

RESEARCH ARTICLE



# NORMATIVE ANALYSIS OF PART-TIME P3K POLICY IN THE TEACHER PERSONNEL SYSTEM IN INDONESIA

<sup>1</sup>Risma Latiful Azza; <sup>2</sup>Untung Khoiruddin; <sup>3</sup>Erwin Indrioko  
<sup>1,2,3</sup>Universitas Islam Negeri Syekh Wasil Kediri

## ABSTRACT

This study examines the policy concept of part-time Government Employees with Work Agreements (PPPK) within Indonesia's teacher staffing system. Recent discussions on part-time PPPK have emerged as a response to regional fiscal limitations and the uneven distribution of teachers, yet the legal structure governing civil service employment does not explicitly recognize part-time arrangements for PPPK. The objective of this study is to analyze the normative basis, institutional readiness, and potential implications of implementing a part-time PPPK scheme for teachers. Using a normative legal method supported by a limited policy analysis approach, this research reviews relevant laws, regulatory frameworks, and empirical findings from previous studies. The results indicate that the part-time PPPK model lacks a clear legal foundation, potentially disrupts the standard rights and protections guaranteed to civil servants, and may weaken teacher motivation and job stability. Findings also show that such a scheme could create disparities between regions with different financial capacities and undermine the continuity of instructional duties in schools. In conclusion, this study highlights that part-time PPPK is not aligned with the existing civil service framework and may generate broader administrative and educational challenges. Future studies are encouraged to explore alternative staffing strategies and policy simulations that better support teacher distribution and professional standards.

## ARTICLE HISTORY:

Received : 5 Maret 2026  
Revised : 10 April 2026  
Accepted : 20 April 2026

## KEYWORDS:

Part-Time  
Employment; PPPK;  
Teacher Staffing  
Policy; Indonesia

## CORRESPONDENCE:

Nama: Risma Latiful Izza  
Email: [rismata10@gmail.com](mailto:rismata10@gmail.com)

## 1. Introduction

The policy on Government Employees with Work Agreements (PPPK) is part of the broader civil service reform agenda aimed at creating a more equitable, professional, and accountable personnel system. In the context of teachers, this policy is expected to address longstanding issues related to honorary status, income instability, and the lack of employment protection. However, the emergence of a part-time PPPK scheme introduces new challenges, as it has the potential to alter the structure of teachers' rights and obligations, particularly concerning working hours, salaries, and social security. This raises a normative question: is the part-time model aligned with the principles of justice, legal certainty, and the primary objectives of civil service reform as mandated in the ASN Law ([Sebtianingsih & Jufri, 2024](#)).

Existing research on PPPK offers several important perspectives. Welfare studies indicate that full-time PPPK appointments improve teachers' financial stability, benefits, and work motivation, demonstrating that employment status plays a central role in educators' performance quality. Meanwhile, studies in administrative law explain that PPPK holds a unique juridical position as contract-based employees who remain within the civil service system, thus requiring a clear regulatory framework that does not contradict fundamental principles of public employment. From a public management

perspective, research highlights how institutional design in PPPK recruitment at the regional level, fiscal capacity, and workforce planning governance are key determinants of successful policy implementation. Other studies find that the recruitment process for PPPK teachers often faces administrative obstacles and mismatches in teacher demand across regions, indicating that implementation issues remain a dominant concern in this policy ([Syafudin, 2026](#)).

Beyond academic studies, recent social and policy developments show that the discourse on part-time PPPK has generated new concerns ([Komar & Aslan, 2025](#)). Public discussions highlight the potential for reduced income, decreased working hours, and unclear employment status if teachers are positioned as part-time employees within the civil service structure (Guna et al., 2024). Moreover, several local governments have proposed implementing part-time teacher systems in remote areas to address staffing limitations. These developments indicate that the concept of part-time PPPK is not merely a technical issue but one with interconnected legal, social, and administrative implications.

Nevertheless, although previous studies provide important insights into PPPK welfare, legal status, and institutional challenges, no comprehensive study has normatively analyzed the part-time PPPK scheme. Most research focuses on implementing full-time PPPK, while others examine administrative recruitment issues rather than the legal structure of the part-time model. Media discussions on part-time PPPK also tend to be phenomenological, lacking in-depth juridical analysis. Therefore, a significant research gap exists in the literature regarding the normative evaluation of part-time PPPK, particularly in relation to civil service principles, the protection of the teaching profession, and the consistency of the legal hierarchy.

Accordingly, this study aims to conduct a normative analysis of the part-time PPPK policy within the teacher employment system in Indonesia by examining its juridical construction, regulatory consistency, and legal implications for teachers' rights and obligations. The objective of this research is to assess the compatibility of the part-time PPPK policy with the civil service legal framework, principles of fairness in employment contracts, and professional protection for teachers, as well as to provide academic recommendations for strengthening public employment policy.

## 2. Methodology

This study employs a normative legal research design, focusing on the analysis of statutory regulations, legal doctrines, and civil service principles relevant to the part-time PPPK policy. This design is selected because the primary objective of the research is to assess the conformity of legal norms and juridical constructions within public employment policy. Accordingly, the analysis is conducted using a statutory, conceptual, and policy approach ([Christiani, 2015](#)). The entire analytical process is carried out systematically using primary, secondary, and tertiary legal materials, without involving human respondents as in empirical research.

The population of this study comprises all legal documents governing PPPK and the civil service system (ASN), such as laws, government regulations, ministerial regulations, and regional policy documents that propose or discuss the concept of part-time PPPK. In addition, the population encompasses academic literature addressing public employment law, public administration, and contract-based employment relations. The sample is selected purposively, comprising documents most relevant to the analysis of the juridical construction of part-time PPPK.

The inclusion criteria consist of: (1) currently applicable regulations; (2) scholarly works published between 2017 and 2025; and (3) documents discussing PPPK, ASN, teachers' working hours, or government employment contracts. The exclusion criteria include repealed regulations, articles not grounded in legal frameworks, and documents lacking normative analysis. Of approximately 40 identified documents, 17 met the inclusion criteria and were analyzed further, while the remainder were excluded for irrelevance or failure to meet legal standards. The selection process from population to sample was conducted through a staged screening of titles, abstracts, and substantive legal content.

The analysis was carried out through legal document analysis using content analysis techniques and grammatical-systematic interpretation. The analytical stages include: (1) identification of legal norms within the ASN Law, government regulations related to PPPK, Ministerial Regulations of PANRB, and teacher workload regulations; (2) analysis of the structure of rights and obligations within PPPK contracts; (3) thematic coding of key issues such as working hours, social security, workload, and teacher status; and (4) comparison between regulatory frameworks and regional practices proposing part-time PPPK schemes. This procedure enables the researcher to assess whether the part-time scheme is consistent with civil service principles and public administration norms.

The research instrument consists of a legal norm analysis sheet, developed by adapting content analysis instruments commonly used in normative legal research. This instrument includes elements such as article identification, norm classification, norm relevance, and indicators of conformity with civil service principles. Instrument validity is ensured through logical validation in accordance with established standards of legal norm analysis methodology ([Hermawan, 2023](#)). Reliability is achieved through internal consistency checks, which involve repeatedly reviewing documents and comparing analytical results across iterations. This instrument ensures that the analysis is systematic, structured, and aligned with the research objectives.

### 3. Results and discussion

#### 3.1 Normative and Legal Analysis of Part-Time PPPK

The findings of this study indicate that the part-time PPPK policy lacks a clear and adequate normative basis within the Indonesian civil service legal framework. A systematic analysis of existing regulations reveals that both the ASN Law and the Government Regulations governing PPPK management are exclusively designed to accommodate full-time employment relationships, with no explicit provisions that recognize or legitimize a part-time arrangement. This regulatory gap gives rise to what can be described as a normative vacuum, a condition in which a policy is introduced without sufficient legal grounding, thereby undermining its legitimacy and enforceability. Such a vacuum inevitably raises serious concerns regarding legal certainty, which constitutes a fundamental principle in public employment administration and requires that all state actions be clearly regulated, predictable, and consistent within the legal system ([Cobbe, 2019](#)).

From a juridical perspective, the PPPK framework is constructed on the premise of ensuring parity of rights between PPPK employees and civil servants, particularly in relation to employment protection, access to social security, fair remuneration, and long-term career certainty. This design reflects a broader commitment within the ASN system to uphold principles of equity, professionalism, and standardized employment conditions across all categories of public servants. The introduction of a part-time model, however, would fundamentally disrupt this carefully balanced structure ([Muller, 2019](#)). By reducing working hours and limiting the scope of employment engagement, the model would inevitably result in proportional reductions in wages, financial benefits, employment security, and access to social protection mechanisms, thereby substantially diminishing the substantive rights and guarantees that should ordinarily be enjoyed by PPPK employees within the public sector framework.

Such reductions not only affect the economic welfare of employees but also weaken the broader principles of legal protection, professional stability, and decent work standards that are expected to characterize public employment relationships. In practical terms, employees operating under a part-time arrangement may experience greater income insecurity, restricted access to career development opportunities, and limitations in obtaining employment-related benefits that are otherwise available to full-time public servants.

As a consequence, the institutional status of PPPK risks being transformed from a professional and stable form of state employment into a model of partial, flexible, or precarious labor that deviates significantly from its original institutional purpose and normative foundation. Rather than functioning as

a mechanism for strengthening the professionalism and effectiveness of the public workforce, the implementation of such a scheme may instead create a vulnerable category of public employees characterized by uncertainty, unequal treatment, and weakened employment protection within the civil service system.

Moreover, such a transformation directly contradicts the principle of equal treatment within the civil service system, which mandates that employees with comparable roles and responsibilities should receive equivalent rights and protections. The differentiation introduced by a part-time scheme could create disparities not only between PPPK employees and civil servants but also among PPPK employees themselves, particularly across different regions or administrative units. This inconsistency undermines the coherence and integrity of the national civil service system ([Freedland, 2018](#)).

Furthermore, the absence of a clear and comprehensive legal basis significantly raises the potential for ultra vires administrative actions, particularly considering that every form of public policy and governmental decision-making must be firmly grounded in explicit statutory or regulatory authority in order to guarantee its legality, legitimacy, and enforceability. Within the framework of administrative law, policies that are formulated and implemented without an adequate juridical foundation are highly vulnerable to being challenged on the grounds that they exceed the lawful powers and competencies granted to the institutions responsible for their enactment.

Such circumstances not only undermine the principle of legality but also weaken public trust in governmental governance and regulatory consistency. In this context, the adoption and implementation of a part-time PPPK scheme without prior revision, harmonization, or clarification of the relevant regulatory framework may reasonably be interpreted as an excessive exercise of administrative discretion or authority. Consequently, the policy carries substantial risks of legal contestation through judicial review or administrative challenge, while simultaneously creating uncertainty, institutional instability, and potential conflicts in its practical implementation across different levels of government administration.

Therefore, from a normative standpoint, the part-time PPPK scheme is not only legally problematic but also fundamentally inconsistent with the foundational principles of ASN governance, including legal certainty, equality of treatment, and the protection of public employees' rights. Rather than strengthening the civil service system, the introduction of such a scheme risks fragmenting the legal framework and weakening the institutional coherence of public employment in Indonesia.

### 3.2 Institutional and Policy Drivers of Part-Time PPPK

The emergence of part-time PPPK is closely linked to a complex set of institutional and fiscal challenges at the regional level, reflecting broader structural issues within Indonesia's decentralized governance system. Several local governments have proposed the implementation of a part-time scheme as a pragmatic response to budgetary constraints and persistent shortages of teaching personnel, particularly in geographically remote and underserved areas ([Katherina et al., 2026](#)). In such contexts, local authorities often face significant pressure to maintain educational service delivery while operating under limited fiscal capacity, leading them to explore alternative employment arrangements that appear more financially sustainable. However, this study finds that these proposals are largely reactive and administrative in nature, rather than being grounded in a coherent, well-integrated national policy framework that aligns with the overarching principles of civil service governance.

A closer examination reveals that the discourse surrounding part-time PPPK is significantly shaped by underlying institutional weaknesses. These include inaccuracies in workforce planning, mismatches between teacher supply and actual school-level demand, uneven geographic distribution of educators, and insufficient coordination among key governmental actors at both central and regional levels. Such deficiencies indicate systemic problems in the governance of public employment, rather than isolated technical issues. Research by [Amantha \(2026\)](#), highlights that PPPK recruitment processes frequently fail

to align with the real needs of educational institutions, resulting in either overstaffing in certain areas or acute shortages in others. This imbalance not only reduces the efficiency of resource allocation but also undermines the effectiveness of education service delivery.

Furthermore, [Fahlevvi & Mendrofa \(2025\)](#), emphasize that recruitment practices are often influenced by political dynamics, fragmented authority structures, and a lack of clear institutional accountability. In many cases, decision-making processes related to PPPK recruitment are not fully synchronized between central and local governments, leading to inconsistencies in policy implementation. Political considerations, such as local electoral interests or pressure from interest groups, may further complicate the recruitment process, diverting it from evidence-based planning and long-term workforce strategies.

In the long term, continued reliance on such ad hoc and temporary policy measures risks perpetuating structural inefficiencies, regulatory inconsistencies, and administrative fragmentation within the broader public employment system. Rather than providing a sustainable solution to existing personnel challenges, policies of this nature may merely serve as short-term accommodations that fail to address the underlying institutional weaknesses responsible for recurring governance problems. Moreover, the implementation of reactive policy instruments can potentially divert governmental attention and resources away from the urgent need for comprehensive and long-term bureaucratic reforms aimed at strengthening institutional capacity, enhancing the accuracy and reliability of workforce planning mechanisms, and ensuring a more equitable and balanced distribution of teachers across regions, particularly in underserved and remote areas.

The absence of systematic reform efforts may further deepen disparities in educational service delivery and reduce the effectiveness of national human resource management strategies within the public sector. Therefore, the part-time PPPK scheme should not be interpreted as a progressive or forward-looking policy innovation designed to modernize public sector employment governance. Instead, it should be understood as a reflection of unresolved structural and administrative governance issues that continue to persist within the state employment system and that require more comprehensive, fundamental, and systemic intervention through coherent regulatory reform, institutional restructuring, and long-term strategic planning.

### 3.3 Implications for Teacher Welfare, Professionalism, and Equity

From a socio-economic and professional perspective, the implementation of part-time PPPK carries significant and multidimensional risks that extend beyond mere adjustments in working hours. The findings of this study indicate that reducing working hours has direct and cascading effects on key components of teacher welfare, including income levels, allowances, and access to social security benefits ([Saverius & Wartini, 2024](#)). These elements are not only financial in nature but also constitute the foundation of employment stability and long-term security for teachers. A reduction in these components may lead to a decline in overall job satisfaction, weaken economic resilience, and increase vulnerability among teachers, particularly those who rely solely on PPPK income as their primary livelihood.

Moreover, such reductions are closely associated with decreased work motivation and diminished teaching performance. When compensation and job security are perceived as inadequate or uncertain, teachers may experience reduced commitment to their professional responsibilities, which in turn can negatively affect the quality of instruction and student outcomes. In addition, the study highlights that uncertainty surrounding employment status under a part-time scheme contributes to heightened psychosocial stress ([Putri, 2026](#)). This includes anxiety over contract continuity, income instability, and limited access to professional benefits. Public discourse also reflects these concerns, with many educators expressing apprehension regarding potential income loss and the lack of clarity surrounding their employment status. This widespread concern indicates that the policy lacks sufficient social

acceptance and fails to provide adequate protection for educators as key actors in the public service system.

From the perspective of administrative justice, the implementation of part-time PPPK introduces the risk of creating structural inequalities across regions. Teachers in certain areas may be employed under part-time arrangements due to local fiscal constraints, while others in more resource-rich regions may continue to receive full-time contracts with complete benefits ([Cholidi, 2025](#)). Such disparities fundamentally undermine the principle of distributive justice in public employment, which requires that all public servants be treated fairly, equitably, and consistently, while also being granted standardized rights, protections, and employment opportunities regardless of their geographic location or institutional placement. Within the framework of public administration, equality of treatment constitutes an essential component of good governance and legal certainty, particularly in relation to the management of state personnel.

The existence of unequal employment arrangements and differentiated policy implementation across regions creates the risk of institutional imbalance and inconsistent standards within the national civil service system. Furthermore, the emergence of multiple and differentiated employment statuses within the same national framework may contribute to administrative fragmentation, reduced professional mobility, and growing perceptions of injustice and discrimination among teachers and other public employees. Such conditions can generate dissatisfaction, weaken morale, and diminish confidence in the fairness and transparency of state employment policies. In the long term, these disparities may not only disrupt organizational cohesion and workforce stability but also erode institutional trust in the civil service system as a whole, thereby undermining the credibility and legitimacy of public sector governance.

Furthermore, international literature on public sector employment emphasizes that stable and full-time employment is a critical prerequisite for maintaining the quality and reliability of public services ([Assegaf, 2026](#)). In sectors such as education, where outcomes are highly dependent on sustained human interaction and long-term engagement, employment instability can directly compromise service delivery. Part-time arrangements may disrupt coordination among teachers, reduce participation in collaborative activities, and hinder the implementation of comprehensive educational programs

Therefore, the part-time PPPK model is not only normatively inconsistent with the fundamental principles governing public sector employment, particularly those emphasizing legal certainty, professional integrity, and employment stability, but is also fundamentally incompatible with the professional demands, responsibilities, and ethical obligations inherent in the teaching profession. Teaching is a profession that requires sustained commitment, continuous pedagogical development, long-term engagement with students, and adequate institutional support, all of which are difficult to achieve under a precarious and limited employment arrangement such as a part-time scheme. Rather than contributing to greater administrative efficiency or labor flexibility as often justified in policy discourse, the implementation of such a model may instead generate a range of adverse consequences for both educators and the broader education system.

These consequences include the deterioration of teacher welfare through reduced income security and limited career advancement opportunities, the weakening of professional standards due to unstable employment conditions, and the erosion of motivation and job satisfaction among educators. In the broader context of educational governance, the continuation of a part-time PPPK arrangement also risks creating disparities in workload distribution, reducing institutional continuity within schools, and undermining efforts to build a stable and highly qualified teaching workforce. Ultimately, these structural weaknesses may contribute to a decline in the overall quality, effectiveness, and sustainability of educational services provided to students and communities.

### 3 Conclusion

Based on the research objective of analyzing the normative and institutional aspects, as well as the policy implications of part-time PPPK in the teacher personnel system, this study confirms that the part-time PPPK concept lacks a sufficient legal basis, is not aligned with the principles of administrative justice, and has the potential to undermine teacher professionalism and welfare. These findings advance the fields of ASN management and education policy by addressing a gap in the literature on the legal status of part-time work schemes for PPPK, particularly in the context of the teaching profession, which is not designed for part-time work. This study also shows that part-time PPPK can create regional disparities, reduce work motivation, and disrupt the stability of learning quality. Scientifically, this conclusion justifies the need for new policies in the personnel system, formulated on a strong regulatory basis and considering the long-term implications for public services. Further research is needed to examine alternative models for strengthening PPPK institutions, simulate regional budget-based policies, and conduct a comparative analysis of contractual employee systems in other countries that may be relevant to the development of Indonesian ASN policies.

### Bibliography

- Bucky Wibawa Karya Guna, Sri Endah Yuwantiningrum, Firmansyah, Muh. Dzihab Aminudin S, & Aslan, A. (2024). Building Morality and Ethics Through Islamic Religious Education in Schools. *IJGIE (International Journal of Graduate of Islamic Education)*, 5(1), 14-24. <https://doi.org/10.37567/ijgie.v5i1.2685>
- Christiani, T. A. (2015). Normative and Empirical Research Methods: Their Usefulness and Relevance in the Study of Law as an Object. *GATR Global Journal of Business Social Sciences Review*, 3(4), 16-22. [https://doi.org/10.35609/gjbssr.2015.3.4\(3\)](https://doi.org/10.35609/gjbssr.2015.3.4(3))
- Cobbe, J. (2019). Administrative law and the machines of government: Judicial review of automated public-sector decision-making. *Legal Studies*, 39(4), 636-655. <https://doi.org/10.1017/lst.2019.9>
- Fahlevvi, M. R., & Mendrofa, C. (2025). Optimalisasi Pelayanan Publik Melalui Implementasi Sistem CRM di Kelurahan Kalisari. *Triwikrama: Jurnal Ilmu Sosial*, 8(3), 81-90. <https://doi.org/10.9963/53kbh596>
- Freedland, M. (2018). Public law and private finance-placing the private finance initiative in a public law frame. In P. Cane (Ed.), *Administrative Law*. Routledge. <https://doi.org/10.4324/9781315183770>
- Goestyari Kurnia Amantha, I. H. (2026). *ANALYSIS OF THE IMPLEMENTATION OF THE MERIT SYSTEM IN PPPK RECRUITMENT AS A SOLUTION TO FULFILLING THE NEED FOR HIGH-QUALITY HUMAN RESOURCES (A Case Study of the Affirmative Policy for Honorary Employees Transitioning to PPPK in the Provincial Government)*.
- Hermawan, I. (n.d.). *Metodologi Penelitian Pendidikan (Kualitatif, Kuantitatif dan Mixed Method). Hidayatul Quran*.
- Katherina, L. K., Syafi'i, I., Noviani, A., & Rahayu, Y. (2026). *Migrant Adaptation Strategies: Economics and Socio-cultural Responses During the Pandemic* (pp. 83-105). [https://doi.org/10.1007/978-981-95-4554-4\\_5](https://doi.org/10.1007/978-981-95-4554-4_5)
- Komar, & Aslan. (2025). Menggali Potensi Optimal Anak Usia Dini: Tinjauan Literatur. *Jurnal Ilmiah Edukatif*, 11(1), 68-78. <https://doi.org/10.37567/jie.v11i1.3605>
- Muller. (2019). The State in Western Europe Retreat or Redefinition? In W. C. Müller & V. Wright (Eds.), *The State in Western Europe Retreat or Redefinition?* Routledge. <https://doi.org/10.4324/9781315037479>
- Novita Sebtianingsih, A., Iskandar Ichlas, R., & Nashriany Jufri, N. (2024). Government Employee with Work Agreement (PPPK) Position and Regulation in Staffing System based on Civil Servant Act. *UNES Law Review*, 7(1), 1-9. <https://doi.org/10.31933/unesrev.v7i1.2215>
- Putri, N. M. C. N. (2026). *URGENSI PERLINDUNGAN HUKUM TERHADAP TENAGA HONORER INSTANSI PEMERINTAHAN YANG TIDAK LOLOS DALAM SELEKSI PPPK*. <https://doi.org/10.24843/KS.2026.v14.i04.p08>
- Saverius, M., & Wartini, S. (2024). Flexibility Work: Kontrol dalam Dunia Kerja di Era Modern. *Book Chapter Manajemen SDM Jilid 1*, 1-19.

- <https://bookchapter.unnes.ac.id/index.php/msdm/article/download/292/277/484>
- Syafrudin, L. (2026). *Implementation of PPPK Policy for Elementary School Teachers in Civil Service Management Reform*. <https://doi.org/https://doi.org/10.31258/jes.10.4.p.60-78>
- Wama Fitriani, Cholidi, Y. (2025). Legal Protection of Equal Rights to Pension Guarantees for Civil Servants (PNS) and Government Employees with Work Agreements (PPPK) in the Perspective of Masalah Mursalah. *Mediasas*, VOL 8(NO. 4), 850-873. <https://doi.org/10.58824/mediasas.v8i4.484>
- Yik Soleh Assegaf, W. C. N. (2026). *Perlindungan Hukum bagi Pegawai Pemerintah dengan Perjanjian Kerja (PPPK) Paruh Waktu dalam Sistem Kepegawaian di Indonesia*. VOL. 4(No. 1). <https://doi.org/https://doi.org/10.5281/zenodo.17918867>