

Effectiveness of the Merit System in Office Administration within the Sinjai District Government

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ARTICLE INFO

Article history:

Received Mar 5, 2023
Revised Mar 13, 2023
Accepted Mar 21, 2023

Keywords:

Legal Effectiveness;
Merit System;
Governance.

ABSTRACT

This study aims to find out and analyze the extent of the effectiveness of the implementation of the merit system in fulfilling positions within the Sinjai district government and analyze how aspects of the merit system affect the application of the merit system itself. The results of this study show that (1) the effectiveness of the implementation of the merit system has not run optimally judging from the achievement of mapping the potential and competence of employees who are still far between employees who have and have not implemented competencies. Because if it is related to the regulation of the Permenpan RB Number 38 of 2017, it is explained that employees who occupy positions must first hold a competency test to determine the eligibility of the employee to occupy the position. This is also because there are several obstacles faced in the field, namely; the presence of budget constraints; There is still a lack of understanding of civil servants; There is still a lack of interest in civil servants; Inadequate facilities and facilities; There is no Assessor Functional Officer yet. (2) Aspects of the Merit System are very influential in the process of determining an employee in a position, because in determining a person in a promotion, it is necessary to look at a person's competence, performance, and career pattern by referring to the applicable employee rules. An employee has the right to develop competencies and career clarity that supports it.

ABSTRAK

Penelitian ini bertujuan untuk mengetahui dan menganalisis sejauh mana efektivitas pelaksanaan sistem merit dalam pemenuhan jabatan di lingkup pemerintah kabupaten Sinjai serta menganalisis bagaimana pengaruh aspek sistem merit dalam penerapan sistem merit itu sendiri. Adapun Hasil penelitian ini menunjukkan bahwa (1) efektivitas pelaksanaan sistem merit belum berjalan secara maksimal dilihat dari capaian pemetaan potensi dan kompetensi pegawai yang masih jauh antara pegawai yang telah dan belum menjalankan kompetensi. Karena jika dikaitkan dengan aturan Permenpan RB Nomor 38 Tahun 2017 dijelaskan bahwa seharusnya pegawai yang menduduki jabatan harus terlebih dahulu diadakan uji kompetensi untuk mengetahui kelayakan pegawai tersebut untuk menduduki jabatan tersebut. Hal ini juga dikarenakan terdapat beberapa kendala yang dihadapi dilapangan yaitu; adanya Keterbatasan anggaran; Masih kurangnya Pemahaman PNS; Masih kurangnya Minat PNS; Sarana dan pra sarana yang belum memadai; Belum ada Pejabat Fungsional Asesor. (2) Aspek-aspek Sistem Merit sangat berpengaruh dalam proses penetapan seorang pegawai dalam sebuah jabatan, karna dalam penetapan seseorang dalam promosi perlu dilihat dari kompetensi, kinerja, dan pola karier seseorang dengan mengacu kepada aturan pegawai yang berlaku. Seorang pegawai berhak untuk mendapatkan pengembangan kompetensi dan kejelasan karier yang menunjang.

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I. INTRODUCTION

Bureaucracy is an institution born as a product of a long and complex social process. Unlike organizations in the form of private companies, where the process of formation can be based on capital and individual will, bureaucratic organizations emerge from a series of tortuous processes that can affect the social context of society universally. Each country has its own bureaucracy, which is covered by regulations and each official administrative system. When a bureaucracy is in a different socio-cultural environment, it can also affect how the bureaucracy itself works. In addition to being influenced by local culture, they are also influenced by culture and value systems that may be inherited from previous colonialists.

Currently the government is trying to institutionalize bureaucratic reform by implementing strategic management as control in its implementation. In accordance with the Grand Design of the 2010-2025 National Bureaucratic Reform and also the Roadmap for implementing Bureaucratic Reform, 9 2 (nine) programs to accelerate bureaucratic reform were formulated, namely: (dkk D. H., 2016) Structuring the bureaucratic structure; Number Arrangement; PNS distribution arrangement; Apparatus selection and promotion system openly; Apparatus professionalization; Increasing the welfare of apparatus; Efficiency of users of apparatus work facilities and infrastructure; Simplification of business licensing; and e-Government.

This is done with the hope that efficiency and effectiveness will occur in the implementation of the bureaucratic system. Then in realizing this plan the State Civil Apparatus who acts as a driving force in state administration activities and acts as a front liner in carrying out public services is expected to be able to play an active and cooperative role in every implementation process (Kasim, Moenta, & Ruslan, 2019). To succeed in this plan, the government needs an ideal figure of a State Civil Apparatus and has been explained in the considerations in Law Number 43 of 1999 concerning amendments to Law Number 8 of 1974 concerning the subject of staffing which has now been replaced by Law Number 5 of 2014 concerning Apparatus State Civil.

"that in the context of implementing the ideals of the nation and realizing the goals of the state as stated in the preamble to the 1945 Constitution of the Republic of Indonesia, it is necessary to develop a state civil apparatus that has integrity, is professional, neutral and free from political intervention, free from corrupt practices, collusion, and nepotism, as well as being able to organize public services for the community and being able to play a role as an adhesive element for the unity and integrity of the nation based on Pancasila and the 1945 Constitution of the Republic of Indonesia".

The intended State Civil Apparatus is then re-explained in Article 12 of Law Number 5 of 2014 which states that State Civil Apparatus Servants who act as planners, executors, and supervisors of the implementation of general government and national development tasks through the implementation of professional policies and public services, are free from political intervention, and clean from corruption, collusion and nepotism (Widjaja, Administrasi Kepegawaian, 2006).

With the emphasis described in Article 12, we know that the central role of the state civil apparatus in the implementation of government processes is very much subject to intervention from outside as well as from within the bureaucracy itself (Musaneff, Manajemen Kepegawaian di Indonesia, 2007). Based on this anxiety, the government deemed it necessary to implement new adaptations for the State Civil Apparatus, both in the recruitment process and also in personnel management in order to obtain civil servants who have integrity, are professional, accountable, honest and fair (Safroni, 2012).

Seeing the history of Indonesia which is a patrimonial country (kingdom) where a person can get convenience in every matter if that person has a close relationship with the authorities, this is what we want to change at this time by adopting a Republic-democracy system where the pattern used is open selection which is assessed based on individual ability (merit system). This merit system is used in personnel management with the aim of getting civil servants who have the competence and qualifications in accordance with the positions they get so that they can provide good job results and services.

It is explained in Law Number 5 of 2014 Article 1 Paragraph (22) that the Merit System is an ASN policy and management based on qualifications, competence and performance in a fair and reasonable manner regardless of political background, race, color, religion, origin, gender, marital status, age, or disability condition. By placing people who have competence in their fields, it is hoped that they will be able to improve and enhance employee performance in general. It has been emphasized in Law Number 5 of 2014 in Article 51 5 that ASN management is organized based on the Merit System, this shows the government's seriousness in abolishing patrimonial forms of government (kingdom) in matters of employee administration and changing the public's view that in every management of government there are practices of Corruption, Collusion, and Nepotism.

Since the issuance of this law, it is hoped that all local governments will be able to implement the Merit System in their personnel management and will receive direct supervision by the KASN (State Civil Service Commission) which is a non-structural institution that is independent and free from political intervention, including the Sinjai District Government. As one of the regions that carries out its own administrative administration, of course the implementation is greatly influenced by the ability and quality of the regional apparatus, this is because a State Civil Apparatus has a very important role. The progress of regional development will depend heavily on the ranks of human resources (HR) or ASN (Rosidah, 2005).

Looking at the report from the 2020 Sinjai Regency Community Satisfaction Index, there are 5 Regional Apparatus Organizations that are in the "poor" category, 30 Regional Apparatus Organizations are in the "good" category and there is only 1 Regional Apparatus Organization in the "very good" category. These results still indicate that there are still weaknesses and deficiencies in the process of public service to the community (Sinjai, 2021). Sondang P. Siagian said that there are several problems that often make public complaints related to bureaucratic services by civil servants usually show annoying and deviant behavior, including: delaying the completion of the licensing process; looking for reasons such as incomplete supporting documents; delays in submitting applications and other similar excuses; reasons for being busy doing other tasks; difficult to contact; always slow down by using words being processed (Siagian, 1996).

Then from the results of the report on the mapping of staffing potential and competencies in Sinjai Regency in 2021-2023 there is still a very contrasting gap where out of a total of 4558 active State Civil Apparatuses there are only 68 government officials who have carried out potential and competency mapping, with a description of where in the position echelon II has the largest percentage as much as 97% of employees have carried out potential mapping.

Out of a total of 35 employees filling positions, 33 employees have participated in potential and competency mapping. While positions such as echelon IV, certain Functional, and General Functional have not carried out potential mapping at all. From the available data it can be seen that the implementation of the Merit System has not run optimally in the Sinjai District Government. Ideally, officials who wish to occupy certain positions must first take part in potential and competency mapping activities so that they can become the basis for determination based on skills and knowledge before these officials can be appointed to certain positions. This has led many

to argue that there are still indications of corruption, collusion and nepotism in determining the filling of certain positions.

II. RESEARCH METHOD

The type of research used is the type of empirical legal research, that is a type of legal research that functions to see the law in a real sense and research how the law works in society. (Irwansyah & Yunus, 2015). The empirical writing type is used for examine the social problems of society by region more specific writing and data analysis was also carried out in a qualitative way without using numbers, but done by way of interviews or interviews, observation to the field, and documentation (Achmad, 2015). The location of this research was carried out at the Agency's office Staffing and Human Resource Development Sinjai District Government Apparatus. Sources of data in research can be grouped into two types namely primary data is data obtained or collected by researchers from various existing sources and secondary data is obtained or collected by researchers directly from the data source. Data secondary is also is also referred to as original data or data is an up-to-date nature. Techniques that can be used by researchers to collect the data namely observation and interviews with sources/informants. The data analysis technique in this study was legal material obtained from the results of the research and then analyzed descriptively-qualitatively using a theoretical basis. The purpose of this qualitative-descriptive is to make a systematic, factual, and accurate description, picture, or picture of the facts, characteristics and relationships between the phenomena being investigated (Nazir, 2003). The data obtained both primary data and secondary data are categorized according to the type of data. Then the data is analyzed using qualitative methods, namely analyzing data related to the problem under study, then selected based on a logical mind to avoid errors in the data analysis process (Marzuki, 2017). Secondary materials which include secondary legal materials are tested in a comprehensive and in-depth manner with several theories presented to analyze the regulations applied.

III. RESULTS AND DISCUSSIONS

1. Legal Effectiveness of Administering Positions in the Scope of the Sinjai Regency Government with a Merit System

The implementation of the merit system has been mandated in Law Number 5 of 2014 and it is emphasized in article 51 that it is explained that ASN Management is organized based on a merit system. Law Number 5 is also the regulation that regulates the State Civil Apparatus in general. As for what the government wants to achieve through IV/A Foster 210 245 455 IV/B Tk.I Foster 334 528 862 IV/C Young Main Foster 16 4 20 IV/D Middle Principal Foster 1 0 1 IV/E Main Foster - - - The total of 1,978 2,835 4,813 70 prawns in general is to get officials who have integrity, are professional, neutral and free from corrupt practices, collusion and nepotism, and are able to provide public services for the community (Ilmar, 2016).

In the implementation by the government in the field, it turns out that there are many things that become obstacles that arise along with the development of the social culture that exists within the government, some are influenced by external government and some come from internal government itself, for example the emergence of bureaucratic pathologies that tend and we can almost found at this time, following the explanation in the literature review by Sondang P. Siagian said there were several problems that often became public complaints related to bureaucratic services by civil servants who usually showed annoying and deviant behavior, including: (a) Delaying the completion of the licensing process; (b) Looking for reasons such as incomplete supporting documents; (c) Delays in submitting applications and other similar excuses; (d) Reasons for being busy doing other (e) tasks; Difficult to contact; f. Always slow down by using words being processed (Wikipedia, 2021).

although not all government administration can then be considered a failure or not good. Of course, to prevent bureaucratic pathology above the government, in this case the Sinjai district government has tried to prepare its apparatus both in terms of qualifications, competencies and skills needed for each field of work. Not only the problems above, the government also found a number of things to avoid including; (a) a patrimonial system in which a person can obtain convenience in every matter if that person has a close relationship with the authorities; (b) Spoil system (political relations) is the appointment of someone in office because there is an interest in it. In its implementation there is an element of remuneration from the winners of the general election by giving rewards to their supporters.

Therefore, improvements made by the government by holding a merit system with the basic understanding that people who are given responsibilities or positions are in accordance with competence, qualifications, and are considered capable regardless of race, ethnicity, skin color and cultural background.

It is hoped that these skills can be identified by holding competency tests for employees, according to this, the government through Government Regulation Number 17 of 2020 as a result of amendments to Government Regulation Number 11 of 2017 concerning Management of Civil Servants, has regulated to obtain the apparatus expected by Law Number 5 of 2014 a competency test is carried out and from the results of this competency mapping, it is the basis for determining an employee to occupy a position (Moenta & Pradana, 2018). This is also conveyed in the Regulation of the Minister of Human Empowerment for Reform and Bureaucratic Apparatus Number 38 of 2017 explained in the first Appendix of the General provisions paragraph (7); Position Competency Standards are the minimum competency requirements that must be possessed by a State Civil Apparatus in carrying out office duties. and from that result the basis for determining an employee to occupy that position.

Then it was added to article 1 that it was explained that, the Competency Standards for State Civil Apparatus Positions, hereinafter referred to as ASN Competency Standards, are descriptions of the knowledge, skills and behavior needed by a State Civil Apparatus in carrying out office duties. From the explanation above, it shows that the merit system can run well and maximally if all employees have carried out competency mapping and from these results the Personnel Development Officer (PPK) can determine an employee in a position or position.

Meanwhile, in this research, the authors found facts in the field that there were some employees who considered open selection or competency tests to be just a formality. As stated by one of the employees who met the requirements to register in the open selection but chose not to register. As for several obstacles that are still found in the field, namely from the results of the 2021-2023 potential and competency mapping there is still a sharp contrast between the number of employees who have not and those who have carried out competency tests with the following description: (a) Echelon II: as many as 35 (thirty five) JPT Pratama out of 36 (thirty six) total JPT Primary with the percentage namely: 97% (ninety seven percent); (b) Echelon III: as many as 10 (ten) JA from 159 (one hundred and fifty nine) the number of Administrator Positions with percentages namely: 2% (two percent); (c) Echelon IV: 557 (five hundred fifty seven) Supervisory Positions have not been implemented; (d) Specific Functions: not yet implemented 3,039 (Three Thousand (Thirty Nine) PNS; (e) General Functional/Staff: not implemented 771 (seven hundred and seventy one) PNS.

Then the researchers tried to analyze the problems in the field by using the theory from Soerdjono Soekanto about the effectiveness of the law with 4 factors that are considered in accordance with the symptoms or problems found in the field, namely; from law enforcement factors, facilities and facilities, community factors and cultural factors as a research analysis tool.

2. The Law Enforcement Factor

In enforcing a law or rule, apparatus is needed to support the implementation of the implementation of the rule, all existing apparatus and involved in the application of a legal product must also be competent and considered to meet specific qualifications that have been set which become a general standard.

In the process of observation by researchers in the field, several problems were found related to why the government in Sinjai Regency has not maximized the implementation of the merit system. one of the inhibiting factors that make it difficult for the government to conduct an assessment of all employees. In general, it is known that assessors are professionals who meet the requirements to be assigned by an institution to assess the competence of individuals or other organizations. This is regulated in article 6 of the Regulation of the Minister of Human Resources Empowerment for Bureaucratic Reform Number 39 of 2020 concerning the Functional Position of Apparatus Human Resources Assessor replacing the previous regulation of the Minister of Administrative and Bureaucratic Reform Number 41 of 2012.

The Head of Competency Development Division Firmadi Sudirman, S.Sos, Mm explained that; At present the Sinjai Regency government still does not have assessors who have the qualifications in accordance with Permenpan RB Number 39 of 2020, this is a particular difficulty for the local government because if we want to carry out a competency test, the district government must work closely with the provincial government which currently has advisory facilities. Then added by the Head of the Personnel and Human Resources Development Agency, Lukman Mannan, S.Ip, M.Sc, he said that until now, every time the government opens open selection for filling positions, we still continue to collaborate with the provincial government which has facilities that are already in place. complete, especially the assessors, because until now it needs to be acknowledged that Sinjai district itself does not yet have an assessment team or functional assessors who can become committees in open selection or implementation of competency tests. However, the government continues to make efforts to create a program to procure assessors in Sinjai district.

The author analyzes that if you want to carry out a merit system optimally and thoroughly in Sinjai Regency, law enforcement officers or staff who have the competence to support the running of a legal product are needed, because basically the law cannot work if the law enforcers are unable to enforce the law. the. In accordance with the statement of Satjipto Rahardjo explained that the essence of law enforcement is a process to make legal desires or ideas come true.

3. The Facilities and Supporting Factor

According facilities and supporting factors in the implementation of law enforcement are also very necessary for the effective and efficient implementation of a legal product. In connection with the implementation of the merit system by the Sinjai district government, researchers saw in the field that there were deficiencies in the facilities and facilities used in carrying out competency tests for employees in Sinjai Regency.

The unavailability of supporting facilities such as computers and also rooms that can be used for the assessment process makes the competency test implementation less than optimal for employees as a whole in Sinjai Regency. In line with the results of the interview with the Regional Secretary of Sinjai Regency Andi Jefrianto Asapa, S.Sos, M.Si explained that the local government has always tried to conduct its own assessment center but until now the government is still constrained by budget issues, post-Covid-19 the Indonesian government still feels the impact of the pandemic has normalized all government sectors, including the economic sector, which is still trying to recover, so this is one of the reasons why until now the government has not been able to optimally procure 78 facilities and assessment facilities in Sinjai district.

Lukman Mannan, S.IP, M.Sc, the Head of the Personnel and Human Resources Development Agency, said that in relation to the assessment center facility, so far it has not been able to be held

due to budgetary problems, but it has been submitted to the regent as a consideration for Each OPD can grant a computer unit to be collected in one place which will then be used as an assessment center, so when there is a competence test the district government is sufficient to bring in assessors to make it easier to carry out.

4. The Community Factor

One element that greatly influences the effectiveness of a law is how society can implement the rules that are made. Society as a legal object which is why a law is formed is an element that is considered by law-making officials, where in the process of making a law one must always look at the condition of the legal community to be regulated. Is the community able to implement it and is it in accordance with the conditions of the community. Laws that are not in accordance with the conditions of society will often cause uproar and even rejection due to the binding and coercive nature of the law itself. Therefore, the relationship between law and society as legal subjects has a very large reciprocity. The definition of legal sociology is a branch of science that empirically and analytically studies the reciprocal relationship between law as a social phenomenon and other social phenomena (Munawir, 2010).

The method of legal sociology that wants to capture the full legal reality begins by asking questions, which in normative law are usually recognized and taken for granted. These questions are for example: (a) Does the law really do what it says? (b) Is it true that the law regulates society and people? (c) Does the law have the effect it wants?, (d) Doesn't it actually have a different effect, or even no effect at all?, (e) If in the future it creates an effect, is it true that the effect is due to the law?. (f) What is the actual use of contract law? (g) Is it true that people make contracts to be implemented later? Who uses it? When? How? , (h) Why did the law become like that? Does that have to be the case? Is there no alternative way of setting? (Rahardjo, 2010).

In this study, the authors looked at the real conditions in the field, that in Sinjai district there were still apathetic thoughts from the public, in this case employees, and doubts about the implementation of the competency test. There is still a lack of understanding of civil apparatus about the importance of mapping potential and competence in the process of developing competencies and future career development, so that it has an impact on the lack of interest of civil apparatus in participating in potential and competency mapping assessment activities. This is of course a separate task for the government so that it can provide employees with an understanding of the importance of carrying out competency tests for employee career development.

Based on the results of interviews with the Head of the Human Resources and Apparatus Development Agency, Lukman Mannan, S.IP, M.Sc explained that currently employees are not yet able to do a full competency mapping. only those who are prioritized to fill positions even though all employees should have the right to get the same opportunity to take part in the mapping because in the end all employees must carry out a competency test in accordance with the mandate of Law number 5 of 2014 in order to obtain competent and professional apparatus in their work. Apart from that, as a real effort by the government through BKPSDMA as a regional apparatus organization in charge of personnel matters, it will continue to provide understanding through outreach to civil apparatus regarding the importance of assessing potential and competence in terms of competence development and career development for civil apparatus (Lukman Mannan, 2022).

5. The Culture Factor

We can interpret the legal culture in general as how the public responds to legal phenomena. This response emerged from a unified view of legal behavior and the values contained therein. According to Friedman, the application of law consists of three elements forming the legal system, namely legal substance, legal structure and legal culture. The legal structure is a structural component or organ that operates within a mechanism, both in making regulations, and in implementing or

implementing regulations. Legal substance is a product of the legal structure, both regulations made through formal structural mechanisms or regulations born out of habit. Meanwhile, legal culture is the values, thoughts, and expectations of the rules or norms in the social life of society. The three elements that make up the legal system are related to each other where the three elements are harmonized in the process of achieving the goals of the law itself (Friedman, 2009).

From the results of observations by researchers in the field, it was found that many employees thought that some staffing matters were just a formality. This can happen because seeing previous employees who don't have to bother taking competency tests to occupy positions, don't need to take part in training to improve work skills because they think a job can be mastered only by doing the job frequently (self-taught). These thoughts ultimately more or less influence employees not to care too much about a number of things related to the implementation of staffing.

From this, it ultimately causes an employee to not have the effort to be able to improve skills in carrying out tasks, still struggling with the old way which is currently considered to be left behind. As an example, we can find in several computerized services, but in the Sinjai district there are still some employees who cannot do work digitally and are still struggling in the old way that seems manual. This is what will then cause work to be hampered and take quite a long time to complete.

If it is related to the implementation of the merit system, many employees think that an employee will occupy a high position if he works in a certain field for many years. Even though currently the merit system does not rule out the possibility for an employee if he has received sufficient training, knowledge, and a good work ethic, he will get a promotion into the position required for this competency, while still paying attention to the provisions in the staffing regulations.

Based on the results of an interview with the Head of the BKPSDMA Employee Control Section, Arman Nawir Regency, S.Kom explained that indeed the government is currently trying to try to eliminate employee assumptions that are still a little off the beaten path from the staffing process, from the BKPSDMA side it is also actively providing understanding regarding staffing matters. In fact, we invite with a little coercion to employees who already have to take part in the competency test mapping but are still trying to avoid it. It is hoped that all employees will have the opportunity and that all employees will undergo a competency test so that they can really be mapped based on their competencies with the required position (Arman Nawir, 2022).

As for the government's real efforts to carry out a comprehensive mapping taken based on the results of employee recapitulation who have and have not carried out mapping of potential and competencies for 2021-2023 also provide strategies to overcome obstacles, namely: (a) Trying to gradually relate to budgeting and build communication through the Regional Government Budget Team (TAPD), (b) Providing understanding through outreach to civil servants regarding the importance of assessing potential and competence in terms of competency development and career development for civil servants, (c) Cooperating with an accredited assessment center, (d) Seeking planning for the development of facilities and pre-assessment center facilities, (e) Strive for the formation of assessor functional positions.

IV. CONCLUSION

Overall the effectiveness of the implementation of the merit system has not run optimally, seen from the achievement of mapping the potential and competence of employees who are still far between employees who have and have not carried out competencies. Because if it is related to the Regulation of the Minister of Administrative and Bureaucratic Reform Number 38 of 2017 it is explained that an employee who holds a position must first carry out a competency test to determine the eligibility of the employee to occupy that position. This is also because there are several obstacles faced in the field, namely; inadequate budget limitations in the midst of the Covid-19 pandemic, this is supported by budget recusing; there is still a lack of PNS understanding of the

importance of mapping potential and competencies in the competency development process and future career development; there is still a lack of PNS interest in participating in potential and competency mapping assessment activities; inadequate facilities and pre-facilities (no assessment center yet), there are no related Functional Officials who carry out potential and competency assessments (assessors). In overcoming the problem of the effectiveness of applying the merit system happens in the field or researchers in this case refers to the rules staffing calls on the government to need to pay attention; trying gradually associated with budgeting and establish communication through the Government Budget Team Region (TAPD), providing understanding through outreach to civil apparatus related to the importance of assessing potential and competence in terms of competency development and career development for civil apparatus, collaborate with the assessment center accredited, trying to plan the development of facilities and pre assessment center facility, strive for the formation of assessor functional position, and also need for more attention by the government in improving potential and competence of civil apparatus who have potential towards their respective fields so that they can create ideal environment and employees.

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Dipetik pada tgl 30 Januari 2023, dari
diakses pada tgl 30 Januari 2023, 18.45: