

## Conference Paper

# Recruitment of Non-State Civil Servant Human Resources in Local Governments in Indonesia

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**Abstract.**

Despite the government's ban on hiring non-civil servant employees (ASN), the number of non-ASN employees is increasing. In November 2023, the government plans to remove the non-ASN status, but there are concerns that this policy may not be appropriate as there are no clear solutions for the fate of non-ASNs and the fulfillment of human resources for efficient public services. The research aims to explore non-ASN recruitment methods in the regions and propose alternatives to the government's plan of removing non-ASN status to improve existing regulations. The research adopts a qualitative approach in a systemic review. Findings indicate that the recruitment of non-ASN employees lacks regulation in the ASN Law, leading to unprofessional practices, collusive tendencies, and nepotism. It also provides a simpler and more accessible pathway to employment with lower salaries. Lack of proper controls and sanctions enables regional heads to appoint non-ASN employees, despite the prohibition.

To address the issue, strategic steps should be taken in organizing non-ASN employees in the regions. This can be achieved by fulfilling non-ASN needs based on workload analysis, establishing regulations for recruitment patterns, implementing innovative non-ASN management applications, updating the BKN database by deleting non-ASN records, and revising PP 49 of 2018.

**Keywords:** non-ASN: honorary staff, honorary registration, recruitment

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## 1. Introduction

The smooth implementation of governmental tasks and national development is highly dependent on the management of Human Resources owned or, in this case, the management of the State Civil Apparatus (ASN). Based on Government Regulation Number 11 of 2017, as amended by Government Regulation Number 17 of 202, ASN is a Civil Servant (PNS) and Government Employee with an Employment Agreement (PPPK) appointed by a staffing officer and assigned a post that the role of the local government (district/city) as a staffing officer in managing human resources effectively in order to improve organizational performance. According to Law Number 5 of 2014 concerning the State Civil Apparatus, Regional Government is the head of the region as an element of the Regional Government administrator who leads the implementation

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of government affairs which are the authority of the autonomous region. One of the regional government's strategic steps in HR management is the recruitment processes to achieve long-term success.

According to Noe, HR recruitment is defined as any practice or activity carried out by an organization to identify and attract potential employees. According to Meldona [1], recruitment can be defined as a process of finding and attracting (persuading to apply) qualified applicants to fill certain vacant positions/positions that have been identified in human resource planning, which helps organizations to identify future manpower requirements. Through human resource planning, organizations can allocate human resources more effectively and efficiently. By doing good human resource planning, organizations can ensure that the right employees are in the right place. One of the important benefits of human resource planning is reducing the cost of managing the workforce.

Dunnette [2] stated that the theory of recruitment consists of three factors: process, independent, and dependent variables. These three variables were interconnected and influenced the recruitment process. Process variable is a mechanism in psychology or environmental mechanism that is considered to be a factor that determines the outcome of various recruitment methods. The independent variable is a general description of recruitment practices. The dependent variable is the result of the recruitment process. Each of these the variables are divided into several elements.

ASN recruitment is carried out based on the provisions of laws and regulations that apply for a certain period of time, and the limited number of formations is not balanced with the number of ASNs who retire or move, so that in some districts/cities, the number of ASNs is still insufficient and unable to meet the government's workload. The limited number of ASNs is the reason why regional Civil Service Development Officials recruit Non-ASN Employees. The recruitment of non-ASN employees is not governed by clear regulations with an easy and simple mechanism.

Non-ASN employees or known as nonpermanen tempoyees/volunteers/honorary workers/contract workers/or by other names based on Government Regulation Number 48 of 2005 as last amended by Government Regulation Number 56 of 2012 is someone who is appointed by a Personnel Development Officer or an official others in the government to carry out certain tasks of the government agencies.

Non-ASN employees are paid by the agency or regional head who recruits them based on the budget allocation in the Work Unit. It can be said that there are no specific rules governing the salary amount for non-ASN employees working in government agencies. Supposedly, non-ASN salaries are the same as those of private workers

because they are not ASN. These provisions were regulated in the 2003 Manpower Law, which is currently included in the Job Creation Law. Nevertheless, it still exists as a teacher salary or other non ASNs who are paid between Rp. 500 thousand to Rp. 1 million per month. In some areas where there is a shortage of funds, honorary teacher salaries were only Rp. 300,000 per month.

The existence of non-ASN employees helps a lot in carrying out ASN duties, but due to uncontrolled recruitment, not to mention if there is recruitment that is not based on planning HR needs but for certain purposes, causing the number of nonASN to increase. Recruitment continues to be carried out by the local government so that the problems of non ASN employees / honorary workers have not ended until now [3].

Meanwhile, since 2005, the government has gradually raised non-ASN to ASN. Even though a ban on the appointment of non-ASN has been implemented through PP 48/2005 and confirmed by the issuance of the Minister of Home Affairs Circular of the Republic of Indonesia Number 814.1/169/SJ dated 10 January 2013 concerning Prohibition of Appointment of Honorary Staff, even in 2018 the government again included a ban on the appointment of non ASN through article 96 in PP 49/2018, however there has been a very significant increase in the number of honorary workers in each district or city government.

Even though there has been a ban on the appointment of non-ASN, based on data from the State Civil Service Agency, the remaining non-ASN THK2 in 2021 is 378,880 the results of the 2022 National Civil Service Agency data collection stated that the number of honorary workers had reached 2,360,723 people (CNBC Indonesia, 2022). The increasing recruitment of non-ASN employees by local governments indicates that the pattern of recruitment deviates. Thus, the authors assume that the addition of administratively reported names is strongly suspected of having an emotional connection with policy makers so that recruitment occurs in areas that do not comply with the provisions.

The presence of non-ASN employees in local governments is also a dilemma. The need for large staff but a limited budget makes non-ASN employees a separate solution. However, the increasing number of non-ASN employees has actually led to the phenomenon of poor-functioning bureaucracy because non-ASN employees generally do not have the ability as evidenced by the required

Educational qualification. Ultimately, the workload of the local government agencies is increasing. The existence of non-ASN employees is unnecessary if this analogy is used. However, the regional government also does not have the heart to dismiss the non-permanent employees because of their long service and loyalty.

Furthermore, the government issued a policy in the form of Government Regulation Number 49 of 2019, concerning the Management of Government Employees with Work Agreements. An important point in this policy is the appointment of honorary employees to become Government Employees with a Work Agreement through a selection system, which again creates anxiety for honorary workers because not all honorary workers will be accommodated as state civil servants. In addition, Article 96 of the government regulation states the government's plan to abolish non-ASNs as of November 2023. The problem then arises is that the local government still needs the presence of non-ASNs. The implementation of this policy clearly raises concerns about the continuity of public services, which will be constrained by November 2023.

Based on the above explanation, the formulation of the problem in this study is the recruitment of non-state civil servant human resources by local governments in Indonesia. What are the alternatives to the government's desire to remove the non-ASN status that has been recruited as an input for improving current regulations?

## 2. Methods

This study uses a literature review with a qualitative approach for a systemic review. This method is used to synthesize (summarize) the results of primary research that are descriptive qualitative in nature with the aim of integrating the data to obtain a theory or new concept at the level of in-depth and thorough knowledge. The subjects in this study were district/city regional governments, this study described the Government's actions regarding the recruitment of non-ASN personnel in the regions. The problem regarding honorary workers in Indonesia has become very complex and has quite a broad impact, so this article attempts to describe the literature relating to honorary workers, including the reasons and objectives for recruitment, the recruitment process to finalizing the

Status of Non-ASN Employees in Indonesia. systematic qualitative review in this research includes the steps of: 1) Formulating research questions 2) Conducting a systematic review literature search 3) Conducting screening and selection of suitable research articles 4) Performing analysis and synthesis of qualitative findings 5) Implementing quality control 6) Compiling the final report [4].

This method uses a meta-aggression approach to synthesize results that aim to provide solutions to the research questions (review questions). Combining the results obtained as a whole (summarizing). When conducting a metasynthesis (synthesis of qualitative data) there were two approaches, namely the approach using the terms meta-aggression and meta-ethnography.

Data analysis in this study was carried out by collecting various relevant related literature sources, for example socialization material carried out by the Ministry of Administrative and Bureaucratic Reform and the State Civil Service Agency, official government letters regarding non-ASN employees, writings that examine the settlement of non-ASN employee status in the mass media, laws and regulations, books, proceedings, and scientific journals on Scopus relating to the presence of non-ASNs in the region to answer the research questions.

### 3. Results and Discussion

Studies on non-permanent employees in Indonesia are generally still minimal. This lack of attention to the study as an advocacy effort for the fate of nonASN employees is what has made the locus of this study far from the epigenetic bureaucratic reforms so far. In fact, the problem regarding non-ASN employees is urgent and significant for discussion in academic forums because their contribution for public services, and the bureaucratic reform agenda is very important.

To date, much research has been conducted on the recruitment process. This research or study is carried out to further improve the quality of the existing recruitment process. Researchers conducted a literature review through several sources by various authors, including the news, papers, journals, and books.

When conducting a literature search through Scopus, it was found that the recruitment research reached 70,536 journals. However, the researchers here narrowed their search specifically to studies that discussed the existence of NonState Civil Apparatus Employees given the complex problems of non-ASN employees in Indonesia, and found 92 related journals. In this search, the term honorary staff is used more by other researchers in their journals than the term non-state civil apparatus. The following is an overview of the research trends.

Studies on non-ASNs have examined their position in the juridical aspect and have not found research related to the non-ASN recruitment process by Civil Service Development Officials in the regions (districts/cities).

Indonesia contributed the most to the study of Non-State Civil Servants. This problem is currently being addressed in Indonesia, which has attracted the attention of many other researchers. According to Purwoko [5], the problem of temporary workers in Indonesia has become very complex and has had a broad impact. There are significant differences between the literature obtained and the reality that is taking place in Indonesia relating to honorary staff, including the reasons and objectives of recruitment, the

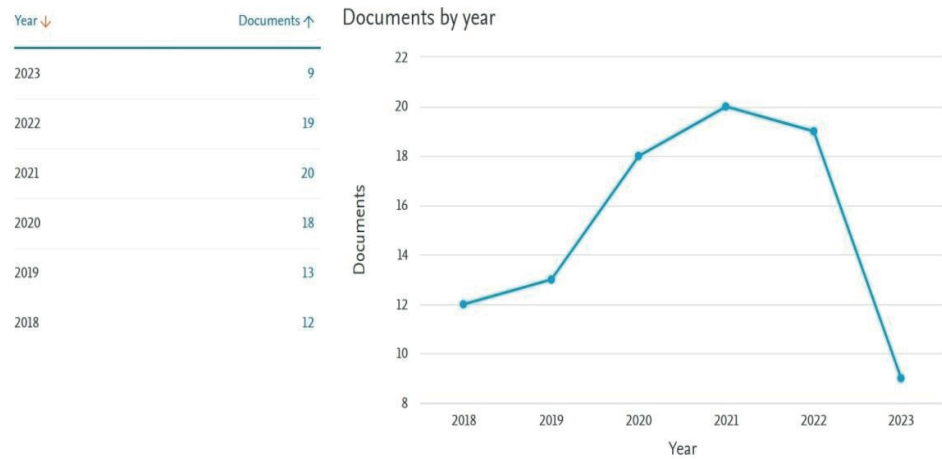


Figure 1: Number of studies published 2018-2023.

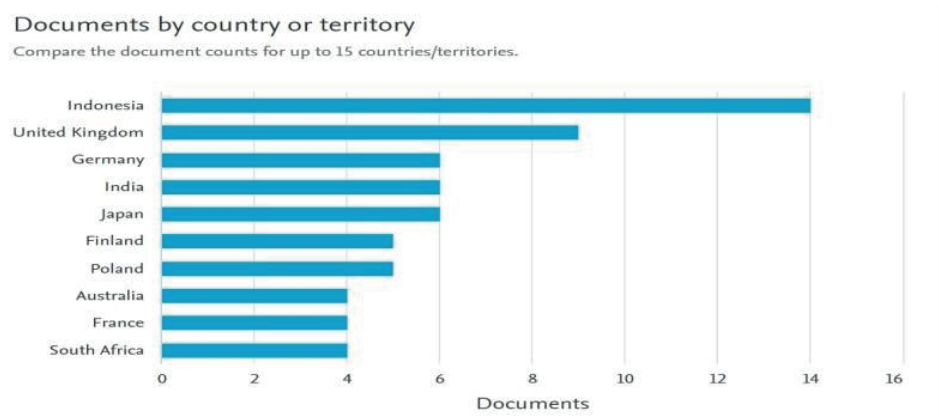


Figure 2: Non-ASN study contributions from several countries.

recruitment and selection process, as well as the appointment of temporary employees to become permanent employees, which causes differences in the extent of the impact of irregularities in Indonesia. compared with other countries.

### 3.1. Discussion

Non-State Civil Apparatus Employees (Non ASN) or known as non-permanent employees/voluntary workers/honorary workers/contract workers/or by other names based on PP Number 48 of 2005 as last amended by PP Number 56 of 2012 is someone who is appointed by Personnel Development Officials or other government officials to carry out certain tasks by government agencies. This non-ASN problem has surfaced since 2004 and the government has paid great attention to these non-ASNs. Various policies have been established as a form of governmental attention and commitment.

### 3.1.1. Increasing Number of Non ASN Employees in Indonesia

The government has attempted to resolve the non-ASN status by appointing them as ASN with the hope that the number of non-ASNs will be reduced and/or eliminated. In summary, the government’s efforts to settle the Non ASN status are as are shown in the following chart:



Source: Speech Slide of the Minister of PanRB at the Joint Coordination Meeting of Associations of Indonesian District Governments, Jakarta, September 21, 2022.

Figure 3: Chart of Government Commitment in handling Non ASN.

Source: Speech Slide of the Minister of PanRB at the Joint Coordination Meeting of Associations of Indonesian District Governments, Jakarta, September 21, 2022.

Honorary workers in Indonesia have become increasingly a concern since their release Government Regulation Number 48 of 2005 jo Government Regulation Number 43/2007 concerning Appointment of Honorary Personnel to Become This government regulation was the beginning of the appointment of non-ASN employees known as Category I Honorary Workers (THK1). THK1 is funded by APBN/APBD with the criteria of being appointed an authorized official in a government agency on December 31, 2005, having worked continuously for at least one year, and having a minimum age of 19 years and a maximum of 46 years on January 1, 2006.

In the initial THK1 registration process, there were 920,702 honorary workers who were then verified and validated to meet the criteria for being appointed as Candidates for Civil Servants (CPNS) without a test of 860,220 and the difference was 60,482 THK1 did not meet the criteria. The total TH that has been appointed (2005-2013) is 1,072,092

Then the government determines Government Regulation Number 56 of 2012 concerning the Second Amendment to Government Regulation Number 48 of 2005 concerning Appointment of Honorary Workers to Become Civil Servant Candidates and re-appoint Category II Honorary Workers (THK2) who are funded not from the APBN/APBD

with the same criteria as TH (known as THK1) through a selection test and getting passing grade reduction affirmation. Article 6A paragraph (2)m explains that the THK2 selection is carried out 1 time.

The THK2 data collection process was again conducted "outside the criteria of government regulation No. 48 of 2005 under the legal umbrella of Circular Letter (SE) Menpan Number 5 of 2010 in 2010-2014. The results were unexpected; the number of Honorary Workers actually swelled 11 times from the remaining THK1, who were not appointed. The number of honorary workers who were considered "abandoned" submitted by PPK was 673,737 [3].

From the results of the data collection of 673,737 THK2, 648,462 took the CPNS exam, then 209,872 passed and the remaining 438,590 THK2 did not pass the selection. At the time Law Number 5 of 2014 concerning State Civil Apparatus was stipulated and ratified, Non ASN workers who are more than 35 (thirty five) years old can no longer be appointed a PNS. For the 2018 CPNS Selection, the government, through the Regulation of the Minister for Administrative Reform and Bureaucratic Reform Number 36 of 2018, opened the selection for former THK2 health workers and educators aged 35 and under. In that year, there were 6,812 ex-THK2 graduates, so that the remaining ex-THK2 students were 6,812,444,687.

At the time the ASN Law came into effect, non-ASNs who were over 35 years old wanted special treatment to be appointed as Candidates for Civil Servants (CPNS). This desire was finally fulfilled after President Joko Widodo issued a policy to appoint Non-ASN Workers aged over 35 years to become Government Employees with a Work Agreement (PPPK) through Government Regulation Number 49 of 2018 for PPPK management.

In 2019, through PermenpanRB 2/2019 concerning the procurement of government employees with work agreements carried out PPPK and THK2 selections that passed as many as 35,361 and the remaining 410,010. Furthermore, in 2021 through the Minister of Administrative and Bureaucratic Reform Number 27,28,29/2021, the PPPK JF Teacher and JF Non-Teacher selection will be carried out Again, and the remaining THK2 after the test was 378,880.

However, by 2022, the Government through the Letter of the Minister of Administrative Reform and Bureaucratic Reform Number B/185/M. SM.02.03/2022, dated May 31, regarding the Employment Status in Central Government Agencies and Regional Governments and Plt. Minister of State Apparatus Empowerment and RB Number



B/1511/M. SM.01.00/2022 dated July 22, 2022, regarding the Data Collection of Non-ASN Personnel in Government Agencies, and regional governments were asked to map non-ASN employees with the following provisions:

1. The status of honorary worker category II (THK-2) is registered in the database of the State Personnel Agency and Non ASN Employees who have worked for government agencies to date.
2. Get an honorarium with a direct payment mechanism originating from the APBD and not through the mechanism for the procurement of goods and services for both individuals and third parties;
3. Appointed at the lowest level by the head of the work unit.
4. Have worked for at least 1 (one) year on December 31, 2021
5. The lowest age is 20 (twenty) years and the highest is 56 years on 31 December 2021.

The results of the data collection showed that the number of honorary workers had reached 2,360,723. Not only the matter of numbers, the State Civil Service Agency (BKN) found a series of other problems related to honorary workers [6].

This is of course a serious problem because since 2005 regional heads have been prohibited from appointing non ASNs but over the years the number has actually increased.

### **3.1.2. Prohibition for Regional Heads to appoint Non ASN**

The government's policy regarding Category I honorary workers through Government Regulation Number 48 of 2005 is in the framework of finalizing the appointment of non-ASN employees (honorary workers) to become CPNS. And Since then, regional heads have no longer been allowed to appoint honorary staff. This is regulated in article 8 PP 48 of 2005 which states that "Since the enactment of this Government Regulation, all Personnel Development Officials and other officials within the agency are prohibited from hiring honorary workers or the like, unless stipulated by government regulations.

At that time, there was a ban on the appointment of non-ASNs. This was confirmed by the issuance of a Circular Letter of the Minister of Home Affairs of the Republic of Indonesia Number 814.1/169/SJ dated January 10, 2013, concerning the Prohibition of the Appointment of Honorary Staff. In 2018, with the issuance of government regulation

Number 49 of 2018 concerning PPPK management, the government again conveyed a ban on hiring non-ASN employees in Article 96, which states that:

1. PPK is prohibited from appointing non-PNS and/or non-PPPK employees to fill ASN positions.
2. The prohibition referred to in paragraph (1) also applies to other officials within Government agencies that appoint non-PNS and/or non-PPPK employees.
3. PPK and other officials who hire non-PNS and/or non-PPPK employees to fill ASN positions are subject to sanctions in accordance with the statutory provisions.

In 2018, the government reiterated the ban on hiring non-ASN employees, both by regional and central governments. Meanwhile, non-ASN employees who currently do not have PNS/PPPK status is beginning to become restless. The issuance of Government Regulation Number 49 of 2018 concerning PPPK management has become a threat to non-ASNs. Article 99 of the PP states that "At the time this Government Regulation comes into force, non-PNS employees who serve in government agencies include employees who serve in non-structural institutions, government agencies that apply the financial management pattern of public service agencies/regional public service bodies, public broadcasting institutions, and new state universities based on

Presidential Regulation Number 10 of 2016 concerning Lecturers and Education Personnel at New State Universities, prior to the promulgation of this Government Regulation, still carry out their duties for a maximum of 5 (five) years". PP 49 of 2018 was stipulated on November 22, 2018, so as referred to in the PP, November 2023, non-ASN employees who have not been appointed as CPNS or PPPK are no longer able to carry out their duties.

### **3.1.3. Regional Recruitment of Non ASN Employees**

Various policies have been implemented by the government as a form of attention to non-ASN workers at the local and central government in the hope of reducing non-ASN, but in reality the number of non-ASN is actually increasing even though there has been a ban on honorary appointments. The uncontrolled recruitment of non-ASN employees causes the number of non-ASN employees to increase, not according to needs. To answer the first problem, the following is an explanation of the reasons and objectives for non-ASN recruitment and how the recruitment process occurs.

### 3.1.4. Reasons and objectives for recruiting non ASN

To explain this, it is necessary to first examine the description of employment conditions in Indonesia. The problem lies not only in the number of ASNs but also in the competencies possessed by most ASNs, which often do not match or even meet the standards of the positions they occupy. This is exacerbated by the unbalanced distribution and composition of the ASN. There are many cases of shortage of staff in the regions, especially in areas that are remote or where regional income tends to be low, which causes public services in those areas to not be provided properly. However, ASN numbers have accumulated, especially in urban areas. The accumulation of numbers is also often not a guarantee that people there will receive the service they expect. This is due to a lack of fulfillment of the competencies required earlier. Thus, both agencies with too few in number and too many often complain about the same thing, namely a shortage of staff, which is often expressed in the term "too much but not enough." This is the first reason, one of the methods used by most (if you don't want to say almost all) of these agencies to overcome this problem by recruiting non-ASN employees. Non-ASN employees are required to assist in carrying out certain tasks. However, the reasons for such recruitment are, of course, incorrect and add to the burden on the state budget (moreover, and the competence of honorary staff is relatively lower than that of permanent employees because the selection process is not strict). Thus, both agencies with too few in number and too many often complain about the same thing, namely a shortage of staff, which is often expressed in the term "too much but not enough." This is the first reason, one of the methods used by most (if you do not want to say almost all) of these agencies, to overcome this problem by recruiting non-ASN employees. Non-ASN employees are required to assist in carrying out certain tasks. However, the reasons for such recruitment are, of course, incorrect and add to the burden on the state budget (moreover, and the competence of honorary staff is relatively lower than that of permanent employees because the selection process is not strict). Thus, both agencies with too few in number and too many often complain about the same thing, namely a shortage of staff, which is often expressed in the term "too much but not enough." This is the first reason, one of the methods used by most (if you do not want to say almost all) of these agencies, to overcome this problem by recruiting non-ASN employees.

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Second, the reason and/or purpose of other non-ASN recruitment often occurs is for political purposes [5]. With regional autonomy, candidates for regional heads who

are appointed through political activities, often use the 'lure' of recruiting honorary staff for their political supporters, positions as non-ASN employees are also often given to relatives of the rulers so that both in terms of quantity and capacity are not in accordance with what is really needed. Thus, the number of non-ASNs has become uncontrollable.

Third, the occurrence of regional divisions, which resulted in the formation of new regions, created new administrative needs and tended to require new employees. If ASN employees cannot be filled immediately, then the choice that is usually taken is to recruit non-ASN personnel.

Fourth, According to him, this recruitment was also caused by a gap in the needs of employees in government agencies due to the non-fulfillment of the proposed formation by the KemenPANRB [7]. Rejection of proposals for the formation of ASN employee needs in government agencies is usually because they have not gone through the correct job analysis (Anjab) and workload analysis (ABK) activities and is not in accordance with national priorities. The Anjab and ABK documents that were compiled did not go through analysis and evaluation based on correct calculations and simply fulfilled administrative requirements. The gap in the need for employees in government agencies is also due to the fact that the formation approved by the Ministry of Administrative and Bureaucratic Reform was not filled because the applicants did not pass the passing grade, so the position was vacant. A moratorium on CPNS acceptance was enforced once. Because these positions are related to public services and the implementation of unit functions and must be filled, nonASN employees are recruited whose process is easier, simpler and the salary is low.

Fifth, apart from government reasons, recruitment also occurs because of the wishes of job seekers. Several non-ASNs mentioned various reasons for wanting to serve because they were looking for income, work experience, or job status rather than being unemployed. In fact, many non-ASN employees are still surviving today and some have even worked and served the government for decades, even though they have low incomes because of hope that they will be appointed as ASN.

### **3.1.5. The process of recruiting non ASN employees**

The recruitment of non-ASN employees is not regulated by ASN law, so they often do not go through an accountable process. In fact, for local government agencies, non ASN employees are recruited without permission from the central government.

In Sriastuti's [8] findings, many local governments do not refer to laws and regulations and do not consider the quantity, quality, abilities, and skills needed. Therefore, the

number of honorary staff tends to exceed the need, resulting in a discrepancy between the qualifications of Honorary staff and positions.

A case study of the local government of Luwu Regency, South Sulawesi Province, shows that non-ASN recruitment is carried out by the heads of Regional Apparatus Organizations or work units without going through an objective and non-transparent selection or assessment process. Recruited non-ASNs have family and kinship ties. There are no clear stages and methods of recruitment for non-ASN applicants to go through.

Compared to the ASN recruitment process based on Law Number 5 of 2014, ASN recruitment starts from the planning stages of needs, announcement of vacancies, applications, selection, and announcement of selection results. Non-ASN recruitment does not go through any stage, be it by submitting a cover letter, interview, or selection. Recruitment was not conducted during announcements. Recruitment of non-ASN employees can be done on a small or massive scale, unprofessional and not based on a merit system, tends to give rise to collusion and nepotism.

Non-ASN employees who have worked but are not qualified as needed, are not dismissed, even those who are no longer active but are still recorded as non-ASN and are paid the salary of the regional head for humanitarian reasons and "can't bear to." The absence of clear rules governing recruitment patterns for non-ASN and strict sanctions for agencies that are still recruiting non-ASN causes a financial burden and waste of budget on local governments. Luwu district government spends 22 billion to pay 3043 non-ASN employees in 2022 (<https://makassar.tribunnews.com/2021/04/29/honorer-pemda-luwu-reach-3043-orang-bebani-apbd-rp-22-miliar>) and in 2023 the number of non-ASN in the district reached 5530, a larger number than the 5400 ASN owned. After describing and finding out the root of the problem, based on the existing literature, we offer solutions to deviations related to the recruitment of Non-ASN employees to improve human resource development.

### **3.1.6. Alternative settlement of non-ASN status**

To answer the second research problem then it is necessary to organize non-ASN employees who can support the fulfillment of HR needs in the regions but do not burden the regional budget and do not conflict with applicable laws and regulations. First, the non-ASN settlement policy in local government agencies is carried out based on PP Number 49 of 2018 concerning PPPK Management, where Government Agencies

are given five years until 2023 to complete it (Article 99). The timeframe for structuring non ASN employees/ honorary staff is very close, which is

Before November 28, 2023. PPPK Management PPK mandates PPK in government agencies to not recruit non-ASN employees or honorary workers. However in fact, there are still many appointments of honorary workers by heads of agencies [8]. The appointment of non-ASNs to PPPK is a solution offered by the government [9]. However, not all non-ASN can be accommodated in this selection, apart from PPPK selection, it is still open to the public, not specifically for regional non-ASN. It is possible that non-ASNs who are not accommodated to be appointed ASNs will divert to outsourcing.

TABLE 1: Comparison of Honorary Staff Positioning, Outsourcing and PPPK.

employment status					opportunities
Non ASN/Honorary workers/Contract workers	1.2.	UU no. 43/1999 Tg Principles of Employment Government Number 56 of 2012 concerning Appointment of Honorary Workers to Become Candidates for Civil Servants	Technical Officer Technical assistance only	Unable to Occupy Position	Low : No Longer Allowed to be Held
PPPK	1.2.	Law No. 5 of 2014 concerning the State Civil Apparatus Government Regulation (PP) Number 49 of 2018 concerning Management of Government Employees with Work Agreements	Civil servants cannot be appointed	Can occupy positions Have job security Coaching can be done	civil Opportunities can be made to complement the shortage of servants
Outsourcing	1.2.	Law No. 13 of 2003 concerning Manpower Government Regulation Number 54 of 2010 Concerning Procurement of Goods/Services	Intercompany Commitments Low Labor Guarantee Construction	Development 1. ent Responsibilities on Third Parties	Still doable strengthening commitments with third party companies

Source: Mahi M. Hkikmat (2022)

The status of non-ASN employees in the government by 2023, based on PP 49 of 2018, will be removed in November. This is indeed the time to implement it, but due to considerations that various regions in urban regencies still lack ASN, it is necessary

to make changes to these government regulations with the addition of articles that provide opportunities for local governments to conduct cooperation with the private sector engaged in the distribution of outsourced personnel for personnel other than security, cleanliness, and drivers. Non ASN employees/ honorary workers who have been serving in government agencies so that they can be recruited and channeled by the private party that distributes the outsourced staff, so that they can be rehired with an outsourcing mechanism in government agencies but must meet the needs through the results of calculating the crew needs, considering the financial capacity of the region.

The second solution, in fulfilling the needs of human resources for the regional government, is carried out through the calculation of Workload Analysis (ABK). Non-ASN needs can be calculated based on the remaining unfulfilled workload through the ASN availability. The appointment of non-ASN is adjusted to the number and qualifications required or those that are vacant. According to Utomo [10], recruitment of honorary workers with the step of determining vacant positions is due to employees resigning, retiring, passing away and due to organizational expansion/expansion; Determination of job requirements, including expertise, knowledge, skills and experience required. If there is an ASN appointment to a position filled by a non-ASN, then the non-ASN can terminate the contract.

Third, the government should also issue regulations governing the pattern of recruitment of non-ASN employees in the regions. The unprofessional and selfinterested recruitment system results in the quality and competence of Contract Employees being doubted. The policy of appointing Honorary Personnel will certainly have an impact on all government agencies in managing HR apparatus, the appointment will have an impact on delays in the management of quality HR apparatus, a large number of Honorary Staff are certainly not sufficient in providing outcomes to produce quality clean and good governance. Therefore, they must be regulated in the form of regulations. Recruitment is carried out to fulfill the calculation results of the Workload Analysis.

Fourth, the government should have deleted the THK2 database and/or the term THK2 or ex THK2 from the database of the State Civil Service Agency. THK1 and THK2 honorary workers were recruited in accordance with the applicable regulations, leaving those who did not graduate. There are still many non-ASNs who do not graduate and continue to serve the government even if they do not meet the needs because they are still recorded at the BKN so that it gives hope to be appointed as ASN. The government is also considered to still have open opportunities, including by re-doing data collection in 2022. If the government strictly prohibits the appointment of non-ASN, why is the government re-doing data collection with the excuse of mapping and as material for



further policy formulation. Supposedly after the appointment of THK2 and the issuance of the ban on the appointment of non-ASN, the government no longer needs to submit another request for data collection because this is the same as acknowledging the existence of newly appointed non-ASN.

At the time of collecting non-ASN data, the local government did not collect data according to these criteria. There were practices in the data collection area that were inappropriate and one of the reasons for the swelling number of data collection.

Fifth, local governments need to control the appointment of non-ASNs by making non-ASN information system applications and regional head regulations regarding the management of non-ASN employees. Non-ASN employee work contract agreements are printed through an application and the government's commitment not to pay non-ASN salaries that are not recorded in the application.

## 4. Conclusion

Problems regarding non-ASN employees in Indonesia have become very complex and has a broad impact. This study does not intend to question the existence of non-ASN employees; in fact, the presence of non-ASN is very helpful in completing tasks and achieving organizational goals if properly implemented and managed. This article shows an increase in the number of non-ASN employees in Indonesia even though the government has issued a policy prohibiting the appointment of non-ASN employees. The remaining non-ASN THK2 in 2021 is 378,880 temporarily. The results of data collection from the State Personnel Agency for 2022 state that the number of honorary workers has reached 2,360,723 people. Based on the increasingly uncontrolled increase in the number of non-ASN, the author outlines the reasons and objectives of local governments in recruiting non-ASN and how the recruitment process occurred.

Non-ASN recruitment is carried out by heads of Regional Apparatus Organizations or work units without going through an objective and non-transparent selection or assessment process. Recruited non-ASNs have family and kinship ties. There are no clear stages or methods of recruitment that non-ASN applicants will go through, be it submitting a cover letter, interviewing, or selection. Recruitment was not conducted during announcements. Recruitment of non-ASN employees can be done on a small or massive scale. unprofessional and not based on a merit system tends to result in collusion and nepotism.

For this reason, strategic steps are needed to complete the arrangement of non-ASN employees in the regions, including meeting the needs of non-ASN employees based

on workload analysis, establishing regulations on non-ASN recruitment and management patterns, creating database application innovations and non-ASN management, deleting the database, and the term THK2 in the BKN database. and revised PP 49 in 2018.

The resilience of agricultural land in Makassar City is severely constrained by the availability of agricultural land capacity due to population growth and urbanization. Considering the extensive land conversion and shrinking agricultural conditions in Makassar City, along with various environmental issues, it is crucial to provide sustainable protection to the remaining agricultural land, which amounts to 2,035 hectares.

To address the challenges in controlling agricultural land conversion in Makassar City, it is important to note that the implementation of policies for the protection of sustainable agricultural land is still in the stage of drafting regional regulations. Therefore, the author recommends a form of governance and effectiveness of specific networks based on four main structural and relational contingencies in "Network Governance in the Implementation of Sustainable Agricultural Land Protection Policy in Makassar City." These include the need for trust among the actors involved, need for clarity on the actors involved, need for consensus on goals among the actors, and need to consider the nature of tasks in network governance.

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