ABDIMAS

Implementation of The Regent of Cirebon Regulation Number 66 of 2021 on Talent Management of Civil Servants within The Cirebon Regency Government

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Abstract

This research analyzes the implementation of the Regent of Cirebon Regulation Number 66 of 2021 concerning the Talent Management System for Civil Servants (Aparatur Sipil Negara, ASN) within the Cirebon Regency Government. The policy aims to create a professional, accountable, and competitive bureaucracy through the systematic development of human resources based on merit principles. However, in practice, several challenges emerge, including inadequate understanding of talent management concepts, uneven competence mapping, and limited digital integration in the implementation process. This study applies a qualitative descriptive approach, focusing on the analysis of policy implementation according to the model proposed by Edward III (1980), which emphasizes four key variables: communication, resources, disposition, and bureaucratic structure. Data were collected through interviews with officials from the Regional Civil Service and Human Resource Development Agency (BKPSDM), document analysis, and field observation. The research also employed secondary data from official government reports, performance evaluations, and local regulations related to human resource management. The findings show that the implementation of talent management in Cirebon Regency has been initiated structurally through the issuance of regulatory instruments and the formation of a task force. However, at the operational level, the process has not been fully optimal. The main constraints include limited understanding of talent management among civil servants, absence of standardized performance evaluation systems, and weak inter-departmental coordination in identifying and developing potential talents. In addition, technological support systems such as the digital database and information integration between agencies remain inadequate. The study concludes that successful implementation of talent management requires not only regulatory support but also organizational commitment, leadership, and systematic competence development. The Cirebon Regency Government is advised to strengthen institutional capacity, improve human resource planning, and integrate information systems to support evidence-based and meritocratic personnel management.

Keywords: policy implementation, talent management, civil servants, human resource development, Cirebon Regency Government

INTRODUCTION

In the era of bureaucratic reform, human resource development has become one of the strategic priorities in improving the performance of public institutions in Indonesia. The government has gradually shifted from a traditional administrative approach to a performance-based and merit-oriented management system. One of the important instruments to realize this vision is the implementation of talent management, which aims to identify, nurture, and position civil servants according to their competencies, potential, and performance achievements. Through talent management, public organizations are expected to ensure that the right people occupy the right positions at the right time.

The issuance of the Regent of Cirebon Regulation Number 66 of 2021 concerning Talent Management for Civil Servants represents the Cirebon Regency Government's commitment to strengthening the quality of its human resources. The regulation is designed to align with the national civil service reform policy as mandated by Law Number 5 of 2014 on the State Civil Apparatus

(Aparatur Sipil Negara) and Government Regulation Number 11 of 2017 concerning Civil Servant Management. These national policies emphasize the importance of a merit system, competence-based career development, and objective performance evaluation in public institutions.

The Cirebon Regency Government, through the Regional Civil Service and Human Resource Development Agency (BKPSDM), is responsible for managing the talent development process, including mapping civil servant competencies, performance assessment, and succession planning. The goal is to ensure that civil servants who demonstrate high potential and consistent performance are prioritized for strategic positions. This approach is expected to increase organizational productivity, professionalism, and accountability.

However, preliminary observations indicate that the implementation of this regulation has not yet reached optimal effectiveness. Interviews with several officials at BKPSDM and other related agencies reveal that the understanding of talent management principles among civil servants is still limited. The implementation process tends to focus on administrative compliance rather than substantive development. Moreover, the integration of talent data and information systems remains weak, making it difficult to monitor and evaluate the progress of talent development programs. These conditions lead to a gap between policy design and its practical realization in the field.

The challenges faced in the implementation of talent management in Cirebon Regency are multidimensional. They include organizational factors such as weak coordination between institutions; human factors, including limited competence and motivation among personnel; and structural factors, particularly the absence of a digital system that supports integrated data management. As a result, the objective of establishing a merit-based, transparent, and accountable civil service system has not yet been fully achieved.

Several studies, such as those by Rivai (2015) and Wibowo (2018), emphasize that effective human resource management in the public sector requires not only a regulatory framework but also leadership commitment, employee participation, and technological support. Talent management is not merely about recruitment and promotion but also about the continuous process of developing and retaining competent individuals who can contribute to the organization's goals. Therefore, without consistent implementation and effective communication between leaders and subordinates, the intended outcomes of the policy will remain theoretical.

From a policy perspective, Edward III (1980) asserts that the success of policy implementation is determined by four key variables: communication, resources, disposition, and bureaucratic structure. These variables are highly relevant in the context of Cirebon Regency's talent management policy. Clear communication ensures that all implementing actors understand the policy objectives; adequate resources enable implementation; a positive disposition reflects the willingness of implementers to support the policy; and an effective bureaucratic structure facilitates coordination and decision-making.

In Cirebon Regency, these four factors are interrelated. For example, the lack of structured communication between BKPSDM and other agencies leads to inconsistent understanding of policy goals. Limited resources, particularly in terms of skilled personnel and technological tools, constrain the implementation process. Moreover, the disposition or attitude of implementers tends to be procedural, and the bureaucratic structure remains hierarchical, reducing flexibility in policy execution. These conditions collectively contribute to the limited effectiveness of the talent management program.

Therefore, this study seeks to explore how the Regent of Cirebon Regulation Number 66 of 2021 is implemented within the framework of local governance and bureaucratic reform. It focuses on identifying the factors that support and hinder policy implementation, particularly in relation to the four variables proposed by Edward III. By doing so, this research provides an empirical understanding of how talent management functions as a policy instrument for improving civil servant performance in regional governments.

The specific research questions addressed in this study are as follows:

1. How is the implementation of the Regent of Cirebon Regulation Number 66 of 2021 on Talent Management for Civil Servants carried out within the Cirebon Regency Government?
2. What factors support and hinder the implementation of the policy?
3. How do communication, resources, disposition, and bureaucratic structure influence the success of the policy implementation?

The objectives of this study are to:

1. Analyze the implementation process of the talent management policy in the Cirebon

Regency Government;

2. Identify the main constraints and enabling factors influencing policy execution;
3. Provide recommendations to improve the effectiveness and sustainability of talent management practices in local governance.

The significance of this research is both theoretical and practical. Theoretically, the study contributes to public administration and human resource management literature by providing empirical evidence of policy implementation in the regional governance context. Practically, it offers strategic insights for local governments in strengthening the implementation of merit-based talent management systems. The findings of this study are expected to assist policymakers, particularly BKPSDM and local leaders, in formulating strategies for developing a more professional and performance-oriented civil service apparatus.

In conclusion, the research is motivated by the need to bridge the gap between the normative goals of the talent management policy and its operational realities. By examining the implementation process, this study aims to contribute to the broader discourse on public sector reform and to provide actionable recommendations for improving the governance of human resources within the Cirebon Regency Government.

METHOD

Research Approach and Design

This research employed a qualitative descriptive approach to explore and analyze the implementation of the Regent of Cirebon Regulation Number 66 of 2021 concerning Talent Management of Civil Servants. The qualitative method was chosen because it allows for an in-depth understanding of policy processes, institutional behavior, and contextual factors that cannot be captured through quantitative measurement alone.

According to Creswell (2014), qualitative research focuses on interpreting social phenomena from the perspectives of those involved, emphasizing meaning, experience, and understanding rather than numerical data. In this study, the researcher sought to reveal how the policy of talent management was implemented, what challenges emerged, and how organizational actors perceived and responded to the regulation.

The design used was descriptive-analytical, aiming to describe the actual conditions of implementation while analyzing the relationship between theoretical concepts (communication, resources, disposition, and bureaucratic structure) and empirical findings in the field.

Research Location and Context

The research was conducted at the Regional Civil Service and Human Resource Development Agency (BKPSDM) of Cirebon Regency, West Java, Indonesia. This agency is the primary institution responsible for implementing the talent management policy and coordinating with other regional government work units (Satuan Kerja Perangkat Daerah or SKPD).

Cirebon Regency was selected as the research site because it has been among the regional governments actively engaged in bureaucratic reform initiatives and talent-based civil servant management. However, reports from internal evaluations indicated that the implementation of the talent management policy still faced obstacles in technical, administrative, and organizational aspects—making it an appropriate case for analysis.

Types and Sources of Data

The study relied on both primary and secondary data sources.

1. Primary Data were collected directly from field research through:
    - In-depth interviews with key informants, including officials from BKPSDM, representatives of the Regional Secretariat, and selected civil servants involved in the implementation process;
    - Observations during coordination meetings, workshops, and training sessions related to the talent management program;
    - Informal discussions with administrative staff to understand the daily challenges in managing civil servant data and talent pools.
2. Secondary Data were obtained from official documents, such as:
    - The Regent of Cirebon Regulation No. 66 of 2021 on Talent Management;

- BKPSDM internal reports on civil servant development and performance evaluation;
- Government Regulation No. 11 of 2017 on Civil Servant Management
- Relevant academic journals, books, and reports related to talent management, bureaucratic reform, and policy implementation.

The combination of these data sources allowed the researcher to triangulate findings and enhance the credibility of the analysis.

Key Informants and Sampling Technique

Informants were selected using a purposive sampling technique, focusing on individuals directly involved in or knowledgeable about the implementation of the policy. The selected participants represented various institutional levels and roles to capture a comprehensive understanding of the policy's operational reality. The sample consisted of 5 officials from BKPSDM, including the Head of the Agency, Heads of Divisions, and HR analysts, 2 officials from the Regional Secretariat involved in policy coordination and supervision, 3 heads of departments (SKPD) who are responsible for applying talent management principles in their respective offices, and 3 civil servants selected from different levels (managerial, supervisory, and staff). A total of 13 informants were interviewed, providing diverse perspectives on the implementation process, challenges faced, and potential improvements.

Data Collection Techniques

Three main techniques were employed to collect data:

1. Interviews: Semi-structured interviews were used to gather detailed information while allowing flexibility to explore emerging issues. The interviews covered topics such as communication flow, resource allocation, leadership commitment, policy coordination, and institutional constraints.
2. Observation: Field observations were conducted to examine actual practices of policy implementation, including coordination meetings, monitoring activities, and human resource data management processes. Observation helped validate information obtained from interviews.
3. Documentation Study: Official documents, reports, and internal memos were analyzed to understand regulatory frameworks, organizational structures, and procedural guidelines related to talent management. Document analysis also supported the identification of implementation gaps.

RESULT AND DISCUSSION

Overview of Talent Management Implementation in Cirebon Regency

The implementation of the Regent of Cirebon Regulation Number 66 of 2021 concerning Talent Management for Civil Servants represents a strategic step toward professionalizing local human resource management. The Regional Civil Service and Human Resource Development Agency (BKPSDM) serves as the leading institution responsible for implementing this policy. The regulation aims to ensure the identification, development, and placement of civil servants based on merit, performance, and potential.

Field data reveal that since the regulation's enactment, BKPSDM has initiated several programs, including competency mapping, potential assessments, and training activities for career development. However, these initiatives are still in their early stages and face substantial challenges related to resource availability, inter-agency coordination, and information system integration. Most programs are carried out administratively—focusing on compliance and reporting—rather than substantively emphasizing human capital development.

Interviews with officials indicated that the policy's objectives are understood in principle, yet its operationalization remains uneven. While top leadership at BKPSDM shows strong commitment, lower-level implementers tend to view the policy as an additional bureaucratic task. This finding suggests a gap between the policy's normative goals and its practical execution in the field.

Communication in Policy Implementation

Effective communication is essential for aligning understanding and actions among implementers. In the case of Cirebon Regency, communication mechanisms between BKPSDM and other regional agencies (SKPDs) are formalized through circular letters, technical guidelines, and

coordination meetings. However, these mechanisms have not always been consistent or timely. Several interviewees noted that the dissemination of technical guidance on talent management procedures was delayed. Some SKPDs implemented their own interpretations of talent identification without referring to standardized criteria. As one informant from BKPSDM explained:

> *"The policy has been socialized, but the understanding among implementing units is still different. Some agencies treat it as a routine personnel management activity, not as a structured system for talent development."*

This finding aligns with Edward III's assertion that communication breakdowns—especially in clarity, consistency, and frequency—can undermine policy effectiveness. The lack of a unified communication platform has led to fragmented implementation and limited inter-agency coordination. While official memos are issued, there is little follow-up communication to ensure uniform understanding and compliance.

Moreover, the absence of digital communication tools such as integrated HR platforms has further limited the ability to share real-time data on talent mapping. As a result, information flows vertically but not horizontally, reducing collaboration between departments.

In summary, communication within the implementation process is adequate at the top level but weak at the operational level, causing inconsistencies in interpretation and execution of the talent management policy.

Resource Availability and Capacity

Resources—both human and financial—are fundamental to effective policy implementation. In Cirebon Regency, the availability of skilled human resources remains a major constraint. Although BKPSDM has a dedicated team for human resource management, the number of staff trained in talent management techniques (e.g., competency assessment, career path planning, and potential mapping) is limited.

One HR analyst noted:

> *"We understand the concept of talent management, but in practice, we need more technical skills and standardized tools. Currently, we rely on manual data collection and basic spreadsheets."*

The limited technical competence among implementers results in a partial and inconsistent application of talent mapping procedures. Additionally, the budget allocated to the talent management program is minimal, covering mainly administrative costs rather than capacity development or system upgrades. In terms of technology, the existing HR database system (SIMPEG) has not been fully integrated with the talent management framework. This leads to redundancy in data entry and difficulties in tracking performance and potential indicators. The absence of a digital talent pool system undermines efforts to manage human resources strategically.

These findings confirm that resource constraints significantly hinder policy implementation. Without adequate funding, training, and digital infrastructure, the policy risks becoming symbolic rather than transformative.

Disposition and Leadership Commitment

Disposition refers to the attitudes, motivations, and commitment of policy implementers. In Cirebon Regency, the disposition of leaders and staff toward talent management varies across institutions.

At the leadership level, there is strong rhetorical commitment to merit-based governance and bureaucratic reform. The Regent, through BKPSDM, has emphasized the importance of human resource quality improvement in official meetings and planning documents. However, at the operational level, this commitment is not always translated into consistent action.

Several interviewees described a tendency among some managers to maintain traditional personnel practices based on seniority rather than merit. One mid-level official commented:

> *"Some supervisors still prefer to appoint people they already know or trust, even if the person's competence is not aligned with the job requirements."*

This reflects a cultural and behavioral barrier that often characterizes public sector reform efforts in Indonesia. The transition from a seniority-based system to a merit-based one requires not only policy changes but also a shift in organizational mindset.

Nevertheless, there are positive indications of growing awareness among younger civil servants about the importance of performance-based advancement. Many employees express interest in competency development and leadership training. BKPSDM has started to identify potential leaders for future promotion based on performance evaluation results, although the process remains limited.

In summary, while leadership disposition at the top is supportive, attitudinal inertia among middle-level managers remains a significant obstacle to full policy realization.

Bureaucratic Structure and Coordination Mechanisms

The bureaucratic structure of Cirebon Regency Government is hierarchical and functionally segmented, with limited horizontal coordination. BKPSDM, as the central implementing agency, has the authority to design and oversee the talent management framework, but the actual data and evaluations depend on input from other departments (SKPDs). This creates coordination challenges, especially in aligning standards and schedules.

The structural complexity often leads to delays in decision-making and inconsistencies in reporting. Coordination meetings are conducted periodically, but follow-up actions are sometimes unclear. Furthermore, the absence of clear standard operating procedures (SOPs) for talent management across departments exacerbates the problem.

A BKPSDM division head explained:

> *"Each SKPD has its own reporting format, and not all of them provide data regularly. We are still in the process of standardizing these formats, but it takes time and commitment from all parties."*

This situation illustrates Edward III's concept that rigid bureaucratic structures can impede effective policy implementation. The reliance on manual documentation and multi-layered approval processes further slows down progress.

However, there are ongoing efforts to improve coordination through the introduction of cross-department working groups (Pokja Manajemen Talenta). Although still at an early stage, this initiative demonstrates an attempt to enhance inter-agency collaboration and institutional learning.

Integrated Analysis: Communication, Resources, Disposition, and Structure

The findings collectively indicate that the four variables identified by Edward III interact dynamically in shaping the implementation of talent management policy in Cirebon Regency:

- Communication sets the foundation for shared understanding but remains inconsistent across hierarchical levels.
- Resources, both human and technological, are insufficient to support effective execution.
- Disposition, particularly the willingness of middle managers to adopt merit-based principles, is improving but uneven.
- Bureaucratic structure remains rigid, limiting cross-departmental collaboration and innovation.

The interplay among these factors explains why the policy's formal framework is established but its substantive implementation remains partial. As depicted below:

Communication ⇄ Resources ⇄ Disposition ⇄ Bureaucratic Structure
↓
Implementation Effectiveness
↓
Achievement of Merit-Based Talent Management
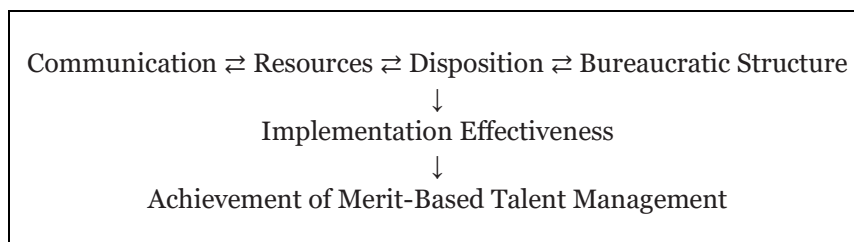
The stronger these interlinkages, the more effective the policy implementation becomes. Conversely, weakness in any variable reduces overall effectiveness.

Comparative Discussion with Previous Studies

The findings of this research align with studies by Dwiyanto (2018) and Widianingsih (2019), which emphasize that bureaucratic reform in local governments often faces resistance from within due to structural rigidity and limited capacity. Similarly, Rivai (2015) highlights that leadership behavior significantly affects how management innovations such as talent management are internalized in public institutions.

Compared with previous studies, the case of Cirebon Regency demonstrates both progress and stagnation. Progress is evident in the issuance of local regulations, initial capacity-building efforts, and leadership acknowledgment of merit principles. Stagnation occurs in practical implementation—particularly in communication, technological adoption, and the consistent application of competency-based systems.

Summary of Findings

1. Policy implementation has been initiated but remains in a developmental phase.
   Administrative mechanisms are in place, but substantive processes such as talent identification and development require improvement.
2. Communication and coordination across departments are limited.
   Information flows vertically but not horizontally, resulting in inconsistent application of policy standards.
3. Human and technological resources are inadequate.
   Limited staff expertise and underdeveloped digital systems hinder efficient implementation.
4. Leadership disposition is supportive but not uniformly internalized.
   Merit-based practices have yet to become part of organizational culture.
5. Bureaucratic structure is still rigid.
   Overlapping functions and procedural complexity slow down innovation and responsiveness.

In conclusion, the implementation of the Regent of Cirebon Regulation No. 66 of 2021 on Talent Management reflects a positive institutional commitment toward meritocracy but remains constrained by limited capacity, coordination, and cultural adaptation. Strengthening communication systems, resource allocation, and leadership attitudes—supported by flexible organizational structures—will be crucial for transforming talent management from policy rhetoric into sustainable administrative practice.

CONCLUSION

This research analyzed the implementation of the Regent of Cirebon Regulation Number 66 of 2021 on Talent Management of Civil Servants within the Cirebon Regency Government using Edward III's policy implementation framework. The findings reveal that while the policy represents a significant institutional effort toward bureaucratic reform and merit-based governance, its execution remains partially effective and faces multiple systemic challenges.

1. Implementation has been initiated but remains administratively oriented. The issuance of the regulation and the establishment of formal procedures demonstrate institutional commitment to improving human resource management. However, implementation has focused more on fulfilling administrative requirements than developing a substantive, performance-based system. Talent identification and mapping are still conducted manually and inconsistently across agencies.
2. Communication is clear at the policy-making level but fragmented at the operational level. While BKPSDM has issued circulars and conducted coordination meetings, there is limited follow-up communication to ensure shared understanding among departments. The lack of an integrated communication system and standardized guidelines has led to different interpretations of the policy.
3. Resources—both human and technological—are insufficient. The limited number of trained

personnel in talent management and the absence of a comprehensive digital platform hinder the policy's effectiveness. Financial resources are mainly allocated for administrative purposes rather than for capacity building or system development.

4. Leadership disposition is supportive but inconsistently internalized. Top-level officials demonstrate strong rhetorical support for merit-based management, but some mid-level supervisors continue to rely on seniority and personal familiarity when making personnel decisions. Cultural resistance and inertia in adopting new practices reduce the policy's transformative potential.

5. The bureaucratic structure remains hierarchical and rigid. Overlapping functions and weak inter-agency coordination mechanisms delay implementation and reduce flexibility. Although cross-departmental working groups have been established, their roles and responsibilities are not yet fully institutionalized.

6. Overall policy effectiveness is moderate but promising. The implementation process shows early progress in formal compliance but lacks full operational integration. The existing framework provides a solid foundation, yet further development in communication, capacity, and technology is required for sustainable success.

In summary, the implementation of the talent management policy in Cirebon Regency reflects the early phase of bureaucratic transformation. The commitment of leadership and the existence of regulatory instruments are strengths; however, capacity constraints, limited coordination, and structural rigidity remain the main weaknesses. The interplay among these factors determines the extent to which the policy contributes to creating a professional, accountable, and merit-based civil service.

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