

# Analysis of the Recruitment of Non-PNS Educators and Education Personnel in the State Education Unit

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## Abstract

Good quality education is shown by meeting the needs of educators and education staff who are professional in their field and dedicated and have good quality. Educators are the key to educational success. This study uses a qualitative approach and is exploratory in nature. The place of research is in DKI Jakarta. The data source of this research uses primary data and secondary data. Qualitative data analysis namely data reduction, data presentation, conclusion/verification. The KKI educational staff recruitment process has taken systematic steps by calculating needs analysis, announcement of vacancies, registration and subsequent steps in accordance with the method specified in the regulations. In practice, there are obstacles in realizing transparent and accountable recruitment, namely differences in perceptions, the absence of regulations governing contract boundaries, announcements made only as a formality, and the influence of individuals who have an interest so that the recruitment results do not work objectively. It is hoped that all of these scopes can be fulfilled in order to improve the quality of Indonesian education.

*Keywords:* Recruitment Analysis, Educators, Education Personnel, Non PNS.

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## 1. Introduction

In the Law on National Education Standards No. 20 of 2003 and Government Regulation Number 4 of 2022 it is known that education is a conscious and planned effort to create a learning atmosphere and learning process so that students actively develop their potential to have spiritual strength, religion, control self, personality, intelligence, noble character, and skills needed by himself, society, nation and state (Sari et al., 2021). Education is a very basic thing in human life to develop self-potential in various aspects. In terms of development and development of human resources, which has a significant contribution is Education (Oshiro et al., 2021; Sari et al., 2021; Zayyini Rusyda, 2021).

Education as the main center of human resource development. The more educated a person is, the higher the level of awareness in many aspects of life (Amelia, 2021). Development in the field of education is carried out to realize the goals of national education, namely to educate the life of the nation. The very first education obtained is from the family. Furthermore, the bigger a child, then he is required to take education both formally and non-formally. In carrying out educational development, schools have a very important role. Human resources are an important factor in improving the quality of education (DR.Mesiono Mpd et al., 2019; Rivai, 2018; Sujana, 2019).

Good quality education is shown by fulfilling the needs of educators and education staff who are professional in their fields and dedicated and have good quality [8]. Educators are the key to educational success. Educational staff also have the task of supporting activities in schools, such as administration, librarians and laboratory assistants. Educators and education staff have an important role and position in the implementation of education. In the field of education, competent people are needed because it will affect the results of graduates (Annur et al., 2018; Muljawan, 2019).

There is a demand for the professionalism of teaching and educational staff, it is necessary to improve the quality of education at every type and level of education which has become a national education commitment. Schools must meet the needs of educators and educational staff according to predetermined criteria. The main element of a school is teaching staff and supported by educational staff. The quality of the school can be seen from the good quality of

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teaching staff. No matter how good the facilities and infrastructure are in the school, if the teaching staff is not competent, the school will not be able to compete in terms of achieving the quality of education. (Astuti et al., 2019; Patras et al., 2019).

Based on Government Regulation no. 19 of 2005, the management of educators and educational staff in elementary school education units is school-based management, so that the implementation is the responsibility of the school principal. The management of educators and education staff begins with the entry of educators and education staff into the education unit through the human resource procurement process, then continues with the implementation of development and training, compensation, integration and maintenance. The quality of management of educators and education staff can be demonstrated by the existence of independence, efficiency, effectiveness and accountability (Takdir, 2019). In practice, the management of educators and educational staff in educational units experiences many problems. These issues include those relating to qualifications, coaching and professional development, as well as the need for intensive and continuous direction and guidance so that they are able to carry out their duties professionally according to applicable standards of educators and education staff. (Susanti, 2021).

It is the obligation of the Central Government and Regional Governments to comply with the standards of educators and educational staff in state education units in order to provide services and facilities, as well as guarantee the implementation of quality education for every citizen without discrimination. (Bisri & Asmoro, 2019). The Central Government and Regional Governments have not been able to fulfill their obligations to meet the needs of PNS Educators and Education Personnel in the SPS, TPA, TK, SD, SLB, SMP, SMA, SMK and State PKBM education units. In 2020 the number of retired teachers will reach 72,976 people, bringing the teacher shortage to 1,020,921 people. Then in 2021, the number of retired teachers will reach 69,757 so that the number of teacher shortages will increase to 1,090,678 people and in 2022 the number of retired teachers will reach 77,124 so that the number of teacher shortages will increase again to reach 1,167,802 people (Wardhana, 2020). So that the Central Government and Regional Government work together in overcoming these problems by recruiting non-PNS education and educational staff (Juliani, 2019).

## **2. Literature Review**

Recruitment is the process of attracting a group of candidates to fill vacant positions or positions in a company or organization. From an organizational perspective, by gathering the most talented and motivated applicants, the organization has the opportunity to develop in an era where jobs tend to be complex and dynamic. The accuracy of employee recruitment can be demonstrated by the conformity of recruitment with employee planning where employee planning includes the quantity and quality of employees to be recruited in an organization (Wiyatna & Kasman, 2019). This recruitment process is the process of seeking, finding, inviting and determining a number of people from within and outside the company as prospective workers with certain characteristics as determined in the human resource planning. The results obtained from the recruitment process are a number of workers who will enter the selection process, namely the process of determining which candidate is the most suitable to fill certain positions available in the company, after holding human resource planning, and job analysis and classification. (Putri, 2019).

The recruitment process is a process of finding the most suitable human resources to fill vacant positions in an organization. There are several types of recruitment methods, namely by using internal employee sources, namely all employees holding other positions in the organization (Alansaari et al., 2019). The organization recruits existing employees through job postings, or communicates information about vacancies on company bulletin boards, in employee publications, on the company intranet, and other places where the organization communicates with employees. Managers can also identify candidates to recommend vacancies (Grabara et al., 2016; Munawir Pohan & Nurzen S, 2021). The advantages of internal recruitment include that it generates applicants who are familiar with the organization, these applicants are relatively knowledgeable about the organization's vacancies, which minimizes the likelihood that they will have unrealistic expectations about the job and is generally quicker and cheaper than searching outside the organization. . In addition, there are external methods, namely through advertisements, labor providers, educational institutions, to information from internal organizations or from apprentices or internships (Wiyatna & Kasman, 2019).

The purpose of recruitment is to provide a sufficient number of prospective workers so that leaders can select employees who have the required qualifications. The existence of a recruitment process can get as many prospective employees and the organization can choose employees who best fit the criteria of organizational needs with greater opportunities (Purwantoro, 2021; Putri, 2019).

### 3. Research Method

This study uses a qualitative approach. Qualitative research was used in this study because it is exploratory in nature and can help researchers when researchers do not know the important variables in a study. (Darmalaksana, 2020; Lexy J Moelong, 2017) The place of research is in DKI Jakarta. The data source of this research uses primary and secondary data sources. The primary data was obtained from interviews with stakeholders, namely from the Education Office staffing staff, Individual Employment Contract employees, and recruitment committee elements in the education unit. Secondary data was obtained from the Education Office Staffing, literature reviews of journals and books. This research was conducted using data collection techniques based on the study and analysis of secondary data and information. Qualitative data analysis consists of three streams of activities that occur simultaneously, namely data reduction, data presentation, drawing conclusions/verification. The three flow of activities are the data analysis techniques in this study (Sugiyono, 2019).

### 4. Results and Discussions

Recruitment of educators and educational staff aims to get prospective educators and educational staff who are of good quality and highly dedicated, to determine current and future recruitment needs, to increase the success of the selection process because from the recruitment results, prospective workforce can be selected according to needs, and to reduce the likelihood of teacher and educational staff leaving (Husniati & Masjudin, 2018; Sili Sabon & Widodo, 2021).

The Provincial Government of DKI Jakarta as the capital of the country implements a policy of procurement of Non-PNS Educators and Education Personnel to meet the needs of Educators and Education Personnel of all State Education Units in Jakarta with the provisions stipulated in Governor Regulation Number 235 of 2015 concerning Honorarium for Non-Civil Servant Teachers and Education Personnel Non-Civil Servants in Public Schools as amended by Governor Regulation Number 29 of 2016; and Governor Regulation Number 57 of 2019 concerning Educators and Education Personnel in State Early Childhood Education Units and State Community Learning Activity Centers. The two Governor Regulations mandate that the procurement of Non-PNS Educators and Education Personnel in public education units is carried out through Individual Work Contracts (KKI) which are agreements between Non-PNS Educators or Educational Personnel and the Regional Government which contain work requirements, rights and obligations of the parties. Based on data obtained by researchers from the DKI Jakarta Provincial Education Office staff, the number of educators and non-PNS education staff at the DKI Jakarta Provincial Education Office is 1,048 for employees with KKI status and 250 for employees with honorary status where details can be seen in the table below:

**Table 1.** Details of the Number of Non ASN Employees at the DKI Jakarta Provincial Education Office

No.	Employee	Amount
1	KKI Educators	502
2	Honorary Educators	187
3	KKI Education Staff	546
4	Honorary Education Personnel	63

Source: Secondary data, 2022

In relation to the table above, it can be seen that the number of KKI teachers is less than the number of KKI education staff. This is because the recruitment of KKI teachers has decreased due to the recruitment of teachers through Government Employees with Work Agreements (PPPK). This information was obtained from the results of an interview with one of the employees at the DKI Jakarta Provincial Education Office:

“The number of KKI is 1048, while the honorarium is 250 employees where the number of KKI teachers is 502, honorary teachers are 187, KKI staff are 546 and honorary staff are 63. But here, KKI teachers are dying because they have become government employees with work agreements (PPPK) yesterday.”

Meanwhile, the PPPK formation for non-teacher staff in the Provincial Government of DKI Jakarta was canceled as disclosed by Mr. Suherman as the Deputy for Personnel Information Systems (Sinka) BKN that there were several agencies that proposed or canceled the 2022 PPPK formation, one of which was the DKI Pemprov where the DKI Pemprov should get formations for P3K teachers, P3K Health Workers, and P3K other Technical Personnel, then

submit letters for Health Workers and other Technical Personnel, for 2022 this cannot be implemented due to one thing or another (Sesaat.com, 2022).

The DKI Jakarta Provincial Education Office regulates the procedures for planning, procuring, implementing, supervising and controlling Non-PNS Education Personnel in State Education Units who are contracted once every 1 (one) year and will be renewed according to the needs of the following year in accordance with job analysis calculations and load analysis work through the KKI technical instructions stipulated in the Decree of the Head of DKI Jakarta Provincial Education Office Number 1218 of 2021 concerning Technical Instructions for Work Contracts for Individual Educators and Non-PNS Education Personnel in State Education Units for the 2022 Fiscal Year.

However, in the implementation of KKI recruitment, it turns out that it is still not based on transparent and accountable principles. This is evident from the reports of DKI Education Office officials who are suspected of extortion, where the extortion is carried out by issuing a decree (SK) appointing honorary teachers as individual work contract teachers (KKI). Thus, the SK was suspected to be genuine but fake (asphalt) because the SK was given but the teacher did not receive an individual work contract number (NIKKI) (Kompas.com, 2022). One of the Staff of the DKI Jakarta Province Education Sub-Department also responded to this by saying that extortion does not only occur for teacher recruitment, but can also occur for education staff recruitment. In addition, KKI recruitment is also still dominated by political intervention where recruitment is only a formality that ends up being entrusted rather than based on actual recruitment results. Here's his statement:

“Yeah, it's just that it could also happen in the kiddies, maybe extortion... If you put it, it's still everywhere. It's hard to get away from it.”

Another problem with the KKI recruitment process is that there are many pure honorary employees who hope to be recruited as KKI employees, but until now the standard regarding the transition of pure honor workers to KKI employees is still unclear, as stated by the DKI Jakarta Provincial Education Sub-Department Personnel Staff as follows:

“This is what I know about the problem with the staff members who actually existed at the time of recruitment. I'm still confused about the decision to switch from pure honorarium to cash. Is it based on work period or performance because if the work period is long but the performance is normal, how is the quality? But if it's based on performance without looking at years of service it's not fair. That's the dilemma. If all of them from work period also have anjab slot, kki tendik also can't accommodate.”

The results of the analysis based on table 1 show that recruitment needs are not in accordance with meeting the needs for existing deficiencies. It is known that from the total there is a total need of up to 8191 educational staff but the results of the existing CPNS to meet the demand are only 1917 education staff. There is still a shortage of 6326 educational staff. Based on the research results, it is known that the success or failure of the implementation of education in formal and non-formal education units is much influenced by the presence of educational staff [29]. Educational staff who are members of the community who devote themselves directly to the implementation of education which can be interpreted as all the staff in the school which includes educational staff and school administration. How can educational staff be said to be one of the keys to the success or failure of education, it is necessary to understand what the nature of the management of educational staff is and the aspects of managing educational staff (Nurlindah et al., 2020).

Educators and educational staff as human resources are strategic and rational factors that determine the level of success in the education system, namely: 1) humans are the most important asset in educational organizations, 2) personnel determine the success of educational goals, 3) the human element is the largest controlled variable in organizations, 4) most organizational issues are related to human performance, 5) the main concern of the school system is to identify and manage process behavior in order to achieve the set goals [31]. Therefore, the existence of educators and educational staff is very important so that the management and development of human resources must be carried out properly (Gasser et al., 2019; Grabara et al., 2016). Its management is not just procuring human resources, but must use management functions, starting from careful planning, recruiting and selecting, appointing and placing according to their educational background, providing fair compensation, as well as carrying out supervision and assessment so that the duties and responsibilities the responsibilities of educators and education staff are in line with the educational goals that have been set (Soter, 2019; Subekti, 2022).

**Table 2.** Analysis of Education Personnel Needs in DKI Jakarta

No	Work unit	Need (ABK)	Existing PNS	Existing CPNS 2020	Existing CPNS 2021	Deficiency	Pension Bulan Okt-Des 2022	Total Shortage In 2022
1	Service	228	179	9	2	49	1	50
2	PAUD and DIKMAS Training and Development Center	17	10			7	1	8
3	Service Center for Personal Funding and Educational Operations	22	13	1		9	0	9
4	Data Center and Education Communication Information Technology	19	16			3	0	3
5	P2KPTK2 West Jakarta	21	11			10	0	10
6	Central Jakarta P2KPTK2	20	10			10	0	10
7	P2KPTK2 South Jakarta	21	14			7	1	8
8	East Jakarta P2KPTK2	21	11			10	1	11
9	P2KPTK2 North Jakarta	21	8			13	0	13
10	Administrative District Education Office Kep. One thousand	111	31			80	2	82
11	Region 1 Education Sub-Office, West Jakarta Administrative City	975	120	1		855	5	860
12	West Jakarta Regional 2 Education Office	725	123	3		602	3	605
13	Regional Education Office 1 Central Jakarta Administrative City	385	92	4		293	3	296
14	Education Sub-Department of Region 2 Administrative City of Central Jakarta	418	86			332	3	335
15	Regional Education Office 1 South Jakarta Administrative City	705	213	1		492	3	495
16	South Jakarta Administrative City 2 Region 2 Education Office	775	217	2		558	6	564
17	Region 1 Education Office, East Jakarta Administrative City	1411	294			1117	6	1123
18	East Jakarta Regional 2 Education Office	1217	284	1		933	13	946
19	Region 1 Education Sub-agency, North Jakarta Administrative City	480	80	3		400	3	403
20	North Jakarta Administrative City Region 2 Education Sub-Department	599	105	3	2	494	1	495
	<b>TOTAL</b>	<b>8191</b>	<b>1917</b>	<b>28</b>	<b>4</b>	<b>6274</b>	<b>52</b>	<b>6326</b>

Source: Secondary data (2022)

#### 4.1. Recruitment Process

Recruitment of teaching and educational staff is a process of obtaining prospective teaching and educational staff needed by schools according to predetermined qualifications. The main objective of procuring non-PNS employees in

the state education unit of DKI Jakarta Province is to assist technical functions and administrative tasks through individual work contracts where the quantity of employees recruited is based on the budget allocation contained in the budget implementation document (DPA). Therefore, in the context of preparing for recruitment to achieve the expected goals and objectives in accordance with the standard needs of teachers and education personnel, the systematic step taken was to form a public education unit recruitment committee to carry out needs analysis calculations. The preparation of a needs analysis is the basis for planning needs that must be carried out by each state education unit, which then submits the results of the analysis to each state education unit and must carry out evaluation and clarification by the Education Office [35].

After the Education Office has carried out a needs analysis and verification, the recruitment committee at the state education unit level announces the vacancies through information posted on the notice board or on the state education unit's website page. Then, the recruitment committee accepts registration, verifies files, selects, and announces results according to the schedule specified in the technical instructions. In the recruitment process, the education unit plays the most role in determining successful applicants, while other elements of the Education Office, such as the implementing unit, are only tasked with recapitulating the education unit proposals and sending them to the Education Office, then the Education Office is tasked with verifying files, making KKI Determination Decrees, and send it to the Education Office where the Education Office verifies the data, prepares the KKI document, and issues the Individual Employment Contract Identity Number (NIKKI) (Rokhmaniyah, 2017; Takdir, 2019).

#### *4.2. Barriers affecting the recruitment process*

In the recruitment process, based on the results of interviews with Education Office staff, the committee team in the education unit and several KKI employees, it was found that there were still differences in perceptions between the recruitment committee and the education office regarding the recruitment process, so most KKI employees were contracted annually on a recurring basis and continued through the selection process as a formality, even though according to the staff of the Education Office, if KKI employees are to be re-contracted, there is no need to go through a selection process. However, this is not stated in the regulations, giving rise to these differences.

Then secondly, the contract extension limit is not stated in the regulations. In the provisions of labor regulations, it has been determined that a maximum of 2 times the contract extension is 2 years, if it has exceeded 2 years, then the worker concerned must be appointed as a permanent employee or terminated. However, regulations regarding this matter cannot be used as a reference for appointing KKI employees as permanent workers in government agencies, because government agencies are different from private companies. On the other hand, there is also no legal basis which stipulates that agencies must terminate employees after 2 (two) contract periods. Therefore, KKI employees who are contracted repeatedly are legal because there are no rules against it. So that actually the number of educational units that accept new employees is small. Most of the educational units that open new vacancies for applicants are because KKI employees have resigned or died. In addition, based on the results of interviews with the Staff of the Education Office, KKI employee turnover can be said to be quite small, because based on information from several staffing informants, most of the employees have survived until retirement age. Several employees who resigned because they received a better offer or were accepted to become ASN, and most of those who resigned were still at their productive age (Utamy et al., 2020).

Based on the results of interviews with staff at the Education Office, several education units provided the widest possible information on vacancies with the aim of creating active participation, so that candidates who will take part in the selection can be more open from anywhere. However, several other educational units apply a different mechanism, information on vacancies is only announced on notice boards and websites for formality, determining potential applicants through recommendations from relatives or family relations so that actual recruitment is not carried out openly. In addition, based on the results of interviews with the Education Office staff and the recruitment committee in several Education Units, as well as based on observations, the spoil system was also found in the KKI employee recruitment process. This is indicated by the fact that there are still "entrusted" items from officials or people who have other interests, so that in the actual selection it is known who will qualify. This is also not supported by supervision, because supervision comes from elements of the Education Office itself, so it is not too strict in dealing with irregularities that occur, because instead the person who "entrusts" it is from the Education Office itself, the Education Office or the supervisor of the state education unit who should carry out monitoring and evaluation of the procurement of KKI in education units in accordance with their respective authorities with the principles of transparency and accountability as stated in the technical technical guidelines. This is proven by the news about illegal

levies by DKI Jakarta Provincial Education Office officials. Because there is a loophole to do this, in the end the opportunity is exploited by irresponsible elements.

## 5. Conclusion

The KKI educational staff recruitment process has taken systematic steps by calculating needs analysis, announcement of vacancies, registration and subsequent steps in accordance with the method specified in the regulations. However, in practice, there are obstacles in realizing transparent and accountable recruitment, namely differences in perceptions, the absence of regulations governing contract boundaries, announcements made only as a formality, and influence from individuals who have an interest so that the recruitment results do not run smoothly. It is necessary to pay attention to the management of educators and educational staff in order to create an effective educational process and a synergistic environment. Thus, it is hoped that all of these scopes can be fulfilled in order to improve the quality of Indonesian education.

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