction and Housing Engineering Teacher
Public Administration	First Expert- Workshop and Entrepreneurship Teacher
Chemical Analyst	First Expert- Tik Teacher
Animation	First Expert- Cultural Arts Teacher
Animation	First Expert- Computer Network and Telecommunication Engineering Teacher
Animation	First Expert- Aircraft Engineering Teacher
Midwife Educator	First Expert- Sociology Teacher
Reproductive Biology	First Expert- Tik Teacher

Source: Circular Letter Number 2901/B/HK.04.01/2023 (processed)

The table shows that the stated education is not linear with the position qualifications. Information and communication technology teachers should be individuals who have recognized knowledge with diplomas linear to their field. This will have an impact on reducing students' understanding of the subjects received because the instructor does not understand the subjects being taught. In addition, PPPK JF Teachers who are declared to have passed with non-linear educational qualifications and positions will certainly experience their obstacles due to not having competent knowledge.

4.9. Mandatory to Pass Administrative Selection

The implementation of the 2022 PPPK JF Teacher recruitment at the administrative selection stage in Sikka Regency at BKPSDM through the Procurement and Personnel Information Division as the technical team in this recruitment caused polemics and much confusion experienced by the technical team committee members serving as verifiers. The administrative selection verifiers were required to pass participants who made mistakes in uploading documents that did not comply with the requirements set out in the selection announcement.

Applicants who had not met the 3 years or more work experience requirement had to have their status changed by the verifier from Not Meeting Requirements (TMS) to Meeting Requirements (MS) because KEMENDIKBUDRISTEK demanded PANSELDA (BKPSDM) to require all applicants to be declared as having passed, and points causing failure had to be canceled. Due to many applicants being declared TMS with the above points, KEMENDIKBUDRISTEK issued a letter to provide a policy for applicants to be passed by the regional selection committee [14].

The issued circular letter was very contrary to the basic rules of recruitment in 2023, namely that the procurement of PPPK aims to obtain civil servants who have high intelligence for capacity development and organizational performance, as well as skills, expertise, and behavior in by job demands [15]. The 2023 PPPK JF Teacher recruitment seemed to be forced to pass all applicants according to the number of formations given, even though these applicants did not meet the requirements during the administrative selection.

4.10. Quantity Dominates Quality

The recruitment process shows pressure to fulfill the quantity of teaching staff rather than ensuring quality aligned with meritocracy principles [16]. This is reflected in the inconsistent recruitment system in determining applicant categories, forced passing of applicants who are not responsible for uploading required documents, educational qualifications considered non-linear with certain job qualifications, and problems related to the spoils system.

These issues will impact teacher performance. As known, factors affecting performance are ability and motivation, which produce individual achievement (human performance) [16]. The ability factor consists of knowledge and expertise. For example, a sociology teacher who graduated as a midwife educator will struggle to deliver learning materials, and practical implementation in the learning process will be hindered. This teacher will find it difficult to implement the skills required for their position because the knowledge gained through their education does not cover sociology. This can also happen to information and communication technology teachers with a background in reproductive biology, as well as other subject teachers who lack relevance between job qualifications and educational qualifications. Such recruitment produces unprofessional and incompetent teachers in their fields and will impact outcomes such as quality, work quantity, timeliness in work, ineffective use of resources due to lack of sufficient ability or expertise, and the independence of these teachers. Ultimately, the impact of all this is students who do not fully understand the lessons, affecting their future.

5. Conclusion and Suggestions

5.1. Conclusion

Based on the focus of the problems and discussion, the findings are as follows:

- a. The recruitment of PPPK JF Teachers in Sikka Regency in 2022 and 2023 was not based on the meritocracy principle, which has become a basic rule for civil servants.
- b. The dominance of the spoils system in the recruitment process, without regard to educational qualifications linear with the position, shows that the aspects of professionalism and competence of applicants were disregarded.
- c. There is a priority on fulfilling the quantity of teaching staff compared to the quality that meets the standards.

5.2. Suggestions

From the analysis of the recruitment of government employees with work agreements for teacher functional positions in 2022 and 2023, the appropriate suggestions are as follows:

- a. The central government, in this case, the Ministry of PAN-RB and the Ministry of Education, Culture, Research, and Technology, needs to evaluate the PPPK JF Teacher recruitment regulations for 2022 and 2023. The implementation of recruitment in the coming years is expected to comply with the meritocracy principle to avoid the occurrence of a spoils system that can lead to fraud in recruitment implementation.

- b. The Sikka Regency Government is expected to create a policy regulation for civil servant recruitment to avoid fraud and prioritize fairness and competitive selection to produce teachers with superior competitiveness, competence, and professionalism in their fields while still referring to established national rules.
- c. Since this research was not conducted directly and does not have primary data from the field, more in-depth research needs to be done regarding the impact of teacher recruitment in 2022 and 2023 in Sikka Regency to serve as an evaluation material and improvement for future recruitment implementation.

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