

# Implementation of the Merit System Policy in Career Development of State Civil Apparatus in South Sulawesi Province

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## Abstract:

### Background:

This study aims to examine and describe the application of the merit system in the career development policy of the State Civil Apparatus, the factors supporting and inhibiting the implementation of the merit system in the career development of the State Civil Apparatus, as well as theoretical or hypothetical solutions for the implementation of the ASN career development merit system in the Province. The southern portion of Sulawesi. The research methodology employs a qualitative phenomenological approach, with the research object being a process, activity, or action. And this style of research is qualitative, producing descriptive data in the form of written or spoken words from people and observable behavior. Observation, interviews, and document analysis were employed as data gathering methods. Two primary informants were purposefully recruited for this study, and additional informants were also picked using purposeful sampling. Through data reduction, data presentation, and verification / generating conclusions, this study employs qualitative data analysis methodologies with reference to Miles and Huberman.

1) The implementation of the merit system policy in ASN career development in South Sulawesi province has not been maximized, as it is still in the process of establishing job competency standards, the talent pool based on the competency mapping results is not yet comprehensive (still focusing on managerial and socio-cultural competencies), and strategies to overcome competency gaps have not been coherent. 2) Factors supporting the application of the merit system in the execution of ASN career development, namely the ASN Profile data already utilizing the information system and the presence of an Assessment Center. While the impeding factors, namely: Position Competency Standards not yet fully loaded at all levels of position; Mapping of position competencies has not accounted for the technical competence of ASN; The results of the implementation of the succession plan have not yet determined the successor who will fill the target position; ASN performance assessment has not been maximized; and There is no competency development program planning document that deviates from the results; are present, there is no competency development program planning document that departs from the results. 3). The Communication and Cooperation Model represents theoretical or hypothetical ideas for implementing the merit system for ASN career development in South Sulawesi Province.

**Keywords: Policy Implementation, Merit System, ASN Career Development**

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## I. Introduction

In general, the management of the government sector lags behind that of the private sector. Errors in the strategic design of the recruitment, repositioning, debriefing, and maintenance processes may be to blame for the subpar and lagging performance of the regional apparatus. The performance of the apparatus in carrying out its duties and functions has not been optimal, as evidenced by the numerous complaints submitted by the public regarding the public services provided by the government to date, as well as cases of abuse of authority in the form of corruption, collusion, and nepotism (KKN), as well as placements.

First and foremost in the formation of public policies is the identification of policy challenges as one of the steps in the formulation of regional strategic concerns. An analysis of development issues must go into the origins of each problem to identify the region's most pressing issues. As part of the identification of strategic concerns for regional development, the external environment dynamics that are anticipated to occur in the future, whether they provide opportunities or otherwise have an impact on the community must be properly understood. Potential issues for regional development that "fall short of expectations" are typically the result of

underutilized strengths, unconquered weaknesses, unused opportunities, and unanticipated dangers. Regional, provincial, and national strategic challenges must be studied to develop a policy framework for identifying opportunities to exploit and risks to foresee. This policy formulation will become a development priority for enhancing the community's welfare.

The implementation of the merit system in South Sulawesi Province as part of the execution of the administration of the State Civil Apparatus in South Sulawesi Province is not yet ideal, particularly in terms of ASN career advancement. The public perception of civil servants is that some civil servants are still incompetent in handling tasks and functions in their fields, especially public services, civil servants are not distributed based on competence, expertise with their respective fields of duty (distribution and allocation), and existing civil servants are not qualified according to the requirements for the functions of the positions they occupy, and existing civil servants are not utilized optimally. Upon closer inspection, the public's assessment of the state of government officials is reasonable, given that civil servants have not yet been inculcated with a management system capable of producing civil servants that meet society's expectations.

In terms of the results of the implementation of the merit system in the management aspect of career development in South Sulawesi Province in 2020, there are still important conditions that have not been optimally implemented in the implementation of the merit system, particularly in the aspect of ASN career development. To materialize the State Civil Apparatus as part of bureaucratic reform, it is required to establish the State Civil Apparatus as a profession that must govern and develop itself, account for its performance, and implement a merit system in the administration of the state civil apparatus. The authors are motivated to conduct research on the implementation and implementation of policies governing the provisions of the State Civil Apparatus in relation to the demands for the quality of human resources of the apparatus carried out by the South Sulawesi Provincial Government, namely "Implementation of the Merit System Policy in the State Civil Apparatus."

## **II. Literature Review**

### **II.I Public Policy**

Policy is frequently used interchangeably with phrases such as objectives, plans, decisions, legislative provisions, recommendations, and grand designs. This terminology will not pose a challenge for policymakers because they refer to the same concept. However, those outside the policymaking framework may find the terms unclear. Syafii (2006:104) argues that policy (policy) should be distinguished from knowledge (wisdom) since wisdom is the embodiment of rules decided by authorized officials in accordance with local circumstances and conditions.

"Public Policy can be viewed as a philosophical notion, a product, a process, and a framework," explains Keban (2004:55) with regard to the perspective of public policy. As a philosophical idea, policy is a set of principles or desirable conditions; as a product, it is a series of conclusions or suggestions; and as a process, it is a means for an organization to determine what is expected of it. As a framework, policy is a process of bargaining and negotiation to formulate issues and methods of implementation, especially their programs and processes.

### **II.II Public Policy Model**

According to Thoha (2008: 125), the use of models in public policy is contingent upon their capacity to structure and simplify political activity. Additionally, Thoha explains the models of public policy as follows:

- a. Elite Model (Policy as Elite Preference)
- b. Group Design (Policy as Group Equilibrium)
- c. Institutional Model (Institutional Model)
- d. Process Model (Policy as a Political Activity)
- e. The Rationalism Model (Policy as Efficient Achievement of Goals)
- f. The Model of Incrementalism (Policy as a Continuation of the Past)
- g. System Model (Policy as Outcome of a System)

### **II.III Policy Development Phases**

Public policymaking is a complex process since it involves a multitude of processes and variables that must be studied. Therefore, some political specialists engaged in the study of public policy divide the creation of public policy into stages.

- a. Stage of agenda formulation
- b. Stage of policy formulation
- c. Stage of policy adoption
- d. Stage of policy implementation
- e. Stage of policy evaluation

### **II.IV. Concept of Policy Implementation**

Policy implementation is an essential aspect of public policy, as without it, it would be impossible to assess the policy's success and its effects. In addition, he noted that implementation is the execution of fundamental policy decisions, which typically take the form of legislation, but can also take the shape of significant executive orders or decisions or judicial judgements. Typically, a decision describes the problem to be solved, specifies the goals/targets to be attained, and outlines possible structuring/management strategies for the implementation process. Policy implementation involves multiple parties, including the initiators/policymakers who will affect the actions of government bureaucrats, as well as players outside the bureaucracy who are the intended recipients. Communication is the first variable that influences the successful execution of a policy. According to Edward, communication will influence the achievement of policy implementation objectives. Implementation will only be effective if decision-makers have trouble determining their actions. In the meanwhile, policy implementation is significant, possibly even more so than policy formulation. If policies are not executed, they will be dreams or good ideas that are neatly archived in archives (Udoji, 1981 in Wahab, 2012: 126). The order of policy implementation by various levels of government institutions can be viewed from three perspectives: a. Policy initiator/maker (the center); b. Implementing officials in the field (the periphery); and c. Individual actors outside government agencies to whom the program is aimed.

### **II.V Definition of the Concept of Merit System**

Merit system is described as HR management based on merit, i.e. the categorization of all employee work behavior as excellent or bad, which has a direct impact on the increase or decrease in pay and/or career positions of employees. The concept of a merit system implies that the work performance aspect is central to this system, or alternatively, that the merit system is primarily concerned with enhancing or enhancing job performance (Woodard, 2005). If the employee's (HR) work performance is deemed satisfactory, he or she will receive a bonus in the form of a pay raise and/or a promotion. Alternatively, if the employee's work performance (HR) is deemed inadequate, they will suffer a reduction in compensation and/or career advancement. These two items, namely reward and punishment, will be perceived by employees as feedback that will influence their future attitudes and job conduct. The explanation of the merit system that follows demonstrates that applying merit serves a purpose.

The objective of the management system is to enhance the performance of human resources in order to attain high and enduring institutional/organizational productivity. The implementation of a merit system policy in management necessitates four primary policies as part of the merit system subsystem, according to Hickman and Lee (2001). The first of these is the work evaluation policy. Personnel (performance evaluation); second, remuneration; third, career; and fourth, training (training). The sub-system in the field of employee performance evaluation with the primary purpose of obtaining an objectively optimal employee performance score is the most important sub-system in the implementation of the merit system (HR).

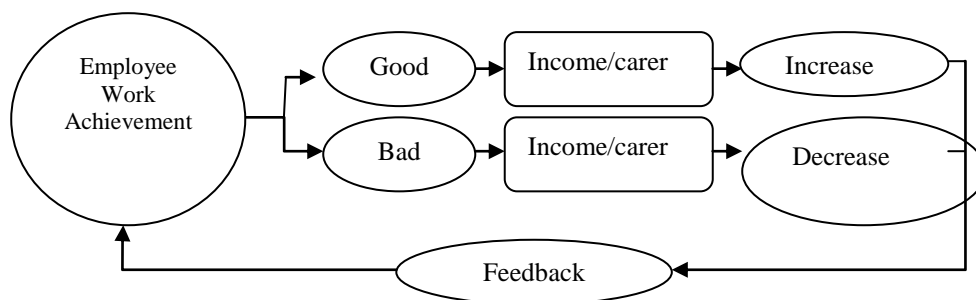


Figure 1. Merit System Concept  
Management of Human Resources Based on the Marit System

Human resource management (HRM) is a formal structure within an organization that ensures current resources are utilized effectively and efficiently to achieve organizational objectives. The purpose of HR management is to motivate and develop employees so that they can give the most effective support for the organization's mission. It is claimed that merit-based human resource management may attract the best employees to a business because it affords everyone the opportunity to advance their careers in accordance with their talents and is not impacted by gender, ethnicity, or other concerns. -other non-merit variables It is also claimed that applying the merit system will promote economic growth and minimize corruption. The use of the merit system gives advantages for the administration of institutions/organizations, particularly for Civil

Servants. Specifically, the merit system can increase productivity, decrease production costs, and increase income. Second, the merit system necessitates direct oversight, particularly for specific levels in order to maintain the necessary quality. Thirdly, a merit system can motivate staff to reduce lost time and maximize time and equipment utilization. Fourth, the merit system can assist in more correctly assessing the cost of labor, and Fifth, the merit system can drive workers to increase performance since employees think and are aware that good performance will be rewarded.

**Career development**

Career development is a succession of occupations or positions held by a person over a period of time, with an emphasis on enhancing and extending one's abilities. According to Simamora (1995), the career development process is a formal approach taken by the organization to ensure that people with the appropriate qualifications and experience are available when needed. Therefore, career development is a condition that indicates an increase in one's standing within the organization. According to the professional path defined by the involved company. The concept of professional growth is comprised of two equally vital components. The first is that individuals can initiate their own career growth, and the second is that organizations play a significant part in this career development. The greater the number of employees, the fiercer the rivalry for available positions, and vice versa. A company's personnel count has a significant impact on its existing career management. The stages of employee career development might be implemented during the phase of orientation. The application of the merit system to ASN management is the law's primary mandate. Through the implementation of a merit system, staff appointments, transfers, promotions, compensation, awards, and career advancement are based on qualifications, competencies, and performance. In addition to fostering a sense of fairness among employees, the method can also inspire competency and performance enhancements.

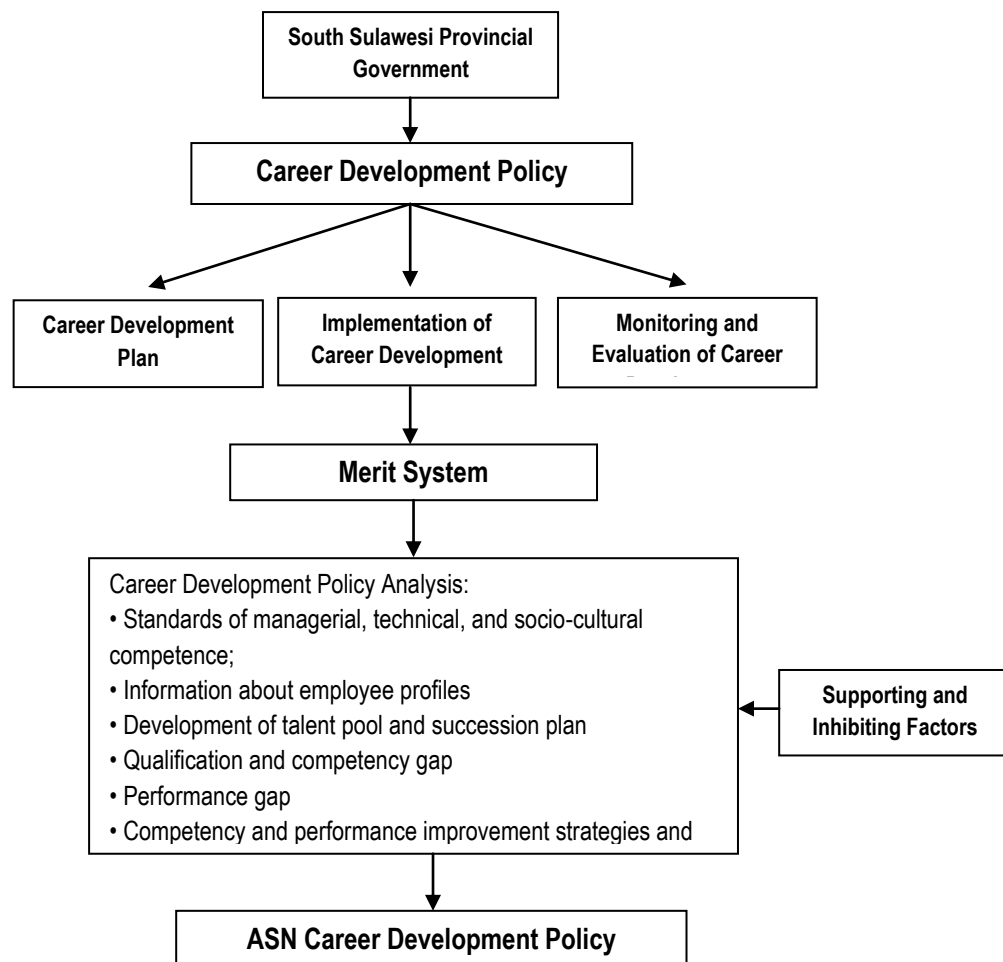


Figure 2: Conceptual framework

**III. Research Method**

#### Research Location

This research was conducted within the South Sulawesi Provincial Government, namely at the South Sulawesi Provincial Regional Personnel Agency (BKD).

#### Varieties of research

As proposed by Bogdan and Taylor (1993: 98) as a research procedure that produces descriptive data in the form of written or spoken words from people and observable behavior, the type of research utilized in this study is qualitative with descriptive-qualitative analysis techniques.

#### Research strategy

This research employs a qualitative phenomenology methodology and a case study design. Because the subject of this study is a process, activity, or action involving the application of a merit system policy in ASN career development, a qualitative method was used.

#### Data Origin

This research's data sources include both primary and secondary data sources. Interviews with key informants (principal informants) and supplementary informants yielded primary data sources. For secondary data sources gathered via the research and analysis of diverse documents pertaining to the application and implementation of merit system policies in ASN career advancement in Sulawesi Province.

#### **Investigate informants**

Key informants (principal informants) and supplementary informants comprise the research informants. The criteria for selecting informants were as follows: (1) Informants must have adequate knowledge of merit system policies in ASN career development; (2) Informants must be directly involved in the implementation of merit system policies in ASN career development; and (3) The selected informants must be able to provide convincing information. Thus, the determination of this informant is based on a deliberate technique, meaning the deliberate selection of the informant based on particular considerations.

#### **Focus and description of the scope of research**

The research focuses on all events or events that must be studied comprehensively by providing boundaries or definitions to understand the scope of an observation, namely the implementation of a merit system in terms of career development policies for the State Civil Apparatus in South Sulawesi Province, factors that can support and hinder the implementation of a merit system in the implementation of career development policies for the State Civil Apparatus in South Sulawesi Province.

According to the focus of the aforementioned research topics, the focus might be summarized as follows:

Application of the merit system to the career development policy of the State Civil Apparatus in the province of South Sulawesi, including:

a. Job Competency Standard Analysis for each position  
b. Employee profile analysis based on mapping  
c. Analysis of Talent Pool implementation based on employee competency mapping  
d. Analysis of the succession plan that conforms to the technical competency standards of the position  
e. Gap analysis of ASN qualifications, competencies, and performance  
f. Strategies and programs to address competency and performance gaps in order to increase ASN capacity

2. Factors that support and limit the application of the merit system in the implementation of career development for the State Civil Apparatus in the province of South Sulawesi:

a. Factors that support the merit system in the implementation of career development for State Civil Apparatus in South Sulawesi Province  
b. Factors that impede the merit system in the implementation of career development for State Civil Apparatus in South Sulawesi Province

Theoretical or hypothetical options for adopting the ASN career development merit system in the province of South Sulawesi.

#### Methodological tool

The instrument focuses on the application of the merit system policy in ASN career development in South Sulawesi Province, which is described using empirical data and a qualitative methodology. The instruments utilized for study include (1) interview guidelines, (2) observation guidelines, and (3) document notes.

#### Data collecting approaches

Techniques for gathering data by doing a literature review, including reviewing books/literature, journals, or previous research, as well as rules and regulations pertinent to the topic, produced by the author through reading, quoting, copying, and analyzing.

#### Data analysis approaches

The data analysis process was conducted qualitatively. Qualitative analysis involves describing high-quality data in regular, cohesive, logical, non-overlapping sentences. In this study, direct observations and in-depth interviews were used to collect data, along with data reduction, data presentation, and validation procedures.

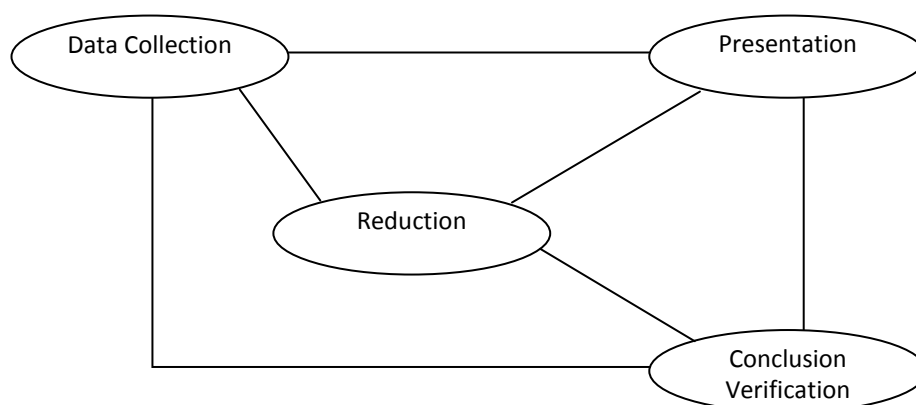


Figure 3: Data analysis flow

#### Data validation

All data collected needs to be checked carefully with data triangulation techniques. Triangulation can be done using different techniques, namely, interviews, observations and documents. In addition, triangulation can be used to check the correctness of the data, it can also be useful to enrich the data. The triangulation technique can also be useful for investigating the validity of the researcher's interpretation of the data, so that the triangulation technique is more reactive.

### IV. Research Results and Discussion

The results of this study, the first thing is about the implementation of the merit system in terms of career development policies for the State Civil Apparatus in South Sulawesi Province which has not been maximized. The placement of a person in a position is currently not fully carried out by the performance appraisal team, which used to be called Baperjakat. The placement of a person in a position is mostly determined by the approach index or participation index and how much a person contributes in certain things, so that competency mapping instruments are not based on leadership commitment. Therefore, it will not be possible to implement it according to the standard it should be. Specifically for functional positions. ASN Position Competency Standards, hereinafter referred to as ASN Competency Standards, are a description of the knowledge, skills and behaviors required by an ASN in carrying out the duties of the position. ASN Position Competency Standards include:

- a. Position Identity, which consists of position name, job description/overview and position code.
- b. Position Competence, which consists of Technical Competence, Managerial Competence and Social Cultural Competence.
- c. Position Requirements, which consist of Rank, Educational Qualifications, Type of Training, Job Performance Measures, and Work Experience

The Regional Personnel Board of South Sulawesi province has tried to place an ASN according to competence and performance, although not optimally. The reason is that the system we have built, especially in career development, has been based on the SKJ. In addition, the mapping of competency data profiles for all ASN,

because this data is what we really have to use as the basis for the career development of ASN people. The application of the merit system in the promotion and transfer aspects is also still low, so it needs to be accelerated and improved. The South Sulawesi Provincial Government, through the Governor, has proposed filling in the high leadership positions (JPT) in the future, no longer using a job auction scheme. Empty positions will be filled with a merit system based on qualifications, competence and performance. "We will use a merit system. The implementation of a merit system is not possible for the auction of positions to fill vacant positions. Filling of positions should be based on talent management so that it becomes more efficient. The disadvantages of the job auction system are inefficient time, a long implementation process, and In accordance with the mandate of Law No. 5 of 2014 concerning ASN, it has been stated that in making decisions related to personnel, it is necessary to pay attention to the requirements of competence, potential, qualifications, rank, education and training, track record of position, performance, integrity and other requirements are merit-based and in accordance with statutory provisions, where data related to this can be obtained through the preparation of the Talent Pool. Likewise, filling positions and placements in the career development of an ASN should refer to the merit system. expected men refers to their competence, qualifications and performance. Therefore, it is necessary to determine the profile of each employee who can show their qualifications, competence and even performance. In competency development, every civil servant must be assessed through a competency test that can be carried out by an internal government assessor or in collaboration with an independent assessor.

With position competency standards and career development plans, competency development is an endeavor to meet the competency needs of civil servants. The procurement part of the merit system assessment by KASN in 2021 had the highest score of 73.9%, followed by the needs planning aspect with 73.2%. While factors of career growth account for 31% of the application and aspects of promotion and transfer account for 41.5 % of the application, these are the lowest. This demonstrates that the ASN procurement process has become more transparent and objective, as seen by the use of the Computer-Assisted Test (CAT) as a recruitment tool. Even the World Bank Global Report: Public Sector Performance 2018 cited CAT BKN as a leading product from Indonesia in the category of Civil Service Management, which successfully reformed the Indonesian ASN recruiting system. The application of the merit system to areas of promotion and transfer is still insufficient; therefore, it must be accelerated and enhanced. This outcome warrants consideration since it demonstrates that there is still an opportunity for nepotism based on ancestry and sociopolitical connection. In actuality, roles should be filled based on the requisite qualifications, skills, and performance of employees, with consideration given to their career paths. Implementation of the Talent Pool evaluation to measure the potential and competence of the position, resulting in a competency profile, analysis of strengths and weaknesses, recommendations and development proposals. The Talent Pool Assessment is used to map self-performance and individual development, to identify interests and competences with open positions, and to classify competencies into distinct interest groups. Each year, the Personnel Development Officer determines and announces the succession plan group via the ASN information system. As a result of this Government Regulation on the Management of Civil Servants, every government agency must have an ASN leadership succession plan. Typically, the succession planning process comprises the following steps: Selection of leaders among identified contenders. This process entails a series of activities meant to build intellectual capital and expand the overall capabilities of the organization via results-oriented feedback and the creation of alternative solutions (Rothwell, 2001). In succession planning implementation, there are various guiding principles, including transparency: Transparency: information and the process are available to all stakeholders; Accountability: the implementation process can be accounted for; Fairness: persons are treated fairly and without discrimination; Independence: reduce errors and behave objectively throughout the process. The implementation of the ASN succession planning is accompanied by a commitment and must be conducted in a manner that is objective, transparent, and measurable in order to earn public confidence in the process and results. Talent management is required as a component of the ASN leadership succession management system in all government agencies. Effective ASN succession planning is achieved when government agencies apply a talent mindset by: 1) Providing time to assess talent in their organization; 2) Distinguishing between high and low performers; and 3) Assigning challenging tasks to managers who, despite their inexperience, possess high potential. Consideration of talent can be used to identify ASN employees with high leadership potential and future leaders. The consideration of talent in issue is primarily concerned with the management of talent owned by government agencies, so that later correct data regarding the competencies, skills, talents, and performance of ASN employees can be gathered and matched with strategic ASN roles.

Among the advantages of ASN succession planning are the following:

- a. Preventing vacancies so that government functions continue to operate and are effectively governed.

- b. To match the skills possessed by ASN with the criteria of the defined post, allowing ASN to fill vacant positions with the necessary expertise. In this manner, it is expected that government officials will work professionally, effectively, and efficiently.
- c. By evaluating the ASN's strengths and experiences, assessors can evaluate the ASN's capabilities and determine if they are qualified for promotion to the available jobs.
- d. Providing equitable possibilities for every civil worker to pursue a career maximally in accordance with his skills is beneficial for boosting the likelihood that ASN will attract new talent capable of filling crucial posts.

Based on the research conducted, the supporting factors for the application of the merit system in the implementation of ASN career development in South Sulawesi Province can be identified because they are influenced by multiple indicators, namely ASN Profile Data already utilizing information systems and the presence of an Assessment Center. Integrated Personnel Information Management, abbreviated as e-Pinisi, is a collection of information and data on ASN employees that is compiled systematically, exhaustively, and integrated with technology-based that supports ASN management decision making in the Provincial Government of South Sulawesi. Through the URL <https://www.epinisi.sulselprov.go.id>, all South Sulawesi ASNs are merged with data and information. Each ASN must update the page using their unique NIP as both the Username and Password. The results of updating ASN data are combined with E-Kinerja application data, one of which is the basis for Additional Employee Income payout (TPP). In addition, there is an Assessment Center, which is a process in which individuals are evaluated to establish their readiness for specific types of work, particularly management or military command. Interviews, group activities, presentations, exams, and psychometric testing are utilized to ascertain a candidate's personality and skills. A center for assessment is a method for determining a person's self-competence so he may determine which skills he should acquire. To get the outcomes of these competences, a number of simulations were conducted that had been devised expressly to present a thorough picture of the individual's daily situation. The results of this evaluation can be utilized for a variety of purposes, including determining the criteria for the proper individual to occupy a certain role so that no leader is placed in the wrong position. Identify cadres of possible future leaders who should be prepared early to hone their skills. Create a more deliberate ASN development strategy. For instance, the provincial government will be able to determine the pattern of work placement, consider promotions, and provide ASN coaching according on the assessment results. Fourth, understanding the capabilities of each ASN so that it may be steered along the appropriate path.

Several indicators influence the factors preventing the application of the merit system in the execution of ASN career development in South Sulawesi Province, namely: Position Qualification Standards Not yet completely loaded at all levels, The mapping of position capabilities has not accounted for ASN's technical capability. There is no competency development program-planning document that deviates from the conclusions of competency gap mapping.

Communication and cooperation model prototype

Implementation of the Merit System in ASN Career Development

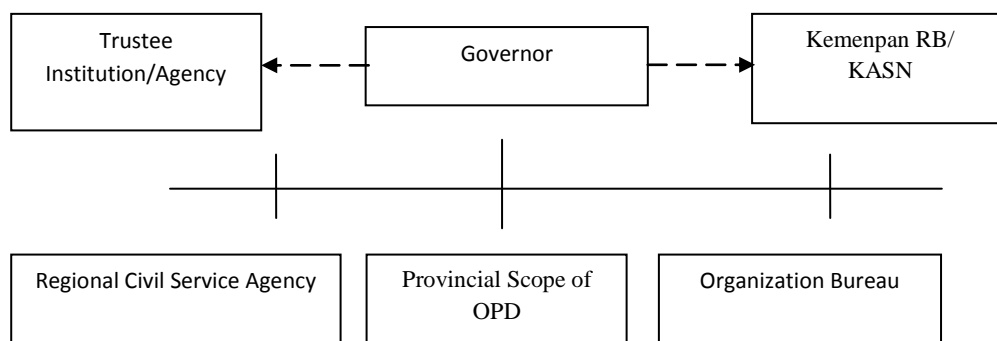


Figure 4. Prototype Model of Communication and Cooperation in the Implementation of the Merit System in ASN Career Development



ASN Career Development Process Model Prototype

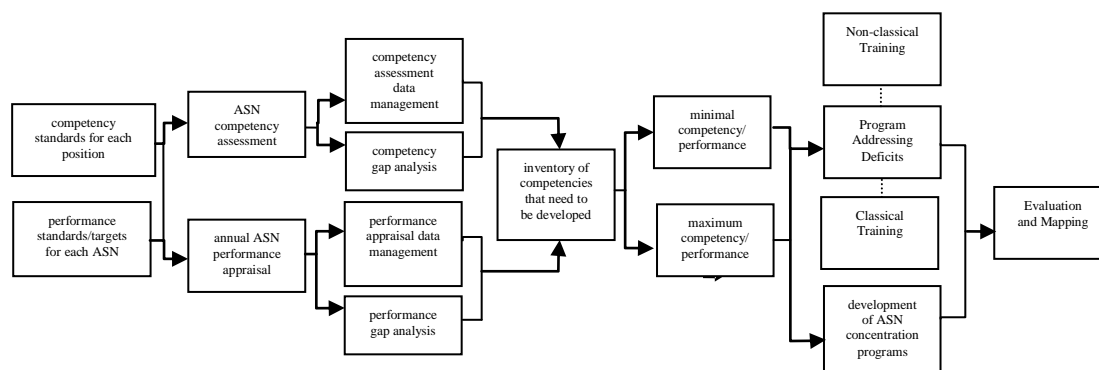


Figure 5. Prototype Model of ASN Career Development Process

The merit system application in the career development policy of the State Civil Apparatus in South Sulawesi Province has not been successfully executed. This is due to the fact that it is still in the process of structuring job competency standards, the talent pool based on the results of competency mapping is not yet comprehensive (it focuses primarily on managerial and socio-cultural competencies), and strategies to address competency gaps are incoherent.

The availability of data on ASN profiles that have been integrated into the information system and the presence of an assessment center are factors supporting the adoption of the merit system in the implementation of career development for State Civil Apparatus in the province of South Sulawesi. In South Sulawesi Province, the factors inhibiting the application of the merit system in the implementation of ASN career development are the standard of competence of positions that is not fully contained at all levels of position, and the mapping of position competencies has not accounted for the technical competence of ASN. Additionally, the results of the implementation of the succession plan have not yet determined the successor who will fill the position. ASN performance evaluation has not been optimized, and there is no planning document for the competency development program that departs from the conclusions of competency gap mapping.

Theoretical or hypothetical solutions for implementing the merit system for ASN career development in the province of South Sulawesi take the shape of Communication and Cooperation Models.

Prepare Guidelines for Position Competency Standards for all levels of office, particularly for implementing and functional roles, in coordination and collaboration with the Bureau of Organization and Administration of the South Sulawesi Province Regional Secretariat.

2. For performance appraisals that already utilize the e-performance information system, it is preferable that the provincial BKD of South Sulawesi prepares provisions for the implementation of performance appraisals that refer to Government Regulation number 30 of 2019 regarding PNS Performance Assessment.

The BKD of South Sulawesi Province must conduct a competency gap analysis as a foundation for developing plans and planning documents for competency development programs in order to address the problem of skill gaps in ASN in South Sulawesi Province.

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