

PPPK Policy after the 2023 State Civil Apparatus Law: Bureaucratic Consolidation and Local Fiscal Capacity

Dzakirah Jazmi¹, Cut Sukmawati², Maryam³

^{1,2,3} Universitas Malikussaleh, Indonesia

correspondence: dzakirah99@gmail.com

Article Information

Article History:

Received July 27th, 2026

Revised Aug 03th, 2026

Accepted Aug 31th, 2026

Keyword:

PPPK; bureaucratic structure; fiscal capacity; policy effectiveness; organizational efficiency; responsiveness

ABSTRACT

This study analyzes the effects of the policy governing the appointment of Government Employees with Work Agreements (PPPK) on the bureaucratic structure and fiscal capacity of the Lhokseumawe City Government. The study employed a descriptive-analytical qualitative approach, with data obtained through in-depth interviews, observation, and document analysis. The analysis used the dimensions of effectiveness, efficiency, and responsiveness. The findings show that the PPPK policy was effective in providing certainty of employment status for non-ASN personnel and strengthening staffing availability in basic service sectors. However, large-scale appointments were not fully accompanied by adjustments to Job Analysis, Workload Analysis, competency distribution, and fiscal capacity. This condition resulted in concentrations of personnel in administrative functions, overlapping work, uneven staff distribution, and increasing pressure from personnel expenditure. The study identifies a phenomenon of numerical expansion without functional consolidation, in which personnel numbers increase more rapidly than organizational functions are restructured. Post-appointment restructuring through the revalidation of staffing needs, competency redistribution, strengthened performance management, and integration of workforce and fiscal planning is therefore essential to achieve a more effective and sustainable bureaucracy.



© 2025 Para Penulis. Diterbitkan oleh Riset Anak Bangsa. Ini adalah artikel akses terbuka di bawah lisensi CC BY (<https://creativecommons.org/licenses/by/4.0/>)

INTRODUCTION

Reform of State Civil Apparatus (Aparatur Sipil Negara, ASN) management is a central component of Indonesia's bureaucratic reform agenda because the quality of public personnel determines the government's capacity to implement policy and deliver public services. One major change in ASN management has been the strengthened position of Government Employees with Work Agreements (Pegawai Pemerintah dengan Perjanjian Kerja, PPPK) as part of the ASN alongside Civil Servants (Pegawai Negeri Sipil, PNS). This policy was established through Government Regulation No. 49 of 2018 on the Management of Government Employees with Work Agreements and was subsequently reinforced by Law No. 20 of 2023 on the State Civil Apparatus. In this context, PPPK are intended not only to resolve the employment-status issues of non-ASN personnel but also to provide a more flexible instrument for meeting public-sector competency needs. However, an increase in personnel numbers does not automatically produce a more effective bureaucracy when recruitment and placement are not accompanied by adequate workforce planning, job mapping, and competency management (Komara, 2019; Knies et al., 2018).

The PPPK policy essentially embodies two objectives that must be pursued simultaneously. On the one hand, the government is expected to provide certainty of employment status for non-ASN personnel who have long served in public institutions. On the other hand, ASN appointments must remain grounded in merit, competence, organizational needs, and the government's fiscal capacity. Personnel management that disregards the alignment between competencies, positions, and organizational requirements may create a bureaucracy that is large in numerical terms but not necessarily productive in organizational terms. The merit system is therefore essential to ensure that recruitment and placement are not oriented merely toward filling approved positions, but genuinely support professionalism and the achievement of government organizational performance (Komara, 2019). The need for an adaptive bureaucracy also requires a shift in public human resource management

from a predominantly administrative approach toward one that is more responsive to changing public service needs (Taufik & Warsono, 2020).

From an institutional perspective, PPPK have gained legitimacy as part of the ASN, although the nature of their employment relationship differs from that of PNS. These differences generate several practical challenges in personnel management, including placement, competency development, mobility, and the integration of PNS and PPPK within government organizational structures. Law No. 20 of 2023 affirms PPPK as part of the ASN and places their management within the broader ASN management framework. Nevertheless, this formal legitimacy must be translated into placement, competency development, and division of work that correspond to organizational needs. At the same time, ASN professionalism requires a match between competencies and job demands, meaning that formal employment status must be converted into work capacity that is relevant to the organization (Komara, 2019).

These issues become more complex when PPPK appointments are carried out on a large scale within a relatively short period. This situation is evident in the Lhokseumawe City Government. Based on personnel documents used as research data, the number of PPPK appointed increased very substantially, from 52 in 2021 to 2,955 in 2025, comprising both full-time and part-time PPPK. A change in personnel composition of this magnitude not only reflects the government's success in addressing the status of non-ASN personnel but also creates new consequences for the structure of the local bureaucracy. Government organizations must accommodate thousands of additional personnel within job maps, work distribution, coordination systems, organizational hierarchies, and personnel financing arrangements. At the same time, the fiscal capacity of the Lhokseumawe City Government has come under pressure because the City Revenue and Expenditure Budget (Anggaran Pendapatan dan Belanja Kota, APBK) declined from approximately IDR 833 billion in 2025 to approximately IDR 689 billion in 2026.

This situation reveals a potential policy paradox. The PPPK appointment policy can be regarded as socially responsive because it provides employment-status certainty for non-ASN personnel and helps meet staffing needs in basic service sectors, particularly education and health. At the organizational level, however, large-scale appointments can generate new problems when personnel composition and distribution are not fully based on up-to-date Job Analysis (Analisis Jabatan, Anjab) and Workload Analysis (Analisis Beban Kerja, ABK). Under such conditions, some units may become overstaffed while others remain understaffed, work may overlap, functional responsibilities may become unclear, and the share of personnel expenditure may increase. Accordingly, the success of the PPPK policy cannot be assessed solely by the number of non-ASN personnel successfully appointed as ASN; it must also be evaluated in terms of the extent to which the policy produces a personnel configuration that is aligned with organizational needs and local fiscal capacity.

The previous studies used in this research reveal three broad tendencies. First, studies of ASN professionalism emphasize the importance of competence and person-job fit as the foundation of personnel capacity (Komara, 2019). Second, public-sector human resource management research highlights the importance of alignment between personnel practices and organizational objectives (Knies et al., 2018). Third, the adaptive bureaucracy literature emphasizes that procedural change must be accompanied by an organization's capacity to adjust its structure and ways of working (Taufik & Warsono, 2020). Nevertheless, the empirical relationship among mass PPPK appointments, changes in bureaucratic structure, workload distribution, and the fiscal-capacity consequences for local governments remains insufficiently explained in the body of literature used in this study. This gap provides the basis for examining the post-appointment phase rather than focusing only on the legal-administrative process of PPPK recruitment and appointment.

Building on this gap, the study conceptualizes PPPK appointments not merely as a personnel-administration process, but as a policy intervention capable of altering the structure and capacity of local government organizations. The analysis employs a policy-evaluation framework in which effectiveness, efficiency, and responsiveness are the principal dimensions for assessing policy consequences (Dunn, 2018). Effectiveness is used to assess the extent to which the PPPK policy achieves its goals of meeting personnel needs and resolving the status of non-ASN personnel. Efficiency is used to examine the relationship between personnel growth, work distribution, and the fiscal resources that local government must allocate. Responsiveness is used to assess the policy's capacity to address the demands of non-ASN personnel and public needs without creating new imbalances within

the bureaucratic organization. This framework enables the PPPK policy to be analyzed not only in terms of administrative success but also in terms of its organizational consequences.

The novelty of this study therefore lies in its integrated analysis of the effects of the PPPK appointment policy, changes in bureaucratic structure, and local government fiscal capacity in the context of mass PPPK appointments in Lhokseumawe City. Specifically, the study aims to analyze the impact of PPPK appointment policy on the bureaucratic structure of the Lhokseumawe City Government through the dimensions of effectiveness, efficiency, and responsiveness, while also identifying structural and institutional constraints arising from the integration of PPPK into local government organizations. Academically, the study is expected to extend the discussion of PPPK policy beyond the prevailing legal-administrative perspective toward policy analysis and public organization. Practically, the findings are expected to provide a basis for the Lhokseumawe City Government to reorganize job maps, redistribute personnel, improve Anjab and ABK, and align personnel policy with local fiscal capacity.

RESEARCH METHOD

This study employed a qualitative approach with a descriptive-analytical design to develop an in-depth understanding of the processes and consequences of the policy governing the appointment of Government Employees with Work Agreements (PPPK) for the bureaucratic structure of the Lhokseumawe City Government. A qualitative approach was selected because the study focuses not only on changes in the number of personnel, but more importantly on meanings, processes, institutional relations, divisions of work, organizational responses, and policy consequences that emerged following the integration of PPPK into the local bureaucracy. This design enables the researchers to connect empirical data from policy implementers and affected actors with relevant organizational and policy documents (Fadli, 2021; Kaharuddin, 2021). The descriptive component was used to present the phenomenon systematically, while qualitative analysis was used to interpret meanings, patterns, and relationships among findings within the context of the policy under investigation (Yuliani, 2018; Waruwu, 2023).

The study was conducted within the Lhokseumawe City Government during [insert month and year of the study]. The research sites included the Human Resources and Human Resource Development Agency (Badan Kepegawaian dan Pengembangan Sumber Daya Manusia, BKPSDM), the Organization Division of the Lhokseumawe City Regional Secretariat, the Regional Financial Management Agency (Badan Pengelolaan Keuangan Daerah, BPKD), the Lhokseumawe City People's Representative Council (Dewan Perwakilan Rakyat Kota, DPRK), and technical local government agencies associated with PPPK placement and utilization. These sites were selected because of their direct roles in personnel-needs planning, recruitment and placement, organizational restructuring and job mapping, personnel-expenditure budgeting, and policy oversight.

Research informants were selected purposively on the basis of their involvement, authority, knowledge, and experience in the appointment and integration of PPPK within the Lhokseumawe City Government. The informants included the Head of BKPSDM, the Head of BPKD, the Head of the Organization Division, the Head of the Legal Division, members of the DPRK, academics, and representatives of PNS and PPPK. The final number of informants was [insert number of informants]. Purposive selection was intended to obtain rich and relevant information from actors directly involved in policy formulation, implementation, financing, organizational restructuring, or workplace experience following implementation of the PPPK policy. In qualitative research, purposive sampling is appropriate because informants are selected for their capacity to provide information that is relevant to the research objectives rather than to achieve statistical representation of the population. It is particularly relevant when participants are identified on the basis of their ability to provide information-rich accounts that correspond to the aims of the study (Campbell et al., 2020).

The study used both primary and secondary data. Primary data were obtained through in-depth interviews with research informants and observations of organizational conditions and work distribution in relevant units. Interviews focused on informants' experiences and assessments of staffing needs, the PPPK appointment and placement process, changes in the division of work, adequacy of staffing formations, task overlap, organizational responses, and the fiscal consequences of the policy. Secondary data were obtained through documentary analysis of materials available to the study, including the organizational structure and work procedures (Struktur Organisasi dan Tata Kerja, SOTK), job maps,

available organizational and personnel documents, PPPK appointment decisions or personnel records, staffing data, and APBK documents related to personnel expenditure. The use of multiple data-collection techniques enabled cross-checking across sources so that the findings did not rely on a single type of evidence.

Data were collected through methodological triangulation and source triangulation. Methodological triangulation involved comparing evidence from interviews, observations, and documents, whereas source triangulation involved comparing information from personnel officials, financial managers, organizational planners, legislators, academics, and personnel directly affected by the policy. Triangulation was used to reduce dependence on a single perspective and strengthen the consistency of interpretations of the phenomenon under study (Alfansyur & Mariyani, 2020; Hadi, 2016). Data validity was further strengthened by examining consistency among informant statements, official documents, and empirical conditions observed during the research. The use of both source and methodological triangulation is an important procedure for enhancing the credibility of qualitative research findings (Mekarisce, 2020).

The policy analysis employed three of William N. Dunn's evaluation dimensions: effectiveness, efficiency, and responsiveness (Dunn, 2018). These dimensions were used as an analytical framework rather than as quantitative instruments. Effectiveness was used to assess achievement of the objectives of PPPK appointments, particularly the fulfillment of staffing needs and resolution of the status of non-ASN personnel. Efficiency was used to assess the alignment among additional human resources, workload distribution, organizational productivity, and the consequences for personnel expenditure. Responsiveness was used to assess the extent to which the policy addressed the demands of non-ASN personnel and public service needs while also responding to problems arising after appointment. The operationalization of the analytical focus is presented in Table 1.

The three criteria were selected purposively because the study focuses on assessing the achievement of appointment objectives, the consequences of using organizational and fiscal resources, and the policy's capacity to respond to the needs of non-ASN personnel and local government organizations. Dunn's other evaluation criteria were not used as primary dimensions, not because they were considered irrelevant, but because they fell outside the analytical scope of the study. This limitation is stated explicitly to avoid interpreting the framework as an application of all of Dunn's (2018) evaluation criteria.

Data analysis was conducted concurrently with data collection through processes of organization, sorting, coding, presentation, and conclusion drawing. Interview data were organized and grouped according to recurring issues and then compared with observations and documentary evidence. The data were subsequently categorized into themes relating to effectiveness, efficiency, responsiveness, changes in bureaucratic structure, personnel distribution, and structural and institutional constraints. The analysis was iterative, allowing the researchers to return to the data whenever inconsistencies emerged or additional explanation was required. This interactive pattern of analysis emphasizes the continuous relationship among data reduction or condensation, data display, and the drawing and verification of conclusions (Rijali, 2018).

At the interpretation stage, findings were not merely reported as informant statements; they were compared across actors and linked to documentary evidence to identify patterns, areas of convergence, and differences in perspective. Findings concerning staffing levels, PPPK composition, personnel-expenditure burdens, Anjab, ABK, and job maps were treated as data requiring cross-validation against available official documents. Accordingly, conclusions regarding the policy's effects on bureaucratic structure were developed by linking actors' experiences, organizational configurations, and administrative and fiscal evidence, rather than relying solely on individual perceptions. This procedure is important for improving the traceability of the analytical process and strengthening confidence in the qualitative interpretation.

RESULTS AND DISCUSSION

The findings show that the policy of appointing Government Employees with Work Agreements (PPPK) in Lhokseumawe City cannot be understood merely as a process of converting the status of non-ASN personnel into ASN. The exceptionally large scale of appointments altered the composition of the workforce, which in turn affected the division of work, job maps, organizational coordination capacity, and the structure of local government expenditure. The relevant unit of analysis

is therefore not simply the administrative success of the appointment process, but the bureaucracy's capacity to absorb additional personnel functionally. Within Dunn's (2018) evaluation framework, the findings reveal an uneven pattern: the policy was relatively effective in resolving employment-status issues and meeting some basic-service staffing needs, but its efficiency weakened when personnel growth was not fully aligned with Job Analysis (Anjab), Workload Analysis (ABK), and local fiscal capacity. The policy's responsiveness was also dual in character: it successfully addressed the demands of non-ASN personnel, yet remained insufficiently responsive to the need for competency redistribution and post-appointment organizational redesign.

PPPK Appointments as a Structural Shock to Local Bureaucracy

The research data reveal a sharp change in the scale of PPPK appointments. In 2021, 52 personnel were appointed, increasing to 223 in 2022 and 331 in 2023. Only one person was appointed in 2024, but 2025 saw a mass appointment of 2,955 personnel, comprising 1,990 full-time PPPK in the first phase, 243 full-time PPPK in the second phase, and 722 part-time PPPK. Thus, the number of PPPK appointed in 2025 alone was more than 56 times the number appointed in 2021. The scale of this change is important because rapid workforce expansion does more than increase headcount; it requires adjustments to organizational structure, task distribution, supervision mechanisms, workspace requirements, budgeting, and competency-development arrangements.

Table 2. Dynamics of PPPK Appointments in Lhokseumawe City

Year	Number Appointed	Notes
2021	52	Initial recruitment phase.
2022	223	Teacher and health personnel positions.
2023	331	Expansion of technical positions.
2024	1	Follow-up special position.
2025	2,955	Mass appointment: 1,990 full-time phase I, 243 full-time phase II, and 722 part-time.

Source: Processed from research data, 2026

Organizationally, this pattern can be understood as a structural shock because the number of personnel changed more rapidly than the organization's capacity to adjust its work design. The central issue is not simply the large number of PPPK, but the lag between appointment policy and the bureaucracy's capacity to convert additional personnel into service capacity. In public-sector human resource management, additional personnel improve performance only when staffing needs, competencies, placement, supervision, and organizational goals are embedded within a coherent architecture (Knies et al., 2018). The findings from Lhokseumawe indicate that such coherence has not yet been fully established because mass appointments were driven more strongly by the need to resolve the status of non-permanent personnel than by calculations of organizational need that were fully grounded in Anjab and ABK.

This finding also broadens the discussion of PPPK. Normatively, Law No. 20 of 2023 has affirmed PPPK as part of the ASN, while from a managerial perspective, personnel professionalism continues to require alignment between competence, job requirements, and organizational needs (Komara, 2019). The study demonstrates that post-appointment challenges extend beyond the legal status dimension. When the number of PPPK increases on a massive scale, the issue shifts toward organizational capacity: who is placed where, what work is genuinely available, how authority relationships are structured, and whether personnel expenditure generates commensurate organizational outputs. In other words, resolving a legal-administrative problem can create a bureaucratic design problem when it is not followed by organizational restructuring.

Effectiveness: Successful at the Policy Output Level, but Not Yet Fully at the Organizational Outcome Level

From the effectiveness dimension, the PPPK appointment policy can be regarded as successful at the output level. Appointments provided certainty of employment status for non-ASN personnel and strengthened staffing availability in basic service sectors, particularly education and health. Within Dunn's (2018) framework, effectiveness concerns the extent to which intended results are achieved. If the immediate objectives of the policy were to reduce uncertainty surrounding the status of non-ASN personnel and address personnel shortages in particular functions, the findings indicate that these objectives were achieved to a considerable degree.

However, policy effectiveness must be distinguished between administrative outputs and organizational outcomes. The number of personnel successfully appointed constitutes an output, whereas increased service capacity, clearer division of work, more balanced personnel distribution, and greater bureaucratic productivity constitute outcomes. This distinction is important because successful appointment numbers do not automatically demonstrate that the bureaucracy has become more effective. Evidence of staff concentration in administrative functions, overlapping work, and continuing shortages in some technical units indicates a gap between output achievement and outcome realization.

This gap can be explained by the issue of competency-job alignment. Komara (2019) emphasizes that ASN professionalism is determined not only by employment status but also by competencies that match job requirements. In Lhokseumawe, policy effectiveness is weakened when personnel are available in sufficient numbers but their competencies are not located in the units that require them. The criterion for evaluating the success of PPPK policy should therefore shift from a headcount approach toward a capacity-fit approach, namely the alignment among personnel numbers, competencies, workload, and service needs.

The implication is that local governments should exercise caution in using the 'number of non-ASN personnel whose status has been resolved' as the sole indicator of success. This indicator is socially and administratively important, but it is insufficient for assessing the policy's impact on the bureaucracy. More substantive measures include whether appointments reduce vacancies in critical positions, improve staffing ratios in service-delivery units, reduce disproportionate workloads, decrease duplication of functions, and increase service outputs. Without such measures, the policy risks being judged successful at the input and output levels while organizational problems are merely transferred to the post-appointment stage.

Efficiency: Misalignment between Job Analysis and Workload Analysis Turns Personnel Expansion into an Organizational Cost

The efficiency dimension reveals the most serious problem. The findings show that mass appointments were not yet fully grounded in accurate Anjab and ABK. Consequently, some units became overstaffed in administrative functions while staffing needs requiring specific competencies remained unmet. From a policy-evaluation perspective, this condition indicates allocative inefficiency: resources are available, but their distribution does not fully correspond to the areas of greatest need. Efficiency is not merely the government's capacity to pay personnel at a given cost; it is the capacity to convert every additional resource into service capacity and organizational performance (Dunn, 2018).

The task overlap identified in this study is an important indicator because organizational costs do not always appear as direct expenditure. When several employees perform the same function while other functions remain understaffed, the organization incurs an opportunity cost in the form of underused capacity. This condition can also weaken accountability: the more actors involved in the same work without a clear division of authority, the more difficult it becomes to determine responsibility for final results. Over the long term, this situation risks producing underutilization, declining motivation, and the creation of artificial work simply to distribute activities among available personnel.

Within a strategic human resource management framework, the effectiveness of public-sector human resources depends on alignment between personnel practices and organizational objectives (Knies et al., 2018). Anjab and ABK should therefore not be treated as administrative documents prepared merely to satisfy prerequisites for staffing formations. Both should function as dynamic decision-making instruments. The findings from Lhokseumawe instead show that changes in workforce size have occurred much more rapidly than updates to the map of staffing needs. When needs data lag

behind organizational reality, personnel placement tends to follow the availability of people rather than the requirements of the work.

This issue is directly related to the merit principle. A merit system requires personnel decisions to be based on qualifications, competencies, performance, and organizational needs rather than solely on status or pressure to complete an administrative settlement. This principle is consistent with ASN professionalism, which places competence and job fit among the key components of personnel capacity (Komara, 2019). In Lhokseumawe, the challenge is not to reject the social objectives of PPPK appointments, but to ensure that these objectives do not displace merit-based logic after appointment. In other words, affirmative policy during the transition stage must be followed by merit-based governance in placement, development, evaluation, and redistribution.

Fiscal Pressure: When Personnel Expansion Confronts Shrinking Budgetary Space

The most visible consequence of mass appointments is the increase in personnel-expenditure requirements at a time when local fiscal space is contracting. The research data show that Lhokseumawe City's APBK declined from approximately IDR 833 billion in 2025 to approximately IDR 689 billion in 2026, a decrease of about 17.3%. At the same time, PPPK salary payments in mid-2026 were reported to have reached approximately IDR 11.1 billion per month. If this monthly figure is projected mechanically across 12 months, the annual PPPK salary burden would amount to approximately IDR 133.2 billion, equivalent to about 19.3% of an APBK of IDR 689 billion. This calculation is not an official fiscal projection, but an analytical illustration based on figures contained in the research data to demonstrate the relative magnitude of pressure on budgetary space.

This finding transforms the PPPK issue from a personnel-policy matter into a question of the political economy of local bureaucracy. Every rupiah committed to mandatory personnel expenditure reduces the government's fiscal flexibility to finance development programs, service maintenance, public investment, and other productive expenditure. The pressure becomes more serious when growth in personnel expenditure is not matched by a commensurate increase in service outputs. Under such conditions, the government faces what may be described as fiscal-organizational lock-in: an established staffing structure creates recurring expenditure obligations while the room to adjust workforce composition remains relatively limited.

The efficiency of PPPK policy therefore cannot be analyzed solely through the argument that PPPK do not create the same long-term pension obligations associated with certain PNS arrangements. At the local government level, the more immediate concern is whether the APBK can absorb current recurrent costs while preserving expenditure for services and development. When declining APBK resources coincide with rapid personnel expansion, staffing decisions must be understood as medium-term fiscal decisions. Staffing formations, contract extensions, redistribution, and competency development need to be incorporated into the fiscal-planning framework rather than treated as a separate personnel domain.

Responsiveness: Responsive to Social Demands, but Not Yet Fully to Organizational Needs

On the responsiveness dimension, the PPPK policy displays an ambivalent character. Mass appointments were highly responsive to the demands of non-permanent personnel who had faced years of uncertainty regarding status, income, and future employment. From this perspective, the policy has strong social legitimacy. Law No. 20 of 2023 also places the restructuring of non-ASN personnel among the important elements of ASN management transformation. The government's response to non-ASN personnel therefore cannot be understood solely as a reaction to political pressure; it also represents an attempt to resolve a long-standing institutional problem.

The problem is that public responsiveness does not merely mean responding quickly to the demands of affected groups; it also refers to an organization's capacity to adapt to the consequences of its decisions. Findings concerning uneven placement, overstaffing in administrative functions, and shortages of personnel in certain technical units indicate that responsiveness at the appointment stage has not yet been fully followed by responsiveness at the management stage. Put differently, the government has been responsive in determining who should be appointed, but not yet fully responsive to the questions of where they are most needed and how their capacities should be utilized.

This finding is consistent with Taufik and Warsono's (2020) argument that an adaptive bureaucracy requires organizational capacity for change, not merely procedural change. In the

Lhokseumawe context, post-appointment adaptation requires updated job maps, redistribution mechanisms, flexibility in competency development, and alignment of work structures. Without these measures, policy responsiveness stops at resolving employment status while the bureaucracy continues to rely on an old work configuration to accommodate a substantially altered workforce composition.

Institutional Constraints: Mobility Regulations, Competency Gaps, and Fragmentation of Work Culture

The study also identified institutional constraints in the form of limited flexibility for transferring or moving PPPK across units, disparities in competencies, and emerging work-culture gaps between senior PNS and newly integrated PPPK. These three issues are interrelated. When personnel mobility is limited, the government cannot quickly correct misplacement. When competencies are uneven, redistribution alone does not automatically solve the problem because receiving units require particular skills. At the same time, if relations between PNS and PPPK are not managed as part of a single ASN work system, differences in employment status may develop into informal segmentation within the organization.

Such segmentation may affect coordination and organizational identity. Legally, PPPK are ASN, as affirmed by Law No. 20 of 2023; organizational management should therefore avoid constructing categories of 'core employees' and 'additional employees' on the basis of status. The managerial challenge lies in how the bureaucracy establishes consistent performance standards, professional expectations, access to competency development, and supervision mechanisms. In this context, the formal legitimacy of PPPK must be translated into functional integration within the organization.

Government Regulation No. 49 of 2018 provides a framework for PPPK management, but local implementation continues to depend on the quality of planning and the managerial capacity of local governments. Regulatory constraints should therefore not be treated as the sole explanation. Some of the problems identified also reflect the organization's internal capacity to update needs data, design work arrangements, manage performance, and develop competencies. This analysis is important so that the study's recommendations do not stop at calls for changes to central government regulations, but also recognize local government as an actor with room to improve its internal governance.

Post-Appointment Dynamics of PPPK: Organizational Consolidation and Fiscal Capacity

The findings show that the PPPK appointment issue in Lhokseumawe City does not end with the conversion of non-ASN personnel into ASN, but develops into a problem of organizational consolidation following a rapid increase in the number of personnel over a relatively short period. From a public-sector human resource management perspective, new personnel contribute optimally only when there is alignment among employee competencies, position requirements, the division of work, and organizational objectives. Knies et al. (2018) emphasize that the relationship between human resource management practices and public-sector performance is strongly shaped by organizational context. The Lhokseumawe findings indicate that such alignment has not yet been fully established because the increase in PPPK numbers occurred more rapidly than adjustments to job maps, Job Analysis (Anjab), Workload Analysis (ABK), and competency distribution.

This condition can be conceptualized in this study as numerical expansion without functional consolidation. Numerical expansion occurs when the number of personnel increases rapidly, whereas functional consolidation requires the organization to realign positions, workloads, competencies, lines of coordination, and the division of functions so that additional personnel can be converted into tangible service capacity. In Lhokseumawe City, these two processes have not progressed at the same pace. The increase in PPPK has enlarged personnel capacity quantitatively, yet several units still show concentrations of staff in administrative functions, overlapping work, and unmet needs for personnel with specific competencies.

These findings extend the discussion of ASN professionalism, which has generally emphasized individual competence and the fit between personnel capabilities and job demands. Komara (2019) explains that personnel professionalism is closely related to competencies relevant to the positions and work being performed. This study shows that competency issues cannot be separated from the organizational configuration in which personnel are placed. Strong competencies will not generate optimal benefits when employees are assigned to units that do not require their expertise while other

units continue to lack personnel with particular competencies. The quality of PPPK policy should therefore be assessed not only by the success of appointments but also by the alignment among competencies, positions, workloads, and the needs of organizational units.

In this context, policy success needs to be distinguished between administrative outputs and organizational outcomes. The appointment of non-ASN personnel as PPPK is an output indicating achievement of one policy objective, namely providing certainty of status and meeting part of the staffing requirement. Policy outcomes, however, become visible only when personnel growth produces more proportional staff distribution, reduces overlapping work, fills shortages in technical units, and increases service capacity. This distinction is consistent with Dunn (2018), who associates effectiveness with the achievement of policy results and efficiency with the relationship between resources used and results obtained. The success of PPPK policy therefore cannot be measured adequately by the number of personnel appointed.

Based on these findings, the measure of success needs to shift from a headcount approach toward a capacity-fit approach. A headcount approach emphasizes the number of personnel available or successfully appointed, whereas capacity fit emphasizes alignment among personnel numbers, competencies, position requirements, workloads, and service demands. In Lhokseumawe City, continued concentrations of personnel in administrative functions, duplication of work, and unmet competency needs in technical units indicate that workforce expansion has not yet been fully accompanied by organizational capacity fit. This perspective broadens the evaluation of PPPK policy from the settlement of employment status toward the bureaucracy's capacity to use additional personnel productively.

Post-appointment challenges also demonstrate the importance of adaptive bureaucratic capacity. Taufik and Warsono (2020) emphasize that an adaptive bureaucracy requires the organizational capacity to adjust structures and ways of working in response to environmental change. In Lhokseumawe City, changes in personnel composition following large-scale PPPK appointments require updated job maps, personnel redistribution, competency mapping, adjustments to the division of tasks, and stronger supervision mechanisms. Without such adjustments, the bureaucracy risks using an outdated work configuration to accommodate a workforce composition that has changed substantially.

Another dimension that reinforces the findings is the relationship between personnel policy and local government fiscal capacity. The increase in the number of PPPK occurred while Lhokseumawe City's fiscal space was under pressure. This condition demonstrates that personnel decisions are simultaneously organizational and fiscal decisions. Every additional employee creates recurring expenditure consequences, meaning that workforce-needs planning cannot be separated from the local government's ability to sustain the financing of public services and development programs. If higher personnel expenditure is not accompanied by a commensurate increase in service capacity, the local budget structure may become increasingly rigid.

This relationship points to the need for stronger integration among workforce planning, organizational restructuring, and fiscal planning. BKPSDM, the Organization Division, and BPKD need to place Anjab, ABK, job maps, competency mapping, and personnel-expenditure projections within a single planning framework. This approach is important so that staffing needs are calculated not merely on the basis of headcount or the resolution of non-ASN employment status, but also on the organization's capacity to absorb and utilize personnel and the local government's fiscal capacity to finance them sustainably. Personnel policy can thereby become more consistent with the principle of organizational efficiency emphasized in Dunn's (2018) policy evaluation framework and with the strategic alignment of public-sector human resources discussed by Knies et al. (2018).

Law No. 20 of 2023 has further affirmed PPPK as part of the ASN, while Government Regulation No. 49 of 2018 provides the framework for PPPK management. This normative legitimacy, however, must still be translated at the organizational level. The post-appointment challenge is no longer simply to ensure formal employment status, but to ensure that PPPK are functionally integrated into the bureaucratic work system through clear duties, competency-job alignment, performance standards, capacity development, supervision mechanisms, and personnel distribution that matches organizational needs.

The findings therefore indicate a shift in the PPPK policy problem from resolving employment status toward consolidating bureaucratic capacity. At the initial stage, policy success may be reflected

in the government's ability to provide status certainty to non-ASN personnel; at the subsequent stage, however, success depends on the government's capacity to convert additional personnel into productive organizational capacity. This perspective links personnel management, bureaucratic structure, competency distribution, organizational performance, and fiscal capacity within a single analytical sequence. The post-appointment phase should therefore be positioned as an integral component of PPPK policy design so that personnel growth does not stop at numerical expansion but develops into functional consolidation that supports a professional, adaptive, effective, and fiscally sustainable bureaucracy.

Policy Implications: Post-Appointment Restructuring as the Next Reform Agenda

The first implication is the need to comprehensively revalidate Anjab and ABK after a wave of mass appointments, rather than only before recruitment. Anjab and ABK should be treated as living data that are updated in response to changes in service volume, technology, business processes, and workforce composition. The Lhokseumawe City Government needs to link these revalidation results to the current job map so that units with surpluses, deficits, or competency mismatches can be identified. Under this approach, redistribution would not be conducted on an ad hoc basis but would instead be grounded in measurable capacity gaps.

The second implication is the need for post-appointment competency mapping of PPPK. Initial placements driven by the need to resolve the status of non-permanent personnel can be corrected through competency assessment, targeted training, and adjustment of assignments within the limits of applicable regulations. The policy orientation should move beyond employment security alone toward productive deployment, ensuring that every employee has a clear function and generates value for the organization. This approach is consistent with the principle of ASN professionalism and the view that competence lies at the core of personnel capacity (Komara, 2019).

The third implication is the integration of workforce planning and fiscal planning. The determination of staffing needs should be accompanied by multi-year simulations of personnel expenditure so that the government understands the fiscal-space consequences of each staffing scenario. BPKD, BKPSDM, and the Organization Division need to operate within a single planning framework rather than through separate sectoral processes. Personnel appointments are ultimately both organizational and budgetary decisions; consequently, policy quality depends on the government's capacity to balance service needs, employee welfare, and fiscal sustainability.

The fourth implication is the strengthening of performance management applied consistently to both PNS and PPPK. As workforce size increases, organizations need individual- and unit-level performance indicators that clearly distinguish attendance, activities, outputs, and outcomes. Without a robust performance system, overstaffing is difficult to detect because organizations tend to equate busyness with productivity. With measurable performance management, the government can more objectively identify duplicated functions, units with insufficient capacity, and competency-development needs.

Overall, the findings confirm that the success of PPPK policy in Lhokseumawe City is partial. The policy has resolved employment-status problems and strengthened personnel availability in several sectors, but this success has created a new reform agenda involving structural consolidation, competency redistribution, control of personnel expenditure, and integration of work culture. The post-appointment phase must therefore be treated as part of policy design rather than as an administrative issue that will resolve itself. Without functional consolidation, personnel expansion risks producing a larger bureaucracy without automatically producing a more capable one.

CONCLUSION

This study shows that the policy of appointing Government Employees with Work Agreements (PPPK) in Lhokseumawe City has had dual effects on the local bureaucracy. In terms of effectiveness, the policy successfully provided certainty of employment status for non-ASN personnel while strengthening staffing availability, particularly in basic service sectors. However, success at the administrative-output level has not yet been fully accompanied by equivalent organizational outcomes. Large-scale PPPK appointments proceeded more rapidly than adjustments to Job Analysis (Anjab), Workload Analysis (ABK), job maps, competency distribution, and fiscal capacity, giving rise to what

this study terms numerical expansion without functional consolidation: growth in personnel numbers without a proportionate restructuring of organizational functions and capacity.

This condition is reflected in indications of staff concentration in administrative functions, overlapping work, uneven personnel distribution, and continuing demand for specific competencies in technical units. From the efficiency dimension, these problems indicate that workforce growth has not yet been fully converted into greater bureaucratic capacity, while personnel-expenditure requirements have narrowed local fiscal space. From the responsiveness dimension, the policy has addressed the demands of non-ASN personnel, but the organizational response after appointment still requires strengthening, particularly in placement, redistribution, competency development, and the integration of PNS and PPPK within a unified ASN work system. The success of PPPK policy should therefore not be measured solely by the number of non-ASN personnel appointed, but by the government's capacity to convert additional personnel into productive service capacity that is appropriately distributed and fiscally sustainable. Accordingly, the Lhokseumawe City Government should position post-appointment restructuring as the next reform agenda through the revalidation of Anjab and ABK, updating of job maps, competency mapping and redistribution, stronger performance management, and integration of workforce planning with fiscal planning. The findings demonstrate that the PPPK issue has shifted from an agenda focused primarily on resolving employment status toward the more fundamental challenge of building a bureaucracy that is not only larger in numerical terms, but also more functional, professional, adaptive, and sustainable.

REFERENCES

- Alfansyur, A., & Mariyani. (2020). Seni mengelola data: Penerapan triangulasi teknik, sumber, dan waktu pada penelitian pendidikan sosial. *Historis: Jurnal Kajian, Penelitian dan Pengembangan Pendidikan Sejarah*, 5(2), 146-150.
- Campbell, S., Greenwood, M., Prior, S., Shearer, T., Walkem, K., Young, S., Bywaters, D., & Walker, K. (2020). Purposive sampling: Complex or simple? Research case examples. *Journal of Research in Nursing*, 25(8), 652-661. <https://doi.org/10.1177/1744987120927206>
- Dunn, W. N. (2018). *Public policy analysis: An integrated approach* (6th ed.). Routledge.
- Fadli, M. R. (2021). Memahami desain metode penelitian kualitatif. *Humanika, Kajian Ilmiah Mata Kuliah Umum*, 21(1), 33-54. <https://doi.org/10.21831/hum.v21i1.38075>
- Hadi, S. (2016). Pemeriksaan keabsahan data penelitian kualitatif pada skripsi. *Jurnal Ilmu Pendidikan*, 22(1), 74-79.
- Kaharuddin. (2021). Kualitatif: Ciri dan karakter sebagai metodologi. *Equilibrium: Jurnal Pendidikan*, 9(1), 1-8.
- Knies, E., Boselie, P., Gould-Williams, J., & Vandenabeele, W. (2018). Strategic human resource management and public sector performance: Context matters. *The International Journal of Human Resource Management*, 29(12), 1817-1840. <https://doi.org/10.1080/09585192.2017.1407088>
- Komara, E. (2019). Kompetensi profesional pegawai ASN (Aparatur Sipil Negara) di Indonesia. *Mimbar Pendidikan: Jurnal Indonesia untuk Kajian Pendidikan*, 4(1), 73-84.
- Mekarisce, A. A. (2020). Teknik pemeriksaan keabsahan data pada penelitian kualitatif di bidang kesehatan masyarakat. *Jurnal Ilmiah Kesehatan Masyarakat: Media Komunikasi Komunitas Kesehatan Masyarakat*, 12(3), 145-151.
- Republik Indonesia. (2018). Peraturan Pemerintah Republik Indonesia Nomor 49 Tahun 2018 tentang Manajemen Pegawai Pemerintah dengan Perjanjian Kerja.
- Republik Indonesia. (2023). Undang-Undang Republik Indonesia Nomor 20 Tahun 2023 tentang Aparatur Sipil Negara.
- Rijali, A. (2018). Analisis data kualitatif. *Alhadharah: Jurnal Ilmu Dakwah*, 17(33), 81-95. <https://doi.org/10.18592/alhadharah.v17i33.2374>
- Taufik, T., & Warsono, H. (2020). Birokrasi baru untuk new normal: Tinjauan model perubahan birokrasi dalam pelayanan publik di era Covid-19. *Dialogue: Jurnal Ilmu Administrasi Publik*, 2(1), 1-18. <https://doi.org/10.14710/dialogue.v2i1.8182>
- Waruwu, M. (2023). Pendekatan penelitian pendidikan: Metode penelitian kualitatif, metode penelitian kuantitatif dan metode penelitian kombinasi. *Jurnal Pendidikan Tambusai*, 7(1), 2896-2910.

Yuliani, W. (2018). Metode penelitian deskriptif kualitatif dalam perspektif bimbingan dan konseling. *Quanta*, 2(2), 83-91.