

## WELFARE OF SUPPORT WORKERS: PERSPECTIVE OF LABOR REGULATION IN THE SECRETARIAT OF THE DPRD OF RIAU ISLANDS PROVINCE

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### ABSTRACT

*The welfare of support workers plays a crucial role in ensuring efficient public service delivery, particularly within governmental institutions such as the Secretariat of the Regional People's Representative Council (DPRD) of Riau Islands Province. This study examines the welfare conditions of support workers through the lens of labor regulations, analyzing the extent to which existing policies provide adequate protection, fair wages, job security, and social benefits. By employing a normative juridical approach and qualitative analysis, this research explores the alignment between local labor policies and national laws, identifying gaps and challenges in implementation.*

*Findings indicate that while Indonesia's labor regulations provide a legal framework for worker welfare, practical enforcement remains inconsistent, often resulting in wage disparities, contractual employment terms, and access to social security benefits for support staff. The study highlights the need for policy adjustments and stricter regulatory oversight to enhance the welfare of support workers in government institutions. Recommendations include strengthening legal enforcement improving contractual protections, and promoting equitable labor policies to ensure fair treatment and sustainable livelihoods for support workers.*

**Keywords:** Labor Regulation; Government Institutions; The Support Workers (JTP); Regional People's Representative Assembly, Riau Island Province; Worker Welfare.

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### INTRODUCTION

Indonesia is a country that legally pays attention to the welfare of its people. This is reflected in Article 27 of the 1945 Constitution which states that "(2) Every citizen has the right to work and a decent living for humanity." Indonesian citizens who are currently of working age have the opportunity to work in both the government and private sectors.<sup>1</sup> Employees or staff are entitled to salaries/wages and Religious Holiday Allowances (hereinafter referred to as THR) in their field of work.

In the government sector, government workers are legally categorized into several groups, namely the State Civil Apparatus (Aparatur Sipil Negara/ASN), temporary non-civil servants (PTT), government employees with work agreements (PPPK), and Supporting Personnel Services (JTP), as of 2023. Prior to the enactment of the PPPK Law, honorary workers, who are now classified as Supporting Personnel Services (JTP) within the Secretariat of the Regional People's Representative Council (DPRD) of the Riau Islands Province were appointed through a Decree of the Head of Service (Kepri Provincial Government, 2023).

Based on Government Regulation Number 48 of 2005 concerning the Appointment of Civil Servant Honorary Personnel as last amended by Government Regulation Number 56 of 2012, honorary personnel are individuals appointed by the Civil Servant Development Officer (PPK) or other officials in the government to carry out certain tasks in government agencies or whose income is a burden on the State Revenue and Expenditure Budget (APBN) or Regional Revenue and Expenditure Budget (APBD) (BKN Yogyakarta, 2023). The Civil Servant Development Officer (PPPK) in the definition in Law Number 5 of 2014 is an official who has the authority to determine the appointment, transfer, and dismissal of ASN Employees and the development of ASN Management in government agencies by the provisions of laws and regulations.<sup>2</sup>

Based on the mandate of the same Government Regulation, Article 6 paragraph (1) of the Government Regulation has regulated that the appointment of honorary workers as civil servant candidates will be carried out in stages starting from the 2005 Budget Year and will be completed no later than the 2009 Budget Year, however, due to the large number of honorary workers who have not been appointed, then based on PP Number 56 of 2012 it was extended until 2012. However, up to now, it turns out that the status and position of honorary workers, known as ex THK-2, continues to be one of the focuses of the Government's resolution.<sup>3</sup>

Honorary workers in the Riau Islands Province (Kepri) Regional Representative Council (DPRD) environment, hereinafter referred to as Supporting Workers Services (JTP), are workers who are assigned to assist in the tasks of the Riau Islands Province People's Representative Secretariat. The determination for the continuation of the TJP is regulated by the Governor's Decree in each annual budget (Last mentioned in Kep. Gub Kepri No.129/KPTS-2/I/2023). Unfortunately, this regulation does not directly touch on the welfare of honorary civil servant workers but only on job descriptions, so the author is interested in analysing in depth the following legal issues as problems in welfare and justice. In reality, JTP in the Riau Islands Province DPRD environment still has the same status and is not appointed as PPPK.

Being a worker in a government environment does not always mean equal experience and welfare. Regarding the welfare of workers in the government environment, it is very relevant to discuss in the context of laws and regulations in Indonesia, while the mandate of the 1945 Constitution (UUD) is the main foundation that affirms the rights of every citizen to work and a decent living by human dignity. In Article 27 paragraph (2), it is emphasized that this includes the right for every individual to have adequate and decent work. Meanwhile, in Article 28 (D) paragraph (2), it is stated that every worker has the right to receive fair and decent compensation and treatment in the context of an employment relationship.

Continuing from the 1945 Constitution, Law No. 11 of 2020 concerning Job Creation together with Law No. 13 of 2003 concerning Manpower provides a more detailed definition and framework regarding workers, labour, and employers. Article 1 of the Job Creation Law explains that workers or labourers are individuals who work and receive wages, while labour is an individual who can do work to produce goods and services. Employers, on the other hand, refer to individuals, legal entities, or other bodies that employ workers by providing wages or compensation.<sup>4</sup>

Regulations related to government officials also play a role in the context of worker welfare, as regulated in Law Number 20 of 2023 concerning State Civil Apparatus in conjunction with Law Number 5 of 2014. Article 66 of the ASN Law concerning ASN and non-ASN Employees

<sup>2</sup>BKN Denpasar, (2020), "Pejabat Pembina Kepegawaian (PPK) Dalam Dengan Ketentuan Peraturan Perundang-Undangan,".

<sup>3</sup>BKNYogyakarta, (2023), "Jalan Panjang Penyelesaian Status Honorer,".

<sup>4</sup>Syamsul Alam and Mohammad Arif, "Perlindungan Hukum Terhadap Pekerja: Perspektif Tanggung Jawab Konstitusional Negara," *Kalabbirang Law Journal* 2, no. 2 (September 2020): 123–33, <https://doi.org/10.35877/454RI.kalabbirang154>. paper ini bertujuan untuk menganalisis perlindungan hukum terhadap pekerja dari aspek tanggungjawab konstitusional negara. Metode penelitian yang digunakan adalah jenis penelitian dengan Analisis Isi (Content Analysis)

provides direction regarding the arrangement and appointment of government employees. The limitation of the arrangement time for non-ASN employees until December 2024 has implications for the sustainability of worker welfare in the government environment. In addition, the provision of Eid Al-Fitr Allowances (THR) for ASN as regulated in Government Regulation Number 14 of 2024 is also an important aspect in ensuring the welfare of government employees.

Based on the three regulations above, the regulations made by the government nationally to pay attention to workers' welfare, have overlooked JTP. There are no regulations/decisions at the regional government level that are adequate to explain the rights of Honorary Workers who are now called JTP, one of which is in the Secretariat of the Regional People's Representative of the Riau Islands Province, not appointed, nor does it have a clear legal basis regarding their welfare. Then still based on Article 1 Paragraph 1 of government regulations No. 48 of 2005, the determination of Salaries for JTP which until now is still determined based on the Provincial APBD, including JTP in the Riau Islands Province Regional People's Representative Council, there is no determination of the provision of holiday allowances (THR) to Supporting Service Workers in the work agreement.

The burden of managing funds for JTP wages on the APBD makes each regional government have different policies on providing THR, and at the Riau Islands Provincial DPRD Office itself, THR for honorary workers is eliminated and has no legal basis whatsoever to be given, while JTP is categorized as a workforce too. This shows the absence of a legal umbrella for JTP in terms of the ASN Law, PPPK Law, and Manpower Law.

This research has been conducted in several previous scientific works which are stated as follows: (1)<sup>5</sup> Legal Protection of Casual Daily Workers Based on the Employment Law. *Ekasakti Legal Science Journal*, 1(2), 102-109.: which states that the existing Regulations do not provide clarity in providing decent wages to casual daily workers. Then in a Dissertation: (2).<sup>6</sup> Position of Casual Daily Workers at the Department of Manpower and Industry of Payakumbuh City (Doctoral dissertation, Andalas University). This states that: Legal protection for Casual Daily Workers as stated in Article 6 of the ASN Law which states that ASN employees consist of PNS and PPPK so that the position of casual daily workers is automatically lost. Meanwhile, based on the Manpower Law, the position of casual daily workers is the same as workers/laborers. In this case, there is a difference between casual daily workers and workers/laborers, as explained in the Manpower Law, workers/laborers work for employers while casual daily workers work for government agencies that need them, not employers. And finally (3).<sup>7</sup> Analysis of Sharia Economic Law on Honorary Workers' Wages on Workers' Welfare (Study at the Inspectorate of Central Lampung Regency) (Doctoral dissertation, UIN RADEN INTAN LAMPUNG). Which states that: The problem in this study is how the mechanism of honorary workers' wages is at the Inspectorate of Central Lampung Regency and how the Sharia Economic Law views honorary workers' wages on workers' welfare at the Inspectorate of Central Lampung Regency.

In this context, the author conducts new research by specifically examining the welfare of Supporting Personnel Services (JTP), particularly regarding the provision of Eid Allowances (THR) within the Secretariat of the Riau Islands Province DPRD. This study offers novelty with several aspects that have not been widely discussed in previous studies, namely by reviewing

<sup>5</sup>Nicel Riza Anggraini and Otong Rosadi, (2024), "Perlindungan Hukum Tenaga Harian Lepas Berdasarkan Undang-Undang Ketenagakerjaan," *Ekasakti Legal Science Journal* 1, no. 2, 102-9.

<sup>6</sup>Regy.A, (202), "Kedudukan Tenaga Harian Lepas Pada Dinas Tenaga Kerja Dan Perindustrian Kota Payakumbuh", Universitas Andalas,.

<sup>7</sup>Tia Septiana,(2023), "Analisis Hukum Ekonomi Syari'ah Tentang Upah Tenaga Honorer Terhadap Kesejahteraan Pekerja, (UIN Raden Intan Lampung.

specifically the provision of Eid Allowances for Supporting Personnel Services (JTP) in the Riau Islands Province Regional People's Representative Assembly Secretariat environment, this study will also explore the role of the Job Creation Law and the Work Welfare Protection Law (PK3) in supporting the welfare of JTP, an area that has not received special attention in previous studies. This analysis will provide a new perspective on how the latest regulations can affect the welfare of support personnel in government agencies. This provides new insights into the implementation of welfare policies in certain areas that have their characteristics and challenges.

## METHOD

This study employs a juridical-empirical research approach, which is a form of legal research that analyzes and examines how law functions within society. Empirical legal research views law as real behavior and utilize both the Statute Approach and the Case Approach. The juridical component of this research reviews the regulations and legal norms governing workers' welfare in general, while the empirical component examines the actual issues occurring within the Secretariat of the Riau Islands Province DPRD.

Data Collection Techniques are carried out by collecting primary and secondary data. Primary data sources are data obtained from primary sources. Primary data is obtained from respondents' informants and sources.<sup>8</sup> Data sources in empirical legal research come from field data. Field data is data that comes from respondents and informants including experts as sources.<sup>9</sup> Primary data in this study are in the form of Decrees of the Head of the Service related to Supporting Personnel Services and the results of interviews with Policy Stakeholders in related SKPDs, and will be analyzed with secondary data from various Primary Legal Materials (legislation and vertical regulations below), Secondary legal materials (books and supporting journals) and tertiary legal materials. Then the data will be analyzed descriptively and qualitatively.

## ANALYSIS AND DISCUSSION

### Regulations Regarding Welfare Allowances for Supporting Staff Services in Indonesia

Employees in the government environment are part of human capital who play an important and strategic role in the work implementation process.<sup>10</sup> Even though advanced technology is available, without the contribution of skilled human resources, the output results will not be optimal.<sup>11</sup> Employees as human resources integrate physical and mental abilities, creating a unique synergy for each individual.<sup>12</sup> Their behaviour and traits, which are influenced by genetic factors and social environment, play a key role in determining job performance, which ultimately affects job outcomes.

<sup>8</sup>Suteki and Galang Taufani, (2028), *Metode Penelitian Hukum (Filsafat, Teori, Dan Praktik)*, Metode Penelitian Hukum (Filsafat, Teori, Dan Praktik). Rajawali Pers, Edisi Revisi, Rajawali Pers

<sup>9</sup>Muhaimin, (2020), *Metode Penelitian Hukum*, Mataram University Press.

<sup>10</sup>I. Ramadhan, "Strategi Peningkatan Profesionalitas ASN Pada Pemerintah Daerah Berbasis Pengembangan Human Capital," in *In Prosiding Seminar STIAMI*, 2019, 36–48.

<sup>11</sup>V. Chaerudin, A., Rani, I. H., & Alicia, (2020), *Sumber Daya Manusia: Pilar Utama Kegiatan Operasional Organisasi*, CV Jejak Publisher.

<sup>12</sup>N. A. Sudaryo, Y., Aribowo, A., & Sofiati, (2019), *Manajemen Sumber Daya Manusia: Kompensasi Tidak Langsung Dan Lingkungan Kerja Fisik*, Penerbit Andi.

Fulfilling human rights is essential to creating a just and equitable work environment. The right to equal opportunities in recruitment,<sup>13</sup> adequate recognition of employee contributions, and protection against discrimination in the workplace are concrete steps in implementing human rights principles that must be applied in government bureaucracy.<sup>14</sup> Employees, both civil servants and contract workers, have the right to be treated with respect, have equal access to career development opportunities, and enjoy wages commensurate with their contributions and workload. The implementation of human rights in government aims not only to ensure fair treatment but also to maximize the potential of human resources by creating an inclusive, transparent, and non-discriminatory work environment, which in turn can improve employee performance and work outcomes.

Supporting Personnel Services (JTP) in the government environment has an important role in supporting administrative and technical tasks. JTP usually consists of non-civil servant workers recruited through government goods/services procurement mechanisms to meet the operational needs of the agency. Furthermore, the work performed by honorary workers or supporting personnel services cannot be underestimated, as their workload is often equivalent to that of civil servants (PNS) in various aspects, such as job responsibilities, working hours, and the risks involved. Therefore, their salaries must be adjusted and equal to those of civil servants, considering that both perform the same function in providing optimal public services. This inequality in wages not only creates injustice but also has the potential to reduce the work enthusiasm and welfare of honorary workers, which ultimately can negatively impact the quality of public services themselves. Considering the principles of social justice and human rights, which demand equal treatment for all workers, a decent and equal wage for all JTP plays a role in assisting various administrative activities that support legislative functions. Their duties include document management, preparation of council meetings, archiving, to daily operations such as cleaning, security, and other technical services. This has also been conveyed by the Head of Finance, Planning and Evaluation of the Riau Islands Secretariat, in an interview conducted by the author.

The presence of JTP is crucial to ensure smooth administration, for example in the Provincial DPRD environment. JTP helps DPRD members carry out legislative, supervisory, and budgeting functions. However, as supporting staff, JTP's position is often in a vulnerable condition because it is not included in the ASN category, they have limitations in accessing rights such as welfare guarantees, labor protection, and job stability. This is a challenge in maintaining the sustainability of JTP's contribution to government tasks.

Although their role is significant in supporting the effectiveness of the organization, more specific regulations are needed to guarantee their welfare and rights. This policy support will help optimize the position of JTP in all government environments including the Secretariat of the Provincial DPRD, so that they can work more productively, safely, and prosperously.

Article 27 paragraph 2 and Article 28 D paragraph 2 of the 1945 Constitution are constitutional bases that are relevant to the welfare of Supporting Personnel Services in government circles.<sup>15</sup> These two articles provide a strong legal basis to guarantee the rights of JTP as part of the workforce that contributes to government operations.

This article states that "Every citizen has the right to work and a decent living for humanity." In the context of JTP, this article emphasizes that the government, as an employer through the

<sup>13</sup>V. Mantouvalou, "Are Labour Rights Human Rights?," *European Labour Law Journal* 3, no. 2 (2012): 151–72, <https://doi.org/https://doi.org/10.1177/201395251200300204>.

<sup>14</sup>L. Savage, "Labour Rights as Human Rights? A Response to Roy Adams," *Just Labour* 12 (2008): 68, [https://doi.org/file:///C:/Users/Asus/Downloads/admin,+Journal+manager,+06\\_savage\\_press.pdf](https://doi.org/file:///C:/Users/Asus/Downloads/admin,+Journal+manager,+06_savage_press.pdf).

<sup>15</sup>I. B. A. Yanti, N. K. D. D., & Pidada, "Analisis Yuridis Penyaluran Tenaga Kerja Indonesia 'Studi Kasus Di Provinsi Bali,'" *AL-DALIL: Jurnal Ilmu Sosial, Politik, Dan Hukum* 1, no. 3 (2023): 75–80, <https://doi.org/https://doi.org/10.58707/aldalil.v1i3.601>.

procurement mechanism of goods/services, is responsible for ensuring that JTP obtains work that provides a decent living. This includes:

1. Wages that are by minimum living standards.
2. Welfare guarantees that enable them to meet basic needs.
3. Working conditions that respect the dignity and rights of workers.

However, in practice, JTPs often do not enjoy these rights optimally due to their status as non-ASN workers. Limited access to welfare benefits or social security indicates the need for additional, more specific regulations to support the implementation of this article.

Next is article 28. This article states that “everyone has the right to work and to receive fair and proper compensation and treatment in employment relationships.” This article emphasizes two important things:

1. Decent compensation

JTP has the right to receive wages or honorariums that reflect their contributions and workload, by the principle of justice.

2. Fair Treatment

JTP must be treated fairly, including access to labor rights such as social security (BPJS Health and Employment), leave, and legal protection against potential violations and exploitation.

The status of JTP as contract workers through procurement of goods/services often means that they do not receive equal treatment with ASN. This article provides equal rights to all workers, regardless of their status.<sup>16</sup> Therefore, the government needs to ensure that the procurement mechanism for goods/services used to recruit JTP also takes into account the principles of justice and welfare as mandated by this article.

These two articles explicitly mandate that every worker, including JTP, has the right to work that provides a decent living, fair wages, and treatment by the principles of justice. In the context of JTP welfare, this means that the government must ensure that JTP wages reflect their workload and meet decent living needs. In addition, additional regulations are needed to ensure that JTP receives health benefits, social security, and labour protection.

Another regulation that regulates the welfare of workers is Law No. 11 of 2020 concerning Job Creation. This law does not specifically and explicitly regulate the welfare of support services, but this law categorizes all workers other than ASN as contract employees, and Article 81 number 24 of the Job Creation Law states that: “Amending the provisions of Article 88 of Law Number 13 of 2003 concerning Manpower, which affirms that every worker/laborer has the right to a decent living for humanity. Wage policies include minimum wages, wage structures and scales, overtime wages, and other components.” In this law, workers are defined as individuals who work for wages or other compensation.<sup>17</sup> As a form of implementation, the Job Creation Law does not directly regulate the provision of Welfare Allowances for workers, for example, provisions regarding THR remain in effect based on PP No. 36 of 2021 and Regulation of the Minister of Manpower No. 6 of 2016, which still refer to the principle of labor protection. This implementing regulation is aimed at the private sector, however, the status of JTP which is not officially regulated by law in the government environment makes them unable to enjoy their rights as workers.

The Job Creation Law and the Manpower Law Regulation place the welfare of workers as one of the main focuses through various policies aimed at increasing work productivity and efficiency. One of the steps taken is to expand job opportunities through more flexible

<sup>16</sup>T. Sinaga, N. A., & Zaluchu, (2016), “Perlindungan Hukum Hak-Hak Pekerja Dalam Hubungan Ketenagakerjaan Di Indonesia,” *Jurnal Teknologi Industri* 6, <https://doi.org/https://doi.org/10.35968/jti.v6i0.754>.

<sup>17</sup>J. G. Mangapaeng, G., Lasut, M. M., & Mambu, (2020), “Perlindungan Hukum Bagi Tenaga Kerja Terhadap Penerapan Klausula Baku Pada Perusahaan,” *Constituendum* 5, no. 2: 18–27, <https://doi.org/https://ejurnal.unima.ac.id/index.php/constituendum/article/view/10559>.

arrangements for fixed-term work agreements (PKWT) and outsourcing. With this approach, it is hoped that more jobs will be created so that unemployment rates can be reduced. In addition, the government continues to ensure that workers, including contract and outsourcing workers, have access to social security programs, such as health and old-age insurance.

Although the Job Creation Law aims to create a more dynamic work ecosystem, there are challenges that need to be considered. Flexibility in work contracts is often considered to create uncertainty for workers in terms of job sustainability.<sup>18</sup> In addition, some have criticized that the law prioritizes the interests of employers over workers' rights. Strict supervision is needed to ensure that employers continue to carry out their obligations, especially in providing social protection and worker welfare.

This law also stipulates that contract workers have the right to basic rights, including wages, rest time, and social security.<sup>19</sup> One important aspect of this law is the regulation of compensation for contract workers whose contracts are not extended. In its derivative regulations (Government Regulation No. 35 of 2021), it is stipulated that employers are required to provide compensation money based on the length of service of contract workers. The amount of compensation is calculated per year of work, which is a form of additional welfare for contract workers. The Job Creation Law also ensures that contract workers still have access to social security programs, such as National Health Insurance (JKN), Work Accident Insurance (JKK), and Old Age Security (JHT). This aims to provide basic protection for contract workers during their employment.

The provisions in this law are also expected to be implemented by government agencies in providing welfare for every honorary employee, both support staff and other contract employees who are not ASN. In an interview conducted by the researcher with a member who holds a position as part of the budget planning of the Riau Islands Province DPRD secretariat, the respondent said that all matters relating to support staff services are regulated in the Decree of the Head of the Regional Apparatus Organization. The provisions in the Job Creation Law are more widely implemented by private companies in providing welfare to their employees.

Law No. 5 of 2014 concerning State Civil Apparatus (ASN) also implicitly regulates JTP. This law aims to create a professional and merit-based state civil service system. In the context of the theory of legal certainty, as stated by Gustav Radbruch, the law must provide clarity, consistency, and protection for all parties involved.<sup>20</sup> The ASN Law guarantees legal certainty by dividing ASN into two categories, namely Civil Servants (PNS) and Government Employees with Work Agreements (PPPK), as regulated in Article 6. This classification provides clear boundaries regarding employee status in the public sector, including the rights and obligations of each category. However, Supporting Personnel Services are not explicitly regulated in this Law, thus creating legal ambiguity regarding their status in the government employee structure.

In the perspective of role theory, as explained by Robert K. Merton, each individual in an organization has a specific role determined by social expectations and organizational structure. In the ASN Law, PNS plays a long-term role as a stable bureaucratic driver, while PPPK has a flexible role in meeting short-term needs or special tasks. Meanwhile, JTP often plays a supporting role that is technical or administrative without having a formal position in the ASN structure. JTPs are usually employed through contracts with service providers (outsourcing) or direct contracts with government agencies. Thus, JTPs are not included in the category

<sup>18</sup>I. G. A. Kurniawan, (2022), "Putusan Mahkamah Konstitusi Terhadap Undang-Undang Cipta Kerja Dalam Perspektif Filsafat Utilitarianisme," *Jurnal USM Law Review* 5, no. 1: 282–98, <https://doi.org/http://dx.doi.org/10.26623/julr.v5i1.4941>.

<sup>19</sup>B. Latupono, (2011), "Perlindungan Hukum Dan Hak Asasi Manusia Terhadap Pekerja Kontrak (Outsourcing) Di Kota Ambon," *Sasi* 17, no. 3: 59–69, <https://doi.org/10.47268/sasi.v17i3.366>.

<sup>20</sup>M. Muslih, (2017), "Negara Hukum Indonesia Dalam Perspektif Teori Hukum Gustav Radbruch (Tiga Nilai Dasar Hukum)," *Legalitas: Jurnal Hukum* 4, no. 1: 130–52, <https://doi.org/http://legalitas.unbari.ac.id/index.php/Legalitas/article/view/117>.

of honorary workers, which usually refer to individuals who work directly for government agencies but have not been appointed as ASNs.

The position of JTP in the view of the ASN Law is outside the framework of this regulation because the ASN Law only regulates PNS and PPPK as part of ASN. The status of JTP is more relevant to be regulated in the framework of employment law, not in the state civil service system. Although not recognized as ASN, the role of JTP is very important in supporting government operations, especially in non-strategic tasks that do not require long-term sustainability. Therefore, to ensure justice and protection for JTP, additional regulations are needed that provide legal certainty regarding their rights, obligations, and protection as contract workers in the government environment. With clear regulations, support services can continue to contribute without obscuring the principles of professionalism and meritocracy in the state bureaucracy.

The regulation of honorary workers to become Civil Servants is also regulated in Government Regulation (PP) No. 48 of 2005 and No. 56 of 2012. Both PPs aim to regulate and regulate the existence of honorary workers in government agencies. PP No. 48 of 2005 emphasizes that the appointment of honorary workers to become Civil Servants only applies to those who have worked before January 1, 2005, and meet the requirements, such as maximum age and completeness of documents. Furthermore, PP No. 56 of 2012 continues this policy by regulating that only category I and category II honorary workers who meet certain requirements can be appointed as Civil Servants through a verification and selection process. Category I refers to honorary workers who are paid through the government budget, while category II is paid through other sources but work in government agencies.

This policy has significant implications for the welfare of honorary workers. For honorary workers who meet the requirements and are successfully appointed as civil servants. This policy improves their economic and social status by providing job security, fixed salaries according to standards, and access to benefits and pensions. However, this policy also creates uncertainty for honorary workers who do not meet the requirements or work after the specified time limit. Many honorary workers who cannot be appointed as civil servants feel demotivated and face uncertainty in their work, because their status remains as contract workers without guarantees equivalent to civil servants.

Another implication is the challenge for the government in creating a fair and professional personnel system.<sup>21</sup> Recruitment of honorary workers without a strict selection process has the potential to ignore the principle of meritocracy regulated in the ASN Law. In addition, this policy also burdens the state budget due to the increasing number of civil servants appointed without systematic needs planning. To balance the need for bureaucratic professionalism and the welfare of honorary workers, the government needs to increase the transparency of the selection process and provide training and development opportunities for honorary workers so that they can meet the required qualifications.

Regulations established by the government regarding the recruitment of honorary workers must be designed fairly, transparently, and free from discrimination. This principle of justice is crucial to ensure that all citizens have an equal opportunity to contribute to public service without distinction based on social status, gender, educational background, or region of origin. Discriminatory policies not only violate the principle of equal opportunity as mandated by the Constitution and the State Civil Apparatus (ASN) Law, but also have the potential to undermine work motivation and public trust in the integrity of the bureaucracy. Therefore, the government

<sup>21</sup>I. Agusta, E., & Jaya, "Profesionalisme Aparatur Pemerintah Daerah Dalam Pengembangan Kualitas Kinerja Yang Lebih Baik Dalam Mewujudkan Pemerintahan Yang Baik," *Journal Ilmu Sosial, Politik Dan Pemerintahan* 6, no. 1 (2017): 1–10, <https://doi.org/https://doi.org/10.37304/jispar.v6i1.643>.

needs to ensure that the recruitment mechanism for honorary workers is carried out through a merit-based selection process, where competence, performance, and professionalism are the primary basis for assessment. Furthermore, fair regulations must be accompanied by policies for capacity building, training, and protection of the rights of honorary workers to create professional, prosperous, and equitable human resources.

### **The role of the Regional Government in implementing the provision of Welfare Allowances within the Secretariat of the Regional People's Representative Council of the Riau Islands Province**

The role of the regional government is very necessary in providing welfare benefits for JTP in the Riau Islands Provincial DPRD secretariat. More specific regulations regarding Supporting Staff Services in the Riau Islands Provincial DPRD government environment are in the Riau Islands Governor's Decree Number 129/KPTS-2/I/2023. This Decree only explains the duties and responsibilities of JTP and the attachment of the names of supporting staff services in the Riau Islands DPRD secretariat. The number of JTP employees in this Governor's Decree is 219 people. In this Decree, no clause or article discusses the salary or honorarium given to JTP. The fifth dictum of this Decree only explains that all costs arising from the stipulation of the Decree above are charged to the Riau Islands Province Regional Revenue and Expenditure Budget for the 2023 Fiscal Year.

Based on the results of interviews with officials working in the Riau Islands DPRD secretariat as the head of finance, planning, and evaluation of the Kepri regional secretariat, it is known that the salary received by the supporting staff service is Rp. 2,700,000 and this salary is taken from the Regional Revenue and Expenditure Budget. Mr. Herman Muis S.H who is also the head of the sub-section of administration, personnel, public relations, and library added that "The legal basis for providing this supporting staff salary is the Decree of the Governor of the Riau Islands Number 835 of 2024 concerning the Riau Islands Province Unit Price Standard for the 2025 Fiscal Year". In this Decree, the Riau Islands Province unit price standard for the 2025 fiscal year is attached, starting from the unit price of consumable goods to maintenance costs, which are regulated in detail, including the provision of this JTP salary located at the item code point number 8.1.02.02.01.0006.00002, it is stated that the honorarium for the Supporting Staff is 2,700,000. In this Decision, it is not explicitly written as a salary for supporting staff services but is taken from the honorarium for accompanying staff.

It is hoped that these Supporting Staff Services can be proposed as Government Employees with Work Agreements but based on the statement of one of the respondents, one of the obstacles is the suboptimal PPPK formation proposals submitted by the regions according to the formation allocation and the unfulfilled suitability of educational qualifications with ASN positions and the limited positions to be occupied by PPPK.

Supporting Staff Services do not receive any allowances other than salary. Holiday Allowances are also not received. However, regarding Holiday Allowances, they can be obtained depending on the policy of the Regional Government. This causes uncertainty for supporting staff services (JTP) regarding their welfare, especially at important moments such as holidays that require additional costs. Regional Government Policy is key in determining whether THR can be given to JTP, which is often below the welfare standards of permanent employees or ASN. In addition, the absence of other allowances, such as Health and transportation allowances, widens the gap between JTP and other employees in the same work environment.

This condition highlights the need to review policies related to JTP, taking into account their important role in supporting regional apparatus operations. Providing THR and other allowances is not only a form of appreciation for their contribution but can also increase work

motivation and productivity.<sup>22</sup> Thus, more inclusive and equitable policies can be a significant step in creating a more prosperous and harmonious working environment for all parties.

It would be better if the JTP in the Riau Provincial DPRD Secretariat environment was proposed to become PPPK so that they have a clear legal umbrella and receive equal rights with other government employees. With the status of Government Employees with Work Agreements (PPPK), JTP will receive better welfare guarantees, including health benefits, holiday allowances, and other social protection by applicable laws and regulations. This will also provide a sense of security and higher work motivation for JTP so that they can work more optimally in supporting legislative tasks in the DPRD Secretariat environment.

The proposal of JTP to become PPPK also reflects the commitment of the Regional Government to appreciate the contribution of supporting staff in carrying out government duties. In addition, this step can improve the efficiency and professionalism of work in the DPRD environment because JTPs who are already bound by the contract as PPPK will have clearer and more measurable responsibilities. Thus, this status transformation is not only beneficial for JTP but also contributes to improving the quality of public services as a whole.

## CONCLUSION

The regulation of welfare allowances for Supporting Personnel Services (JTP) in Indonesia has not been fully standardized and is largely determined by the policies of each regional government. As a result, significant disparities arise across regions, with many JTP workers not receiving benefits such as Eid Allowances (THR), health coverage, or transportation support. This inconsistency reflects a broader lack of attention to the essential role JTP personnel play in ensuring the smooth functioning of government institutions. The absence of national regulations specifically governing these allowances has further widened the welfare gap between JTP and permanent government employees.

At the regional level, including within the Secretariat of the Riau Islands Province DPRD, local governments hold an important role in determining welfare policies for JTP. These policies can serve as strategic instruments to enhance productivity and motivation. However, implementation is frequently constrained by limited budget allocations and a lack of prioritization from local authorities. This situation underscores the need for stronger coordination between the central and regional governments to establish more equitable and just welfare frameworks.

As the primary policymaker, the central government bears the responsibility of formulating comprehensive national regulations that govern welfare benefits for all workers in Indonesia—including THR, health insurance, and transportation allowances. Such regulations must establish minimum national standards to ensure equal treatment across regions, including for JTP workers. Additionally, the central government may allocate supplementary funding through the national budget (APBN) to support regions with limited financial capacity in fulfilling JTP welfare needs.

The central government must urgently develop national regulations specifically addressing JTP welfare, supported by concrete measures such as establishing a dedicated task force, formulating national minimum standards for JTP allowances, and creating robust monitoring and evaluation mechanisms. Furthermore, regional budget management must be optimized by increasing transparency such as publishing JTP welfare budget allocations for public oversight.

<sup>22</sup>F Wongkar, I. M., Sendow, G. M., & Roring, (2024), "Penerapan Pemberian Tunjangan Dalam Meningkatkan Motivasi Kerja Karyawan Pada PT. Bank Tabungan Negara Kantor Cabang Manado," *Jurnal EMBA: Jurnal Riset Ekonomi, Manajemen, Bisnis Dan Akuntansi* 12, no. 4: 626–35, <https://doi.org/https://doi.org/10.35794/emba.v12i4.58771>.

to enhancing community participation in budgeting processes, and ensuring funds are used effectively through strict and accountable supervision by relevant agencies.

The Riau Islands Provincial Government must also reassess its budget allocation to ensure the provision of welfare benefits for JTP, particularly within the DPRD Secretariat. This can be achieved by developing planned and sustainable policies that guarantee JTP welfare. Moreover, the regional government should involve JTP personnel in the policy-making process, through mechanisms such as public dialogue, to better understand their needs and ensure that resulting policies are responsive and equitable.

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