

Original Research Article

Implementing the Government Contract Employment Policy: Insights from Indonesia's Public Sector Reform

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Abstract: This study aims to analyze the implementation of the Government Employee with Work Agreement (PPPK) policy as part of public sector reform in the Malang Regency Government. The study employs a descriptive qualitative approach using a case study methodology. Data were collected through in-depth interviews, observations, and documentation involving officials from the Civil Service and Human Resource Development Agency (BKPSDM) and analyzed using the Miles, Huberman, and Saldaña interactive model within the policy implementation framework proposed by Mazmanian and Sabatier. The results indicate that the implementation of the PPPK policy proceeded through four main stages: planning civil service needs, setting recruitment priorities, conducting recruitment and selection via a digital system, and managing factors that support and hinder implementation. The success of the implementation was supported by local government commitment, institutional capacity, interagency coordination, and the utilization of digital systems, while local fiscal constraints, changes in central government policy, and administrative obstacles remained the main challenges. This study concludes that the effectiveness of PPPK policy implementation is determined not only by compliance with regulations but also by the quality of civil service workforce planning, the establishment of objective priorities, and organizational capacity in managing the dynamics of policy implementation. These findings contribute to the development of research on policy implementation and civil service management reform at the local government level.

Keywords: Government Contract Employment, Policy Implementation, Public Sector Reform, Merit System, Local Government.

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1. INTRODUCTION

Public sector reform has become a top priority in many countries to enhance the capacity of bureaucracies to be more effective, adaptive, and focused on public service. This transformation is marked by a paradigm shift in public administration from the traditional bureaucratic system toward *New Public Management* (NPM), which emphasizes efficiency, organizational flexibility, accountability, and performance-based human resource management (Roach *et al.*, 2025). In subsequent developments, these reforms have focused not only on organizational structural changes but also on modernizing the civil service system through the implementation of employment contract mechanisms capable of enhancing the organization's capacity to respond to increasingly dynamic public service needs (Potoski *et al.*, 2025). Therefore, the success of public sector reform is no longer measured solely by the enactment of new regulations but by the

government's ability to effectively implement these policies at the operational organizational level.

In Indonesia, civil service management reform is being implemented through changes to the personnel system that categorize civil servants into Civil Servants (PNS) and Government Employees with Employment Contracts (PPPK). This policy is part of the national bureaucratic reform agenda aimed at strengthening the merit system, enhancing the professionalism of civil servants, and resolving the long-standing issue of non-ASN personnel. These regulations were first established through Law No. 5 of 2014 on the Civil Service, followed by Government Regulation No. 49 of 2018 on the Management of Government Employees with Work Contracts, and further reinforced by Law No. 20 of 2023 on the Civil Service. These reforms fundamentally shifted the orientation of civil service recruitment from an administrative approach toward a system based on

competence, transparency, and accountability, as an implementation of the merit system principle (Malik & Prasajo, 2023; Pradana, 2025).

Various studies indicate that the implementation of the PPPK policy has become a key instrument in civil service management reform in Indonesia; however, the outcomes of its implementation remain mixed. Hanamunika *et al.*, (2021) found that the implementation of the PPPK policy in the Bandung Regency Government was influenced by the effectiveness of communication, inter-organizational coordination, and the bureaucracy's readiness to carry out the recruitment stages. Syafrudin *et al.*, (2026) found that the implementation of the PPPK policy in the education sector faces challenges in aligning staffing needs, organizational capacity, and human resource management. Meanwhile, Triyunistira *et al.*, (2025) emphasized the importance of institutional coordination in the recruitment of PPPK health workers to ensure the recruitment process aligns with policy objectives. From a legal perspective, Febriadi *et al.*, (2025) focus more on legal protections for PPPK as part of civil service reform, whereas Sumantri *et al.*, (2025) discuss the political neutrality of PPPK after they are appointed as government officials. Although these studies make important contributions, they still tend to examine policy implementation in a sectoral or partial manner; thus, they have not yet provided a comprehensive understanding of how the interaction between policy characteristics, the complexity of the issues, organizational capacity, and the implementation environment determines the success of PPPK recruitment at the local government level.

The limitations of previous research indicate room for further study on the implementation of PPPK policies. First, most studies still focus on procedural evaluations or compliance with regulations, while the relationship between problem characteristics, the policy's ability to guide implementation, and the influence of the organizational environment has not been comprehensively analyzed. Second, the advancement of public administration digitization through the use of the SSCASN system, Computer-Assisted Testing (CAT), electronic verification, and the integration of civil service data has transformed policy implementation mechanisms; however, these aspects are still rarely incorporated into analyses of PPPK policy implementation (Abdulnabi, 2024). Third, the implementation of the PPPK policy involves numerous actors, such as the Ministry of State Apparatus and Bureaucratic Reform (PANRB), the National Civil Service Agency (BKN), the Regional Civil Service and Human Resources Agency (BKPSDM), and local government agencies; thus, its success is influenced not only by regulations but also by the capacity of the street-level bureaucracy, collaborative governance, and the quality of human resource management (Chang & Brewer, 2023; Picavet *et al.*, 2023; Mwita & Kitole, 2025). Thus, there remains a research gap regarding how

these various dimensions interact in determining the success of PPPK recruitment policy implementation at the local government level.

Based on this gap, this study adopts the policy implementation perspective of Mazmanian and Sabatier (1983), which explains that implementation success is determined by the tractability of the problem, the ability of the statute to structure implementation, and non-statutory variables affecting implementation. This perspective is reinforced by Edwards III (1980), who emphasizes the importance of communication, resources, implementers' dispositions, and bureaucratic structure as determinants of policy implementation success. Unlike previous studies, this research not only evaluates the implementation of the PPPK recruitment policy but also integrates perspectives on policy implementation, public sector reform, merit systems, collaborative governance, the implementing bureaucracy, and administrative digitization in analyzing the implementation of the PPPK recruitment policy in the Malang Regency Government. Thus, this research makes a theoretical contribution by deepening the understanding of PPPK recruitment policy implementation at the local government level and offers practical contributions in the form of policy recommendations to strengthen civil service management governance in support of Indonesia's bureaucratic reform agenda.

2. LITERATURE REVIEW

2.1. Public Sector Reform and Government Contract Employment Policy

Public sector reform is a process of transforming government governance aimed at improving organizational efficiency, the quality of public services, accountability, and the performance orientation of civil servants. A paradigm shift from traditional bureaucracy toward New Public Management (NPM) has prompted governments in various countries to adopt more flexible human resource management systems, including the use of contract employment schemes in the public sector. This reform is viewed as an effort to enhance an organization's ability to align workforce needs with the dynamics of public service delivery without compromising the principles of accountability and professionalism (Roach *et al.*, 2025).

In the context of public sector contract management, the success of a policy is determined not only by the contract design but also by the organization's ability to manage relationships among stakeholders, develop civil servant competencies, and reduce various implementation barriers. Therefore, public contracts must be understood as governance instruments that require organizational capacity, managerial competence, and interagency coordination so that policy objectives can be effectively achieved (Potoski *et al.*, 2025).

In Indonesia, this reform has been implemented through changes to the Civil Service (ASN) system by introducing Government Employees with Work Agreements (PPPK) as part of the national civil service system. The PPPK policy is not only aimed at meeting the needs of the government workforce but also serves as an instrument of bureaucratic reform to strengthen the merit system and enhance the professionalism of public services in accordance with Law No. 5 of 2014, Government Regulation No. 49 of 2018, and Law No. 20 of 2023.

2.2. Policy Implementation Perspective

Policy implementation is a stage that determines the success of a public policy because it is the process of translating political decisions into administrative actions. Mazmanian and Sabatier (1983) explain that policy implementation is influenced by three main dimensions: the tractability of the problem, the ability of the statute to structure implementation, and non-statutory variables affecting implementation. This framework is one of the most widely used *top-down* approaches in policy implementation research because it explains the relationship between policy design and implementation outcomes.

To complement this, Edwards III (1980) asserts that the effectiveness of policy implementation is determined by four main factors: communication, resources, the disposition of implementers, and bureaucratic structure. This perspective provides an operational explanation of how policies are carried out by implementing organizations and can thus be used to strengthen the analysis of PPPK implementation at the local government level.

Developments in the literature on policy implementation indicate that *top-down* and *bottom-up* approaches are no longer viewed as two conflicting perspectives, but rather as complementary ones in explaining the complexity of public policy implementation. A synthesis of these two approaches provides a more comprehensive understanding of the interactions between policy design, organizational capacity, and the behavior of implementing actors in achieving successful implementation.

2.3. Merit System, Street-Level Bureaucracy, and Collaborative Governance

The success of the PPPK recruitment policy implementation cannot be separated from the application of a merit system in civil service management. The merit system emphasizes that the entire civil service recruitment process must be based on competence, qualifications, and performance without being influenced by political interests or personal relationships. The implementation of this system serves as the cornerstone of Indonesia's bureaucratic reform in building a professional and ethical civil service (Malik & Prasajo, 2023).

At the implementation level, policies are not automatically carried out simply because regulations exist. The street-level bureaucracy has considerable discretion in translating policies into day-to-day administrative practices. Therefore, organizational capacity, civil servant competence, and decision-making ability at the operational level are critical determinants of the quality of policy implementation (Chang & Brewer, 2023).

Furthermore, the implementation of the PPPK policy involves numerous institutions, including the Ministry of State Apparatus and Bureaucratic Reform (PANRB), the National Civil Service Agency, the Regional Civil Service and Human Resource Development Agency (BKPSDM), and local government agencies. These conditions indicate that successful implementation requires collaborative governance capable of integrating communication, coordination, and the division of roles among organizations so that policy objectives can be consistently achieved (Picavet *et al.*, 2023).

2.4. Empirical Studies and Research Position

Research on the implementation of the PPPK policy in Indonesia shows that the success of implementation is influenced by various organizational and institutional factors. Hanamunika *et al.*, (2021) found that the implementation of the PPPK policy in Bandung Regency was influenced by the effectiveness of communication, coordination, and the bureaucracy's readiness to carry out each stage of the recruitment process. Syafrudin *et al.* (2026) demonstrated that the implementation of the PPPK policy in the education sector contributes to strengthening the merit system but still faces challenges such as disparities in staffing needs, performance evaluation, and the synchronization of central and local policies.

In the health sector, Triyunistira *et al.*, (2025) emphasize that inter-institutional coordination is a key factor in ensuring the effectiveness of the PPPK recruitment process. Meanwhile, Pradana (2025) explains that the emergence of PPPK is part of institutional reform aimed at correcting practices in the management of honorary staff and transitioning toward a merit-based recruitment system. From a legal perspective, Febriadi *et al.*, (2025) place greater emphasis on the legal protection of PPPK, whereas Sumantri *et al.*, (2025) examine the political neutrality of PPPK after they are appointed as government officials.

Although these various studies have made important contributions, most still focus on sectoral aspects, legal aspects, or evaluations of implementation within specific organizations. This study takes a different approach by comprehensively analyzing the implementation of the PPPK recruitment policy at the local government level through the integration of perspectives on policy implementation, public sector

reform, the merit system, collaborative governance, and the implementing bureaucracy. Thus, the findings of this study are expected to broaden understanding of the

factors that determine the success of PPPK recruitment policy implementation within the context of bureaucratic reform in Indonesia.



Figure 1: Conceptual Framework of Government Contract Employment Policy Implementation

Figure 1 illustrates the conceptual framework of this study, which is based on a synthesis of theories of public sector reform and policy implementation. This framework adopts the policy implementation model proposed by Mazmanian and Sabatier (1983) and supported by Edwards (1980) to explain that the success of PPPK policy implementation is influenced by the characteristics of the problem, policy design, and the implementation environment. The interaction of these three dimensions determines the effectiveness of policy implementation in realizing a professional, merit-based, and accountable civil service management system.

3. RESEARCH METHOD

This study employs a qualitative approach using descriptive methods to analyze the implementation of the policy on the recruitment of Government Employees with Work Agreements (PPPK) within the Malang Regency Government, based on Government Regulation

No. 49 of 2018 on the Management of Government Employees with Work Agreements. This approach was chosen because it provides an in-depth understanding of the policy implementation process, interactions among actors, and the factors influencing the success of policy implementation at the local government level.

The research was conducted at the Malang Regency Government, focusing on the Civil Service and Human Resource Development Agency (BKPSDM) as the local government agency responsible for administering the recruitment of PPPK. Research informants were selected using purposive sampling, specifically individuals who possess the authority, knowledge, and direct involvement in the PPPK recruitment policy implementation process, thereby enabling them to provide information relevant to the research focus. The characteristics of the research informants are presented in Table 1.

Table 1: Characteristics of Research Informants

Code	Position	Agency	Role in the Implementation of the PPPK Policy
I1	Head of BKPSDM	BKPSDM of Malang Regency	Person in charge of policy implementation
I2	Analyst, BKPSDM	Malang Regency BKPSDM	Administrative Coordinator
I3	Division Head	BKPSDM of Malang Regency	PPPK Procurement Coordinator
I4	Selection Team	Malang Regency BKPSDM	Selection and Verification Officer
I5	OPD Representatives	Malang Regency Government	Proposer of staffing needs

Source: Compiled by the author based on research data (2025)

As shown in Table 1, research informants were selected based on their direct involvement in each stage of PPPK recruitment policy implementation so that they could provide comprehensive information regarding the policy planning, implementation, and evaluation processes. Furthermore, the research data consists of primary and secondary data. Primary data was obtained through in-depth interviews and observations of the policy implementation process, while secondary data was obtained through a review of various laws and regulations, PPPK recruitment documents, selection implementation reports, and other administrative documents related to the implementation of the PPPK recruitment policy. Data collection was conducted through observation, interviews, and documentation, while data validity was ensured through source triangulation and methodological triangulation to obtain valid and consistent information.

Data analysis was conducted descriptively using the policy implementation framework proposed by Mazmanian and Sabatier (1983) as the analytical foundation. The analysis focused on three main dimensions: the characteristics of the problem (tractability of the problem), the policy's ability to structure implementation (ability of statute to structure implementation), and the implementation environment (non-statutory variables affecting implementation). These three dimensions were used to identify factors that support or hinder the implementation of the PPPK recruitment policy in the Malang Regency Government and to explain the relationship between policy design and implementation practices.

4. RESULTS

4.1. Planning Government Contract Employment Requirements

The research findings indicate that the planning of staffing needs for Government Employees with Work Agreements (PPPK) in the Malang Regency Government is carried out through a mechanism that adheres to central government regulations. This process begins with the preparation of a Job Analysis (Anjab) and a Workload Analysis (ABK) for each local government agency to identify staffing needs based on job type, workload, and the status of available personnel. The results of these analyses are then submitted to the Civil Service and Human Resource Development Agency (BKPSDM) for verification and reconciliation before being proposed as PPPK positions through the e-Formasi system.

The results of the interview with Informant I1 confirm that the determination of PPPK staffing needs is carried out systematically, using the Job Analysis (Anjab) and Workload Analysis (ABK) as the basis for determining actual staffing needs. The informant stated:

"...the determination of PPPK staffing needs is carried out through Job Analysis (Anjab) and Workload Analysis (ABK), which are then

compared with the number of available civil servants (ASN), thereby serving as the basis for drafting the proposed PPPK staffing plan in accordance with public service needs, local budget capacity, and central government approval." (I1, interview, May 18, 2026).

In addition to the interview results, observations and documentation indicate that all proposed staffing needs from local government agencies are reconciled by the BKPSDM through stages of data verification, the development of a job mapping, and alignment with the region's fiscal capacity before being submitted to the Ministry of State Apparatus and Bureaucratic Reform (PANRB) through the State Civil Service Agency (BKN). This mechanism is implemented in stages in accordance with applicable procedures for establishing ASN staffing plans and serves as the basis for determining PPPK staffing in Malang Regency.

4.2. Determining Recruitment Priorities

The research findings indicate that the prioritization of Government Employee with Work Agreements (PPPK) staffing quotas in the Malang Regency Government is based on the organization's actual needs, as determined through Job Analysis (Anjab) and Workload Analysis (ABK). In addition, the local government also considers public service needs, civil service shortages in each local government agency, the status of non-civil service personnel, the region's financial capacity, and priority policies established by the central government.

The results of an interview with Informant I1 indicate that the prioritization of recruitment quotas is not only based on staffing needs but also takes into account the service sectors prioritized by the government. The informant stated:

"The determination of PPPK staffing quotas is based on the results of the Job Analysis (Anjab), Workload Analysis (ABK), public service needs, and strategic sector priorities." (I1, interview, May 18, 2026).

This statement was reinforced by Informant I2, who explained that the prioritization of staffing follows central government policy by prioritizing the fulfillment of basic services. The informant stated:

"We follow the central government's directives, which emphasize the provision of basic services namely, teachers and healthcare workers as well as the resolution of issues regarding non-ASN personnel." (I2, interview, May 12, 2026).

This finding is also supported by Informant I3, who stated that the determination of recruitment quotas is carried out by considering the organization's actual needs, the local government's budgetary capacity, and national policies before obtaining approval from the central government.

Overall, the research results indicate that the prioritization of PPPK staffing quotas in the Malang Regency Government is carried out through a process that integrates organizational needs, public service priorities, local fiscal capacity, and national policies. This mechanism ensures that the proposed staffing quotas align with civil service needs while supporting improvements in the quality of public services.

4.3. Recruitment and Selection Process

The research findings indicate that the recruitment and selection process for Government Employees with Work Agreements (PPPK) in the

Malang Regency Government is carried out in stages in accordance with the provisions of Government Regulation No. 49 of 2018. This process includes the announcement of vacancies, registration through the SSCASN portal, administrative screening, competency-based selection using a Computer-Assisted Test (CAT), the announcement of selection results, and the proposal for PPPK Identification Numbers. All stages are carried out through coordination between the BKPSDM, the State Civil Service Agency (BKN), and the Ministry of PANRB. A summary of the recruitment and selection stages is presented in Table 2.

Table 2: PPPK Recruitment and Selection Process

Stage	Research Findings
Job Posting Announcement	Information on PPPK recruitment is publicly announced through the BKPSDM website, social media, circular letters, and the SSCASN portal so that it is accessible to all prospective applicants.
Registration	Applicants register online through the SSCASN portal by filling out their personal information and uploading the required documents as specified.
Administrative Screening	BKPSDM verifies the completeness and validity of applicants' documents before participants are deemed eligible to proceed to the competency-based selection.
Competency-Based Selection	The selection is conducted using a Computer-Assisted Test (CAT) system to assess technical, managerial, and sociocultural competencies, followed by an interview in accordance with national regulations.
Determination of Passing Candidates	Selection results are determined based on participants' scores and officially announced in accordance with BKN procedures.
Proposal for PPPK Identification Number	Participants who pass must complete the DRH and required documents. The BKPSDM submits the PPPK Identification Number to the BKN via SIASN prior to the issuance of the Appointment Decision Letter.

Source: Compiled from research findings based on observations, documentation, and data from the Malang Regency BKPSDM (2025).

Based on Table 2, the recruitment process utilizes digital systems at nearly every stage, from information dissemination, registration, and administrative verification to the announcement of selection results. The use of SSCASN and CAT supports a structured selection process, while coordination between BKPSDM and BKN ensures that each stage proceeds in accordance with national procedures.

Documentation data shows that in Fiscal Year 2024, there were 3,897 applicants in Phase I and 3,468 applicants in Phase II. After undergoing administrative and competency-based selection, eligible participants were recommended to receive a PPPK Identification Number in accordance with applicable regulations. These findings indicate that the recruitment and selection

process was carried out systematically by utilizing digital technology and competency-based selection mechanisms.

4.4. Supporting and Inhibiting Factors

The research results show that the implementation of the Government Employee with Work Agreement (PPPK) policy in the Malang Regency Government is influenced by various factors that both support and hinder policy implementation. These factors stem not only from the organization's internal capacity but are also influenced by external conditions, such as changes in central government policy and local fiscal capacity. A summary of the supporting and inhibiting factors for the implementation of the PPPK policy is presented in Table 3.

Table 3: Factors Supporting and Hindering the Implementation of the PPPK Policy

Supporting Factors	Implications for Implementation	Constraining Factors	Implications for Implementation
Commitment of local governments	Promotes consistency in the implementation of PPPK policies in accordance with regulations.	Limited local fiscal capacity	Limiting the number of positions that can be filled.
BKPSDM Capacity	Strengthening coordination and management of the PPPK recruitment process.	Changes in central government policy	Require adjustments to implementation at the local level.

Supporting Factors	Implications for Implementation	Constraining Factors	Implications for Implementation
Inter-agency coordination	Facilitating the synchronization of implementation between local and central governments.	Administrative obstacles	Slow down the process of verifying applicants' documents.
Utilization of digital systems	Enhancing transparency, accountability, and efficiency in the selection process.	Technical system constraints	Hinder the smooth progress of administrative and selection stages.
Availability of personnel data	Supports the development of staffing plans that are more objective and aligned with the organization's needs.	Workload of the implementation team	Reduces the efficiency of the verification process during the recruitment period.

Source: Compiled from interviews, observations, and research documentation (2025).

Based on Table 3, the factors supporting implementation are dominated by local government commitment, BKPSDM capacity, interagency coordination, the use of digital systems, and the availability of personnel data. These factors support the implementation of PPPK recruitment in a more structured, transparent, and compliant manner with applicable regulations.

On the other hand, policy implementation still faces several obstacles, including limited local fiscal capacity, changes in central government policy, administrative hurdles for applicants, technical glitches in digital systems, and the heavy workload of the implementation team. Nevertheless, these various obstacles did not hinder the completion of all implementation stages, as they could be overcome through interagency coordination and administrative adjustments. Overall, the research findings indicate that the success of the PPPK policy implementation is determined by a balance between the organization's internal capacity and the local government's ability to respond to various challenges that arise during the implementation process.

5. DISCUSSION

5.1. Planning Government Contract Employment Requirements

Planning for civil service staffing needs is the foundation for implementing the Government Employee with Work Agreement (PPPK) policy, as it ensures alignment between organizational needs and public service objectives. The research findings indicate that the process of identifying personnel needs enables local governments to formulate staffing proposals in a more targeted manner, so that recruitment decisions are not only oriented toward filling personnel shortages but also toward the organization's actual needs. This suggests that the effectiveness of policy implementation is established as early as the planning stage, before entering the recruitment and selection process.

This interpretation aligns with the perspective of Mazmanian and Sabatier (1983), who identify the clarity of problem formulation as a key prerequisite for successful policy implementation. In the context of this study, the ability of local governments to identify civil

service needs reflects that policy implementation depends not only on compliance with regulations but also on the organization's capacity to translate policy objectives into operational planning. This finding also reinforces the view of Roach *et al.*, (2025) that public sector reform requires an adaptive human resource management system based on organizational needs, and complements Pradana's (2025) argument that PPPK reform is part of a transformation toward a merit-based system that begins with the civil service needs planning process, not merely at the employee selection stage.

This study contributes by demonstrating that the quality of PPPK policy implementation is not determined solely by recruitment mechanisms but is also influenced by the quality of workforce needs planning at the organizational level. These findings expand upon the study by Malik and Prasajo (2023), which emphasized the importance of a merit-based system in civil service management, by demonstrating that merit principles are also reflected in the process of identifying civil service needs through objective planning grounded in organizational needs. Thus, this study reinforces that strengthening planning mechanisms is a crucial prerequisite for the effective implementation of the PPPK policy while also supporting the bureaucratic reform agenda at the local government level.

5.2. Determining Recruitment Priorities

Setting recruitment priorities is a crucial stage in policy implementation as it serves as a mechanism to balance organizational needs with the direction of government policy. The research findings indicate that staffing priorities are not determined solely by civil service shortages but also take into account the urgency of public services, local fiscal capacity, and national development priorities. This approach demonstrates that policy implementation occurs through a process of aligning local needs with national policies, resulting in more selective decisions regarding open positions that are oriented toward the effectiveness of public services.

This phenomenon suggests that the success of policy implementation is determined not only by the clarity of regulations but also by the implementing organization's ability to translate policies into operational decisions aligned with local conditions. This

perspective aligns with Mazmanian and Sabatier (1983), who emphasize the importance of policy's ability to guide the implementation process through clear structures and objectives. In the same context, Chen (2021) explains that implementation effectiveness increases when implementing organizations have the flexibility to adapt policy implementation to local needs without neglecting established policy objectives. The findings of this study also reinforce the results of Malik and Prasojo's (2023) research, which indicate that the implementation of a merit-based system requires an objective, organization-based needs assessment process so that personnel decisions can optimally support bureaucratic performance.

This study's contribution demonstrates that setting recruitment priorities is not merely an administrative step in the PPPK recruitment process but a strategic process that links national policy with the needs of local governments. Unlike previous studies, which have primarily focused on the implementation of the PPPK program during the recruitment and selection stages, this study demonstrates that the quality of implementation is already influenced during the process of determining staffing priorities through the integration of organizational needs, public service requirements, and local fiscal capacity. These findings suggest that strengthening the mechanism for setting priorities is a critical prerequisite for achieving effective and sustainable implementation of the PPPK policy.

5.3. Recruitment and Selection Process

The execution of recruitment and selection is a stage that determines the success of policy implementation, as it is the point where planning is translated into concrete administrative actions. The study's findings indicate that the use of digital systems in the recruitment process has improved the consistency of policy implementation through standardized, transparent, and well-documented procedures. The integration of the SSCASN system with a Computer-Assisted Test (CAT)-based selection mechanism also reduces the potential for subjectivity in the selection process and strengthens accountability in the administration of civil service recruitment. Thus, digitization serves not only as an administrative tool but also as an instrument to improve the quality of policy implementation.

These findings align with the perspective of Edwards III (1980), who asserts that policy implementation is influenced by communication, resources, the disposition of implementers, and bureaucratic structure. In this study, the use of SSCASN and CAT demonstrates that the aspects of information communication and bureaucratic structure have been supported by a digital system capable of aligning policy implementation across various levels of government. Furthermore, the results of this study reinforce the findings of Abdunabi (2024), who explains that the

digitization of government governance (e-governance) can improve the efficiency, transparency, and accountability of public services when supported by adequate institutional capacity. These findings also complement Chen's (2021) research, which emphasizes that policy implementation is more effective when implementing organizations have clear operational mechanisms for translating policies into administrative actions.

The contribution of this study demonstrates that the success of PPPK policy implementation is determined not only by compliance with recruitment procedures but also by an organization's ability to integrate digital technology with inter-institutional coordination mechanisms. Unlike previous studies that have largely emphasized procedural aspects of civil service recruitment, this study demonstrates that the combination of digitizing the selection process, inter-institutional coordination, and standardizing recruitment mechanisms is a critical factor in achieving transparent, accountable, and consistent policy implementation at the local government level.

5.4. Supporting and Inhibiting Factors

Policy implementation does not take place under entirely ideal conditions but is influenced by various organizational and environmental factors that can either facilitate or hinder the achievement of policy objectives. Research findings indicate that the successful implementation of the PPPK policy in Malang Regency was supported by the local government's commitment, the capacity of the BKPSDM as the implementing agency, effective coordination with the State Civil Service Agency (BKN) and the Ministry of State Apparatus and Bureaucratic Reform (PANRB), and the use of digital systems in administrative processes. Conversely, the dynamics of central government policy, limited local fiscal capacity, and administrative constraints remain challenges in policy implementation. These conditions indicate that the effectiveness of implementation is influenced not only by policy design but also by an organization's ability to adapt to changes in the implementation environment.

These findings align with Mazmanian and Sabatier (1983), who explain that factors outside the substance of the policy (*non-statutory variables*) have a significant influence on the success of implementation. In this study, inter-institutional coordination and organizational commitment serve as key assets for maintaining consistency in policy implementation despite resource constraints and policy changes. This interpretation is also consistent with Picavet *et al.*, (2023), who emphasize that collaborative governance strengthens an organization's capacity to address implementation challenges involving multiple actors. Furthermore, these findings complement the research results of Mwita and Kitole (2025), which indicate that organizational capacity, technology utilization, and

human resource competencies are key elements in enhancing the effectiveness of civil service management within public institutions.

This study contributes by demonstrating that the factors supporting and hindering the implementation of the PPPK policy cannot be understood in isolation but rather as an interaction between an organization's internal capacity and the dynamics of the policy environment. Unlike previous studies, which have largely focused on administrative or regulatory barriers in isolation, this study demonstrates that institutional coordination, organizational capacity, and the ability to adapt to policy changes are factors that collectively determine the success of PPPK implementation at the local government level. These findings enrich the study of policy implementation by emphasizing that the success of public sector reform depends not only on the quality of regulations but also on an organization's ability to manage change sustainably.

6. CONCLUSION

This study shows that the implementation of the Government Employees with Work Agreements (PPPK) policy in the Malang Regency Government has been carried out through the stages of needs planning, setting recruitment priorities, conducting recruitment and selection, and systematically managing the factors that support and hinder implementation. The success of policy implementation is determined not only by compliance with regulations but also by the local government's ability to identify civil service needs, set staffing priorities aligned with public service requirements, and integrate digital systems and inter-agency coordination into the implementation process. These findings indicate that the implementation of the PPPK policy is a process that involves the interaction between organizational capacity, national policy, and local organizational conditions.

Theoretically, this study expands the literature on policy implementation by demonstrating that the quality of implementation is shaped as early as the planning stage for civil service needs, not merely during the recruitment and selection phases. These findings enrich the perspectives of Mazmanian and Sabatier (1983) by providing empirical evidence that the success of PPPK policy implementation is influenced by the integration of needs planning, priority setting, recruitment execution, and the organization's ability to manage factors that support and hinder implementation. From a practical standpoint, the research results imply that local governments need to strengthen civil service staffing planning mechanisms, improve institutional coordination, optimize the use of digital systems, and maintain consistency in the implementation of the merit system to support the effectiveness of bureaucratic reform.

This study has limitations because it was conducted in only one local government; therefore, the characteristics of policy implementation identified may not necessarily represent the conditions of other local governments in Indonesia. Furthermore, this study employs a qualitative approach; consequently, the findings emphasize an in-depth understanding of the implementation process rather than measuring relationships between variables. Therefore, future research is encouraged to conduct comparative studies across local governments or to use a mixed-methods approach to gain a more comprehensive understanding of PPPK policy implementation within the context of public sector reform in Indonesia.

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