



THE TITLE SHOULD BE BRIEF, CLEAR AND REFLECT THE CONTENT
OF THE MANUAL

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Abstract This article examines the implementation of State Civil Service talent management policies within the Kuningan Regency Regional Government. Through a qualitative research approach using in-depth interviews and documentation studies, the author analyzes how talent management policies are implemented at the regional level. The research results show that the implementation of this policy faces several challenges, including issues of political interference, limited resources and a lack of awareness of the importance of talent management. However, there are steps that have been taken to improve the implementation of this policy, such as training and development of apparatus. Continuous improvement efforts are needed to improve the implementation of talent management policies for ASN in Kuningan Regency in order to create public services that are quality, transparent, responsive, inclusive and accountable and can support the achievement of better development goals.

Keywords: Management, Policy Implementation, Politics.

INTRODUCTION

The State Civil Apparatus, later abbreviated as ASN, is an important factor in running and managing government as well as providing services to the community. Therefore, the quality of the State Civil Apparatus (ASN) human resources needs to be improved. The Indonesian government is committed to realizing the big goals related to ASN, namely a world-class State Civil Service. The main program to achieve this is through a talent management program. Where ASN talent management is contained in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia number 3 of 2023 concerning ASN Talent Management. This regulation explains that talent management is a system of career management which consists of development, acquisition retention stages, and talent placement to fill positions based on the highest level of potential and performance which is carried out effectively and objectively.

Implementation of ASN talent management policies within the Kuningan Regency Regional Government involves understanding the complexity of ASN duties and

responsibilities in the context of regional development. Kuningan Regency, as part of the dynamics of national change, faces pressure to improve the quality of public services and bureaucratic efficiency. Therefore, the implementation of targeted talent management policies is crucial to optimize the potential and competence of ASN.

The importance of talent management policies also emerged as a response to changes in the development paradigm which increasingly emphasizes the empowerment of human resources. Kuningan Regency, with its characteristics and local human resource potential, needs to adopt an approach that is appropriate to the regional context. By implementing ASN talent management, it is hoped that it can create a conducive, innovative work environment and create a more responsive and effective government.

An in-depth understanding of ASN conditions, both in terms of qualifications, experience and career development aspirations, is the basis for formulating appropriate talent management policies. Kuningan Regency as a regional government entity must be able to identify the special needs and challenges faced by ASN at the local level. Thus, the implementation of this policy can be contextual and relevant to local realities, which in turn is expected to improve the overall quality of public services.

The implementation of ASN talent management within the Kuningan Regency Regional Government based on the merit system assessment by KASN in 2021, shows that aspects of talent management have received a GOOD rating, although not yet optimal, and there are also those whose scores are still very low and need immediate major improvements- magnitude. Therefore, this research is aimed at analyzing the implementation of ASN talent management carried out by the Regional Government of Kuningan Regency with two comparative indicators, namely one "whether ASN talent management has been implemented in accordance with policy" two "whether the implemented ASN talent management is still influenced by interests/ politics". To produce research that is more useful in theory and practice, this research also outlines several recommendations as material for improving future policy implementation in Kuningan Regency.

Based on the explanation above, the formulation of the problem in writing this article is that the implementation of ASN talent management policies which include placement, promotion and career development of State Civil Apparatus (ASN) in Kuningan Regency is still categorized as less than optimal.

The aim of this research is to identify practical steps that can be taken to strengthen the principle of meritocracy in ASN talent management in order to reduce the negative influence of political intervention.

RESEARCH METHOD

This research uses a qualitative method with a descriptive approach. (Creswell & Poth, 2016) explains qualitative research methods as methods for investigating and understanding the significance of individuals or groups of people who are considered to have social or humanitarian problems. This qualitative research process is carried out by asking questions and procedures, collecting specific data and information from the participants. The data collection technique is through observation, the data analysis technique uses policy literature sources or statutory regulations and is then explained in developing a comprehensive conceptual framework regarding the preventive stages of talent management implementation in Kuningan Regency. The literature sources used

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come from statutory regulations, books, research articles and articles in online mass media related to the implementation of talent management.

RESULTS AND DISCUSSION

This research refers to two variables , namely: policy content (*Content of Policy*) and implementation context (*Context of Implementation*) from (Grindle, 2017), as well as supporting and inhibiting factors in implementing talent management policies within the Kuningan Regency Regional Government.

A. Policy Content (*Content of Policy*)

Policy content variables include

1. Interests affected by policy (*interest affected*)

Interest Affected or interests that are affected by a policy. (Grindle, 2017) explains that a policy that is made has the opportunity for social, economic and political change in society. This means that the implementation of a policy is influenced by the many interests involved in it.

Talent management in its implementation is influenced by many elements of interest considering that this policy is made based on administrative and political processes . The interests affected by the talent management policy as well as the beneficiaries are ASN in the Kuningan Regency Regional Government as a priority element of the implementation of the policy itself.

Talent management is a derivative of ASN management which is based on a merit system which includes procurement, increasing competency, career development and preparing succession plans for the best ASN who are prepared as future leaders, in order to realize short and long term goals . Talent management implemented starting from recruitment, rotation and promotion. The parties or those affected by the ASN talent management policy are the State Civil Service (ASN) resources , Civil Service Development Officers (PPK) and government supervisors as well as the community as beneficiaries of quality public services provided by ASN as a result of the implementation of the talent management in question.

ASN, in other words, bureaucracy, has an important role in process development national in period then, now, and future. Most of the development achievements achieved by the Indonesian state were the result of implementing a series of development policies, where the bureaucracy made the biggest contribution. Thus, bureaucracy plays a strategic role in national sustainability and development.

Given the dynamics inside and outside government, government employees must be proactive, innovative and insightful front . Therefore, it is very important to pay continuous attention to the development and improvement of the knowledge, skills and behavior of government employees so that they can be trained to become professional government employees.

In connection with matter the on then to create the source Power apparatus government Which professional need managed appropriately and carefully by leadership elements who act as controllers, motivators, empowerers and mobilizers. As explained (Siagian, 1995), that "something reality in in life organization leader play role Which very important even said very much determine in business achievement objective organization Which has been determined previously".

2. Type of benefit that will be generated (*type of benefit*)

Based on the theory (Grindle, 2017) explains that something policy must have a number of type benefit Which show impact positive Which achieved by implementation policy Which held. Benefit Which intended can felt Good in period short nor period long. Policy Which made must get give benefit And Also can change to direction Which more good too can give solution on problem Which exist in society, especially in the quality of public services. Competent ASN can created through implementation of reliable ASN management that has values based on professional ethics, free from political interference, free from the application of corruption, collusion and nepotism. Law No. 20 of 2023 concerning State Civil Apparatus states that ASN management is based on a merit system which no longer differentiates between race, skin color, religion, origin, gender, marital status, age or disability .

PermenPAN-RB No. 3 of 2020 concerning ASN Talent Management explains that talent management is expected to have a positive impact on the ASN concerned or the institution where the ASN works. The research results of several researchers (Dang, Nguyen, & Ha, 2020; Kardo, Wilujeng, & Suryaningtyas, 2020; (Nisa, RC, Astuti, ES, & Prasetya, 2016); Octavia & Susilo, 2018) show that talent management has a significant influence on employee performance. Not only that, research conducted by Al-Qeed et al. (2018) explained that talent management has an important role in organizational performance. These various positive influences make talent management have a strategic position in the management of human resources in the State Civil Service today.

The advantage of ASN talent management, which is one of the supporters of merit system-based ASN management, is that filling strategic positions in an organization or agency can be filled with qualified, competent human resources, and is able to mobilize human resources to create maximum organizational performance. ASN talent management is also used to identify, improve, promote and maintaining ASN who have great capabilities as a valuable asset (*high potential as a valuable asset*) for organizations or institutions. As the main strategy (*key strategy*) in experiencing the challenges of ASN professionalism and open recruitment, so that this system is implemented covering all stages starting from recruitment, placement, development and promotion of positions to obtain potential leaders with high performance, which will then have implications for improving the quality of public services to the community.

3. The degree of change desired (*extent of change envisioned*)

(Grindle, 2017) explains that the degree of change desired (*extent of change envisioned*) is degrees changes to be achieved through the implementation of a policy, to achieve this change clear benchmarks are needed. Sourced from PermenPAN-RB No. 3 of 2020 concerning ASN Talent Management, it is explained that the definition of talent is an ASN employee who meets certain conditions to be included in the succession plan group. The ASN succession planning group is defined as having to go through a process of stages including: identification, evaluation and talent mapping. The assessment indicators used are the results of performance evaluations, assessment centers, competency tests, position track records, and other considerations. From this definition, it can be

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interpreted that not all ASNs are identified as talents but rather a group of ASNs who meet the criteria that have been determined .

Based on the results of talent identification and assessment, talents are obtained who are qualified to occupy strategic positions in the organization, where these talents can be appointed quickly when a position vacancy occurs in an organization. It is hoped that the talents resulting from this assessment can contribute positively to the progress and effectiveness of the performance of the organization they lead. Talent based on assessment must have high performance and potential compared to talents of the same level. The formulation or talent assessment matrix can be seen in the following image:

Performance And Potential Matrix

		Low	Medium	High
1	Below Expectations	Performance below expectations and low potential	Performance below expectations and medium potential	Performance below expectations and high potential
2	Meets Expectations	Performance meets expectations and low potential	Performance meets expectations and medium potential	Performance meets expectations and high potential
3	Above Expectations	Performance above expectations and low potential	Performance above expectations and medium potential	Performance above expectations and high potential

Figure 1. The Nine Boxes of Talent Management

Source: Permenpan Number 3 of 2020 concerning Talent Management

4. The position of the policy maker (*site of decision making*)

(Grindle, 2017) explains that policy decision making plays a significant role in policy implementation, where the decision maker is located on a policy to be implemented , whether the location of a policy is appropriate or not . This is in line with the placement of policies related to talent management at both national and regional levels. ASN talent management is regulated through the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 3 of 2020 concerning ASN Talent Management.

ASN Talent Management consists of National ASN Talent Management and Central or Regional Agency ASN Talent Management. Where both are ASN career management systems which include the stages of acquisition, development, retention and placement of prioritized talent to occupy target positions based on the highest level of potential and performance through certain mechanisms that are implemented efficiently and continuously to meet the needs of Government Institutions both nationally , central and regional .

In accordance with PermenPAN-RB No. 3 of 2020 concerning ASN Talent Management, every government agency is obliged to implement ASN talent

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management in order to achieve the national development strategy. The implementation of ASN talent management includes:

- a. talent acquisition;
- b. talent development;
- c. talent retention;
- d. talent placement; And
- e. monitoring and evaluation

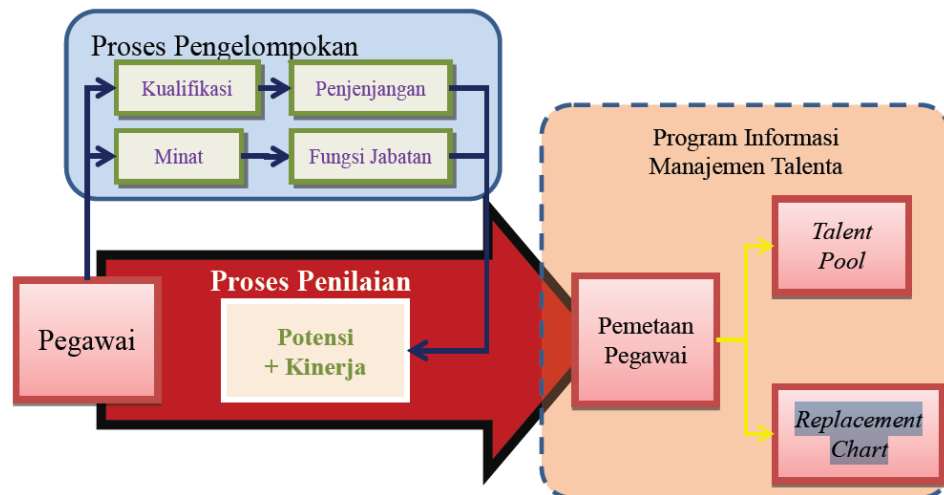


Figure 2. Illustration of Agency ASN Talent Management
Source: (Irfan, 2020)

5. Program/policy implementers (*program implementors*)

In terms of *program implementers*, (Grindle, 2017) explains whether a policy has mentioned the implementer in detail. The implementing aspect has an important role in the successful implementation of a policy. Policy implementers must know their respective duties and authorities clearly. Apart from that, policy implementers in carrying out their duties and authority must also be competent and capable in their field and policy implementers are expected to have an adequate number of implementing staff. In the implementation of the talent management policy, the agencies implementing the policy include the Central Government, namely the Ministry of State Apparatus Empowerment and Bureaucratic Reform as the originator of the talent management policy or program, the State Civil Service Commission as the supervisor of the implementation of the talent management program or policy and the Regional Government of Kuningan Regency in this case. is the Personnel and Human Resources Development Agency as the implementer of regional agency talent management programs or policies.

6. Deployed resources (*resources committed*)

(Grindle, 2017) explains that the success of implementing a policy is determined by adequate resources. In the context of the content of the talent management policy, it is clear that the resources mobilized are the resources of the State Civil Apparatus (ASN) within the Central and Regional Government, including the ASN of the Regional Government of Kuningan Regency as the

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program object and beneficiary of the talent management program or policy, along with the elements -Other elements such as from the central government, namely the Ministry of PAN-RB and the State Civil Apparatus Commission (KASN).

Apart from human resources, digital technology media is also needed as a tool to support the implementation of talent management, where this technology is an integrated information system, which will later be used as a medium for assessing ASN talent that is objective, effective, accountable and transparent.

B. Implementation Context (*Context of Implementation*)

The context for implementing the Talent Management Policy includes:

1. Power, Interest and Strategy of Actor Involved (*Power, Interest and Strategy of Actor Involved*)

At the implementation stage, the power and interests of actors have a significant influence on achieving the expected goals. In this case, policy implementers are the parties who have the most potential to be influenced and influence the process of implementing a policy. The power, interests and strategies of the actors involved are clearly visible through the series of activities implemented in the regions. Even though it cannot be explained in its entirety, each stakeholder shows their interests through the actions taken by each interested actor.

In the implementation of talent management policies for State Civil Apparatus (ASN), especially in the Regional Government system, including the Regional Government of Kuningan Regency, it is greatly influenced by various actors who have power and strategic interests, especially in the context of strong political intervention. These actors include the Regional Government (executive), the Personnel and Human Resources Development Agency (BKPSDM), ASN itself, the Regional People's Representative Council (DPRD), Political Parties, as well as the Public and Non-Governmental Organizations (NGOs).

Regional Governments, especially Regents and other Executive Officials, hold significant power in directing and implementing ASN talent management policies. They have the authority to make strategic decisions regarding the placement, promotion and evaluation of ASN to ensure bureaucratic efficiency and effectiveness to support regional development. Good implementation also increases the credibility and reputation of local government in the eyes of the public. This is proven by the issuance of Kuningan Regent Regulation Number 155 of 2021 concerning Talent Management for State Civil Servants within the Kuningan Regency Government. However, in practice, the Regional Government is still pushing its interests in a direction that is not in accordance with the substance of the talent management policy itself, such as that their main interest is ensuring an efficient and loyal bureaucracy, as well as maintaining power and political support. Frequently used strategies include the placement and promotion of politically loyal ASN, even if this means bypassing formal procedures or certain qualifications.

The Personnel and Human Resources Development Agency (BKPSDM) is directly responsible for managing ASN talent management, which includes the stages of talent acquisition, talent retention, talent development, talent placement as well as monitoring and evaluation. Even though this implementation has not been carried out systematically due to limited facilities or resources, especially adequate funding and technological infrastructure, the steps and efforts taken by BKPSDM

are already on the right track in accordance with the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 3 of the Year 2020 and Kuningan Regent Regulation Number 155 of 2021 concerning Talent Management for State Civil Servants within the Kuningan Regency Government. However, in the BKPSDM implementation order, they often have to navigate political pressure from executive and legislative officials. BKPSDM's interest is to carry out functions according to rules and regulations, but they also have to maintain operational stability in a dynamic political environment. BKPSDM's strategy involves balancing professionalism and political demands, often by making recommendations that consider technical qualifications while meeting political demands.

ASN itself has limited individual power but can collectively influence policy implementation through feedback mechanisms, participation in trade unions, and reporting problems. ASN has an interest in work welfare, career opportunities and fair and transparent working conditions. Implementing good policies can increase their motivation and performance. However, when ASNs are faced in a strong political environment, ASNs may use political networks to support their careers, form coalitions with certain political groups, or show loyalty to get desired promotions or placements.

The Regional People's Representative Council (DPRD) has legislative power to supervise policies related to ASN talent management and regional budgets, then the DPRD also functions as a supervisor of the performance of the Regional Government. They can influence ASN talent management policies through regulations, budget facilitation and supervision. DPRD's apparent interest so far is ensuring that ASN talent management policies support the interests of their constituents and that there is accountability in public administration. DPRDs use their political influence to advocate certain policies or pressure local governments regarding the placement and promotion of ASNs that suit their political interests.

Political parties play an important role with significant power in determining the appointment of ASN officials, especially at senior levels. They often ensure that the ASN appointed supports their political agenda. The primary interest of political parties is to strengthen their power base and ensure continued political support. Political party strategies usually involve political patronage, namely placing loyal people in strategic positions.

The public and non-governmental organizations (NGOs) have limited but important power in influencing policy through public pressure, advocacy, and monitoring. Their interest is to ensure that ASN talent management is transparent, fair, and free from corruption and undue political interference. Strategies used by the public and NGOs include the use of media, advocacy campaigns, and monitoring mechanisms to highlight unfair practices and demand transparency and accountability.

Overall, political intervention in the implementation of ASN management policies in the Regional Government creates complex dynamics between bureaucratic professionalism and political interests. To increase the effectiveness of policy implementation, joint efforts are needed to increase transparency, accountability and professionalism in ASN management, as well as reduce

inappropriate political intervention. This requires a commitment from all relevant actors to place the public interest above short-term political interests.

2. Characteristics of institutions and authorities (*institution and regime characteristics*)

The characteristics of institutions and authorities in implementing State Civil Apparatus (ASN) management policies in Kuningan Regency can be analyzed using Grindle's theory of policy implementation. This theory emphasizes the importance of the political and administrative context and the power and interests of the various actors involved.

Local governments, especially regents and executive officials, are key actors with great executive power, they have the authority to make strategic decisions regarding the placement, promotion and supervision of ASN. The characteristics of regional governments sometimes show the dominance of political power which is used to ensure ASN loyalty. This often leads to the placement and promotion of ASN based on political considerations rather than meritocracy, reflecting how political interests can dominate policy implementation.

BKPSDM has technical responsibility for ASN talent management which includes carrying out the stages of talent acquisition, talent retention, talent development, talent placement as well as monitoring and evaluation. Based on observations and research conducted, the administrative capabilities of this institution are very susceptible to being influenced by political pressure. BKPSDM is often in a difficult position, having to balance carrying out administrative functions according to regulations and adapting to political demands from local governments. This illustrates the challenges BKPSDM faces in maintaining integrity and professionalism amidst strong political intervention.

The DPRD has legislative power to supervise regional policies and budgets, its supervisory role can influence the success of policy implementation. However, the characteristics of the DPRD so far still show that they are often involved in political patronage practices, supporting the placement of ASN that suits their political interests. This reflects the dynamics of support and opposition that Grindle identified, where legislative institutions can influence policy through political control and oversight.

The public and NGOs serve as important external monitors to ensure transparency and accountability in policy implementation. According to Grindle, public support and external pressure are very important in the policy implementation process. In Local Government, the public and NGOs seek to highlight unfair practices and demand accountability, despite often facing challenges in confronting established political forces. This characteristic shows the important role of civil society in fighting for fair and transparent policy implementation.

3. Compliance and responsiveness of implementers (*compliance and responsiveness*)

Grindel (1980) stated that policy implementers must have strong responsiveness and consistency to achieve the goals stated in the policies that have been made. Implementing compliance with ASN talent management policies in Kuningan Regency often has to deal with strong political pressure. Policy implementers, including high-ranking officials at the Personnel and Human

Resources Development Agency (BKPSDM) and other related agencies, may feel compelled to prioritize decisions that benefit political interests over following established standards and procedures. This can result in violations of the principles of meritocracy and fairness in ASN talent management. Significant political intervention can weaken implementers' compliance with formal policies. Political officials often use their influence to influence decisions regarding the placement, promotion, and evaluation of ASN. This creates an environment where implementers feel the need to comply with political directives rather than sticking to policies based on performance and competency. This political pressure often leads to the deployment of individuals with strong political affiliations, regardless of their qualifications.

The responsiveness of implementers to political conditions is very important in an environment full of political intervention. Talent management policy implementers in Kuningan Regency often have to demonstrate flexibility and the ability to adapt talent management policies and practices to existing political realities. This means they may have to make decisions that prioritize political stability and the satisfaction of political leaders, even though doing so may be detrimental to ideal talent management principles. Implementers' adaptation to changing political dynamics demonstrates their ability to navigate political pressures while still trying to meet policy objectives. Implementers may need to develop strategies that allow them to remain compliant with talent management policies while accommodating political interests. For example, they provide additional training and competency development to ASNs selected based on political considerations to ensure they can still meet required performance standards.

Strong political intervention in ASN talent management has a negative impact on ASN morale and motivation. When ASNs feel that their career development opportunities are determined by political affiliation rather than performance and competency, this can reduce their work morale and loyalty. ASNs who perform well may feel underappreciated and lose motivation to provide their best performance, which in the end can reduce the effectiveness and efficiency of the bureaucracy.

C. Supporting and Inhibiting Factors for Implementing Talent Management Policies

The implementation of ASN talent management policies in Kuningan Regency, like in other regions, is influenced by various supporting and inhibiting factors. These factors influence how the policy is implemented and successfully achieves its goals. The following is an explanation of the supporting and inhibiting factors in implementing ASN talent management policies:

Supporting factors

1. Leadership Support

Support from regional leaders, such as regents and heads of departments/agencies, is very important in implementing talent management policies. Leadership that is visionary and committed to the principles of meritocracy can encourage effective policy implementation. This support also includes adequate resource allocation for talent development programs.

2. Technology and Data Infrastructure

Effective use of information technology and data management systems can support the implementation of talent management policies. This system allows the process of placement, promotion, ASN evaluation, performance assessment and career development to be carried out more objectively, transparently and accurately. Good technological infrastructure also facilitates policy monitoring and evaluation.

3. Training and Capacity Building

Investment in training and capacity development for ASNs and policy implementers is very important. This training helps ASNs understand the importance of talent management and how to implement it well. Capacity development also helps ASN improve their competency, which ultimately improves the quality of public services.

4. Stakeholder Participation

The involvement of various stakeholders, including ASN, the community and non-governmental organizations (NGOs), in the policy implementation process can increase the effectiveness of the policy. Wide participation helps ensure that the policy is well received and supported by all parties involved.

Obstacle factor

1. Political Intervention

Political intervention is one of the main obstacles in implementing talent management policies in Kuningan Regency. Strong political influence results in ASN placement and promotion decisions being based on political loyalty rather than performance and competency. This reduces the effectiveness of policies and undermines the principle of meritocracy.

2. Resource Limitations

Limited resources, both budget and competent human resources, also hinder the implementation of talent management policies in Kuningan Regency. Without adequate resources, especially a budget and adequate technological infrastructure, the talent management system cannot run optimally.

3. Resistance to Change

Resistance to change from ASN and policy implementers is a significant obstacle. ASN who feel comfortable with the status quo always reject new policies that are considered to threaten their position or interests. This requires effective change strategies to overcome resistance and build support.

4. Lack of Transparency and Accountability

Lack of transparency and accountability in the talent management process can reduce ASN trust in the policy. Unclearness in assessment and promotion criteria can give rise to perceptions of injustice and discrimination, which ultimately hinders the implementation of talent management policies in Kuningan Regency.

5. Limited Administrative Capacity

Limited administrative capacity, including a lack of trained staff and management systems that are not yet in place, can hinder the implementation of talent management policies. Weak administration causes policy implementation to be inconsistent and less well monitored.

Conclusion

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From the results of the research and discussion above, it can be concluded that the implementation of ASN talent management in Kuningan Regency has been carried out through the stages of ASN talent management in accordance with the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 3 of 2020 and the Regulation of the Regent of Kuningan Number 155 of 2021 concerning Talent Management for State Civil Servants within the Kuningan Regency Government which includes the stages of talent acquisition, talent retention, talent development, talent placement as well as monitoring and evaluation. The five stages mentioned are a series of efforts to prepare and ensure the availability of employees who have superior competence and performance (talent pool) to fill the positions that have been determined appropriately at the right time. Although the implementation of these stages has not been carried out systematically due to the lack of adequate support from facilities or resources, especially in terms of budget support and information technology infrastructure. Apart from that, in the context of further implementation of the ASN talent management policy, there is also a big challenge, especially for policy implementers, namely in the form of strong political intervention in the bureaucratic order in Kuningan Regency. This situation has serious consequences for the quality of public services, ASN morale, and bureaucratic integrity. Politically influenced placements and promotions tend to threaten the principle of meritocracy, which should be the main basis for managing human resources in the public sector. This not only disrupts operational efficiency, but also undermines public trust in the Regional Government institutions themselves.

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