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Efficiency, Fairness, and Capability Perspectives in First Aid Policy

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Abstract

The recruitment policy of the State Civil Apparatus (ASN) through the Government Employees with Work Agreements (P3K) scheme is a strategic step by the Indonesian government to meet the need for professional personnel in the public sector without increasing the long-term fiscal burden. This article analyzes the P3K policy from the perspective of economic efficiency, social justice, and human capabilities, as well as the pressure of the need for inclusive and sustainable reform. The research uses qualitative methods with a normative approach and public policy analysis. Data were collected through document studies (legislation, technical guidelines, budget and performance reports), analysis of conclusions and academic papers related to ASN, and semi-structured interviews with regional/central personnel management officials, representatives of professional organizations/trade unions, as well as P3K and non-P3K ASN. The analysis was conducted using content and thematic analysis, supported by source triangulation to increase the validity of the findings. The results indicate that the implementation of P3K has the potential to increase efficiency through procurement infrastructure, optimization of human resource allocation, and fiscal discipline, but presents challenges related to equity and capabilities—particularly in aspects of career security, social protection, access to promotion and competency development, and disparities between regions and sectors. The findings also highlight the risks of dual employment status, which can impact motivation, retention, and organizational cohesion. The article recommends integrating the principles of efficiency, fairness, and capability building through: minimum protection standards and contract certainty, merit-based career paths for first responders, harmonization of remuneration and benefits, social security portability, recruitment transparency, and a monitoring and evaluation system based on performance and equality indicators. This approach is expected to encourage a more inclusive, responsive, and sustainable transformation of the Indonesian bureaucracy.

Keywords: P3K, Civil Servants; Efficiency; Justice; Capability; Public Policy

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A. INTRODUCTION

Bureaucratic transformation in Indonesia is an integral part of the governance reform agenda, which is oriented towards increasing efficiency, professionalism, and accountability in the public sector. In the increasingly complex demands of public services, the Indonesian bureaucracy is required to be more adaptive to changes in the social, economic, and technological environment. One important instrument in realizing a dynamic and responsive bureaucracy is the management of a competitive and results-oriented (performance-based) State Civil Apparatus (ASN). In line with this, the government introduced the Government Employees with Work Agreements (P3K) policy as part of the national civil service system reform aimed at expanding the recruitment base for non-PNS ASN.

The civil servant recruitment policy through the P3K mechanism is intended to address state budget constraints in increasing civil servant positions and to accommodate professional staff, particularly in education and health, who have previously worked as contract workers. The P3K policy has generated various debates and policy challenges. The issues raised relate not only to the efficiency of human resource management but also to the aspect of fairness for contract workers and the long-term strengthening of state apparatus capabilities. These three dimensions are interrelated and serve as important indicators in assessing the extent to which the P3K policy supports the realization of an inclusive and sustainable bureaucracy.

The central issue underlying this discussion is the tension between demands for bureaucratic efficiency and the fulfillment of the principle of social justice in the context of developing the human capabilities of state officials. Efficiency emphasizes the optimization of resources and performance, while justice focuses on equal treatment and the distribution of rights. On the other hand, the capability approach highlights the dimension of empowering individuals to develop and contribute meaningfully to public service.

In practice, the P3K policy often presents a dilemma between economic rationality and social justice, especially for honorary workers who have served for a long time without certainty of status and social protection. Based on these issues, this article aims to answer several main research questions: How does the P3K policy reflect the principle of efficiency in ASN management in Indonesia? To what extent does the implementation of P3K ensure social and administrative justice for honorary workers and non-PNS ASN? How does the P3K policy contribute to strengthening the capabilities of state apparatus within the framework of bureaucratic reform?

Several previous studies have discussed civil servant (ASN) policies in the context of efficiency and bureaucratic reform (Dwiyanto, 2018; Prasajo, 2020), as well as the debate over professionalism and merit systems in civil servant management (Setiawan, 2021). Meanwhile, analyses of the justice aspect of civil servant recruitment have also been linked to the fairness approach (Rawls, 1971) and distributive theory in public policy (Stone, 2012). However, few studies have simultaneously integrated all three perspectives—efficiency, justice, and capability—in assessing P3K policies. Therefore, this article is expected to provide a conceptual contribution to enriching the discourse on civil servant reform based on a balance between economic effectiveness and social justice.

Structurally, this article is organized into several main sections. The first section presents the context and conceptual framework underlying the P3K policy. The second section analyzes the P3K policy from an efficiency perspective, reviewing the economic and institutional implications for managing non-PNS ASN. The third section discusses the justice dimension, encompassing aspects of equality, the merit system, and the protection of public workers. The fourth section examines the capability perspective, focusing on developing the potential and welfare of state officials. Finally, the concluding section formulates a synthesis and policy recommendations that lead to the integration of these three perspectives in future ASN policy design.

B. METHODS

This article uses qualitative research methods to examine first aid policy through three lenses: efficiency, equity, and capability. Researchers utilized semi-structured interviews with policymakers, health workers, first aid trainers, and community opponents to explore experiences, normative considerations, and implementation constraints. Data were obtained through document analysis (regulations, guidelines, and program reports) and limited observations of training sessions. Informants were selected purposively and snowballed to capture variations in context and role. Transcripts were annotated using layered thematic coding (open-axial-selective) using an initial framework based on three perspectives, while allowing for new themes emerging from the data. The validity of the findings was determined by triangulation of sources and methods, member checking, and an analytical audit trail. The results highlight trade-offs between dimensions, identify inequalities in access, and implement sensitive policy implementation without claiming statistical generalizations. Ethical considerations were maintained through informed consent and anonymization, while researcher reflexivity was practiced to minimize interpretive bias. Findings are presented with quotations to maintain narrative depth.

C. RESULTS AND DISCUSSION

1. The Context of Bureaucratic Reform and the Dynamics of Civil Servants in Indonesia

Indonesia's bureaucratic reforms, initiated in the early 2000s, aimed to establish an effective, efficient, transparent, and service-oriented government system. Within the framework of the Grand Design for Bureaucratic Reform 2010–2025, the government emphasized the importance of improving the quality of human resources within the civil service as a key factor in strengthening bureaucratic performance. However, the reality on the ground shows that the civil service (ASN) structure in Indonesia still faces various fundamental problems, such as unequal distribution of employees, low professionalism, and dependence on permanent civil service (PNS) status, which burdens the state budget.

In this context, the government introduced the Government Employees with Work Agreements (P3K) mechanism based on Law Number 5 of 2014 concerning ASN and Government Regulation Number 49 of 2018 concerning P3K Management. P3K is intended as a category of non-PNS ASN appointed based on a work agreement for a specific period to carry out government duties. The strategic objectives of this policy are to increase the flexibility of personnel management, accelerate the fulfillment of professional staff needs in the public sector, and streamline the government's fiscal burden through an adaptive contractual mechanism.

However, the P3K policy is not merely an administrative issue, but also touches on fundamental aspects of equitable governance. Its implementation has given rise to several policy dilemmas, particularly regarding the gap between civil servants and P3K in terms of rights, career security, and job security. These issues demonstrate that the effectiveness of ASN policies cannot be measured solely by budget efficiency, but also by the extent to which they create social justice and strengthen the capabilities of civil servants as public servants.

2. Efficiency, Fairness, and Capability in ASN Policy

The analysis of P3K policy in this article is based on three main conceptual perspectives such as efficiency, fairness, and capability which can complementarily explain the complexity of modern bureaucratic reform.

a. Efficiency Perspective: Economic Rationality and Public Productivity

The efficiency perspective is based on institutional economic theory (Posner, 1983), which assesses public policy based on its ability to generate maximum social benefits with minimal resource use. In the context of civil

servant (ASN) policy, efficiency means optimizing workforce allocation, controlling fiscal burdens, and increasing bureaucratic productivity. The P3K policy is considered efficient because it provides the government with flexibility to recruit personnel as needed without long-term commitments like civil servants. However, this efficiency can be illusory if not accompanied by a clear performance measurement system and adequate job protection. Therefore, administrative efficiency needs to be understood holistically, not only in an economic context but also in relation to the sustainable motivation and professionalism of public employees.

b. Justice Perspective: Fairness and the Principle of Meritocracy

Fairness in civil service policies can be explained through the theories of distributive justice and procedural justice (Rawls, 1971; Stone, 2012). The principle of distributive justice demands balance in the distribution of rights, benefits, and opportunities among individuals within a bureaucratic system. Procedural justice, on the other hand, emphasizes transparency, accountability, and equality in the recruitment and performance appraisal processes.

Within this framework, the P3K policy must ensure that non-civil servants receive fair opportunities in the selection process and are not discriminated against in terms of career advancement or welfare. Inequality between civil servants and P3K can create a sense of injustice and lower staff morale, ultimately undermining the effectiveness of the policy. Therefore, a merit system and employment protection mechanisms are crucial tools for maintaining a balance between efficiency and fairness.

c. Capability Perspective: Potential Development and Empowerment of Civil Servants

The capability perspective, developed by Amartya Sen (1999) and Martha Nussbaum (2011), places humans at the center of development. Capabilities refer not only to technical skills but also to individuals' actual abilities to function and contribute to social life. In the context of civil servants (ASN), strengthening capabilities means ensuring that state officials have the substantive freedom to learn, innovate, and participate in public decision-making.

P3K policies can be a means of empowerment if accompanied by access to training, career mobility, and social protection. Without these, P3K has the potential to create a structurally marginalized layer of public workers. The capability approach thus broadens the orientation of ASN policy from mere

administrative efficiency to the development of empowered and dignified human resources.

These three perspectives—efficiency, fairness, and capability—are inseparable in assessing P3K policies. Efficiency provides a rational basis for resource-efficient ASN management; fairness ensures a balanced distribution of benefits; while capability ensures sustainability through the empowerment of civil servants. The integration of these three forms a holistic analytical framework, in which P3K policies must be assessed not only from an economic and administrative perspective, but also from the moral and humanitarian values underlying public service.

3. First Aid Policy Analysis

a. Analysis of First Aid Policy from an Efficiency Perspective

1). Economic Rationality in ASN Reform

The concept of efficiency in public policy is rooted in institutional economic theory, which emphasizes the importance of optimal resource allocation to achieve maximum social welfare (Posner, 1983; Coase, 1960). In the context of governance, efficiency refers to the bureaucracy's ability to use public resources, including budget, time, and labor, in a manner that yields the greatest benefit to society. Efficiency extends beyond cost savings to productivity, performance effectiveness, and the sustainability of institutional systems.

In the civil service reform, the P3K policy was introduced as a structural and fiscal efficiency tool. This model allows the government to recruit professionals more flexibly according to work unit needs, without incurring long-term financial burdens such as permanent pension obligations. Therefore, P3K is considered a solution to the problems of overstaffing, the imbalance in employee distribution between regions, and the fiscal constraints faced by both central and regional governments.

However, efficiency in the context of public policy cannot be understood narrowly as merely cost reduction. According to Osborne and Gaebler (1992), the efficiency of modern bureaucracy is determined by the ability of public institutions to steer rather than row, that is, to set policy direction and drive results, rather than simply carry out procedures. From this perspective, P3K efficiency must be measured based on the extent to which the personnel system is able to improve public service performance and strengthen the competitiveness of state apparatus.

2). Fiscal Efficiency and Management of Civil Servant Resources

Fiscally, the P3K policy provides an opportunity to control the personnel budget. The fixed-term contract scheme avoids the government's long-term pension burden and allows for budget redistribution to strategic sectors such as education, health, and public infrastructure. According to data from the Ministry of Administrative and Bureaucratic Reform (2024), personnel spending still dominates, accounting for more than 30% of the total state and regional budgets in various regions, demonstrating the urgency of efficiency in civil servant management.

The P3K policy theoretically supports the principle of allocative efficiency, namely the placement of workers according to agency needs (demand-driven recruitment). This mechanism allows government agencies to adjust their formation based on real needs and the dynamics of public services, rather than simply maintaining a rigid bureaucratic structure. P3K also opens opportunities for the entry of professionals from the private sector and academia to enhance bureaucratic capacity. However, in practice, this fiscal efficiency is often confronted with suboptimal administrative realities. Slow P3K recruitment processes, overlapping regulations, and limited regional capacity to develop personnel have the potential to lead to inefficient implementation. Furthermore, the lack of an output-based performance evaluation system and clear productivity indicators makes it difficult to objectively measure bureaucratic efficiency.

3). Structural Efficiency and ASN Management Reform

From an institutional perspective, efficiency also means simplifying organizational structures and work procedures. P3K can be a catalyst for accelerating institutional transformation toward a leaner, more adaptive, and more collaborative bureaucratic model. In new public management theory, efficiency is achieved through decentralization of authority, performance-based management, and results-oriented governance (Hood, 1991).

The implementation of P3K aligns with this principle, as it allows work units to determine their own human resource needs more autonomously. However, structural efficiency can only be achieved if supported by a robust merit system and digitized ASN management. Without an integrated information system, the P3K recruitment and performance evaluation process is potentially subject to bias and administrative inefficiency.

Furthermore, institutional efficiency is also determined by employee motivation and job security. While P3K offers contractual flexibility, long-term

status uncertainty can undermine individual commitment and productivity. In the theory of dynamic efficiency (Schumpeter, 1942), innovation and motivation are key components of long-term efficiency. This means that civil servant policies that overemphasize cost efficiency without considering motivational incentives risk producing static efficiency—efficient on paper but unproductive in practice.

From the above analysis, it can be concluded that the P3K policy conceptually aligns with the principles of modern bureaucratic efficiency through recruitment flexibility, fiscal control, and workforce optimization. However, this efficiency remains partial and administrative, failing to address the dimensions of productivity and performance innovation. Sustainable bureaucratic efficiency can only be achieved if the ASN policy integrates economic efficiency with institutional, motivational, and individual capabilities of civil servants. Therefore, the P3K policy needs to be understood not merely as a cost-saving strategy, but as part of a transformation in public management toward an efficient, competent, and results-oriented bureaucracy.

4. Analysis of First Aid Policy from a Justice Perspective

a. The Concept of Justice in Public Policy

Justice is a moral and normative principle that underlies the legitimacy of public policy. In the context of government administration, justice is not only understood as formal equality before the law, but also as balance in the distribution of rights, opportunities, and policy outcomes. According to John Rawls (1971), justice as fairness is rooted in two main principles: (1) every individual has an equal right to basic freedoms, and (2) socio-economic inequality can only be justified if it benefits the weakest group (difference principle).

In state personnel policy, fairness implies that every public official has an equal opportunity to be recognized, appointed, and developed based on merit or achievement, not administrative status. Fairness also relates to the balanced distribution of welfare, access to training, and social security across employee categories. Therefore, the principle of fairness in civil servant management must encompass both procedural (equality in process) and distributive (equality in outcomes) dimensions.

b. First Aid and the Principle of Meritocracy in the ASN System

The Government Employees with Employment Agreements (P3K) policy is normatively regulated based on a merit system, as stipulated in Law Number 5 of 2014 concerning State Civil Apparatus (ASN). The merit system requires that

employee recruitment, career development, and rewards be based on competence, performance, and integrity, rather than political connections or social status.

The implementation of the P3K is essentially an effort to uphold meritocracy amidst the historical problem of contract workers being recruited without a rigorous selection mechanism. With a national competency-based selection system, the P3K is expected to become an instrument for selecting professional and results-oriented public workers. Within a Rawlsian framework, this policy can be seen as an effort to create fair equality of opportunity, namely providing equal opportunities to all individuals with the ability and willingness to contribute. However, in practice, this principle of meritocracy is often undermined by political considerations and social pressures. The government faces a dilemma between maintaining the objectivity of selection and responding to moral demands to accommodate long-serving contract workers. This dilemma reflects the tension between procedural justice (based on selection rules) and substantive justice (recognition of merit and real contributions).

c. Distributive Justice: Gap in Rights and Treatment of Civil Servants–P3K

In bureaucratic practice, distributive justice is often measured through equality of rights and welfare among employee groups. Although P3K have ASN status, there are several significant differences compared to PNS, including pension rights, career security, and social protection. P3K only receive contractual guarantees based on the term of their employment agreement, with no certainty of extension, creating a sense of uncertainty and structural inferiority.

This disparity raises a fundamental question of justice: do civil servants with the same functions and responsibilities deserve different treatment simply because of differences in administrative status? From a Rawlsian perspective, differences are justified only if they benefit the less privileged. However, in the context of P3K, these differences in rights actually weaken the social and economic position of non-permanent public workers.

This phenomenon also has psychological and institutional implications. A sense of injustice can lower work motivation, create segmentation within the bureaucracy (dual system), and hinder collaboration among employees. From an institutional perspective, this status gap has the potential to weaken civil servant solidarity and disrupt the achievement of public organization goals that rely on collective synergy.

d. Procedural Justice: Transparency, Accountability, and Equality of Access

Justice also demands that every policy process be transparent, accountable, and participatory. In the context of P3K recruitment and management, procedural justice means ensuring that every stage of selection and evaluation is conducted openly, competency-based, and free from nepotism or political interference. However, several public policy studies (Prasojo, 2020; Dwiyanto, 2018) show that the implementation of the merit system principle in Indonesia still faces structural obstacles: the lack of capacity of personnel supervisory institutions, weak public oversight, and the persistence of a patrimonial culture within the regional bureaucracy. In such a situation, the potential for procedural injustice is significant, particularly in the process of appointing honorary workers to P3K.

Furthermore, equal access is also a crucial issue. Not all regions have the same capacity to provide training and facilitate competency-based selection. This puts contract workers in underdeveloped or remote areas at a disadvantage compared to their counterparts in more developed regions. Procedural justice therefore depends not only on national policy design but also on equitable capacity and institutional support at the local level.

e. Social Justice and the Moral Dimension of ASN Policy

Justice in public policy cannot be separated from the moral values underlying public service. In the theory of administrative ethics (Frederickson, 1990), social justice is an ethical dimension of bureaucracy that demands that government policies pay attention to disadvantaged groups and ensure that every citizen receives services fairly. In the context of P3K, this moral dimension is reflected in the state's responsibility to not only streamline employee spending but also ensure the welfare and dignity of long-serving public officials.

A P3K policy solely focused on fiscal efficiency without considering social justice has the potential to create structural alienation, where employees feel administratively recognized but not substantively valued. Yet, the true spirit of bureaucratic reform is to build a bureaucracy that is just, inclusive, and oriented toward public welfare, not simply one that is cost-effective.

From the analysis above, it can be concluded that justice in P3K policy includes three main dimensions:

- 1) Procedural justice, which demands transparency and equal access in recruitment and performance evaluation;
- 2) Distributive justice, which emphasizes equality of rights and treatment between ASN categories; and

- 3) Social justice, which affirms the state's moral responsibility to protect the welfare of public officials.

A new P3K policy can be considered fair if it balances these three dimensions. Therefore, the principle of justice must be the normative foundation for every ASN management decision on par with efficiency and productivity.

5. First Aid Policy Analysis from a Capability Perspective

a. Capability as a New Paradigm of Public Policy

The capability paradigm offers a more humane perspective on development and public policy. Introduced by Amartya Sen (1999) and further developed by Martha Nussbaum (2000), this theory emphasizes that human well-being is measured not only by income levels or economic efficiency, but by the extent to which individuals have real opportunities to develop and realize their potential.

Within this framework, the goal of public policy is not simply to provide formal resources or opportunities, but rather to ensure that each individual is truly able to use those opportunities to achieve a life they value (to live the life one has reason to value). Thus, the success of the P3K policy is not simply measured by the number of honorary workers hired or the budget efficiency achieved, but by the extent to which the policy expands the capabilities of state officials to empower, develop, and contribute to society.

b. Capabilities and Human Development in ASN Management

In the context of public bureaucracy, the capability approach positions people, in this case civil servants, as the primary development asset, not merely an administrative instrument. Fair and effective policies must enable officials to:

- 1) Develop their competence and professionalism;
- 2) Feel secure in their work and opinions;
- 3) Receive social recognition and appreciation for their contributions;
- 4) Balance their personal and professional lives; and
- 5) Actively participate in public decision-making.

The P3K policy, in principle, has significant potential to expand these capabilities, particularly for non-civil servant public workers who have been marginalized by the formal civil service system. Through competency-based contract mechanisms, training, and performance evaluation, P3K can serve as a platform for strengthening human development within the bureaucracy, namely

increasing individual capacity to carry out public service functions more meaningfully.

However, the P3K policy, while normatively progressive, faces several structural barriers in its implementation. First, a narrow administrative orientation, where success is measured by procedural compliance, not employee empowerment. Second, a lack of organizational learning culture, resulting in unequal opportunities for upskilling and reskilling. Third, institutional disparities between regions, with central agencies tending to be better able to provide training and facilities than regional agencies. These barriers reduce the policy's capacity to expand the capabilities of civil servants equitably. Yet, according to Sen, this capability disparity is the root of structural injustice. If the state wants to create an inclusive bureaucracy, it needs a capability-building strategy based on individual needs and local contexts, not a uniform approach.

From the above description, it can be concluded that the capability approach broadens the meaning of efficiency and fairness in ASN policy. Efficiency without empowerment will result in a morally drained bureaucracy, while fairness without capability strengthening will remain mere rhetoric. Therefore, the P3K policy should be seen as an instrument for achieving a balance between administrative efficiency, social justice, and human capability development, which together form the foundation of an inclusive, professional, and competitive future ASN.

E. CONCLUSION

The Government Employees with Work Agreements (P3K) Policy marks a significant step in Indonesia's bureaucratic reform toward a more adaptive, professional, and results-oriented civil service system. Through analysis from three perspectives—efficiency, equity, and capability—this policy can be understood as a strategic effort to restructure civil service governance to be more responsive to fiscal, social, and institutional challenges.

In terms of efficiency, the P3K policy provides new flexibility in human resource management for civil servants. Contractual mechanisms allow for more dynamic adjustment of staff needs to meet public service demands. However, the resulting efficiencies remain largely administrative in nature; they have not yet fully addressed productivity, innovation, and substantive performance of civil servants. Achieving true efficiency requires an integration of fiscal savings, productivity optimization, and the creation of added value for the community.

From a justice perspective, P3K emerged as a response to the historical imbalance between contract workers and formal civil servants. This policy

opened up opportunities for thousands of non-civil servants to obtain legal recognition and employment protection within the bureaucratic system. However, disparities in employment status, remuneration schemes, and social security continue to create a sense of inequality among civil servants. The principles of a merit system and distributive justice need to be consistently upheld to prevent civil service reform from creating new forms of structural injustice.

Meanwhile, from a capability perspective, the P3K policy provides empowerment for civil servants to develop competencies, expand participation, and gain professional recognition. However, this potential has not been optimally realized due to various structural constraints such as contract uncertainty, limited training, and the lack of a performance-based reward system. In this context, strengthening civil servant capabilities is not only related to improving technical skills, but also involves providing substantive freedom for each individual to grow and contribute meaningfully.

The effectiveness and sustainability of P3K policies will only be achieved if these three dimensions—efficiency, fairness, and capability—are integrated within a comprehensive ASN governance framework. Future ASN must be managed based on the principles of economic efficiency, social justice, and human empowerment. Therefore, to achieve this, there are several strategic policy directions that the government needs to consider. First, strengthening the merit system and integrated performance evaluation must be a priority so that P3K recruitment and promotion are truly based on competency, not administrative needs. Second, there is a need to increase social protection and security for P3K to create a sense of security and long-term work motivation, in line with the principle of decent work. Third, the development of a sustainable competency development system based on digital learning is necessary to ensure equitable access to training for all ASN, both civil servants and P3K. Fourth, the integration of P3K into the bureaucratic structure must be substantively implemented, including their involvement in decision-making forums and public service innovation. This is crucial for building a collaborative culture and a sense of belonging within the organization. Fifth, the government needs to develop an ASN Capability Index (ASN) as a national benchmark to assess the extent to which ASN policies contribute to the sustainable development of competence, professionalism, and quality of public services.

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