

Concerns Regarding Employment Decree Validity and Pension Rights in the Signing of Work Agreements Among PPPK Teachers in Makassar City

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Abstract

Government Employees with Work Agreements (Pegawai Pemerintah dengan Perjanjian Kerja/PPPK) constitute an important component of Indonesia's teaching workforce, requiring clear and reliable personnel information services. This article examines personnel information services in addressing concerns among elementary and junior high school PPPK teachers regarding the validity of employment decrees and pension-related rights following the signing of work agreements uploaded to the Document Management System (DMS). The study is based on the author's direct observations during an internship in the Procurement, Termination, and Information Division of the Regional Personnel and Human Resources Development Agency (BKPSDMD) of Makassar City. A descriptive qualitative approach was employed through participatory observation, informal interactions with relevant employees, and document analysis. The findings indicate that signing the work agreement constitutes an administrative requirement associated with the issuance of employment decrees and the recognition of employment-related rights, rather than a threat to their validity. However, personnel information services remain predominantly oral, spontaneous, and dependent on teachers' initiative to seek clarification. This situation has contributed to the persistence of concerns and delays of more than one month in completing document signing. The article recommends strengthening personnel information services through written information materials, diversified communication channels, early socialization, standardized explanations, and periodic documentation and evaluation of complaints. These measures are expected to improve administrative clarity and provide greater certainty regarding PPPK employment status.

I. INTRODUCTION

Bureaucratic reform in Indonesia has emphasized the improvement of government administration through effective, transparent, and accountable public services. One important component of this reform is the management of the State Civil Apparatus (Aparatur Sipil Negara/ASN), which consists of Civil Servants (Pegawai Negeri Sipil/PNS) and Government Employees with Work Agreements (Pegawai Pemerintah dengan Perjanjian Kerja/PPPK) (2023). The recruitment of PPPK represents one of the government's approaches to addressing human resource needs in public administration, including the provision of teaching personnel. As part of

the state apparatus, PPPK employees require administrative services that provide clarity regarding their employment status, contractual obligations, and employment-related rights.

The contractual nature of PPPK employment makes the availability of accurate and accessible personnel information particularly important. Information concerning employment agreements, appointment decrees, administrative procedures, and employment-related rights should be communicated in a clear, consistent, and comprehensible manner. Effective personnel information services are not limited to the completion of administrative requirements but also support transparency, administrative certainty, and public accountability. When information is incomplete, inconsistent, or difficult to access, employees may experience uncertainty in interpreting administrative procedures and making decisions concerning their employment. Therefore, personnel information services represent an important element in ensuring that government employment policies are implemented in a transparent and accountable manner.

The development of digital technology has further transformed personnel administration through the implementation of information systems and digital document management. One of the systems used in the administration of PPPK Work Agreements is the Document Management System (DMS), which facilitates the management, submission, and processing of employment-related documents. Digitalization is expected to improve administrative efficiency, facilitate document management, and support the delivery of public services. Nevertheless, the implementation of digital systems does not automatically ensure effective administrative services. The effectiveness of digital administration also depends on the availability of clear instructions, consistent communication, and users' understanding of the procedures involved. A gap between technology implementation and user understanding may contribute to confusion, miscommunication, and delays in administrative processes (Suarlin, 2026).

This issue was observed at the Makassar City Regional Personnel and Human Resources Development Agency (Badan Kepegawaian dan Pengembangan Sumber Daya Manusia Daerah/ BKPSDMD), particularly in the Procurement, Termination, and Information Division. During the author's internship from July 3 to 24, 2026, concerns were identified among elementary and junior high school PPPK teachers in Makassar City regarding the signing of Work Agreements and the submission of related documents through the DMS. The concerns involved the possible implications of signing the Work Agreement for the validity of employment decrees, length of service, and pension-related rights. Similar questions were raised by teachers from different schools, and some employees reportedly postponed the signing process because they remained uncertain about the administrative consequences. Based on the author's observations and interactions during the internship, some documents remained pending for more than one month. This situation indicates the importance of examining not only the administrative procedure itself but also the role of personnel information services in providing clarification and reducing uncertainty among employees.

Previous studies have discussed several issues relevant to this context, including organizational communication, personnel management information systems, e-government, and the socialization of PPPK policies. Haerani et al. (2025) examined organizational communication in the personnel management information system at the Makassar City BKPSDMD. Their study provides a relevant basis for understanding the role of communication in personnel administration. Djawa & Puspasari (2015) discussed the implementation of personnel management information systems in supporting e-government, highlighting the relationship between information systems and administrative services. In addition, Pratama and Syamsir (2024) emphasized the importance of socialization in the implementation of PPPK policy. These studies

demonstrate the relevance of communication, digital information systems, and policy socialization in supporting administrative implementation. However, the specific role of personnel information services in addressing PPPK teachers' concerns during the signing of Work Agreements through a digital document management system requires further examination, particularly in relation to administrative certainty and delays in document completion.

The present article addresses this issue by focusing on the provision of personnel information services at the Makassar City BKPSDMD. Rather than determining the legal validity of employment decrees or pension rights through a comprehensive legal analysis, the article examines how personnel information services respond to employees' concerns and provide clarification regarding the signing of Work Agreements. The study aims to describe and analyze the provision of personnel information services concerning Work Agreement signing, employment decree validity, and pension-related concerns among elementary and junior high school PPPK teachers. It also proposes practical alternatives for improving information delivery through clearer written materials, broader communication channels, early socialization, standardized explanations, and the documentation and evaluation of complaints. Through this focus, the article seeks to contribute to the improvement of transparent, accurate, and effective personnel information services in local government administration.

II. LITERATURE REVIEW

2.1. Personnel Information Services in Public Administration

Personnel information services constitute an important component of public administration because they support the delivery of accurate, accessible, and accountable information to government employees. In public organizations, administrative services are not limited to the completion of formal procedures but also involve ensuring that employees understand their rights, obligations, and the requirements associated with their employment status. Clear information is therefore essential for strengthening administrative certainty and public trust. Public service quality is closely related to the ability of government institutions to respond to users' needs in a reliable, transparent, and accountable manner. The principles of public service in Indonesia are regulated by Law Number 25 of 2009 concerning Public Services, which provides a legal framework for the implementation of public services. In the context of personnel administration, these principles can be applied through the provision of clear procedures, accessible information, and consistent explanations concerning administrative requirements.

Prasodjo (2017) discusses the importance of a humanistic paradigm in public services and emphasizes the significance of humanistic values among public service providers. This perspective is relevant to personnel information services because employees should be treated as service users whose concerns and information needs require appropriate institutional responses. Similarly, Mustafa (2015) highlights the importance of bureaucratic responsibility and responsiveness in public service delivery. These concepts indicate that government agencies need to respond to users' questions and concerns rather than merely complete administrative procedures. In the context of this study, personnel information services are understood as the institutional process of providing explanations, instructions, clarification, and administrative assistance to PPPK teachers. The quality of these services is examined through the clarity,



consistency, responsiveness, and accessibility of information related to Work Agreement signing, employment decrees, and pension-related concerns.

2.2. Service Quality and Administrative Certainty

Service quality refers to the extent to which a service meets the expectations and needs of its users. Parasuraman et al. (1988) developed the SERVQUAL model, which identifies five dimensions of service quality: tangibles, reliability, responsiveness, assurance, and empathy. Although the model was initially developed in the context of service quality, its dimensions can provide an analytical reference for examining administrative information services. Reliability concerns the ability of an institution to provide accurate and dependable services. In personnel administration, reliability is reflected in the consistency of explanations concerning administrative procedures and requirements. Responsiveness refers to the willingness and ability of service providers to respond to questions and concerns in a timely manner. Assurance concerns the knowledge and credibility of service providers in creating confidence among users, while empathy refers to the attention given to users' individual circumstances.

These dimensions are relevant to the administration of PPPK Work Agreements. Teachers may require clarification regarding the purpose of signing the agreement, the relationship between the agreement and employment decrees, and the administrative implications of document submission through the Document Management System (DMS). If explanations are inconsistent or difficult to obtain, employees may experience uncertainty and postpone the completion of administrative procedures. Accordingly, this study applies the dimensions of reliability, responsiveness, and assurance as conceptual references for examining personnel information services at the Makassar City Regional Personnel and Human Resources Development Agency (BKPSDMD). The analysis focuses on the extent to which the information provided is accurate, timely, consistent, and capable of addressing employees' concerns.

2.3. Organizational Communication in Personnel Administration

Organizational communication refers to the process through which information, instructions, and feedback are exchanged within an organization. Effective communication requires clear messages, appropriate communication channels, and opportunities for recipients to ask questions and provide feedback. In personnel administration, communication plays a central role in ensuring that employees understand administrative policies and procedures. Information concerning employment agreements and personnel documents may be communicated through formal written instructions, institutional meetings, direct explanations, electronic messages, or digital information systems. The use of multiple communication channels can support information accessibility and reduce the risk of misunderstanding.

The implementation of administrative procedures through digital systems requires communication that is not limited to technical instructions. Employees also need to understand the purpose of the procedure and its administrative implications. When communication is predominantly oral, spontaneous, or dependent on individual initiative, employees may receive different levels of information depending on whom they ask and when they request clarification. This perspective is relevant to the present study because the concerns among PPPK teachers relate not only to the document-signing process but also to the information available to them before completing the process. Therefore, organizational communication is used to analyze the

flow of information between BKPSDMD personnel and PPPK teachers, including the availability of written guidance, feedback mechanisms, and standardized explanations.

2.4. Digital Transformation and Personnel Information Systems

Digital transformation has changed the way government institutions manage administrative processes and provide services. Information systems can facilitate document processing, improve data accessibility, and support organizational coordination. However, digitalization does not automatically guarantee effective service delivery. Its effectiveness depends on institutional readiness, user understanding, technical support, and the quality of communication accompanying the system. Ningsih et al. (2025) examine the implementation of e-government through the NENI SI LINCA information system in the South Sulawesi Provincial Investment and One-Stop Integrated Services Office. The study is relevant to the present research because it addresses the relationship between digital information systems, public service efficiency, transparency, and accessibility.

Umar et al. (2025) examine administrative technology innovation in improving personnel performance at the Wajo Regency Personnel and Human Resources Development Agency. The study focuses on the implementation, constraints, and optimization of the e-Kinerja application in the context of digital-based personnel governance. This research provides a relevant comparative perspective for examining how technological systems are implemented in personnel administration and how administrative institutions respond to implementation challenges. The use of the DMS in PPPK Work Agreement administration should therefore be understood as both a technological and organizational process. The availability of a digital platform must be accompanied by clear instructions, adequate socialization, and accessible assistance. In this study, the DMS is examined in relation to the information services provided to teachers, particularly concerning their understanding of the signing process and the possible administrative consequences associated with the documents.

2.5. Human Resource Management in the Public Sector

Human resource management in the public sector involves the planning, development, administration, and management of government employees to support organizational objectives. Personnel administration is one of its essential functions because it establishes the formal procedures through which employee information, employment status, and administrative rights are managed (Suarlin, 2025). However, the precise content and publication details of the book should be examined directly before using a specific theoretical proposition from it. The management of PPPK personnel requires coordination between employment regulations, administrative procedures, and information services. Because PPPK employment is based on a work agreement, employees need information concerning the documents they are required to sign and the institutional procedures associated with their employment. Inadequate information may affect employees' confidence in the process, even when the administrative procedure itself is formally required. Consequently, this study places personnel information services within the broader framework of public-sector human resource management. The focus is on how the responsible institution communicates employment-related information and responds to employees' questions during the implementation of PPPK administrative procedures.



2.6. Governance, Transparency, and Accountability

Good governance emphasizes transparency, accountability, responsiveness, participation, and institutional responsibility. These principles are relevant to personnel administration because government employees need to receive information that is clear, accurate, and consistent with applicable regulations. Chairuddin et al. (2025) discuss institutional governance and service excellence in higher education from a public administration perspective. Their work addresses the relationship between transparency, accountability, governance, and reliable services in public institutions. Although the research focuses on higher education, its conceptual emphasis on transparent and stakeholder-oriented services is relevant to the analysis of personnel information services. The provision of information concerning PPPK Work Agreement signing should reflect these governance principles. Transparency requires that relevant information be made available and explained in an understandable manner. Accountability requires the institution to take responsibility for the information and administrative assistance it provides. Responsiveness requires timely responses to employees' questions and concerns. In this study, governance is not treated as an abstract institutional principle but as a practical requirement for personnel information services. The analysis therefore considers whether the information provided to PPPK teachers is sufficiently clear, consistent, and accessible to support administrative certainty.

2.7. PPPK Employment Administration and Regulatory Context

PPPK employment is part of Indonesia's State Civil Apparatus framework. Law Number 20 of 2023 concerning the State Civil Apparatus provides the legal framework for ASN, including Civil Servants and Government Employees with Work Agreements. The administration of PPPK employment must therefore be understood within the applicable legal and institutional framework. The signing of a Work Agreement is an administrative process that must be interpreted according to the relevant regulations and official institutional procedures. Questions concerning employment decrees, length of service, and pension-related rights require explanations based on authoritative legal sources. These questions should not be answered solely through informal communication or assumptions among employees. This study does not seek to establish a comprehensive legal interpretation of pension eligibility or the validity of individual employment decrees. Instead, it examines the role of personnel information services in communicating administrative information and responding to teachers' concerns. The legal framework is used as a contextual basis for understanding the importance of accurate information and official clarification.

2.8. Research Gap and Conceptual Position

Previous literature has discussed public service quality, organizational communication, digital government, personnel administration, and public-sector governance. Research conducted by authors affiliated with Universitas Negeri Makassar also provides relevant perspectives on digital information systems, administrative technology innovation, and institutional service quality. Nevertheless, the specific role of personnel information services in addressing PPPK teachers' concerns during Work Agreement signing through a digital document management system requires further examination. The present study addresses this gap by examining the

relationship between administrative information delivery and employees' understanding of the Work Agreement signing process. The analysis focuses on four dimensions:

1. Information clarity, including the comprehensibility of explanations regarding administrative procedures.
2. Information consistency, including the uniformity of explanations provided through different communication channels.
3. Service responsiveness, including the institution's response to employees' questions and concerns.
4. Administrative accessibility, including the availability of written information and opportunities to obtain clarification.

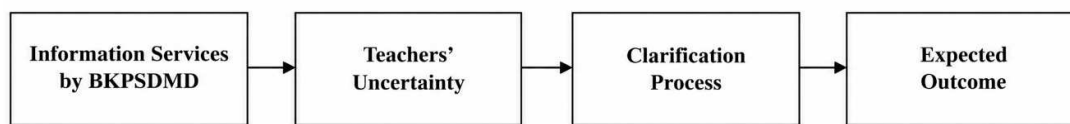


Figure 1. Conceptual Framework

The conceptual position of this study is that digital administrative systems require supporting information services to function effectively. The availability of a DMS alone does not guarantee that employees understand the procedures or administrative implications of the documents they are required to complete. Therefore, improving personnel information services may contribute to greater administrative clarity, reduced uncertainty, and more efficient completion of PPPK Work Agreement documents.

III. RESEARCH METHODS

This study employed a descriptive qualitative approach to describe and analyze personnel information services related to the signing of Work Agreements among Government Employees with Work Agreements (PPPK) teachers at the Makassar City Regional Civil Service and Human Resources Development Agency (BKPSDMD). The study was conducted during the author's internship in the Procurement, Termination, and Information Division of BKPSDMD Makassar City from July 3 to 24, 2026. The study focused on personnel information concerning the signing of Work Agreements, the administrative process of employment decree issuance, and teachers' concerns regarding length of service and pension-related rights. Data were collected through participatory observation, informal communication, and document study during the internship period. Participatory observation involved the author's direct participation in administrative activities related to Work Agreement documents for the 2023 recruitment formation with an effective appointment date in 2024 (TMT 2024), involving elementary and junior high school PPPK teachers throughout Makassar City. These activities included preparing and filing documents, recording document receipts, requesting document numbers, stamping signed documents, and providing guidance to teachers concerning stamp placement, Work Agreement signing procedures, and the downloading and uploading of documents through the Document Management System (DMS).

Informal communication was conducted with PPPK teachers who visited the Procurement, Termination, and Information Division to complete the signing process or seek clarification

regarding the Work Agreements. These interactions provided information about teachers' concerns regarding the possible administrative implications of signing the Work Agreements, particularly in relation to the validity of employment decrees, recognition of length of service, and pension-related rights. The concerns expressed by the teachers were treated as field findings that reflected uncertainty and the need for clearer personnel information services. They were not interpreted as direct evidence that signing the Work Agreements invalidated employment decrees or automatically affected the legal status of teachers' rights. Pseudonyms were used when presenting the cases to protect the identities of the individuals involved. The document study involved reviewing relevant laws and regulations, daily internship activity reports, administrative documents related to the Work Agreement process, and previous studies concerning public service quality, organizational communication, personnel information systems, and PPPK administration. These documents were used to provide an administrative and regulatory context for interpreting the observations and informal communications obtained during the internship. The review also supported the distinction between administrative requirements, employment documentation, and pension-related or social protection provisions applicable to PPPK personnel. The data were analyzed descriptively by connecting the field findings with the theoretical and regulatory framework used in the study. The analysis focused on the clarity, reliability, and consistency of personnel information services, the communication channels used to explain the Work Agreement process, and the emergence of concerns regarding employment decrees, length of service, and pension-related rights. The findings were discussed using the reliability and assurance dimensions of the SERVQUAL framework, organizational communication concepts, issue and rumor management, and relevant regulations governing civil service administration. This analysis aimed to describe the challenges in providing personnel information services and to identify areas for improving the delivery of clear, accessible, and consistent information to PPPK teachers.

IV. RESULT AND DISCUSSION

4.1. Overview of PPPK Work Agreement Services

During the internship, the author was assigned to the Procurement, Termination, and Information Division of the Makassar City Regional Civil Service and Human Resources Development Agency (BKPSDMD). The main activities involved managing Work Agreement documents for the 2023 recruitment formation with an effective appointment date in 2024 (TMT 2024) for elementary and junior high school PPPK teachers throughout Makassar City. These activities included preparing and archiving documents, recording document receipts, requesting document numbers, stamping signed documents, and providing direct guidance to PPPK teachers regarding stamp duty, Work Agreement signing procedures, and the downloading and uploading of documents through the Document Management System (DMS).

Services were provided directly at the division's work desk rather than through a formal service counter. This arrangement allowed the author to observe questions and concerns raised by teachers during the document signing process. Several PPPK teachers questioned whether signing the Work Agreement could affect the validity of their employment decrees, the recognition of their length of service, or their future pension-related rights. Based on the interactions observed during the internship, these concerns appeared to be associated with information that teachers had received before visiting the agency. However, the specific sources and accuracy of

the information could not be independently verified. Similar questions were raised repeatedly by different teachers, even after employees had provided explanations. The observations also indicated that some Work Agreement documents remained pending for more than one month and that some teachers temporarily refused to sign them. These findings demonstrate the importance of clear, accessible, and consistent information services during the administration of PPPK Work Agreements.

4.2. Field Case Findings

Three cases observed during the internship illustrate the uncertainty experienced by some PPPK teachers. The first case involved a female elementary school PPPK teacher, referred to as Ms. A, who expressed concern about whether signing the Work Agreement would affect the validity of her employment decree and her pension-related rights. After receiving an explanation from an employee, Ms. A proceeded with the signing process. The second case involved a male PPPK teacher, referred to as Mr. B, who sought confirmation from an employee outside the service room before agreeing to sign the document. His questions concerned the official status of the signing process and its possible implications for his employment decree and pension-related rights. The third case involved Ms. C, an elementary school PPPK teacher who temporarily refused to sign the document because of concerns about her pension-related rights. An employee subsequently handled the case and provided a more detailed explanation.

These cases were documented as observations and informal interactions during the internship period. They illustrate that some teachers required additional clarification before completing the signing process. The cases do not establish that the signing of a Work Agreement directly affects the validity of an employment decree or automatically changes a teacher's employment-related rights. Instead, they indicate the presence of uncertainty concerning the administrative purpose and implications of the document. The repeated need for clarification highlights the importance of reliable and consistent personnel information services. This finding is relevant to the reliability and assurance dimensions of the SERVQUAL framework, which emphasize consistent service delivery and the ability of service providers to communicate information that builds users' confidence (Sakir, 2024).

4.3. Analysis of Information Services and Gaps with Normative Provisions

Observations during the internship indicated that personnel information services at the Makassar City BKPSDMD relied primarily on direct oral explanations and on teachers taking the initiative to visit the office and ask questions. This approach enabled employees to respond to individual concerns immediately. However, access to the explanations depended largely on teachers' direct interaction with personnel staff. During the observation period, the author did not observe general written information materials, such as leaflets, posters, or frequently asked questions, being used as information resources for teachers completing the Work Agreement process. The limited availability of written information may have reduced opportunities for teachers to review consistent explanations before visiting the office. This finding can be discussed in relation to the principles of transparency, accountability, and accessibility in public services under Law Number 25 of 2009 concerning Public Services. Nevertheless, the observation does not establish that the agency violated a specific legal obligation, because a comprehensive assessment of its official service standards and communication procedures was beyond the scope of this study.

The reliance on spontaneous oral explanations may also create challenges in maintaining consistency across individual service interactions. Repeated questions from different teachers suggest that the explanations provided during individual encounters did not always eliminate uncertainty concerning the signing process. This condition highlights the importance of developing information channels that allow teachers to access the same basic explanation regardless of when they visit the office or which employee assists them. The finding is consistent with the importance of timely clarification and effective communication in addressing issues that may influence the perceptions and responses of affected parties (Rahmawati et al., 2023). It also relates to the discussion by Nurrohim and Anatan (2009) concerning the role of communication channels and feedback in supporting effective organizational communication.

From an administrative and regulatory perspective, the signing of a Work Agreement should be understood in relation to the applicable procedures governing PPPK employment documentation and appointment administration. Law Number 20 of 2023 concerning the State Civil Apparatus provides a general legal framework for ASN management, including PPPK and employee welfare. However, the law alone does not establish that signing or uploading a Work Agreement to the DMS automatically determines the validity of an employment decree or guarantees a particular pension benefit. Such conclusions require examination of the relevant implementing regulations, official administrative procedures, and specific documents applicable to the teachers concerned. Therefore, the concerns observed among PPPK teachers are presented in this study as information-related uncertainties rather than as established evidence that signing the Work Agreement invalidates employment decrees or removes employment-related rights.

The findings indicate the need to strengthen personnel information services through written and accessible explanations concerning the purpose of the Work Agreement, its administrative relationship with employment documentation, the recognition of length of service, and the applicable provisions on pension-related or social protection benefits. Information materials could be provided through printed notices, frequently asked questions, official digital channels, or instructions distributed before teachers visit the office. These measures could help teachers access consistent information, reduce the need for repeated individual explanations, and support the timely completion of Work Agreement documents. The implementation of these recommendations should remain consistent with the agency's authority, official administrative procedures, and the applicable legal framework. In this regard, improved information services may contribute to greater clarity and confidence among PPPK teachers without assuming that the signing process alone determines the full scope of their employment-related rights.

V. CONCLUSION

The findings indicate that the uncertainty experienced by some elementary and junior high school PPPK teachers in Makassar regarding Work Agreement signing originated from rumors circulating outside the institution concerning possible threats to the validity of employment decrees and pension rights. Legally, however, signing the Work Agreement constitutes an administrative requirement that supports the issuance of employment decrees and provides a basis for recognizing pension rights. The uneven provision of information, which remains oral, spontaneous, and dependent on teachers' initiative to ask questions, has aggravated the situation. Consequently, similar questions continue to be raised by different teachers, while many Work Agreement documents remain pending for more than one month and some are refused for signing.

Several recommendations may be considered by the Makassar City BKPSDMD to strengthen personnel information services. First, the agency should provide written information materials, including leaflets, posters in service areas, and frequently asked questions with answers concerning the security of employment decrees, length of service, and pension rights. Second, information channels should be expanded through schools, teacher communication groups, and the agency's official social media platforms so that official information reaches teachers before inaccurate rumors circulate. Third, socialization should be conducted at the beginning of the process, before documents are distributed to teachers. Fourth, employee explanations should be standardized through official guidelines to ensure consistency. Fifth, frequently raised questions and complaints should be recorded and evaluated periodically as a basis for updating written information materials. Through these measures, certainty concerning PPPK teachers' employment status, employment decrees, and pension rights can be communicated more evenly, and the Work Agreement administration process can proceed more smoothly.

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