

Salary Provision Policy 13 for Non-State Civil Apparatus Employees

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Input : January 02, 2026
Accepted : February 20, 2026

Revised : January 22, 2026
Published : February 25, 2026

Abstract

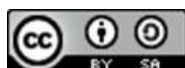
The provision of the thirteenth salary is mandated by the President of the Republic of Indonesia through Government Regulation of the Republic of Indonesia Number 14 of 2024 concerning the Provision of Religious Holiday Allowances and the Thirteenth Salary for State Officials, Retirees, Pension Beneficiaries, and Allowance Recipients in 2024. This policy aims to maintain public purchasing power and assist in fulfilling the family needs of government employees. However, employees who are not part of the State Civil Service at the Regional Public Hospital of West Nusa Tenggara Province are not included as recipients of the thirteenth salary based on the provisions stipulated in Government Regulations and Governor Regulations. On the other hand, these non-civil service employees perform duties and service functions similar to those of civil servants, which has led to demands for the provision of the thirteenth salary. This study aims to analyze the policy on the provision of the thirteenth salary for non-civil service employees at the Regional Public Hospital of West Nusa Tenggara Province and to identify the obstacles encountered in its implementation. The research employs a normative method with a statutory approach through the analysis of regulations related to the provision of the thirteenth salary and financial management policies within the Regional Public Service Agency system. The results of the study indicate that the implementation of the thirteenth salary for non-civil service employees still faces several major challenges, including the absence of specific regulations governing the provision of the thirteenth salary for non-civil service employees, the lack of budget allocation in the Business and Budget Plan, and the relatively large number of non-civil service employees, which creates a financial burden for the hospital. Therefore, internal regulations are required as a legal basis, along with adequate budget planning, to support the implementation of this policy.

Keywords: Thirteenth Salary, Non-Civil Service Employees, Public Policy, Regional Public Service Agency, Regional Public Hospital.

1. Introduction

Compensation policies in the public sector are one of the important instruments in maintaining economic stability while improving the welfare of state apparatus. Governments in various countries are using supplementary payroll policies as part of a strategy to strengthen people's purchasing power and increase the work motivation of public sector employees. Studies on public compensation governance show that a fair and transparent remuneration system can improve the performance of public organizations and the quality of services to the community (Perry & Hondeghem, 2021). In addition, compensation policies also have macroeconomic implications because government employee spending is one of the main components in state spending. According to an analysis conducted by Schuster (2020), the remuneration policy of state apparatus not only affects the welfare of employees, but also on the effectiveness of the bureaucracy and the fiscal sustainability of the government.

In Indonesia, the government issued Government Regulation of the Republic of Indonesia Number 14 of 2024 concerning the Provision of Holiday Allowances and Thirteenth Salaries to State Apparatus, Retirees, Pensioners, and Allowance Recipients in 2024. This policy aims to maintain people's purchasing power while assisting state apparatus in meeting family needs,



especially in certain periods of one budget year. The 13th salary is a form of additional income given to state apparatus as part of the employee welfare policy. In the context of modern public administration, the income supplement policy is often used as a mechanism to increase the job satisfaction and productivity of public sector employees (Brewer & Walker, 2022). Research conducted by Christensen and Laegreid (2020) shows that an effective remuneration policy can strengthen the institutional capacity of the government in providing quality public services.

However, the implementation of compensation policies in the public sector often faces challenges related to equal treatment between different categories of employees. In practice, there are differences in rights and facilities between state civil servants and employees who do not fall into this category. This inequality of compensation can cause problems of work motivation and the perception of injustice in public organizations. According to research conducted by Meier and O'Toole (2021), differences in compensation systems within government organizations can affect the dynamics of employment relations and organizational effectiveness. This phenomenon is also found in public service institutions that employ various types of workers with different employment statuses.

One of the institutions that faces this dynamic is a regional hospital that implements a financial management pattern of the Regional Public Service Agency. This system provides greater flexibility to public organizations in managing financial and human resources. The concept of institutional flexibility in public service organizations aims to improve the efficiency and quality of services to the community. According to Osborne (2021), flexibility in the management of public sector organizations allows government institutions to adopt management practices that are more adaptive and responsive to the needs of the community. Thus, the implementation of the Regional Public Service Agency system opens up opportunities for health service institutions to develop more innovative internal policies.

In the context of human resource management, regional hospitals often employ professionals who do not have the status of state civil servants. The workforce includes contract workers, honorary workers, and other professionals who play an important role in supporting health service operations. The existence of non-state civil servant workers is an important part of maintaining the sustainability of health services to the community. However, differences in employment status often have implications for differences in the rights and facilities received by employees. Research conducted by Van de Walle and Hammerschmid (2021) shows that the compensation gap in public sector organizations can affect the level of job satisfaction and commitment of employee organizations.

At the West Nusa Tenggara Provincial Regional General Hospital, non-state civil servants have a significant role in supporting the implementation of health services. Although they carry out the same duties and functions as state civil servants, these personnel are not included in the category of 13th salary recipients as stipulated in the applicable regulations. This condition has given rise to demands from non-state civil servants to receive more equal treatment in terms of compensation. From a public policy perspective, this issue shows that there is a gap between the applicable regulations and the practical needs of public service organizations. Therefore, this study aims to analyze the policy of providing the 13th salary for non-state civil servants at the Regional General Hospital of West Nusa Tenggara Province and identify various obstacles faced in its implementation. Theoretically, this research is expected to contribute to the development of studies on compensation policies in the public sector, while practically the results of this research are expected to be considered in the formulation of human resource management policies in public service institutions.

2. Method

This study employs a qualitative research approach with a normative legal research design. Normative legal research focuses on analyzing legal norms, regulatory frameworks, and policy provisions that govern a particular issue. This approach is

commonly used in public policy and administrative law studies to examine the coherence and implications of regulatory frameworks (Epstein & King, 2021). The research specifically adopts a statutory approach, which emphasizes the examination of laws and regulations related to the provision of the thirteenth salary for government employees. According to Creswell and Creswell (2022), qualitative approaches are suitable for exploring complex institutional and policy issues because they allow researchers to interpret regulatory contexts and administrative practices in depth. Therefore, this research analyzes the legal and policy framework governing the provision of the thirteenth salary for employees who are not part of the State Civil Service within public sector institutions.

The population of this study consists of regulatory documents, policy instruments, and institutional regulations related to employee compensation in the public sector, particularly those governing the thirteenth salary policy. The main sources of data include Government Regulation of the Republic of Indonesia Number 14 of 2024 concerning the Provision of Religious Holiday Allowances and the Thirteenth Salary, Governor Regulation of West Nusa Tenggara Province Number 10 of 2024, and Regulation of the Minister of Home Affairs Number 79 of 2018 concerning Regional Public Service Agencies. These legal documents were selected using a purposive sampling technique, which is commonly used in qualitative policy research to identify relevant sources that directly relate to the research problem (Patton, 2021). In addition to regulatory documents, supporting literature from academic journals, policy reports, and international publications related to public sector compensation policies was also examined to enrich the analysis.

Data collection was conducted using document analysis and literature review techniques. Document analysis involves systematically reviewing legal texts, policy documents, and institutional regulations to identify relevant provisions related to compensation policies in the public sector. According to Bowen (2020), document analysis is an effective method for examining policy frameworks because it enables researchers to interpret regulatory intent and institutional practices. The collected documents were categorized into several themes, including regulatory frameworks, financial management policies, and human resource governance in Regional Public Service Agencies. To ensure data credibility, the study employed source triangulation by comparing multiple regulatory documents and academic sources.

The research procedure was conducted through several systematic stages. The first stage involved identifying the research problem related to the provision of the thirteenth salary for employees who are not part of the State Civil Service in regional public institutions. The second stage involved collecting relevant regulatory documents and policy references related to public sector compensation policies. The third stage involved organizing and classifying the data based on thematic categories such as legal provisions, financial management policies, and institutional governance structures. The fourth stage involved analyzing the regulatory framework to identify policy constraints and opportunities within the Regional Public Service Agency system. Finally, the findings were interpreted to provide policy recommendations for improving compensation governance in public institutions.

The data analysis technique used in this study is qualitative content analysis, which focuses on interpreting legal texts and policy documents in order to identify patterns, regulatory gaps, and institutional implications. Qualitative content analysis enables researchers to examine policy narratives and regulatory structures systematically (Schreier, 2021). The analysis was conducted through several stages, including data reduction, thematic categorization, interpretation of legal provisions, and synthesis of findings. This approach allows the researcher to critically evaluate the policy framework

governing the provision of the thirteenth salary and its implications for employees who are not part of the State Civil Service. Through this analytical process, the study aims to provide a comprehensive understanding of the policy challenges and regulatory considerations related to the provision of the thirteenth salary within regional public service institutions.

3. Results and Discussion

The findings of this study indicate that the policy regarding the provision of the thirteenth salary for employees who are not part of the State Civil Service at the Regional Public Hospital of West Nusa Tenggara Province faces several institutional and regulatory challenges. These challenges mainly relate to the absence of a clear regulatory framework, the lack of budget planning within the institutional financial system, and the relatively large number of non-civil service employees within the organization. Each of these issues has significant implications for the feasibility and sustainability of the policy implementation. The following sections discuss the main obstacles and potential solutions in implementing the thirteenth salary policy for non-civil service employees.

a. Absence of Regulations Governing the Provision of the Thirteenth Salary for Non-Civil Service Employees

Government Regulation of the Republic of Indonesia Number 14 of 2024 concerning the Provision of Religious Holiday Allowances and the Thirteenth Salary for State Officials, Retirees, Pension Beneficiaries, and Allowance Recipients provides the legal basis for the payment of religious holiday allowances and the thirteenth salary in 2024. This policy represents the government's appreciation for the dedication and service of government employees to the nation and the state. According to the regulation, the thirteenth salary is scheduled to be paid starting in June 2024. However, the regulation explicitly states that the beneficiaries are limited to civil servants, government employees with work agreements, retirees, and other eligible recipients. As a result, employees who are not part of the State Civil Service are not included in the list of beneficiaries.

This regulatory limitation creates a policy gap within public service institutions such as regional public hospitals. At the Regional Public Hospital of West Nusa Tenggara Province, non-civil service employees perform duties that are largely similar to those carried out by civil servants. These employees contribute significantly to the operational continuity of the hospital and play an important role in maintaining the quality of public health services. Despite their contributions, the absence of a specific regulation governing the provision of the thirteenth salary for non-civil service employees creates uncertainty regarding their compensation rights. Consequently, demands have emerged from these employees for equal treatment in terms of additional income benefits.

From an institutional perspective, the Regional Public Hospital of West Nusa Tenggara Province operates under the Regional Public Service Agency financial management system, which allows a certain level of flexibility in managing institutional finances. This flexibility potentially enables the hospital to formulate internal regulations related to employee compensation. Therefore, one possible solution is the issuance of an internal policy or director regulation that specifically governs the provision of the thirteenth salary for non-civil service employees. However, the formulation of such a regulation must be conducted carefully to ensure compliance with regional financial management regulations. In this regard, coordination with the Regional Financial and Asset Management Agency of West Nusa Tenggara Province is essential to ensure that the policy remains aligned with regional financial governance principles.

From a public policy perspective, the absence of regulations that specifically regulate compensation rights for certain groups of employees can cause legal uncertainty and inequality

of treatment in public organizations. Clear regulation is an important instrument in ensuring that public policies can be implemented consistently and fairly. According to the policy analysis put forward by Howlett and Mukherjee (2020), the success of policy implementation is highly dependent on the clarity of the regulatory framework on which its implementation is based. When a policy does not have a strong legal basis, its implementation has the potential to give rise to different interpretations at the organizational level. In this context, the absence of regulations regarding the provision of the 13th salary for non-State Civil Apparatus employees creates uncertainty in the management of employee compensation within regional hospitals.

In addition, from the perspective of public sector human resource management theory, equal treatment of employees who have relatively equal work contributions is one of the factors that affect motivation and job satisfaction. Research conducted by Ritz and Brewer (2022) shows that the perception of fairness in the compensation system has a significant relationship with the level of organizational commitment of public sector employees. If there is a gap in the provision of financial benefits between groups of employees working in the same organization, it can affect the overall work climate of the organization. Therefore, the need for a regulation that regulates the provision of the 13th salary for non-State Civil Apparatus employees is not only related to administrative aspects, but also related to efforts to maintain a balance of work relationships and increase employee motivation in providing public services.

b. Lack of Budget Preparation within the Business and Budget Plan

Another significant challenge related to the provision of the thirteenth salary for non-civil service employees is the absence of budget preparation within the institutional financial planning framework. The implementation of any compensation policy inevitably requires adequate financial resources. Therefore, the provision of the thirteenth salary for non-civil service employees would create additional operational expenses for the Regional Public Hospital of West Nusa Tenggara Province. This financial implication must be carefully considered within the institutional budget planning process.

In the Regional Public Service Agency financial system, financial planning is conducted through the Business and Budget Plan, which outlines projected revenues and expenditures for institutional operations. Since the provision of the thirteenth salary for non-civil service employees has not been included in the current Business and Budget Plan, the hospital currently lacks a formal financial allocation for this policy. Consequently, the implementation of the policy without prior budget planning could potentially disrupt the financial stability of the institution.

To address this issue, both the Provincial Government of West Nusa Tenggara and the Regional Public Hospital must conduct comprehensive discussions regarding the financial feasibility of the policy. Budget planning for the thirteenth salary should be integrated into the institutional financial planning framework to ensure sustainability and accountability. Furthermore, careful financial analysis is necessary to evaluate the hospital's fiscal capacity in supporting additional compensation policies without compromising other operational priorities. Through proper financial planning, the provision of the thirteenth salary can be implemented more effectively while maintaining institutional financial stability.

In the context of public sector financial management, budget planning is one of the fundamental elements that determine the success of the implementation of a policy. Any policy related to public spending must be supported by clear and measurable budget planning so as not to cause disruption to the financial stability of the organization. According to an analysis conducted by Andrews and Esteve (2021), budget planning that is not integrated with organizational policies can pose the risk of fiscal imbalance as well as reduce the effectiveness of public financial management. Therefore, the integration between employee compensation policies and budget planning systems is an important aspect of public organizational

governance.

In addition, the concept of performance-based budgeting emphasizes that any organizational expenditure must have a clear rational basis as well as be linked to the organization's overall goals. Research conducted by Lapsley and Miller (2020) shows that public sector organizations that implement budget planning strategically tend to have a better level of financial management efficiency. In the context of regional hospitals that implement the financial management pattern of the Regional Public Service Agency, comprehensive budget planning is very important because the institution has the responsibility to maintain a balance between the quality of service and the financial sustainability of the organization. Therefore, the integration of the 13th salary granting policy in financial planning documents such as the Business Plan and Budget is an important step to ensure the sustainability of the implementation of the policy.

c. Large Number of Non-Civil Service Employees

The third challenge identified in this study relates to the relatively large number of non-civil service employees within the Regional Public Hospital of West Nusa Tenggara Province. Based on available data, the hospital employs approximately 1,194 non-civil service employees. This large workforce plays a crucial role in supporting various medical and administrative functions within the hospital. Non-civil service employees are involved in many operational activities that ensure the continuity of health services for the community.

However, the large number of employees also creates financial challenges in implementing additional compensation policies such as the thirteenth salary. If each non-civil service employee receives an estimated payment of approximately two million Indonesian rupiah, the total financial requirement for the policy would reach approximately 2.3 billion Indonesian rupiah. This amount represents a significant financial burden for the hospital, particularly considering that the funding would need to be sourced from the Regional Public Service Agency budget rather than the regional government budget.

Given this situation, it is necessary for the Provincial Government of West Nusa Tenggara, particularly the Regional Civil Service Agency, to conduct a comprehensive evaluation of the number and distribution of non-civil service employees within the hospital. Such an evaluation should examine the actual staffing needs of the institution based on job functions and service requirements. Through this process, the government can ensure that human resource management within the hospital remains efficient and aligned with institutional needs. Additionally, a more balanced workforce structure may help reduce the financial burden associated with additional compensation policies such as the thirteenth salary.

Overall, the findings of this study indicate that the implementation of the thirteenth salary policy for non-civil service employees requires careful consideration of regulatory frameworks, financial planning mechanisms, and human resource management strategies. Without adequate regulatory support, financial preparation, and workforce evaluation, the policy may create operational challenges for the institution. Therefore, a comprehensive policy approach involving regulatory development, budget planning, and workforce management is necessary to ensure the successful implementation of the policy within regional public service institutions.

The large number of workers in a public organization has direct implications for the organization's operating cost structure. In the health service sector, the need for labor often increases along with the increasing need for services to the community. However, poorly planned human resource management can put pressure on the financial capacity of the organization. Research conducted by Kickert (2020) shows that workforce management in public sector organizations must consider a balance between service needs and the fiscal capabilities of the organization. Without careful planning, an overly large number of workers can significantly increase the budget burden.

In addition, the evaluation of labor needs is also an important part of the bureaucratic reform strategy in the public sector. Research conducted by Pollitt and Bouckaert (2021) explains that public sector management reform often emphasizes the importance of organizational efficiency through the restructuring of the workforce structure. Evaluation of employee needs not only aims to control organizational expenses, but also to ensure that each job position truly contributes to the achievement of organizational goals. In the context of regional hospitals, the evaluation of the number of non-State Civil Apparatus personnel needs to be carried out comprehensively so that the distribution of labor can be adjusted to the actual needs of health services.

4. Conclusion

Based on the results of research and discussion on the policy of providing the 13th salary for non-State Civil Apparatus employees at the Regional General Hospital of West Nusa Tenggara Province, it can be concluded that the implementation of the policy still faces several main obstacles, namely the absence of a regulation that specifically regulates the provision of the 13th salary for non-State Civil Apparatus employees, the absence of budgeting in the Business Plan and Budget, and the relatively large number of non-State Civil Apparatus employees so that it has the potential to cause a financial burden for hospitals. Therefore, the priority recommendation that needs to be implemented is the establishment of internal regulations in the form of the Regulation of the Director of the Regional General Hospital of West Nusa Tenggara Province as the legal basis for providing the 13th salary for non-State Civil Apparatus employees. In addition, hospitals also need to discuss and plan budgets carefully so that these policies can be accommodated in institutional financial planning documents. Furthermore, an evaluation of the needs and number of non-State Civil Apparatus employees also needs to be carried out to ensure the effectiveness of human resource management and maintain the financial sustainability of the organization. With these steps, it is hoped that the policy of providing the 13th salary can be implemented in a more structured, fair, and sustainable manner in supporting the improvement of employee welfare and the quality of public services.

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