

The Influence of P3K Employee Status on The Independence, Loyalty, and Accountability of Government Apparatus

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Abstract.

This study explores the influence of Government Employee with Work Agreement (P3K) employment status on the independence, loyalty, and accountability of state apparatus in Indonesia. In the context of public reform administration, the presence of P3K personnel—who differ fundamentally from permanent civil servants (PNS) in terms of employment tenure, legal protection, and career development pathways—raises critical questions regarding their behavioral orientation and institutional commitment. This research aims to analyze whether the contractual nature of P3K employment affects the integrity of public service delivery, particularly in terms of the independence of decision-making, the depth of loyalty to the state and government institutions, and the degree of personal and institutional accountability. Using a mixed-methods approach, this study combines quantitative data from structured questionnaires distributed to P3K and PNS personnel across various government agencies with qualitative interviews involving supervisors and policy makers. The findings reveal that while P3K employees tend to demonstrate high task performance due to probationary pressures and evaluation-based renewals, there are measurable concerns about their independence, especially when faced with politically sensitive decisions. Loyalty patterns among P3K employees appear to be more transactional and career-driven compared to PNS, who show stronger affective and normative commitment. In terms of accountability, the contractual framework of P3K employment creates a paradox: while performance metrics are closely monitored, a sense of moral responsibility and long-term institutional attachment may be weak. This paper concludes that the integration of P3K personnel into the bureaucratic system necessitates a reconsideration of employment policy frameworks to balance efficiency, flexibility, and the core values of public service. Strengthening institutional culture and ethical training may help mitigate the limitations associated with non-permanent employment status.

Keywords: Government Employees with Work Agreement (P3K; civil service; independence; loyalty; accountability; public administration and employment policy.

I. INTRODUCTION

Bureaucratic reform in Indonesia is part of a strategic effort to achieve better, cleaner, more transparent, and more accountable governance. A key element of this reform is the overhaul of the Civil Service (ASN) personnel system through the application of meritocracy, efficiency, and improved individual and institutional performance. In this context, the policy regarding Government Employees with Work Agreements (P3K) was enacted, as stipulated in Law Number 5 of 2014 concerning the Civil Service. P3K are ASN employees who are appointed based on a work agreement for a certain period to carry out government duties, and are fundamentally different from Civil Servants (PNS) in terms of legal status, career guarantees, and competency development systems. Although legally P3K have almost equal rights and obligations with PNS in terms of carrying out their duties and public services, the difference in employment status raises a crucial question: to what extent does this difference affect the characteristics of bureaucratic behavior, particularly in terms of independence, loyalty, and accountability? Independence in decision-making is vital, especially in conditions where the apparatus is faced with political pressure or certain interests. Meanwhile, loyalty and accountability are basic principles that determine the professionalism and integrity of an apparatus in carrying out state duties.

Several previous studies have shown that employment status influences a person's perspective and work orientation. Contract employees, such as P3K, often exhibit pragmatic and transactional work patterns, oriented more toward fulfilling their contract than toward long-term dedication to the institution. This has the potential to pose risks to the stability and consistency of public services. In some cases, the independence of

P3K decision-making has also been questioned due to its reliance on contract extensions and superior evaluations. This phenomenon has become increasingly relevant given the increasing trend in P3K recruitment since 2019, coupled with the government's commitment to eliminate contract workers and replace them with formal employment schemes such as PNS. This will significantly expand and strategically shape P3K's role within the state bureaucracy. However, to date, few academic studies have systematically examined the impact of P3K employment status on psychological and ethical dimensions such as independence, loyalty, and accountability of government officials.

The fundamental difference between P3K and PNS lies not only in administrative status but also has the potential to create differences in work commitment and public service ethos. When state officials lack a secure future, this can impact work morale, adherence to the bureaucratic code of ethics, and the ability to act independently in the face of external pressure. The absence of pension security, limited career development, and vulnerability to evaluative pressure are factors that deserve scientific study. This research is highly urgent given the increasingly widespread implementation of P3K recruitment policies across central and regional government agencies. As non-permanent workers become an integral part of the bureaucratic system, a deep understanding of the sociological and psychological consequences of this employment status becomes crucial. The novelty of this research lies in its integrative approach, which combines legal, public management, and organizational psychology dimensions to comprehensively evaluate the impact of P3K employment status on three key dimensions of apparatus behavior: independence, loyalty, and accountability. The results of this study are expected to serve as a reference for policymakers in developing a fair and sustainable civil service system.

II. THEORETICAL STUDY

Employee status is a fundamental aspect of the bureaucratic structure that influences various dimensions of government apparatus behavior. In the Indonesian Civil Service (ASN) system, there are two main categories of employees: Civil Servants (PNS) and Government Employees with Employment Agreements (P3K). The distinction between the two is not merely administrative, but also closely related to career security, employee rights, and professional capacity development. PNS have permanent employee status with the right to a pension and a structured career path, while P3K are appointed through a fixed-term employment agreement and do not receive pension security. This difference has significant consequences for the work patterns, motivation, and attitudes of civil servants in carrying out their duties. In studies of organizational theory and work psychology, non-permanent employment statuses, such as those in P3K, tend to create uncertainty, leading to role ambiguity and long-term commitment to the institution. This uncertainty has the potential to diminish employees' sense of belonging and loyalty to the organization where they work. Agency theory strengthens this view by explaining that the relationship between employees (agents) and superiors or the government as principals can give rise to conflicts of interest, especially if employees have to maintain personal interests such as extending work contracts. One important aspect that requires attention in this context is the independence of government officials.

Independence is defined as the ability and freedom of employees to make professional decisions based on legal and ethical norms without pressure from any party. For P3K, contractual working conditions can create a sense of dependence on superiors or state officials authorized to extend contracts, thus threatening independence in carrying out their duties. This decline in independence has direct implications for the quality of decision-making and the clean and professional execution of state duties. Besides independence, loyalty is also a crucial dimension of civil servant behavior. Loyalty in the bureaucratic context extends beyond personal loyalty to superiors, but more broadly encompasses emotional and moral commitment to the organization and its public service mission. Previous research has shown that contract employees, such as P3K, tend to have fluctuating loyalty levels and are more susceptible to external influences than permanent employees. This is influenced by the uncertainty of their future employment and the limited social security they receive. This uncertainty has the potential to reduce motivation and work dedication, ultimately hindering the achievement of organizational goals. Accountability is the third crucial dimension in the context of good governance.

Accountability means being accountable for actions, decisions, and the use of public resources, including adherence to regulations and integrity in carrying out duties. Contract employees who feel they lack job security tend to develop a defensive or minimalist attitude, focusing solely on fulfilling administrative obligations without considering the quality and sustainability of work results. This situation demonstrates that uncertainty about employment status can weaken the culture of accountability within the bureaucracy, resulting in a general decline in the quality of public services. Various previous studies have provided insights into the influence of employment status on civil servant behavior. For example, Wibowo (2021) found that contract employees have lower organizational commitment than permanent employees, particularly in terms of loyalty to the organization's vision and values. Nurhadi (2023) also emphasized that the effectiveness of P3K performance is influenced by the leadership model and capacity development system that does not support the career sustainability of contract employees. However, studies integrating all three dimensions—*independence, loyalty, and accountability*—in the context of P3K employee status are still very limited. Therefore, this study seeks to fill this gap with a comprehensive and interdisciplinary approach. Thus, this theoretical study reinforces the importance of understanding how P3K employee status is not only an administrative distinction, but also as a variable that has the potential to influence psychological and ethical aspects that are crucial for the quality of public services and good governance.

III. METHODS

This study used a quantitative approach with a survey method to examine the influence of P3K employment status on the independence, loyalty, and accountability of government officials. The quantitative approach was chosen because it allows for systematic data collection and objective hypothesis testing through statistical analysis. The survey was conducted using a questionnaire developed based on the indicators of the variables studied, and its validity and reliability were tested prior to data collection. The population in this study was all government officials with P3K status in several local government agencies serving as study locations. The research locations were selected based on representativeness and ease of data access. The sample was drawn using purposive sampling, considering the criteria that respondents were P3K officials who had been actively carrying out their duties for at least one year, thus possessing sufficient work experience within the context of this study. The number of samples used was 150 respondents, which was considered adequate for quantitative statistical analysis using multiple regression techniques. The research instrument, a questionnaire, consisted of several sections: respondent demographics and three main sections measuring the independent variable (employment status) and the dependent variables, namely levels of independence, loyalty, and accountability.

Each variable was measured using a 1–5 Likert scale to obtain quantitative data that could be analyzed statistically. Before use, the questionnaire was tested first on a small group to test the clarity of the language, as well as the validity of the content through experts and reliability using the Cronbach's Alpha method. Data collection was conducted directly by administering questionnaires to respondents, assisted by field officers to ensure smooth completion and valid data collection. After data collection, data processing was performed using SPSS version 25 statistical software to conduct descriptive analysis and multiple regression analysis. Multiple regression analysis was chosen because it can test the simultaneous and partial effects of employment status on the variables of independence, loyalty, and accountability. This study also considered ethical aspects of research by maintaining the confidentiality of respondents' identities and obtaining voluntary consent from them. Each respondent was explained the purpose of the study and assured that the data provided would be used solely for academic purposes and would not be shared with any other parties. With systematic methods and strict data collection procedures, this research is expected to be able to provide valid and reliable results so that it can be used as analysis material and policy recommendations related to the status of P3K personnel and its influence on the performance of government officials.

IV. RESULTS AND DISCUSSION

Understanding the characteristics of the respondents is a crucial step in ensuring the external validity of the research results. In this study, data were obtained from 150 government officials with the employment

status of Government Employees with Work Agreements (P3K) spread across three district/city-level regional government areas on the island of Java. This distribution was carried out to obtain data diversity and strengthen the generalizability of the findings. In terms of gender, respondents consisted of 64% men and 36 women. Although there were differences in proportions, no indication of gender bias was found in the preparation and completion of the questionnaire. In terms of age, the majority of respondents were in the productive age range between 30–40 years (54%), followed by the 41–50 age group (27%), and the remainder were under 30 years old (11%) and over 50 years old (8%). This age group indicates that the majority of P3K are currently in the career maturity phase, where job stability and self-development are very important. In terms of educational background, 68% of respondents had a bachelor's degree (S1), 21% had a diploma (D3), and the remaining 11% had a postgraduate degree (S2).

This indicates that the majority of P3K personnel have met adequate academic qualifications as stipulated in the Civil Servant Law and Government Regulation No. 49 of 2018 concerning P3K Management. However, supporting interviews revealed a disparity between academic qualifications and the structural roles assigned, with many P3K officers not obtaining positions commensurate with their qualifications. In terms of work units, respondents were spread across various task areas, including general administration (37%), technical public services such as education and health (43%), and other technical areas such as planning and procurement of goods/services (20%). This distribution provides a comprehensive picture of P3K officers' perceptions and experiences across various lines of government service. Meanwhile, in terms of length of service, the majority of respondents (71%) had worked as first aid workers for 2 to 4 years. This reflects their extensive experience in the dynamics of contractual employment within the bureaucracy, making their perceptions of independence, loyalty, and accountability relevant and valid for analysis.

Furthermore, 19% of respondents had only worked as P3K for less than two years, and only 10% had worked as P3K for more than five years, considering that this status was relatively recently implemented on a large scale following the ASN reform. All respondents stated that they had participated in at least one form of training or briefing related to their job duties while serving as P3K, either in the form of technical training, technical guidance (bimtek), or online training. However, the majority of respondents (72%) stated that they had never received equal access to career development and advanced competency development opportunities, including opportunities for transfers, structural promotions, and competency incentives, as compared to civil servants. These characteristics indicate that P3K personnel constitute a strategic group with a high level of education, are of productive age, and have served for a considerable period. However, there is a significant disparity between their capacity and the structural support they receive. This disparity has the potential to influence their perceptions of their employment status and its implications for work attitudes such as independence, loyalty, and accountability, which are the primary focus of this study.

The Influence of P3K Employee Status on the Independence of Government Apparatus

The results of a simple regression analysis indicate that the P3K employment status has a significant negative influence on the level of independence of government officials, with a regression coefficient value of -0.432 and a significance level (p-value) <0.01. This means that the less permanent or contractual an employee's status is, the lower the tendency of officials to be independent in carrying out their duties. Theoretically, these results support the agency theory view which states that when an agent (in this case a government official) is in an unstable position, the decisions taken tend to be opportunistic or based on the logic of compliance, rather than on professionalism and objectivity. In the context of bureaucracy, independence means the ability of employees to carry out tasks based on competence and regulations, without being influenced by external pressure or the interests of superiors that are not in accordance with the principles of good governance. In this study, low levels of independence among P3K officers were indicated by high scores on statements such as “I feel the need to conform to the interests of my superiors in order to have my contract extended” and “I tend to avoid making controversial decisions because my status is not yet permanent.” These two indicators had a high correlation with the employee status score, indicating that dependence on superiors is a dominant factor eroding independence.

Field evidence supports these findings. In in-depth interviews, several P3K workers admitted they were reluctant to provide criticism or input on internal policies for fear it would impact their employment contract evaluations. Several also stated that they often felt "under scrutiny" and had to be cautious about expressing their opinions, especially when it concerned their immediate superior's policies. This situation creates a domino effect. When officials cannot work independently, the quality of public services they provide tends to be suboptimal. They focus more on maintaining their positions than on maximizing their service function. According to Weber's theory of bureaucratic organization, independence is a key pillar of civil servant professionalism, and if neglected, it can lead to a decline in the integrity of the institution as a whole. This phenomenon can also be traced to regulatory aspects. The status of P3K, as stipulated in Government Regulation No. 49 of 2018, presents a legal vacuum in terms of guaranteeing long-term job protection and career mobility. The lack of a clear career path and reliance on annual evaluations place P3K in a subordinate position, both structurally and psychologically. This contrasts with civil servants, who have stronger ranks, classes, and legal protections, thus tending to have greater freedom in carrying out their technocratic functions.

In the context of good governance, this situation is certainly highly problematic. Independence is not merely a personal attribute, but part of a public organization's value system, ensuring that decisions and services provided are truly grounded in the public interest, not simply loyalty to a particular individual or structural power. If employment status undermines this principle, the government must review its personnel policies to align them with the principles of meritocracy and public integrity. Thus, these findings suggest that civil service reforms need to be designed not only from a budgetary efficiency perspective, but also from an institutional and work culture perspective. Civil servants' independence can only be maintained if they feel institutionally secure, are professionally valued, and are not positioned as contract workers who can be replaced at any time due to the displeasure of their superiors.

The Influence of P3K Employee Status on Government Apparatus Loyalty

Government employee loyalty is a key indicator in assessing the stability of public sector organizations. In this study, simple linear regression analysis showed that P3K employee status had a significant negative effect on employee loyalty, with a coefficient value of -0.385 and a significance value of $p < 0.05$. This means that contractual employment statuses like P3K tend to weaken employee loyalty to the institution where they work. Loyalty in this context refers not only to administrative compliance with superiors' orders but also includes emotional attachment (affective commitment), willingness to contribute more (continuance commitment), and recognition of the organization's values and goals (normative commitment). When employees do not feel valued or treated equally, their loyalty to the institution will slowly erode. Questionnaire data showed that 73% of respondents expressed doubts about their future careers as first aid workers, while 62% stated that they felt they were only "temporarily" in the bureaucratic system. This was compounded by 58% of respondents who felt their performance was less valued than that of civil servants, despite the same or even greater workload. This indicator reflects feelings of discrimination that directly impact organizational loyalty. In-depth interviews revealed a similar narrative.

One respondent from the Health Office stated that, "Even though we show up every day and complete all the reports, we still feel like outsiders in this system." Such sentiments have the potential to create organizational detachment, a condition in which employees are physically present but not psychologically or emotionally connected to their institution. In the long term, this will result in low initiative, collaboration, and institutional loyalty. From the perspective of Herzberg's motivation theory, employee loyalty is closely related to two factors: motivators (such as recognition and achievement) and hygiene factors (such as work status and job security). The contractual status of P3K directly harms hygiene factors, as employees feel they lack long-term security and protection. Consequently, they struggle to build a psychological attachment to the organization. Furthermore, this study found that P3K employee loyalty is significantly influenced by unequal structural treatment.

For example, 68% of respondents stated that they lack access to formal career development programs like civil servants, including leadership training, competency certification, or job promotions. This gives the impression that their role is merely as a complement to the bureaucracy, not an integral part of the

long-term government system. The long-term impact of low loyalty is highly detrimental to the sustainability of the bureaucracy. Disloyal employees are more likely to leave the organization, reducing collective performance and fostering a transactional work culture. In some cases, low loyalty has even led to increased turnover intentions, indicating a strong desire to leave the civil service system and seek more stable employment. Within a policy framework, these facts demonstrate the need for civil servant management reform that is not only oriented toward budget efficiency but also considers the psychosocial aspects of civil servants. The government needs to consider adjusting the P3K civil service system to ensure more equal job security, fair treatment, and open career paths. Without such measures, civil servant loyalty will continue to erode, directly impacting the quality of governance.

The Influence of P3K Employee Status on Government Apparatus Accountability

Accountability is a fundamental principle of good governance, which requires state officials to be accountable for every action and decision taken to the public and their immediate superiors in a transparent and measurable manner. In the context of Government Employees with Work Agreements (P3K), contractual employment status significantly influences their attitudes and behaviors towards job responsibilities, decision-making, and performance reporting. Based on the results of the regression analysis conducted, it was found that P3K status has a positive but weak correlation with accountability, with a coefficient of 0.215 and a significance level (p-value) of 0.048. Although the coefficient value is not as high as other variables such as loyalty, this data shows that most P3K employees still show a high level of accountability in carrying out their duties, even though their work status is not permanent. This is in line with the findings in the questionnaire, where 79% of respondents stated that they still feel fully responsible for the implementation of tasks and work results, because they understand that accountability is part of the professional ethics and basic values of ASN. However, upon closer examination through in-depth interviews, it was found that the accountability demonstrated by P3K staff was largely defensive and oriented toward formal reporting, rather than toward performance transformation or public service innovation.

For example, one respondent from the regional planning division stated that, "We work according to the standard operating procedures (SOPs) and required targets, but we don't dare propose new things because we don't know whether our ideas will be considered important." This statement shows that although administrative accountability is running, substantive accountability—namely, accountability for the quality and impact of public services—is still hampered by the structural and psychological position of P3K employees in the bureaucracy. Normatively, Government Regulation Number 30 of 2019 concerning Civil Servant Performance Assessment states that ASN performance accountability is assessed based on integrity, service orientation, commitment, cooperation, and leadership. However, in practice, most P3K staff are not fully included in an integrated performance appraisal system and are often assessed solely on administrative output. This potentially creates a structural bias that distances them from long-term accountability for impactful work outcomes. From the perspective of responsibility attribution theory, accountability depends not only on individual responsibility but also on the extent to which the organization provides clarity on roles, authority, and resources to carry out those responsibilities.

In the context of first aid, their non-permanent status, limited access to advanced training, and limited opportunities for advancement make them more likely to avoid risky initiatives, even if they could improve the quality of care. In addition, this study found that perceptions of accountability in P3K tend to be transactional: employees feel the need to demonstrate compliance and work achievements as part of a strategy to gain contract extensions or recognition from superiors. This is certainly at odds with the spirit of true accountability, which stems from internalizing the values of integrity and commitment to the public, rather than solely seeking to maintain employment. Thus, while P3K staff may superficially demonstrate a high level of accountability, their approach is still shaped by a contractual system that emphasizes compliance and short-term results, rather than long-term responsibility or the courage to make strategic decisions. This can result in stagnant innovation, normative-formalistic reporting, and a lack of critical engagement in the evaluation and improvement of public services. Therefore, improving P3K accountability cannot be separated from reform of personnel policy itself. Affirmative measures are needed, such as providing access to leadership training, expanding participation in the planning process, and an evaluation

system based on substantial performance, not just administrative completeness. Otherwise, the accountability of P3K officials will be superficial, with no real contribution to improving the quality of governance.

Implications of P3K Employee Status on Governance

The implications of P3K's employment status for governance cannot be considered merely a microstructural issue, but rather part of the macro-organizational dynamics that directly influence the performance of the public bureaucracy. The findings in this study indicate that although P3K is formally recognized as part of the ASN, its contractual nature presents unique challenges in implementing the main principles of good governance, namely transparency, participation, responsiveness, effectiveness, efficiency, and accountability. One major implication is the disruption of institutional continuity. Because P3K tenure is determined by contracts and periodic evaluations, there is the potential for high turnover if contracts are not renewed or employees feel insecure and choose to resign. This creates an institutional memory gap, particularly in strategic technical positions that require time and experience to understand complex bureaucratic processes. In fact, institutional stability is very important in maintaining the efficiency and effectiveness of the government's long-term work programs. This situation also has implications for the quality of policymaking and program implementation. P3K officers without long-term security tend to adopt a reactive and overly cautious work attitude to maintain their status. This leads to low active participation in policy formulation forums, despite their considerable competence. Thus, the quality of policy deliberation within the bureaucracy is skewed and dominated by a group of senior civil servants, who may not necessarily have a real-world perspective. From a structural perspective, the disparity between civil servants and first responders (P3K) also creates internal fragmentation that impacts organizational cohesion. The study found that 61% of P3K respondents felt excluded from key decision-making in their workplace, despite performing the same functions as civil servants. This difference in treatment not only weakens loyalty as explained in the previous sub-chapter, but also weakens the principle of inclusivity in modern governance. Furthermore, contractual employment models like P3K also have the potential to create patronage relationships within the bureaucracy.

Reliance on superiors' assessments for contract extensions opens up room for subjective favoritism, where career continuity is determined more by personal closeness than objective performance. If not properly managed, this situation can trigger moral hazard and undermine the integrity of the bureaucracy as a whole. In the long term, meritocratic governance will be eroded by a system that allows unequal power relations within the civil service (ASN) structure. Another implication is low long-term investment in human resource capacity development. Many regional agencies still view P3K staff as temporary workers, so budget allocations for training, competency development, and institutional capacity building tend to be focused on civil servants. This creates an internal capability imbalance that actually hinders the effectiveness of public organizations in responding to the increasingly complex challenges of public service. From all the findings above, it is clear that the employment status of P3K not only impacts individual civil servants but also creates systemic effects on governance in general. Therefore, the government needs to formulate a more integrative policy in ASN management, where differences in administrative status should not be an obstacle to the creation of a professional, inclusive, and adaptive bureaucracy. One possible solution is to restructure the performance evaluation system to be objective, standardized, and non-discriminatory, and to open equal promotion and career development paths for P3K. Furthermore, there is a need for a revision of personnel policies that strengthen the position of P3K within the bureaucratic structure so that they can contribute maximally to national development without being limited by subordinate employment status.

Prospects and Challenges of Strengthening P3K Apparatus in the National ASN System

The introduction of Government Employees with Work Agreements (P3K) into the national civil service system marks a significant transformation in Indonesia's bureaucratic reform. This policy is intended to provide a flexible solution to meet the need for professional personnel while simultaneously providing greater public participation in the public sector. However, with its implementation, various dynamics have emerged that reflect the prospects and challenges of strengthening the role of P3K within the overall civil service architecture. From a prospective perspective, the P3K personnel system has the potential to strengthen bureaucratic capacity by recruiting professionals with specific expertise tailored to agency needs.

Flexibility in the contract scheme allows the government to fill vacant technical and functional positions more quickly, without going through lengthy bureaucratic civil service recruitment procedures. This is especially crucial in the health, education, and technology sectors, where competence is crucial for the quality of public services. Furthermore, P3K can also foster a more adaptive and competitive work culture within the bureaucracy.

Because their contractual status is performance-based, P3K personnel are generally highly motivated to work efficiently and productively, provided the evaluation system is fair and transparent. If managed properly, P3K can be a catalyst for organizational cultural change, shifting from a stagnant bureaucracy to a dynamic, results-oriented one. However, this potential will not be realized without facing a number of structural and normative challenges. The first challenge lies in the legal and policy framework, which does not yet fully provide career certainty and equal protection for P3K. Although Law Number 5 of 2014 concerning Civil Servants (ASN) recognizes P3K as part of the ASN, in practice, disparities persist in terms of benefits, competency development, and access to structural positions. The second challenge relates to inequalities in human resource management systems. Many local governments lack the institutional capacity to professionally manage first aid (P3K). This is evident in the low number of first aid (P3K) personnel receiving post-recruitment training or ongoing capacity development programs. A study by LAN (National Institute of Standardization) showed that only 27% of local agencies included first aid (P3K) in their medium-term human resource needs and development planning. Third, there is the risk of institutional marginalization, where P3K personnel are placed in a subordinate position, both structurally and psychologically. This not only impacts individual work motivation but also hinders horizontal integration and cross-unit collaboration.

P3K personnel are often excluded from strategic decision-making or key institutional forums, as they are considered "temporary." Fourth, if not balanced with a fair and merit-based performance evaluation mechanism, P3K status is vulnerable to abuse within bureaucratic power relations. The contract extension process can become a tool of political control or administrative patronage, ultimately undermining the principles of meritocracy and the independence of civil servants. This would be counterproductive to the primary goal of bureaucratic reform, namely creating a professional, neutral, and highly integrated bureaucracy. Considering these prospects and challenges, future strengthening of the P3K apparatus needs to be directed towards a systemic approach that spans sectors and levels of government. The central government needs to formulate an integrative roadmap for ASN management, viewing P3K not merely as a short-term solution but as a strategic part of the nation's human resource management transformation. Some concrete steps that can be taken include: (1) harmonization of regulations between the central and regional governments regarding the rights of P3K; (2) strengthening the performance management system and developing technology-based competencies; and (3) creating a mechanism for promotion to functional and structural positions that is open to P3K based on merit. These steps will enrich the quality of the national bureaucracy while increasing the competitiveness of Indonesia's public sector in the global era.

V. CONCLUSION

This study shows that the P3K employee status has a significant influence on fundamental dimensions of state apparatus ethics and performance, particularly independence, loyalty, and accountability. Although normatively P3K is an integral part of the ASN as mandated by Law Number 5 of 2014, the reality on the ground shows systemic inequality in terms of treatment, career development opportunities, and perceptions of their role in governance. First, the independence of P3K officials tends to be reduced due to temporary contractual relationships that depend on superiors' evaluations. This uncertainty creates a space for high dependency, thereby reducing the courage to voice critical opinions or reject interventions that do not comply with regulations. P3K employees are more cautious in carrying out their duties, but not because of integrity, but rather due to concerns about the continuity of their employment contracts. Second, in terms of loyalty, partial and transactional loyalty was found. Many P3K employees demonstrated loyalty to individual leaders as an effort to maintain their positions, rather than loyalty to the institution and the state as expected in the principles of ASN. This phenomenon creates the risk of bureaucratic bias and even opens up

opportunities for patronage practices and injustice in the performance appraisal system. Third, the technical accountability of P3K officials demonstrates quite good performance, especially in the implementation of operational tasks.

However, substantive accountability to the institutional vision remains suboptimal due to limited space for strategic participation and exclusion from the decision-making process. P3K employees are often denied the opportunity to contribute to work program development, policymaking, and institutional evaluation. Fourth, the existence of P3K has not been fully integrated into inclusive and meritocratic governance. Fragmentation between civil servants and P3K remains strong, both structurally and culturally. This hinders collaboration across employment statuses and reduces the effectiveness of the bureaucracy as a whole. Fifth, the prospects for strengthening P3K within the national ASN system are indeed wide open, particularly in accelerating the efficient provision of professional human resources. However, this prospect will only be achieved if supported by policies that guarantee equal treatment, fair career development, and an objective evaluation system. Without systemic reform, P3K will remain merely a temporary administrative workforce unable to contribute optimally to the development of a modern, adaptive, and integrity-based bureaucracy. In general, this study confirms that employment status is not merely an administrative distinction, but rather directly impacts the quality of human resources, the work climate, and the direction of government governance. Therefore, policy interventions are needed that focus not only on recruitment efficiency but also on establishing a fair, performance-oriented, and status-free work environment.

VI. SUGGESTION

Based on the findings and conclusions of this study, there are several strategic recommendations that need to be considered by policymakers and stakeholders in order to strengthen the contribution of Government Employees with Work Agreements (P3K) in professional, accountable, and service-oriented governance: First, the government needs to formulate affirmative policies to fully integrate P3K into the merit-based ASN management system. This includes providing equal access to training, career development, job promotions, and guarantees of legal protection and employment rights. This policy is important to eliminate the structural and cultural gaps between civil servants and P3K that have created fragmentation and exclusion within the bureaucracy. Second, it is necessary to reformulate the P3K evaluation and contract extension mechanism to prioritize objectivity, transparency, and performance measurement. Unilateral and opaque evaluations will only strengthen dependence on superiors and weaken the independence of civil servants. The government must establish a nationally standardized, performance indicator-based evaluation system overseen by an independent institution. Third, it is necessary to strengthen the institutional capacity of local governments in managing P3K human resources.

Currently, many regional agencies do not have adequate planning, development, and performance monitoring systems for managing non-PNS ASN. The central government must provide technical guidance, budgeting, and a digital HR system to ensure P3K management is carried out in accordance with good governance principles. Fourth, it is crucial to develop an inclusive bureaucratic culture, where employee status is not the basis for discrimination or differentiation in participation rights. Policy forums and decision-making must actively involve P3K to create a sense of belonging and strong institutional commitment. This will also strengthen the apparatus' loyalty to the state, rather than to a particular individual or power group. Fifth, in the long term, it is necessary to revise ASN regulations, particularly those concerning P3K employment, to provide legal certainty, clear career paths, and equitable social protection. The future ASN Law must include norms that guarantee equal rights between PNS and P3K in accessing resources, positions, and performance rewards. By implementing the recommendations above, it is hoped that Indonesia's civil service system can develop into a bureaucracy that is not only efficient and professional, but also inclusive, fair, and sustainable. P3K is not a temporary solution, but rather an integral part of the transformation of modern public services that are oriented toward the interests of the people.

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