



JLPH: Journal of Law, Politic and Humanities

E-ISSN: 2962-2816
P-ISSN: 2747-1985<https://dinastires.org/JLPH> [✉ dinasti.info@gmail.com](mailto:dinasti.info@gmail.com) [☎ +62 811 7404 455](tel:+628117404455)DOI: <https://doi.org/10.38035/jlph>
<https://creativecommons.org/licenses/by/4.0/>

The Evaluation of Personnel Policies in Public Service Agencies After the Implementation of Law Number 20 of 2023 Concerning State Civil Apparatus

Ageng Kerta Perwira^{1*}, Adiwarman²

¹Faculty of Administrative Science, University of Indonesia, Indonesia, agengkrta@gmail.com

²Faculty of Administrative Science, University of Indonesia, Indonesia, adiwarman_ra@yahoo.com

*Corresponding Author: agengkrta@gmail.com

Abstract: This study evaluates the implementation of Law Number 20 of 2023 concerning the State Civil Apparatus and its impact on the flexibility of human resources management in Public Service Agencies in Indonesia. Using descriptive content analysis with Dunn's policy evaluation framework, this study highlights the conflict between national bureaucratic standardization and the dynamic operational needs of Public Service Agencies. The analysis indicates that this policy is ineffective and inadequate because it threatens the continuity of specialist services; 16.93% of Public Service Agencies employees are non-State Civil Apparatus, with the figure reaching 40.51% for specialist doctors in the health sector. In terms of efficiency and responsiveness, the ban on recruiting non-State Civil Apparatus personnel hinders Public Service Agencies agility in responding to market needs and increases bureaucratic burdens. An evaluation of equity and appropriateness concludes that a one-size-fits-all approach risks reducing the quality of public services and international competitiveness, as evidenced by the decline in Maturity Rating scores for several Public Service Agencies sub-clusters. This study recommends the need for derivative regulations that provide discretion for Public Service Agencies to manage professional staff independently in order to harmonize regulatory integrity with service flexibility.

Keyword: Content Analysis, Policy Evaluation, Public Service Agency, State Civil Apparatus

INTRODUCTION

The State Civil Apparatus serves as the backbone of the Indonesian government system, carrying the primary responsibility of achieving national objectives and enhancing public welfare (Muhammad & Husen, 2019; Doing, Kartian, & Ibad, 2024). As the primary engine of public service, the State Civil Apparatus members are tasked with meeting the fundamental needs of the community through professional and accountable performance (Yuniawan et al., 2026; Pribadi & Kim, 2022) in a system of bureaucracy. To ensure these duties are met, the management of the State Civil Apparatus must be rooted in the values of Pancasila and the 1945 Constitution, focusing on social justice and democratic governance (Koeswahyono, 2024).

To modernize the bureaucracy and shift away from historical patrimonial patterns, to the modern and professional patterns, the Indonesian government initiated a significant regulatory overhaul (Anggara, 2025; Yulian & Nurmalita, 2026). This began with Law Number 5 of 2014, which was subsequently updated by Law Number 20 of 2023 Concerning State Civil Apparatus. Initiated by the Ministry of Administrative and Bureaucratic Reform, legal framework is built and aimed to accelerate the transformation of the State Civil Apparatus into a professional, neutral, and merit-based workforce (Ramli et al., 2025; Rahman, Wantu, & Abdussamad, 2026).

Under Article 5 of the State Civil Apparatus Law, the apparatus is comprised of two distinct categories: Civil Servants and Government Employees with Work Agreements (Silitonga et al., 2019; Almalik & Handayani, 2024). While their employment status and tenure differ, both are governed by a uniform merit system designed to ensure high performance and a service-oriented culture (Brewer, Kellough, & Rainey, 2022; Al-Oun & Al-Khasawneh, 2025)). This shift is intended to improve national staffing efficiency and enhance the quality of public services.

In the pursuit of more efficient and transparent public services, the government established Public Service Agencies. The Public Service Agencies model is a strategic step toward advancing public welfare by providing services in sectors such as health, education, and asset management (Fatmawati et al., 2024). The defining characteristic of a Public Service Agencies is its operational and financial flexibility, which allows it to function with the dynamism and professionalism of the private sector while remaining a government entity. This flexibility is particularly critical in human resource management (Junaidi et al., 2023; Maulana, 2026). Traditional, rigid bureaucratic models (New Public Management) have often been found to hinder the ability of agencies to meet rapid public demands for quality service. Consequently, Government Regulation Number 23 of 2005 (later amended by Government Regulation No. 74 of 2012) explicitly allowed Public Service Agencies to recruit non-State Civil Apparatus professionals to meet specific technical and managerial needs.

A significant tension has emerged between the operational needs of Public Service Agencies and the restrictive provisions of the new State Civil Apparatus Law (Ramadhan, 2025). Article 65 of Law Number 20 of 2023 strictly prohibits Personnel-Appointing Officers and other government officials from hiring non-State Civil Apparatus personnel to fill State Civil Apparatus positions. Violations of this rule are subject to legal sanctions. This prohibition stems from a historical need to resolve the long-standing issues surrounding "honorary" or contract workers, which often created inequities in rights, careers, and the application of meritocracy (Ramli et al., 2025). By mandating a single, professional staffing framework, the government seeks to ensure legal certainty and bureaucratic integrity. However, for Public Service Agencies, this "one-size-fits-all" approach poses a direct threat to their specialized service delivery.

Data from the Public Service Agencies Integrated Online System (BIOS) as of 2024 reveals the scale of this challenge. Approximately 16.93% (177,805 individuals) of the total Public Service Agencies workforce currently holds non-State Civil Apparatus status. These are not merely administrative staff; they are predominantly highly skilled professionals. In health sector, hospitals Public Service Agencies, 40.51% (3,443) of doctors and specialists are professional non-State Civil Apparatus staff. These experts are distributed across major government hospitals under the Ministry of Health, police, and army. In education sector, universities Public Service Agencies, 18.76% (32,920) of personnel are non-State Civil Apparatus, including many Doctors and Professors who serve as the "intellectual assets" of their institutions.

The strict prohibition on recruiting non-State Civil Apparatus personnel creates a "brain drain" risk. If these professional statuses are no longer recognized or cannot be renewed, Public

Service Agencies risk losing their best talent to the private sector (Persada, Wati, & Geraldina, 2024). This is particularly concerning given that the performance of specialists and faculty members directly correlates with hospital service quality and the international rankings of universities (such as the QS World University Rankings). Currently, Indonesian universities Public Service Agencies struggle to compete globally, with even the top-ranked University of Indonesia trailing behind regional peers in Singapore and Malaysia (Brilyanti, 2025; Gaus et al., 2021).

The impact of these personnel challenges is reflected in the Maturity Rating—a performance measurement tool used by the Ministry of Finance (Atmaja et al., 2022; Indarto & Sunitiyoso, 2024). The rating evaluates six aspects across "result-based" (finance, service) and "process-based" (governance, capability, innovation, leadership, environment) categories. Recent data indicate a stagnation or decline in certain sub-sectors: (a) Service Aspect: Several sub-sectors have seen a decrease in points, suggesting that target achievement and community satisfaction are being tested; (b) Financial Aspect: Service quality is inextricably linked to revenue; if service drops due to lack of competent staff, the agency’s financial independence also suffers; (c) Internal Capability: This indicator specifically tracks how a Public Service Agencies manages its human resources, including recruitment and organizational support. It causes a problematic condition on human resources management.

Given the friction between the State Civil Apparatus Law’s reform goals and the operational realities of Public Service Agencies, an evaluation is essential. Through this content analysis, the research aims to provide a comprehensive perspective, from both the policy-makers and the executers, on the issues of apparatus reform of Public Service Agencies. Ultimately, this study seeks to offer recommendations that harmonize regulatory integrity with the professional flexibility required to provide high-quality public services in Indonesia.

METHOD

This research uses a qualitative approach with a descriptive content analysis method. The use of content analysis aims to generate information regarding the benefits and value of policy outcomes in resolving personnel governance issues in government agencies (Creswell & Creswell, 2018). This research is used to assess the personnel policy of health sector. This study adopts the public policy evaluation framework according to William N. Dunn (2018) (see Table 1). The evaluation was conducted by analyzing six comprehensive criteria to assess the extent to which civil servant management policies meet the needs of the Public Service Agencies organization.

Table 1. Policy evaluation criteria

Criteria	Indicator
Effectiveness	An assessment of the achievement of bureaucratic reform goals through a merit system compared to the reality of non-State Civil Apparatus employee status, which lacks clear policy.
Efficiency	A comparative analysis of employee expenditure data between State Civil Apparatus and non-State Civil Apparatus employees.
Adequacy	Assess whether currently available human resources are capable of meeting service performance standards based on point reductions in several maturity rating indicators.
Equity	Review the fairness of policy implementation across all Public Service Agency work units, considering the specific challenges in personnel management in the health and education sectors.

Responsiveness	Assess the extent to which State Civil Apparatus regulations accommodate the Public Service Agency need for flexibility in recruiting professional staff (managerial and non-managerial).
Appropriateness	Analyze the impact of policies on overall organizational performance and HR management.

The data used in this study are secondary data collected through documentation studies and electronic data searches, including: (a) Regulations and Policies: Law Number 20 of 2023 concerning State Civil Apparatus, Law Number 5 of 2014, and Government Regulations Number 23 of 2005 and Number 74 of 2012 concerning Financial Management of Public Service Agencies; (b) Performance and Personnel Data: Statistical data from the Public Service Agencies Integrated Online System (BIOS) application as of 2024, managed by the Directorate of Public Service Agencies Financial Management Development, Ministry of Finance; (c) Performance Report: Maturity Rating of Public Service Agencies, covering financial, service, and internal capability aspects; (d) Related Literature: Scientific journals, books, and previous research results relevant to human resource management, merit systems, and public policy evaluation. Technically, those data are triangulated and analyzed to find the policy description on managing personnel of health sector of Public Service Agencies.

RESULTS AND DISCUSSION

This analysis and discussion are based on Dunn's public policy evaluation criteria, which include effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. This evaluation focuses on the implementation of Law Number 20 of 2023 concerning the State Civil Apparatus and its impact on the flexibility of human resource management in Public Service Agencies.

Effectiveness

The effectiveness criteria in Dunn's (2018) evaluation framework focus on whether the unit of analysis has achieved the desired outcome (unit of outcome) or the extent to which policy objectives have been achieved. In the context of implementing Law Number 20 of 2023 concerning the State Civil Apparatus, effectiveness is measured by the success of bureaucratic transformation towards a genuine merit system, employee professionalism, and improved quality of public services in government agencies, particularly Public Service Agencies.

Based on primary data from the Public Service Agencies Integrated Online System (BIOS) in 2024, the effectiveness of the State Civil Apparatus Law faces significant challenges in meeting the need for competent human resources. The primary objective of the State Civil Apparatus Law is to eliminate non-standardized personnel barriers and replace them with a single system (Civil Servant and Government Employees with Work Agreements) to ensure quality. However, the analysis reveals significant gaps:

1. **Reliance on Non-State Civil Apparatus Personnel.** As of 2024, 177,805 employees (16.93%) within the Public Service Agency will still be non-State Civil Apparatus. In crucial sectors like health, 40.51%, or 3,443 specialist doctors, will still be non-State Civil Apparatus.
2. **Regulatory Barriers.** The implementation of Article 65 of Law No. 20/2023, which explicitly prohibits Personnel Development Officers from recruiting non-State Civil Apparatus personnel, has created operational bottlenecks. Public Service Agency, which have historically enjoyed recruitment flexibility through Government Regulation No. 23 of 2005, now lose a key tool to respond to the urgent need for skilled personnel.
3. **Legal Status Uncertainty.** From an effectiveness perspective, this policy has failed to provide certainty for 16.93% of existing employees. The lack of implementing regulations regarding transition management for non-State Civil Apparatus professionals in Public

Service Agencies has hampered the effectiveness of policies aimed at creating an "agile bureaucracy" due to administrative rigidity.

Theoretically, a policy is effective if the instruments used align with the problem at hand. In this case, the problem the government aims to address is the irregularity of honorary workers. However, for Public Service Agency, this policy is counterproductive. The ban on hiring non-State Civil Apparatus personnel without a rapid conversion scheme for professionals (such as specialist doctors and professors) threatens the sustainability of public services.

The effectiveness of this policy is undermined by a "one-size-fits-all" approach. The government aims to strengthen the merit system, but for those implementing it on the ground (Public Service Agency), the lack of access to independently recruit non-State Civil Apparatus experts actually undermines the organization's internal capabilities. This is evident in the Maturity Rating data for several Public Service Agency sub-groups, which have experienced declines in service and human resource aspects. The decline in points for agencies such as Health Centers and Museums indicates that recruitment restrictions have resulted in the agency's inability to meet minimum service standards.

Furthermore, the effectiveness of State Civil Apparatus transformation is threatened if there is a brain drain or exodus of experts from government agencies to the private sector due to the unclear status under the new law. Non-State Civil Apparatus professionals in Public Service Agency are often "intellectual assets" that cannot be easily replaced through the massive and general regular State Civil Apparatus selection process.

The current implementation of Law No. 20 of 2023 is considered ineffective in the context of Public Service Agencies. Although this policy has been successful in streamlining national personnel administration, it has functionally hampered the achievement of public service performance targets in Public Service Agency. Effectiveness can only be achieved if the government immediately issues specific regulations that provide discretion for Public Service Agency to continue managing professional personnel with merit standards, while remaining within the flexibility of Public Service Agency financial management.

Efficiency

In Dunn's (2018) evaluation framework, the efficiency criterion relates to the amount of effort (cost, time, and resources) required to achieve a given level of effectiveness. Efficiency is often expressed as the ratio between cost (input) and effectiveness (output). In the context of implementing Law Number 20 of 2023 concerning the State Civil Apparatus in Public Service Agencies, this criterion highlights how changes in personnel management impact the optimization of agency resources.

Secondary data analysis and regulatory review indicate that the HR management model at Public Service Agency prior to the enactment of the ban on non-State Civil Apparatus recruitment in Law No. 20/2023 was designed to achieve high efficiency through operational flexibility. Based on field findings:

1. **Personnel Spending Flexibility.** Based on Government Regulation Number 23 of 2005, Public Service Agency are authorized to recruit non-State Civil Apparatus professional personnel whose salaries are based on the agency's functional revenue, rather than relying entirely on the state budget. This allows Public Service Agencies to adjust staff numbers and qualifications to service volumes in real time.
2. **Human Resource Productivity Ratio.** Data shows that 16.93% of Public Service Agency employees are non-civil servants, the majority of whom are functional technical personnel (such as 40.51% of specialist doctors at Public Service Agency hospitals). The use of these non-civil servants is often more financially efficient for the government because agencies

pay based solely on performance contracts without the long-term pension burden inherent in civil servant status.

3. **New Procedural Barriers.** With the enactment of Article 65 of the Civil Servant Law, which prohibits independent recruitment of non-civil servants, the process of fulfilling human resource needs must go through a bureaucratic national civil servant selection mechanism. This increases "transaction costs" in human resource management, both in terms of lengthy recruitment times and rigid administrative procedures.

Theoretically, efficiency in modern public management (New Public Management) emphasizes a shift from rigid input control to output management. Public Service Agency is a manifestation of this theory, where efficiency is achieved through autonomy. However, Law No. 20/2023 tends to roll back this autonomy and lead to bureaucratic centralization.

Restrictions on non-civil servant recruitment create serious efficiency challenges. When a Public Service Agency Hospital or University urgently needs specific experts to increase revenue, they can no longer recruit directly. The inability to respond quickly to human resource needs results in suboptimal utilization of assets (such as operating rooms or laboratories), which is economically inefficient.

Furthermore, if all non-State Civil Apparatus professional staff must be converted to Government Employees with Work Agreements, a standardized payroll system will occur that may not align with professional industry standards. These risks causing job dissatisfaction for highly productive experts who are constrained by rigid State Civil Apparatus salary standards. The operational efficiency that has long been a Public Service Agency advantage—where human resource expenditures are directly proportional to increased service and revenue—is threatened by the administrative standardization of the State Civil Apparatus Law.

The implementation of Law No. 20/2023 has the potential to reduce managerial efficiency in Public Service Agency. Although this policy aims to standardize national personnel management to facilitate oversight, for agencies like Public Service Agency that are required to generate independent revenue, this policy increases bureaucratic burdens and reduces the agency's ability to manage human resources cost-effectively. Efficiency can only be maintained if there is discretion for Public Service Agency to continue using flexible professional contract schemes outside the regular State Civil Apparatus scheme.

Adequacy

According to Dunn (2018), the adequacy criterion in public policy evaluation measures the extent to which a policy outcome actually solves the existing problem. While effectiveness measures the achievement of objectives, adequacy questions whether those objectives are sufficient to address the root cause. In the context of implementing Law No. 20 of 2023 on Public Service Agencies, this criterion examines whether the standardization of State Civil Apparatus status is sufficient to meet the needs of specialization and quality of public services.

The analysis shows that the current State Civil Apparatus standardization policy has not achieved the desired level of adequacy for Public Service Agency operations. Key findings supporting this include:

1. **Decrease in Maturity Rating Score.** There are strong indications that limited HR management post-State Civil Apparatus Law contributed to the decline in organizational performance. Based on 2024 data, the Health Center sub-cluster experienced a decline in maturity score from 3.12 to 2.45. Similarly, the Museum sub-cluster declined from 1.94 to 1.51. This decline reflects that the current personnel system is insufficient to maintain stable service quality.
2. **Specialist Personnel Deficit.** Data shows a very high dependence on professional non-civil servant personnel. In the health sector, there are 3,443 specialist doctors (40.51%) who hold

non-State Civil Apparatus status. In the education sector, there are 32,920 teaching staff (18.76%) who are non-State Civil Apparatus, including lecturers with doctoral degrees and professorships.

3. **Capability Gap.** The State Civil Apparatus Law only provides for civil servant and Government Employees with Work Agreements pathways. For Public Service Agencies, these pathways are often insufficient to attract experts through competitive "professional contract" schemes. This lack of experts has a direct impact on low international competitiveness, as evidenced by the lagging ranking of Public Service Agency universities in Indonesia in the QS World University Rankings.

Theoretically, adequate policies should be able to address the challenges of the organizational environment. The main challenge for Public Service Agency is the need for highly skilled human resources and the flexibility to innovate. However, Law No. Law No. 20 of 2023 provides a solution in the form of centralization and standardization of employee status. This disconnect renders the policy "insufficient" to support the Public Service Agency business model.

The adequacy of this policy is questionable when we consider the fact that improving public services is highly dependent on internal capabilities. The decline in the capability aspect of the maturity rating indicates that restrictions on non-civil servant recruitment create a competency vacuum. For example, a Public Service Agency hospital that loses access to quickly recruit specialist doctors due to civil servant administrative barriers will experience a decline in the quality of medical services, ultimately defeating the Public Service Agency's goal of improving public welfare.

Furthermore, the current Government Employees with Work Agreements (Supplier Personnel) scheme is insufficient to fully replace the role of non-civil servant professionals. This is due to the Government Employees with Work Agreements salary and career development system, which is still administrative and not fully market-based. If this policy is enforced without exceptions or a special "professional Government Employees with Work Agreements" scheme for Public Service Agency, then this civil servant reform policy is deemed to fail to meet the prerequisites for adequacy in maintaining and improving existing public service standards.

Implementation of Law No. Law No. 20 of 2023 is considered inadequate to address human resource management issues in Public Service Agencies. This policy actually risks a decline in service quality and national competitiveness because it fails to accommodate the specific need for professional expertise. To achieve the adequacy criteria, derivative regulations are needed that allow Public Service Agencies to manage their human resources independently while remaining aligned with the principles of national meritocracy.

Equity

According to Dunn (2018), the equity or fairness criterion in policy evaluation relates to the distribution of benefits and burdens among different groups within society or an organization. A policy is considered fair if it provides equal treatment or distributes resources proportionally according to the needs of each unit. In the context of Law No. 20 of 2023, this criterion highlights whether the standardization of State Civil Apparatus status provides fairness for all government agencies or imposes a disproportionate burden on Public Service Agencies.

The analysis shows that the implementation of the State Civil Apparatus Law creates significant equity challenges between regular central/regional government agencies and Public Service Agencies:

1. **Unequal Regulatory Conflicts.** While general government agencies may be less impacted by the prohibition on contract workers, Public Service Agencies face significant burdens. Based on Government Regulation No. 23 of 2005, Public Service Agencies are granted special rights to manage their human resources flexibly. The new Civil Servant Law automatically revokes this flexibility without providing compensation through equal recruitment pathways, resulting in "regulatory injustice" for public service delivery units.
2. **Unequal Sectoral Burden.** The impact of this policy is not felt equally across all Public Service Agency sub-groups. The health (hospitals) and education (universities) sectors bear the greatest burden. Data shows that 40.51% of specialist doctors and 18.76% of lecturers/professors are non-civil servants. The sudden ban on non-civil servant recruitment places significantly greater operational pressure on these strategic sectors compared to other administrative sectors.
3. **Career Access and Welfare.** From an employee perspective, there is unequal access to civil servant positions. With the number of non-civil servant employees in Public Service Agencies reaching 177,805, the absence of quotas or special conversion pathways that consider length of service and specific skills creates a perception of injustice for those who have long served in government agencies on professional contracts.

Theoretically, the principle of equity demands that policies consider "different situations for different situations". Public Service Agencies are not purely bureaucratic agencies; they are government business entities that must compete with the private sector. Equating Public Service Agencies recruitment rules with those of other technical agencies or ministries ignores the organization's unique characteristics (distinctions).

Inequity arises when the government demands that Public Service Agencies continuously improve their performance and Maturity Rating (as reflected in the Ministry of Finance's targets), while simultaneously removing the tools (professional non-civil servant human resources) used to achieve these targets. This creates an imbalance between responsibility and authority.

Furthermore, if this policy continues to be enforced without exception, service quality will level out. Agencies that previously excelled due to their flexible human resources will experience a decline in quality, becoming on par with less developed agencies due to limited skilled personnel. This injustice will ultimately harm the public as service users, as access to specialist doctors or qualified instructors in government agencies is reduced compared to the private sector, which remains free to recruit experts.

The implementation of Law No. 20 of 2023 is deemed to have failed to meet the criteria for equity in the context of Public Service Agencies. This policy creates a disproportionate operational burden for public service agencies and fails to provide equity for non-civil servant professionals who are the backbone of service delivery. To achieve equity, an asymmetric policy is needed, where Public Service Agencies are given discretionary human resource management that differs from administrative bureaucratic agencies in order to maintain competitiveness and service quality.

Responsiveness

According to Dunn (2018), the responsiveness criterion in policy evaluation measures the extent to which a policy satisfies the needs, preferences, or values of a specific target group. Responsiveness is closely related to the responsiveness of policymakers to the aspirations and real conditions faced by implementers in the field. In this context, the evaluation focused on whether Law No. 20 of 2023 has addressed the specific needs of Public Service Agencies in their personnel management.

The analysis revealed a significant gap in responsiveness between the centralized State Civil Apparatus regulations and the dynamic operational needs of Public Service Agencies. Findings from the field include:

1. **Urgent Recruitment Requests.** Despite the prohibition in Article 65 of the State Civil Apparatus Law, evidence shows that in 2025, many Public Service Agencies continued to apply for the recruitment of non-State Civil Apparatus personnel. This was due to the urgent need to maintain minimum service standards, which could not be postponed. A clear example is seen in institutions such as the National Brain Center Hospital (RSPON) and the Cicendo Eye Hospital, which rely heavily on non-State Civil Apparatus functional personnel.
2. **Managerial and Technical Position Needs.** Public Service Agencies require flexibility not only for executive positions, but also for professional managerial positions capable of integrating a private sector work culture into the bureaucracy. The current State Civil Apparatus Law focuses more on administrative standardization of regular civil servants and Government Employees with Work Agreements (Regional Employee Assistance Programs), thus not fully addressing the Public Service Agency's need for a "Managerial Government Employees with Work Agreements" scheme, or contract experts who can be recruited quickly according to market needs.
3. **Employee Population Data.** At UPN Veteran Jakarta, there are 165 non-State Civil Apparatus employees, and at RSPON there are 331 (32.7% of the total). These figures indicate that the Public Service Agency's organizational structure is built on a foundation of non-State Civil Apparatus personnel. Policies that prohibit their presence without providing equivalent alternatives demonstrate a lack of policy responsiveness to the existing organizational structure.

Theoretically, the responsiveness of public policy is tested when the environment changes rapidly. Public Service Agencies operate in the health and education sectors, where change is exponential. The inability of the Civil Service Law to accommodate recruitment flexibility demonstrates that this policy has not "heard" the voices of policy implementers (Public Service Agencies), as the frontline of public services.

This lack of responsiveness impacts organizational motivation. When Public Service Agencies aspirations to retain professional experts are hampered by rigid regulations, managerial uncertainty arises. The Ministry of Administrative and Bureaucratic Reform, as the policymaker, tends to view the system from a uniform perspective (national meritocracy), while Public Service Agency views it from a service continuity perspective.

This mismatch creates the risk of "administrative insubordination," where Public Service Agencies are forced to seek legal loopholes or continue conducting emergency recruitment to avoid service failures (such as patient refusals or class suspensions). Therefore, a civil service policy can be considered responsive only if it provides "room for discretion" or a special pathway for Public Service Agencies. This pathway must allow Public Service Agencies to continue recruiting professionals according to their functional needs, while remaining under the oversight of the national merit system.

The implementation of Law No. 20 of 2023 is deemed insufficiently responsive to the needs of Public Service Agencies. This policy is overly top-down and fails to consider the unique managerial and technical needs of institutions with financial autonomy. To improve responsiveness, the government needs to immediately draft implementing regulations specifically governing human resource management in public service agencies, so that the transformation of civil servants does not stifle innovation and agility in public services.

Appropriateness

According to Dunn (2018), the criteria for appropriateness in policy evaluation differ from those for effectiveness or efficiency. Appropriateness questions whether the objectives of a policy (the desired goal) are worthwhile and worth pursuing in a given situation. This analysis examines the alignment between the grand vision of bureaucratic reform in Law No. 20 of 2023 and the reality of strategic needs within Public Service Agencies.

The analysis reveals a conflict of values between bureaucratic standardization and the need for competitiveness within public service agencies. The key findings underlying this appropriateness analysis are:

1. **Impact on Organizational Performance.** The misalignment between the prohibition on non-State Civil Apparatus recruitment and operational needs is clearly reflected in performance data. The decline in Maturity Ratings for internal capabilities and service aspects indicates that this policy, while administratively orderly, is not effectively targeting the performance of Public Service Agencies organizations with their unique characteristics.
2. **Risk of Intellectual Asset Loss.** In the education sector, the quality of human resources (lecturers and professors) is a determining factor in international rankings (QS World University Rankings). The rigid implementation of the Civil Service Law threatens the status of non-civil service professionals, who constitute "intellectual assets." Forcing them into an administrative civil service scheme is considered inappropriate because it could reduce flexibility in research and innovation.
3. **Unpreparedness of Transition Instruments.** This policy is considered ill-timed because it was implemented at a time when institutions such as hospitals and universities are trying to accelerate post-pandemic services. The prohibition on recruitment without a "Professional Government Employees with Work Agreements" scheme equivalent to industry standards indicates that the policy instruments are not yet ready to support the law's overarching objectives.

Theoretically, the criterion of appropriateness relates to substantive rationality. The question is not simply "are we doing something right?" but "are we doing the right thing?". Standardizing employee status to eliminate the honorarium system is the right step for national justice, but applying it absolutely to Public Service Agency without exception is strategically inappropriate.

Public Service Agency is designed as an "entrepreneurial" entity within the government (entrepreneurial government). The appropriateness of the Civil Servant Law is questioned when the regulation actually "shackles" the agility of Public Service Agencies. For example, in hospitals like RSPON or Cicendo Eye Hospital, the presence of non-civil servant specialist doctors is not simply a matter of employment status, but rather an urgent need for patient safety. Forcing the termination of these non-civil servant workers for the sake of maintaining orderly civil servant administration is inappropriate from a humanitarian and economic perspective for public services.

Furthermore, the appropriateness of this policy also impacts Indonesia's future global competitiveness. If Public Service Agency universities lose their ability to recruit foreign experts or professional practitioners due to the limitations of the civil servant scheme, the policy's goal of creating a world-class bureaucracy will be frustrated. A policy will achieve a high degree of appropriateness only if it accommodates the specificities of work units that are oriented toward results and competitive services, not simply procedural uniformity.

The implementation of Law No. 20 of 2023 is deemed inappropriate if it is applied uniformly to all Public Service Agency without policy differentiation. While the intent of standardizing civil servants is well-intentioned for national integrity, its impact on declining service performance and the threat of losing skilled personnel demonstrates the need for

substantial review. Policy accuracy will be achieved if the government can balance orderly civil servant administration with the flexibility of performance-based HR management in public service agencies.

CONCLUSION

The implementation of Law No. 20 of 2023 concerning State Civil Apparatus within the Public Service Agency environment demonstrates a significant gap between the goal of national bureaucratic standardization and the need for flexible operations. In terms of effectiveness and adequacy, this policy has not been able to address the challenge of meeting the needs of specialist human resources, as evidenced by the decline in the Maturity Rating score and the high dependence on non-State Civil Apparatus personnel (16.93% of total employees and >40% specialist doctors). In terms of efficiency and responsiveness, the ban on non-State Civil Apparatus recruitment hinders the agility of Public Service Agency in responding to market needs and reducing operational costs independently. An evaluation of equity and appropriateness concluded that this "one-size-fits-all" policy is unfair to Public Service Agency that are required to be competitive, thus risking reducing the quality of public services and the international competitiveness of government agencies.

REFERENCES

- Al-Oun, S., & Al-Khasawneh, Z. (2025). Sustainable human resource management and career quality in public utilities: Evidence from Jordan's electricity sector. *Sustainability*, 17(11), 4866. <https://doi.org/10.3390/su17114866>
- Almalik, R. M. B., & Handayani, I. G. A. K. R. (2024, December). Ambiguity Status of Government Employees with Employment Agreements (PPPK) as Civil Servant. In *International Conference on Cultural Policy and Sustainable Development (ICPSD 2024)* (pp. 534-541). Atlantis Press. https://doi.org/10.2991/978-2-38476-315-3_73
- Anggara, S. (2025). Public policy reform in Indonesia: Navigating bureaucratic culture in the age of disruption. *TEC EMPRESARIAL*, 20(2), 716-728. <https://doi.org/10.1229/tecempresarialjournal.v20i2.637>
- Atmaja, D. S., Fachrurazi, F., Abdullah, A., Fauziah, F., Zaroni, A. N., & Yusuf, M. (2022). Actualization of performance management models for the development of human resources quality, economic potential, and financial governance policy in Indonesia Ministry of Education.
- Brewer, G. A., Kellough, J. E., & Rainey, H. G. (2022). The importance of merit principles for civil service systems: Evidence from the US federal sector. *Review of Public Personnel Administration*, 42(4), 686-708. <https://doi.org/10.1177/0734371X211026008>
- Brilyanti, F. A. (2025). Strategy for Internationalizing Indonesian Higher Education Institutions to Enhance Global Competitiveness. *The Journal of Indonesia Sustainable Development Planning*, 6(2), 281-296. <https://doi.org/10.46456/jisdep.v6i2.693>
- Creswell, J. W. & Creswell, J. D. (2018). *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches*. Los Angeles: Sage.
- Doing, M., Kartian, D., & Ibad, M. I. (2024). Strengthening the Constitutional Law System (Legal Challenges and Strategies in Handling the Social, Economic and Political Crisis in Indonesia). *Journal Equity of Law and Governance*, 5(1), 113-122. <https://doi.org/10.22225/elg.5.1.10260.113-122>
- Dunn, W. N. (2018). *Public Policy Analysis: An Integrated Approach* (6th ed.). Routledge.
- Fatmawati, E., Suharto, B., Amrozi, S. R., Suhma, W. K., Yudiawan, A., Ilyasin, M., & Suhma, F. M. (2024). Change management towards good university governance in Indonesia: study at Islamic religious universities based on BLU mandate. *Cogent Social Sciences*, 10(1), 2333081. <https://doi.org/10.1080/23311886.2024.2333081>

- Gaus, N., Malago, J. D., Basri, M., Mustaking, M., Paramma, M. A., Maharani, N., & Angraeni, R. (2021). Why are academics of science more productive than those of social science? Evidence from Indonesia. *Journal of Applied Research in Higher Education*, 13(2), 369-387. <https://doi.org/10.1108/JARHE-01-2020-0007>
- Indarto, A., & Sunitiyoso, Y. (2024). Analysis Of Internal Factors Affecting The Implementation Of Maturity Rating Policies In The Healthcare Public Service Agency Of Indonesia. *Jurnal Syntax Admiration*, 5(1), 206-219. <https://doi.org/10.46799/jsa.v5i1.990>
- Junaidi, J., Yusrizal, Y., Marzal, J., & Jumaili, S. (2023). Evaluating the maturity level of public service agency at Jambi University: Analysis and recommendations for enhancing public services. *Jurnal Perspektif Pembiayaan dan Pembangunan Daerah*, 10(6), 439-450. <https://doi.org/10.22437/ppd.v10i6.20873>
- Koeswahyono, I. (2024). A Model of State-Owned Asset Management Based on Pancasila Values: Achieving the Highest and Best Use. *Arena Hukum*, 17(3), 465-489. <https://doi.org/10.21776/ub.arenahukum2024.01703.1>
- Maulana, A. C. (2026). Financial Management of Regional Public Service Agencies: an Analysis of Flexibility, Accountability, and Performance in the Perspective of Public Governance. *Indonesian Journal of Multidisciplinary Science*, 5(5), 336-342. <https://doi.org/10.55324/ijoms.v5i5.1263>
- Muhammad, M., & Husen, L. O. (2019). State Civil Apparatus in Indonesia in the Conception of Welfare State: A Study of Legal Material Law Number 5 Year 2014 on State Civil Apparatus. *Asian Social Science*, 15(3), 64. <https://doi.org/10.5539/ass.v15n3p64>
- Persada, T., Wati, L. N., & Geraldina, I. (2024). Financial Strategies of State Universities in Transition to Public Service Agencies: A Case Study of Universitas Bangka Belitung. *Society*, 12(1), 27-49. <https://doi.org/10.33019/society.v12i1.687>
- Pribadi, U., & Kim, H. J. (2022). Impacts of cultural behavior of civil servants on citizens' satisfaction: A survey on licensing services of Indonesian local government agencies. *Journal of Public Affairs*, 22(4), e2662. <https://doi.org/10.1002/pa.2662>
- Rahman, F., Wantu, F. M., & Abdussamad, Z. (2026). Merit-Based Civil Service Management: A Rule of Law Perspective. *Journal of Public Representative and Society Provision*, 6(1), 207-219. <https://doi.org/10.55885/jprsp.v6i1.808>
- Ramadhan, M. N. (2025). Threats to The Meritocracy and Neutrality of State Civil Apparatus. *South-East Asian Journal of Advanced Law and Governance*, 2(1), 70-83. <https://doi.org/10.22146/seajalgov.v2i1.20290>
- Ramli, V., Anwary, I., Suprpto, S., & Erlina, E. (2025). Reforming the Bureaucratic Frontiers: An Analysis of Legal Implications, Concepts and Challenges for Non-Civil Servant Employees in Indonesia. *Strata Law Review*, 3(2), 102-114. <https://doi.org/10.59631/slr.v3i2.435>
- Ramli, V., Anwary, I., Suprpto, S., & Erlina, E. (2025). Reforming the Bureaucratic Frontiers: An Analysis of Legal Implications, Concepts and Challenges for Non-Civil Servant Employees in Indonesia. *Strata Law Review*, 3(2), 102-114.
- Silitonga, M. S., Van Duijn, M., Heyse, L., & Wittek, R. (2019). Setting a good example? The effect of leader and peer behavior on corruption among Indonesian senior civil servants. *Public Administration Review*, 79(4), 565-579. <https://doi.org/10.1111/puar.13059>
- Yulian, R. A., & Nurmawati, D. (2026). Governance of Cultural Policy and Public Participation in the Era of Digital Bureaucratic Reform. *Qriset Indonesia Journal of Social and Political Science*, 1(1), 27-34. <https://doi.org/10.63668/qijsps.v1i1.63>

Yuniawan, A., Hersugondo, H., Mas' ud, F., Latan, H., & Syaichu, M. (2026). Enhancing civil servants' job satisfaction through AMO HR practices and work–life support. *Journal of Public Affairs*, 26(2), e70131. <https://doi.org/10.1002/pa.70131>