

IMPLEMENTATION OF GOVERNMENT EMPLOYEE SCHEME POLICIES WITH WORK AGREEMENTS IN DEALING WITH THE FISCAL LIMITATIONS OF THE BAUBAU CITY REGIONAL GOVERNMENT (NETWORK GOVERNANCE STUDY)

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Abstract

This study examines the implementation of the policy of Government Employees with Work Agreements (PPPK) in the Baubau City Regional Government in facing fiscal limitations, using a network governance perspective. The PPPK policy is designed to strengthen the human resources of the state civil apparatus, but its implementation is faced with significant regional fiscal constraints. The descriptive-analytical qualitative research method is used to analyze the roles, authority, commitments, and synergy of actors in the policy network. The findings show that although each agency such as BKPSDM and BPKAD has carried out its functions according to its authority, there is a strong inter-actor dependence in aligning the needs of formation with budget capabilities. Authority is relational and distributed, influenced by fiscal considerations, shifting the paradigm from hierarchical bureaucracy to shared governance. The commitment of actors to the PPPK policy is relatively strong because it is considered a solution to fulfill human resources, but it is conditional on fiscal capacity and coordination quality. The synergy established through cross-agency coordination has succeeded in harmonizing needs and budgets, but is still dominated by administrative approaches and fiscal control, and has not fully achieved the ideal innovative strategic collaboration within the framework of network governance. The implication is that the success of PPPK policies in regions with fiscal limitations is highly dependent on the transformation of administrative synergy into adaptive and strategic collaboration, supported by strong network leadership.

Keywords: Policy Implementation, Fiscal Limitations, Network Governance.

INTRODUCTION

Bureaucratic transformation in Indonesia continues to roll, one of which is through the Government Employees with Work Agreements (PPPK) policy which is designed to strengthen the Human Resources (HR) of the state civil apparatus, especially in the public service sector such as education and health. This policy is crucial in answering the need for professionalism and efficiency of public services in the modern era, as mandated in various national bureaucratic reforms (Ministry of State Apparatus Empowerment and Bureaucratic Reform, 2019). However, the reality of implementation at the regional level often encounters complex challenges, especially for local governments that have limited fiscal capacity.

Fiscal constraints are a fundamental challenge faced by many local governments in Indonesia. The suboptimal structure of Regional Original Revenue (PAD), coupled with dependence on Central Transfer Funds, makes regions vulnerable to economic and fiscal turmoil. In this context, budget allocation for employee spending, including PPPK payroll, is a crucial arena that requires careful planning so as not to interfere with other regional development priorities and threaten fiscal sustainability (BPPS, 2023)

Previous research has reviewed the effectiveness of PPPK as an instrument to meet human resource needs, as stated by (Faidati, 2021) who sees PPPK as a strategic solution to fill the shortage of professionals. (Qomarani, 2020) placed PPPK within the framework of bureaucratic reform and merit system to strengthen the professionalism of the apparatus. Meanwhile, (Juliani, 2021) and (Artisa, 2015) emphasized the aspect of justice in the settlement of honorary personnel through the PPPK scheme. However, most of these studies have not explored in depth how the policy implementation process is managed in the context of regional fiscal limitations.

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Furthermore, studies on the fiscal impact of the appointment of PPPK have been identified by (Haryanto, 2015), (Purba, J & Sari, 2020), and (Taufik, 2025), which show potential pressure on the Regional Revenue and Expenditure Budget (APBD). This phenomenon indicates that the success of the PPPK policy does not only depend on the quantity and quality of human resources recruited, but is also greatly influenced by the ability of the regions to manage their budget implications. This gap is an important focus to be explored further. In the framework of Public Administration, policy implementation is a complex process involving various actors, both at the central and regional levels. (Meter & Horn, 1975) in the classical model of policy implementation emphasizes the importance of resources, characteristics of implementing agents, and the external environment in determining the success of a policy. This approach is relevant to understand how various agencies in the regions interact with each other in carrying out the PPPK policy mandate.

The implementation of public policies, especially those related to resource allocation and staffing, often cannot be overcome by one agency alone. The network governance model offers a relevant perspective to analyze the dynamics of interaction between various local government actors in achieving policy objectives (Osborne, 1996). In the context of PPPK, the success of implementation is highly dependent on effective coordination between the Personnel and Human Resources Development Agency (BKPSDM), the Regional Financial and Asset Management Agency (BPKAD), as well as related technical agencies such as the Education and Culture Office and the Health Office. Empirically, in Baubau City, the implementation of PPPK policies reportedly shows a gap between national policy goals and regional capabilities in implementing them. The determination of the PPPK formation has not fully considered the specific needs of the region and fiscal capacity. This has led to an increasing burden on employee spending, the potential for a buildup of apparatus, and the uncertainty of the status of honorary personnel has not been resolved. The PPPK policy has the potential to become a new fiscal pressure if it is not followed by formation planning, budget projections, and mature financing strategies.

This empirical gap is strengthened by the identification of research gaps that show the inadequacy of specific studies on the role and responsibilities of PPPK policy implementers in dealing with the fiscal limitations of the Baubau City Regional Government. Data shows that employee needs planning tends to be reactive, personnel data has not been integrated, verification of PPPK candidates is late, and fiscal considerations are not fully transparent, indicating that the functions, authority, and commitment of each implementer in the governance network have not been optimal. Therefore, this study specifically examines how actors in network governance in Baubau City carry out their roles, authority, and commitments in implementing PPPK policies in the midst of regional fiscal limitations. This study aims to adequately explain how synergy between agencies is built to ensure the formation of PPPK as needed, sustainable financing, integrated data, and transparent decision-making processes, so as to contribute to a deeper understanding of policy governance in regions with limited fiscal capacity.

The existence of this research is very important to fill the gap in the study that integrally discusses the implementation of PPPK policies, regional fiscal limitations, the role of implementers, and the synergy of network governance actors in the context of the Baubau City Regional Government. This study does not only see PPPK as a policy for the recruitment of apparatus, but as a cross-agency governance process that demands clarity of functions, authority, commitment, coordination, data transparency, and financing alignment, so that it becomes a new contribution in the study of public administration.

Literature Review

Policy Implementation

Policy implementation is a crucial phase in the public policy cycle, where the plan or decision that has been formulated is transformed into concrete action to achieve the desired goal. According to (Dunn, 2019), implementation is a process in which the policies adopted are transformed into a means to achieve the goals that have been set. These processes are often more complex than they seem, involving a series of activities, interactions between actors, and adaptation to dynamic field conditions. The success or failure of a policy depends largely on the effectiveness of the implementation process, where obstacles and challenges often arise in the middle of the road (Dunn, 2019).

Furthermore, (Grindle, 1980) defines policy implementation as a process that occurs after the formulation stage, which involves efforts to implement decisions made by government agencies. This implementation includes establishing organizational structures, scheduling activities, allocating resources, and developing monitoring and evaluation mechanisms. (Grindle, 1980) emphasizes that implementation is not just a technical implementation, but a political and administrative process that is influenced by various factors such as available resources, bureaucratic capacity, and relationships between actors involved in the process.

Network Governance

Network governance refers to the pattern of interaction between public and private actors that are organized in a network to manage or provide public goods and services, or to address complex public problems (Klijn & Koppenjan, 2015). In the context of policy implementation, network governance becomes important when the issues faced are too complex to be handled by a single actor, requiring collaboration and coordination between various parties with different interests and resources. This network can consist of a variety of actors, including government agencies at various levels, the private sector, non-profit organizations, and civil society (Klijn & Koppenjan, 2015).

The network governance approach emphasizes the importance of negotiation, consensus, and joint learning between actors in the network to achieve common goals that cannot be achieved individually (Rhodes, 1997). In the context of policy implementation, the success of network governance depends heavily on the ability to build trust, manage conflicts, and ensure accountability among network participants. The presence of these elements is crucial in the face of fiscal constraints, where collaboration between actors can be an innovative solution to share burdens and resources in achieving public policy goals (Rhodes, 1997).

Roles and Responsibilities of Policy Implementers

The roles and responsibilities of policy implementers include various activities directed at realizing the policy objectives that have been set. Implementers, which can be state civil servants at various levels, have the task of translating policy norms into concrete operational actions, managing allocated resources, and ensuring compliance with applicable procedures and standards (Pressman & Wildavsky, 1984). The capacity, commitment, and understanding of the implementer to the policy are key factors that affect the success of implementation. In the face of fiscal constraints, the role of policy implementers has become increasingly crucial in finding innovative and efficient ways to allocate limited resources to achieve maximum policy impact (Pressman & Wildavsky, 1984). They are required to have high adaptability, sensitivity to field conditions, and the ability to negotiate and collaborate with other actors. Their responsibilities are not only limited to technical implementation, but also include monitoring, evaluation, and reporting of policy implementation results to interested parties (Pressman & Wildavsky, 1984).

Synergy between Network Governance Actors

Synergy between actors in network governance refers to the ability of the various parties involved in the network to work together in a harmonious and integrated manner, resulting in an impact greater than the sum of contributions of each individual or organization (Ansell & Gash, 2008). In the context of policy implementation, this synergy is critical to addressing complex and multidimensional public issues, which often require diverse expertise, resources, and perspectives from various actors. Achieving effective synergy in network governance requires deliberate efforts to build strong collaborative relationships, facilitate open and effective communication, and manage differences in interests and priorities between actors (Ansell & Gash, 2008). When this synergy is achieved, actors can collectively identify challenges, develop joint solutions, allocate resources optimally, and ultimately improve the effectiveness and efficiency of policy implementation, especially in situations of fiscal constraints that demand maximum efficiency and utilization of resources (Ansell & Gash, 2008).

The implementation of the Government Employees with Work Agreements (PPPK) scheme policy in Baubau City in the face of fiscal limitations, which is analyzed through the lens of network governance. The policy implementation theories of (Dunn, 2004) and (Grindle, 2004) provide a conceptual foundation regarding the complexity of the policy implementation process, emphasizing that success depends not only on the formulation of policies, but also on how they are implemented on the ground. The fiscal limitations faced by local governments are an inherent challenge that requires an innovative approach in implementation. In this context, the concept of network governance (Klijn & Koppenjan, 2015); (Rhodes, 1997) is relevant because it shows how collaboration between various public and private actors can be a strategic solution to overcome resource limitations and complexity issues. The success of policy implementation, especially in a tight fiscal situation, is greatly influenced by the role and responsibility of policy implementers (Pressman & Wildavsky, 1984) who must be adaptive and able to seek efficiency, as well as the synergy between network governance actors (Ansell & Gash, 2008) that ensure effective and integrated collaboration. Thus, these theories provide a strong framework to understand how networking mechanisms and collaboration between actors can contribute to the successful implementation of PPPK policies in Baubau City amid the challenges of fiscal limitations.

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METHODS

This study uses a qualitative approach with descriptive-analytical methods to understand the implementation of the Government Employees with Employment Agreement (PPPK) scheme policy in facing the fiscal limitations of the Baubau City Regional Government from the perspective of network governance. The qualitative approach is used because this study aims to understand the phenomenon of policy implementation in depth through the interaction between actors, coordination patterns, and institutional dynamics involved in the implementation of PPPK policies (Creswell & Poth, 2018). The descriptive-analytical method is used to describe the empirical conditions of policy implementation while analyzing various factors that affect the success and obstacles to its implementation (Sugiyono, 2022).

This research focuses on the relationship and collaboration between government actors within the framework of network governance, which is a governance pattern that involves interaction between government organizations, bureaucratic institutions, and other stakeholders in the decision-making process and implementation of public policies (Warsen, 2017). In this context, the implementation of the PPPK policy is understood not only as a personnel administrative process, but also as a form of adaptation of regional policies to the limitations of fiscal capacity and the need for bureaucratic reform.

Data collection techniques are carried out through in-depth interviews, documentation, and literature studies. Primary data was obtained through interviews with local government officials, the Personnel and Human Resources Development Agency (BKPSDM), the Regional Financial and Asset Management Agency (BPKAD), and other related parties involved in the implementation of the PPPK policy in Baubau City. Meanwhile, secondary data was obtained from laws and regulations, policy documents, local government reports, scientific articles, journals, and literature relevant to policy implementation, personnel management, regional fiscal capacity, and network governance.

Data analysis was carried out interactively through the stages of data reduction, data presentation, and conclusion drawing as proposed by (Miles et al., 2014). This stage is carried out on an ongoing basis during the research process to gain a comprehensive understanding of the implementation patterns of PPPK policies, forms of coordination between actors, and policy challenges that arise due to regional fiscal limitations. Thus, this study is expected to be able to provide an empirical overview of the implementation of PPPK policies in the perspective of network governance in the Baubau City Government.

Research Results and Discussion

This study examines the implementation of the policy of Government Employees with Work Agreements (PPPK) in the Baubau City Regional Government in dealing with regional fiscal limitations through the perspective of network governance. The results of the study show that the implementation of PPPK policies is not only influenced by administrative and regulatory aspects, but also by the dynamics of relations between bureaucratic actors in managing the limitations of regional resources. In this context, policy implementation takes place through the interaction of various actors who have interrelated functions, authorities, and interests, including the Personnel and Human Resources Development Agency (BKPSDM), the Regional Financial and Asset Management Agency (BPKAD), the Regional Secretariat, the Inspectorate, and the Technical Regional Apparatus Organization (OPD).

1. Roles and Responsibilities of PPPK Policy Implementers

The results of the study show that the implementation of the PPPK policy in Baubau City has been carried out in accordance with the institutional structure and the division of formal tasks of each agency. BKPSDM carries out the functions of planning formations, implementation of selection, and administration of PPPK personnel. BPKAD plays a role in ensuring regional fiscal capabilities through the control and allocation of employee expenditure budgets. The Regional Secretariat carries out a coordination function across regional apparatus, while the Inspectorate supervises the implementation of policies to remain in accordance with applicable regulations. Technical OPDs have a role in identifying labor needs based on public service needs in each sector.

Although the division of duties has been carried out formally, the implementation of the PPPK policy shows a high dependence between agencies, especially in the process of adjusting the needs of formations to regional financial capabilities. The needs of employees proposed by the technical OPD and facilitated by the BKPSDM must consider the fiscal capabilities controlled by BPKAD. This condition shows that the implementation of PPPK policies cannot be carried out sectorally, but requires coordination and negotiation between actors in determining policy priorities.

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These findings show that regional fiscal limitations are the dominant factor that affects the pattern of relationships between actors in policy implementation. Budget constraints encourage the process of collective policy adjustment so that decisions regarding the formation of PPPK are not only based on the needs of human resources, but also on the ability of the region to finance employee expenditure in a sustainable manner. Thus, the implementation of the PPPK policy in Baubau City is adaptive to regional fiscal conditions. The results of this study reinforce the findings (R.Putri. Nareswari et al., 2025) which states that the implementation of PPPK policies faces obstacles in coordination between agencies. However, this study shows a more specific dimension, namely that coordination between actors is not only influenced by administrative aspects, but also by regional fiscal pressures. This condition shows that the implementation of PPPK policies is greatly influenced by the local context, especially regional financial capacity.

In addition, this study shows that normative approaches that only emphasize compliance with regulations have not been able to fully explain the reality of policy implementation in the regions. PPPK regulations have indeed provided a clear division of duties and authority, but in practice the success of implementation is greatly influenced by the ability of actors to build coordination and adjust policies to limited resources. Thus, policy implementation is determined not only by the clarity of the rules, but also by the institutional capacity to effectively manage relations between actors. In the perspective of network governance, these findings show the existence of interdependencies between organizations as described by (O'Toole, 2004). Each actor has different resources and authority, but they need each other to achieve policy goals. BKPSDM requires fiscal legitimacy from BPKAD, while BPKAD requires data on employee needs from BKPSDM and technical OPDs. This condition shows that the implementation of PPPK policies takes place in a network of interdependent policies and cannot be carried out individually.

However, the results of the study show that the pattern of relationships between actors still tends to be administrative and procedural. The coordination carried out is more oriented towards fulfilling formal provisions than developing innovative strategies in regional human resource management. This indicates that the quality of relationships in policy networks still needs to be strengthened, especially in the aspects of strategic communication, trust building, and long-term collaboration.

2. Authority Between Actors in Policy Networks

The results of the study show that the division of authority in the implementation of the PPPK policy in Baubau City has been carried out in accordance with the provisions of national regulations. BKPSDM has technical authority in the management of PPPK, BPKAD has authority in fiscal control, the Regional Secretariat carries out coordinating functions, while technical OPDs are authorized to propose formation needs based on public service needs. Although the authority structure has been clearly structured, policy implementation shows that authority between actors is relational and not completely autonomous. Every decision regarding the procurement of PPPK must go through a cross-agency coordination process by considering technical aspects and regional financial capabilities. Thus, the exercise of authority is not only determined by formal positions in the bureaucracy, but also by the ability to build understanding between actors in the policy network.

This condition shows a shift from a hierarchical bureaucratic pattern to a shared governance pattern, where decision-making is carried out collectively. In practice, BPKAD has a fairly dominant influence because all PPPK procurement decisions must adjust regional fiscal capabilities. This shows that the authority in policy implementation is greatly influenced by the control of financial resources. The findings of this study are different from the study (Ardila et al., 2025) which highlights the lack of clarity of regulations in the procurement of PPPK. This research actually shows that the main challenge of implementation lies not in the lack of clarity of authority, but in the effectiveness of coordination between actors in carrying out this authority synergistically. Thus, the success of policy implementation is determined not only by a clear institutional structure, but also by the ability of actors to build policy integration.

From the perspective of network governance, authority is understood as something that is spread and interdependent between actors. (O'Toole, 2004) explains that in the modern policy network, there is no single actor who has complete control over the implementation process. The findings of this study show that the implementation of PPPK policies in Baubau City takes place through a coordinated relationship that puts each actor in a position to influence each other. Therefore, the effectiveness of the implementation of authority is greatly influenced by the quality of coordination and network leadership.

3. Actors' Commitment in the Implementation of PPPK Policies

The results of the study show that the actors in the implementation of the PPPK policy in Baubau City have a strong commitment to supporting the sustainability of the policy. PPPK is seen as a strategic solution to overcome the limitations of professionals and improve the quality of public services in the regions. This commitment is reflected in the consistency of policy implementation and cross-agency support in the procurement and management process of PPPK. Nevertheless, the commitment of actors is not completely independent of the fiscal conditions of the regions. The limited financial capacity of the regions affects the capacity of policy implementation so that the commitment of actors must be adjusted to the ability of the regions to provide employee budgets. This condition shows that the commitment of policy implementers is dynamic and contextual.

This finding strengthens the view (Faidati, 2021) that PPPK is an alternative in meeting the needs of professional human resources in a bureaucratic environment. However, this study shows that the commitment of actors alone is not enough to guarantee the success of policy implementation. This commitment must be balanced with effective coordination, adequate oversight, and synergy between actors in the policy network. From a network governance perspective, commitment is a relational asset that allows the formation of cooperation between organizations. The high commitment between actors shows that there is a collective awareness of the importance of PPPK policies for the sustainability of public services. However, the high interdependence between actors can also pose obstacles if not supported by strong coordination and supervision mechanisms. Therefore, strengthening the internal supervisory function is important to maintain the effectiveness of policy implementation.

4. Synergy Between Actors in Network Governance

The results of the study show that synergy between actors in the implementation of PPPK policies in Baubau City has been formed through a relatively structured cross-agency coordination mechanism. Coordination is carried out through formal forums such as coordination meetings, the Regional Government Budget Team (TAPD), and a mechanism to synchronize formation needs with regional fiscal capabilities. Through this mechanism, local governments are able to adjust the needs of employees with budget capabilities more realistically.

However, this study shows that the synergy formed still tends to be administrative and procedural. Coordination between actors focuses more on controlling budgets and fulfilling formal requirements than developing innovative strategic collaborations. This condition shows that the policy network that has been formed is still at the coordination network stage and has not developed into a more adaptive and innovation-based collaborative network.

Regional fiscal limitations are the main factors that form the pattern of inter-sector synergy. The dominance of budget considerations causes inter-agency relations to be more directed towards fiscal efficiency than the development of policy innovations. Thus, the pattern of collaboration that is formed tends to be budget-driven collaboration.

From a collaborative governance perspective, the ideal synergy should not only be oriented towards administrative coordination, but also include building trust, collaborative dialogue, and shared public value creation. However, the results of the study show that interaction between actors in Baubau City is still more dominant in the procedural aspect than the development of long-term strategic cooperation. Overall, this study shows that the implementation of the PPPK policy in Baubau City has been running functionally in maintaining a balance between human resource needs and regional fiscal capabilities. However, the network governance practices that have been formed still need strengthening, especially in the aspects of strategic collaboration, inter-sector trust building, information system integration, and the development of policy innovations. Thus, the implementation of PPPK policies can not only be administratively effective, but also able to produce more adaptive, collaborative, and sustainable governance in the face of regional fiscal limitations.

Conclusion

This study concludes that the implementation of the Government Employee with Employment Agreement (PPPK) scheme policy in the Baubau City Regional Government reflects the dynamics of network governance which is influenced by the challenges of regional fiscal limitations. Although there is a clear formal division of duties, functions, and authority, interagency interactions show strong dependence, especially in aligning the needs of employee formation with budget capabilities. Authority is relational and distributed in the network, shifting from a hierarchical bureaucratic paradigm to shared governance. The commitment of actors to the PPPK policy, which is driven by the perception as a solution to fulfill human resources, is conditional on the fiscal capacity of the regions. The synergy established through cross-agency coordination, although successful in harmonizing needs and budgets, is still dominated by administrative approaches and fiscal control. This indicates that the success of PPPK policies

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in regions with fiscal limitations is highly dependent on the transformation of administrative synergy into adaptive and strategic collaboration. The main implications of this study are the importance of strengthening network leadership and developing more innovative collaboration mechanisms to face the complexity of fiscal challenges in realizing PPPK policy optimization and improving public services.

Suggestions

1. For the Baubau City Regional Government, it is recommended to proactively develop a strategy to strengthen fiscal capacity and find alternative funding sources to minimize the conditional nature of commitment and inter-agency dependence. It is also necessary to focus on transforming synergy from a purely administrative approach and fiscal control to an innovative and adaptive strategic collaboration, one of which is through the establishment of a more substantive and solution-oriented cross-sector discussion forum in meeting human resource needs.
2. To deepen the relevant study, the next research can explore in depth an effective network leadership model in the context of regions with fiscal limitations to optimize the implementation of PPPK policies. In addition, it is recommended to analyze the long-term impact of the PPPK scheme on improving the quality of public services as well as the effectiveness of budget use in a more adaptive framework of shared governance.
3. Academic researchers are advised to test the effectiveness of various models of strategic collaboration in public policy in regions with similar fiscal characteristics, in order to identify best practices that can be replicated and adapted to improve the success of future policy implementation.

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