

A Policy Implementation Model for State Civil Apparatus Talent Management (A Case Study of Ciamis Regency Government)

Ai Rusli Suargi¹, Iwan Satibi², R. Taqwaty Firdausijah³

^{1,2,3} Universitas Pasundan, Bandung, Indonesia

*Corresponding Author Email: suargiairusli13@gmail.com, iwan.satibi@unpas.ac.id,
taqwaty.firdausijah@unpas.ac.id

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Abstract

There is an empirical gap in the implementation of State Civil Apparatus talent management policy in Ciamis Regency, which received the highest category of public service quality assessment from the Indonesian Ombudsman and demonstrated excellent performance of BKPSDM, but the implementation of State Civil Apparatus talent management policy is not optimal. This study attempts to fill the theoretical gap related to the limitations of studies on the implementation of talent management in the public sector, especially in the context of local governments in developing countries, as well as the need to understand the factors that influence the success of the policy implementation. This study aims to develop a model for the implementation of State Civil Apparatus talent management policy based on empirical findings in Ciamis Regency. This study uses a qualitative approach with a case study method. Data were obtained through in-depth interviews, observations, and documentation studies. Data validation was tested through source triangulation, method triangulation, member checking, audit trail, and peer debriefing. The research analysis uses Van Meter and Van Horn's policy implementation theory which includes six dimensions, namely policy standards and objectives, resources, inter-organizational communication and strengthening activities, characteristics of implementing agencies, social, economic, and political conditions, and the disposition of policy implementers. The research results indicate that the development of a model for implementing State Civil Apparatus talent management policies that integrates digital governance as a connecting mechanism that complements the six dimensions of policy implementation by Van Meter and Van Horn. The developed model provides theoretical contributions to the study of public policy implementation as well as practical contributions for local governments in strengthening the integration of talent

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management information systems, increasing the capacity of apparatus in digital governance, and building organizational commitment in implementing State Civil Apparatus talent management.

Keywords: Model, Implementation, Policy, Talent Management, State Civil Apparatus, Digital Governance.

Abstrak

Terdapat kesenjangan empiris dalam pelaksanaan kebijakan manajemen talenta Aparatur Sipil Negara (ASN) di Kabupaten Ciamis; daerah ini meraih kategori tertinggi dalam penilaian kualitas pelayanan publik dari Ombudsman RI dan menunjukkan kinerja BKPSDM yang sangat baik, namun pelaksanaan kebijakan manajemen talenta ASN-nya belum optimal. Penelitian ini berupaya mengisi kesenjangan teoretis terkait terbatasnya studi mengenai pelaksanaan manajemen talenta di sektor publik—khususnya dalam konteks pemerintah daerah di negara berkembang—serta kebutuhan untuk memahami faktor-faktor yang memengaruhi keberhasilan pelaksanaan kebijakan tersebut. Penelitian ini bertujuan mengembangkan model pelaksanaan kebijakan manajemen talenta ASN berdasarkan temuan empiris di Kabupaten Ciamis. Studi ini menggunakan pendekatan kualitatif dengan metode studi kasus. Data diperoleh melalui wawancara mendalam, observasi, dan studi dokumentasi. Validitas data diuji melalui triangulasi sumber, triangulasi metode, *member checking*, *audit trail*, dan *peer debriefing*. Analisis penelitian menggunakan teori implementasi kebijakan Van Meter dan Van Horn yang mencakup enam dimensi: standar dan tujuan kebijakan, sumber daya, komunikasi antarorganisasi dan aktivitas penguatan, karakteristik badan pelaksana, kondisi sosial, ekonomi, dan politik, serta disposisi pelaksana kebijakan. Hasil penelitian menunjukkan pengembangan model pelaksanaan kebijakan manajemen talenta ASN yang mengintegrasikan tata kelola digital sebagai mekanisme penghubung yang melengkapi enam dimensi implementasi kebijakan menurut Van Meter dan Van Horn. Model yang dikembangkan ini memberikan kontribusi teoretis bagi studi implementasi kebijakan publik serta kontribusi praktis bagi pemerintah daerah dalam memperkuat integrasi sistem informasi manajemen talenta, meningkatkan kapasitas aparatur dalam tata kelola digital, dan membangun komitmen organisasi dalam pelaksanaan manajemen talenta ASN.

Kata kunci: Model, Implementasi, Kebijakan, Manajemen Talenta, Aparatur Sipil Negara, Tata Kelola Digital.

Introduction

Bureaucratic reform in the modern era of government positions human resources as a strategic factor in improving the quality of governance (Mozin et al., 2025). In this context, talent management is a crucial approach in developing a professional, adaptive, and performance-oriented civil service. This aligns with Martins' (2025) statement that talent management plays a crucial role in shaping national policy, realizing social welfare, and driving economic development. In the public sector, effective talent management is even more vital because it directly impacts governance, public services, and public satisfaction (Sunaini & Satyadharma, 2025).

In line with this, the Ministry of Administrative and Bureaucratic Reform as the leading sector of human resource management in Indonesia considers talent management as important by establishing Regulation of the Minister of Administrative and Bureaucratic Reform Number 3 of 2020 which was later refined by Regulation of the Minister of Administrative and Bureaucratic Reform Number 20 of 2025 concerning Amendments to Regulation of the Minister of Administrative and Bureaucratic Reform Number 3 of 2020 concerning Talent Management of State Civil Apparatus

(Taufik, 2020). The regulation regulates the stages of talent management of State Civil Apparatus (ASN) including talent acquisition, development, retention, and placement both at the national and agency levels (Masrully & Saputro, 2024).

Talent management conceptually has a strong theoretical foundation, but its practical application is not always successful (Putranto et al., 2022). The implementation of talent management in public organizations still faces various challenges, including political influence, budget shortfalls, and demands for good public services (Rifai et al., 2021). Talent management in the public sector is often implemented merely as a formality and considered an administrative function rather than a priority program. This results in talent management programs that are disjointed, under-budgeted, and poorly implemented (Zulkarnain, 2021).

The successful implementation of a policy depends heavily on various supporting factors that must be met comprehensively and continuously. Farida (2025) states that talent management must be supported by control over business strategy, consolidation of business processes, training management, and a talent identification framework. However, talent management implementation can fail due to a lack of knowledge, low organizational involvement, time constraints, less than expected results, low program credibility, difficulty identifying talent, and negative impacts on employees who are not identified as talented (Sumartik et al., 2023).

To ensure the quality of public services, the government enacted Law Number 25 of 2009 concerning Public Services, which authorizes the Indonesian Ombudsman to supervise and assess the implementation of public services (Muliawaty & Sedarmayanty, 2021). Based on data from the Executive Summary of the 2024 Public Service Implementation Compliance Assessment, the Indonesian Ombudsman stated that of the 587 entities assessed, 337 (57.41%) received a Green Zone rating with the Highest Quality, 157 (26.75%) received a Green Zone rating with High Quality, 70 (11.93%) received a Yellow Zone rating with moderate quality, 14 (2.39%) received a Red Zone rating with Low Quality, and 9 (1.53%) received the Lowest Quality. During the assessment period, Ciamis Regency received the highest public service quality score in West Java, namely 96.21 in Category A (highest quality).

This phenomenon indicates an empirical anomaly. Ciamis Regency is considered to have good public service quality even though the implementation of its talent management policy is not optimal. This condition contradicts the research findings of Hernawati et al. (2023), which stated that talent management has a positive and significant impact on public services. Furthermore, the statement that effectively implemented talent management can increase organizational capacity through the process of identifying, developing, and strategically utilizing employee potential, thereby supporting improved organizational performance, public service quality, and the achievement of organizational goals (Kravariti & Johnston, 2019; Thunnissen et al., 2013).

Based on a literature review, the study of talent management in Indonesia still requires further research on the factors influencing its effectiveness and evaluation of its policy implementation (Linawati et al., 2024). Further research is also needed to analyze the factors influencing talent management implementation, including both internal and external organizational variables, as well as environmental/macro variables (Rifai et al., 2023). This gap leads to an important understanding: the success of public policy implementation is not solely determined by the strength of regulations, but also by how those policies are translated and implemented in practice. Therefore, a policy implementation model is needed that can bridge the formulation of regulations with the effective implementation of talent management systems

Based on the theoretical gap in the study of public administration and talent management, as well as the empirical gap found in the implementation of talent management policies in Ciamis Regency, the researcher is interested in conducting a study entitled "A Policy Implementation Model for State Civil Apparatus Talent Management (A Case Study of Ciamis Regency Government)".

Method

A qualitative approach was selected because this study aims to gain an in-depth understanding of the talent management policy implementation process within the context of local government bureaucracy. The study employs a case study method. Regarding case studies, Yin (2018) states: "A case study is an empirical method that investigates a contemporary phenomenon (the 'case') in depth and within its real-world context, particularly when the boundaries between the phenomenon and the context may not be clearly evident." The choice of the case study method is based on the characteristics of the issue under investigation—specifically, the implementation of the Civil Servant (ASN) talent management policy, which presents a unique case: a contradiction between high bureaucratic performance and suboptimal policy implementation.

In qualitative research, the primary instrument is the researcher themselves. The researcher collects data directly through document review, behavioral observation, and interviews. Although the researcher may use a protocol as an instrument for recording data, the processes of data collection and interpretation are ultimately carried out by the researcher (Creswell & Creswell, 2018). In this study, the operational design is structured based on the policy implementation model proposed by Van Meter and Van Horn (1975). This model serves as the analytical framework for examining the implementation of the ASN talent management policy in Ciamis Regency. Primary data were obtained directly from informants through in-depth interviews and Focus Group Discussions (FGDs), as well as through observations of conditions and processes related to the implementation of the ASN talent management policy. This primary data was further substantiated by documentary data, including regulations, policies, reports, personnel data, planning documents, and other documents relevant to ASN talent management implementation.

These data collection techniques aim to gather information on actual field conditions regarding each indicator within the ASN talent management policy implementation model in Ciamis Regency. Data collection in this study was conducted through observation, interviews, and documentation. Miles and Huberman (1994) also explain that data collection involves close engagement with the research setting over a specific period, enabling the researcher to obtain contextual data and depict actual conditions in the field. Subsequently, data analysis is conducted. Creswell & Creswell (2018) explain that qualitative data analysis is a process that occurs concurrently with data collection and the writing of research findings. This analysis process is carried out in stages, ranging from organizing and preparing data for analysis, reading or reviewing the entire dataset to gain a general overview, coding the data, and developing descriptions and themes, to presenting these descriptions and themes in narrative, tabular, or visual formats.

Result And Discussion

The analysis of talent management policy implementation in Ciamis Regency in this study uses the policy implementation model proposed by Donald S. Van Meter and Carl E. Van Horn (1975). This model was chosen because it comprehensively explains the factors influencing the success of policy implementation through six interrelated main dimensions. The dimensions used in this study include: policy standards and objectives, resources, inter-organizational communication and strengthening activities, characteristics of the policy implementing agency, economic, social, and political conditions, and the disposition of the implementer.

1. Dimensions of Standards and Policy Objectives

Policies regarding dimensions, standards, and objectives serve as the foundation for implementing ASN (State Civil Apparatus) talent management in Ciamis Regency. These dimensions encompass four indicators: clarity of objectives, regulatory consistency, performance indicators, and target realism. First, the clarity of objectives indicates that the ASN talent management policy is understood as an effort to establish an objective, professional, and competency- and performance-based ASN management system. This policy also helps clarify career development, enhance professionalism, and support the implementation of the merit system through talent mapping and succession planning.

Second, regarding regulatory consistency, Ciamis Regency possesses a legal basis through Regent Regulation Number 63 of 2023, as amended by Regent Regulation Number 54 of 2025. However, there remains a discrepancy between the talent management policy and the execution of competency assessments, which still adhere to central government mechanisms. This limits the local government's ability to conduct rapid and sustainable talent mapping. Third, performance indicators are used to measure the readiness and implementation of talent management. The Ciamis Regency Government utilizes talent management implementation instruments from the National Civil Service Agency (BKN), covering aspects such as institutional structure, technological infrastructure, talent management development, talent placement, and talent management culture. These instruments assist in evaluating effectiveness and identifying areas that require further strengthening.

Fourth, target realism demonstrates that the ASN talent management targets align with the needs of bureaucratic reform and the strengthening of the merit system. While Ciamis Regency has the necessary regulations, institutional frameworks, and supporting instruments in place, implementation still requires the strengthening of resources, information systems, and operational mechanisms to ensure targets are achieved optimally. Overall, the implementation of ASN talent management in Ciamis Regency is characterized by clear objectives, a legal basis, performance indicators, and realistic targets. However, challenges persist regarding regulatory consistency and harmonization—specifically between the talent management policy and assessment mechanisms that remain centralized in nature. Therefore, it is necessary to align digital governance policies and regulations so that talent management implementation can proceed more effectively, in an integrated manner, and sustainably.

2. Resource Dimensions

Resource availability is a crucial factor in the successful implementation of the Civil Servant (ASN) talent management policy in Ciamis Regency. Within the Van Meter and Van Horn policy implementation model, resources determine an organization's capacity to translate policy into concrete action. These resources encompass human resource competencies, budget, information systems, and authority. Research findings indicate that the Ciamis Regency Government possesses adequate resources to support talent management implementation, although certain aspects require strengthening to optimize execution.

Regarding human resource competencies, the Ciamis Regency BKPSDM (Personnel and Human Resources Development Agency) employs staff dedicated to career development, competency development, performance assessment, and ASN data management. These personnel understand the fundamental concepts of talent management and the merit system and are proficient in utilizing technology and information systems for ASN management. Their competencies are supported by various instruments, including job analysis, workload analysis, competency assessment, performance appraisal, talent mapping, and competency development. However, the implementation of digital-based talent management still requires enhanced technical and digital skills so that staff can more effectively manage and leverage ASN data.

In terms of the budget, the Ciamis Regency Government has provided financial support through the ASN management program executed by the BKPSDM. This budget funds various activities related to talent management implementation. Nevertheless, increased budgetary support is still

needed—particularly for digital system development, data integration, staff capacity building, competency assessment, and monitoring and evaluation. Consequently, more targeted and sustainable budgeting is required to consistently meet the needs of talent management implementation.

Information systems constitute a vital resource, as talent management relies on accurate, integrated, and user-friendly ASN data to inform decision-making. Ciamis Regency utilizes SIMATA to support its digital-based talent management. However, the system faces several challenges, such as a lack of full integration with other personnel systems, the persistence of manual data entry, and the ongoing need for data verification and updates. Furthermore, civil servants (ASN) cannot yet directly view their talent mapping results, meaning the system's function as a tool for transparency and career development is not yet fully optimized.

Issues regarding the information system also extend to data security and user participation. There have been instances of employee data loss within the DYNAMIC application—which is integrated with SIMATA—highlighting the need to strengthen cybersecurity and data protection. Meanwhile, some civil servants still rely on operators to access the application, preventing optimal independent use of the system. From a digital governance perspective, this situation demonstrates that developing digital systems requires not only technology but also attention to security, transparency, and increased user participation.

Regarding authority, the Ciamis Regency BKPSDM (Personnel and Human Resources Development Agency) serves as the lead agency for talent management. It is responsible for coordinating talent mapping, career development, civil servant data management, and the implementation of the merit system. However, its authority regarding competency assessments remains limited, as the process relies on mechanisms established by the central government. Consequently, the local government lacks the full flexibility to conduct assessments tailored to organizational needs. From a digital governance perspective, harmonizing authority between the central and local governments is essential to ensure that assessment processes, data management, and digital systems operate more effectively.

3. Dimensions of Communication between Organizations and Activities Strengthening

The aspects of communication and reinforcement activities highlight the importance of information dissemination, coordination, and the alignment of perspectives in implementing the ASN (State Civil Apparatus) talent management policy in Ciamis Regency. Within the Van Meter and Van Horn model, communication is a crucial factor because policy objectives, standards, and mechanisms must be understood by all involved parties. Communication is not conducted solely within the BKPSDM (Regional Civil Service and Human Resources Development Agency); it also engages relevant regional government agencies to support the application of the merit system and competency-based ASN management.

Regarding the indicator of dissemination intensity, the Ciamis Regency Government—with the BKPSDM acting as the lead agency—has carried out continuous dissemination efforts. This involves communicating regulations, coordinating between units, and maintaining communication with regional agencies involved in ASN management. These activities help implementers understand the stages of talent mapping, career development, and succession planning. Supported by coordination forums and regulatory guidelines, the policy dissemination process is considered effective and serves as a key factor facilitating the implementation of talent management.

Regarding the indicator of message clarity, implementers understand that talent management is an instrument to strengthen the merit system through ASN management based on competence, performance, and potential. Talent management is viewed not merely as a process for filling positions, but as a strategy to prepare ASN personnel to meet future organizational needs. This understanding is evident in the execution of talent mapping, competency development, and ASN career management. Regional regulations further reinforce this shared understanding by serving as common guidelines for implementers across the organization.

Regarding the indicator of communication consistency, information regarding talent management has been consistently conveyed by regional leadership and the BKPSDM. The messages delivered consistently focus on strengthening the merit system, enhancing professionalism, and fostering competency-based career development. Communication between units and regional agencies is maintained through ongoing coordination and working relationships. Regulations and implementation guidelines serve as references to ensure consistency in information and policy direction throughout the implementation process.

Regarding the indicator of coordination, the BKPSDM plays the primary role in coordinating the implementation of ASN talent management, engaging regional agencies and other relevant stakeholders. Coordination takes place across various activities, ranging from data provision and competency development to the career management of State Civil Apparatus (ASN) personnel. Overall, coordination is effective, supported by a clear organizational structure and a defined division of tasks. However, coordination between regional government agencies currently occurs largely on an ad-hoc basis—facilitated by working forums and direct communication—indicating a need to strengthen these efforts through mechanisms that are more formal, scheduled, and documented.

Inter-organizational communication and the reinforcement of activities are key factors supporting ASN talent management in Ciamis Regency. Outreach efforts, message clarity, and consistency in communication and coordination have fostered a shared understanding of policy objectives and mechanisms. Nevertheless, there remains room for improvement, particularly regarding the formalization and documentation of coordination among regional agencies. Strengthening this aspect is expected to make inter-organizational communication more structured and sustainable, thereby effectively supporting the implementation of talent management.

4. Dimensions of Characteristics of the Agency Implementing the Policy

The characteristics of the implementing agency constitute a crucial factor in the implementation of the Civil Servant (ASN) talent management policy in Ciamis Regency. Within the Van Meter and Van Horn model, this dimension relates to an organization's capacity to execute policies through its organizational structure, work procedures, work culture, and internal coordination. The Ciamis Regency BKPSDM (Personnel and Human Resources Development Agency) serves as the lead agency coordinating talent management—ranging from talent identification and mapping to competency development and career management—based on merit system principles. Consequently, the characteristics of the implementing organization are a determining factor in whether the policy can be executed effectively and in an integrated manner.

Regarding the structure indicator, the Ciamis Regency BKPSDM possesses a clear and adequate division of tasks, functions, and authority. Each division fulfills a specific role—such as competency development, career development, and personnel data management—aligned with its duties. Talent management implementation is not the sole responsibility of a single division; rather, it involves multiple mutually supportive units in the processes of mapping, developing, and managing ASN careers. This structure is underpinned by local regulations, providing a foundation for the organization to carry out its duties and authority. These conditions demonstrate that the institutional structure acts as a supporting factor for ASN talent management implementation in Ciamis Regency.

Regarding the Standard Operating Procedure (SOP) indicator, talent management implementation adheres to national and local regulations and is supported by various instruments, such as job analysis, workload analysis, competency assessment, performance appraisal, talent mapping, and competency development. These guidelines assist implementers in conducting talent mapping, career development, and succession planning in a more focused manner. However, there remains a need for more detailed internal technical SOPs, particularly concerning the utilization of talent mapping results for career development and personnel decision-making. Strengthening SOPs—including the use of the SIMATA system—is essential to ensure more uniform and consistent policy implementation across units.

Regarding the work culture indicator, the implementing organization demonstrates a sufficiently positive attitude toward merit-based talent management. Civil servants are beginning to understand that ASN career management is not based solely on administrative aspects but also takes into account an employee's competence, performance, and potential. Talent management is viewed as part of the shift in Civil Servant (ASN) governance toward a more objective and professional management approach. However, the culture of technology adoption requires further strengthening, as some civil servants do not yet use the SIMATA system independently and continue to rely on operators. Current conditions indicate that civil servant participation in utilizing digital technology as part of work processes has not yet been fully established.

Regarding internal coordination, cross-sector collaboration within the BKPSDM is already underway to support the various stages of talent management. Units responsible for career development, competency development, and data management are interconnected, supporting processes such as talent mapping, career development, and succession planning. This coordination is facilitated by the division of tasks and inter-unit communication, enabling more integrated policy implementation. Nevertheless, coordination needs to be further strengthened to enhance information exchange and data utilization across units, particularly in support of digital-based talent management.

5. Dimensions Economic, Social and Political Environment

The economic, social, and political environmental dimensions are external factors influencing the implementation of the ASN (State Civil Apparatus) talent management policy in Ciamis Regency. In the application of the Van Meter and Van Horn policy model, environmental conditions serve as a key determinant of successful policy implementation. This study analyzes the interplay between these economic, social, and political dimensions in supporting ASN talent management.

Ciamis Regency's economic environment—driven by the agricultural, trade, service, and public sectors—requires support from a professional and competent bureaucracy. Interview findings indicate that talent management is viewed as essential for ensuring that ASN personnel are placed and developed in alignment with their competencies, potential, and organizational needs. Observations and document reviews further reveal government efforts to enhance ASN capacity and implement a merit-based system as part of bureaucratic reform. Thus, local economic conditions act as a driving force for improving the quality of the civil service workforce.

The social environment reflects a positive reception among ASN personnel regarding the implementation of talent management. This policy is understood as an effort to establish better ASN management based on competence, performance, and potential. Interviews with the Regional Secretary indicate that talent management provides a clearer direction for career development while simultaneously boosting ASN professionalism. Observations also show that civil servants are being guided to understand the importance of competence, performance, self-development, and the use of technology in career management.

The political environment demonstrates strong support for the implementation of ASN talent management. Such support and commitment are evident among the regional head, Regional Secretary, Regional House of Representatives (DPRD), and the Regional Civil Service and Human Resources Development Agency (BKPSDM) in promoting merit-based ASN management. The leadership of the regional head—acting as the Personnel Management Officer (PPK)—plays a crucial role in setting policy direction, ensuring competency-based ASN placement, and overseeing the sustained application of the merit system. Consequently, the success of talent management depends not only on regulations but also on leadership commitment to consistent implementation.

Focus Group Discussion (FGD) results also highlight the need for leadership to ensure that ASN management remains free from political influence, particularly during transitions in regional leadership. Talent management is essential to ensure that competent civil servants (ASN) are placed in roles that align with their capabilities and organizational needs. This aligns with the view of Kravariti and Johnston (2019) that supportive leadership is a crucial factor in the success of public

sector talent management. Findings by Muhammad (2025) and Akbar et al. (2025) further reinforce the importance of leadership in the implementation of policies and talent management for civil servants.

6. Dimensions Disposition of the Executors

The implementer disposition aspect encompasses the attitudes, commitment, understanding, and compliance of those executing the Civil Servant (ASN) talent management policy in Ciamis Regency. Within the framework of the Van Meter and Van Horn policy model, implementer disposition is a crucial factor; policy success depends not only on regulations and resources but also on the earnestness of the implementers in carrying it out. Findings from interviews and observations indicate a positive response to talent management as a component of strengthening the merit system.

The first indicator is implementer attitude—specifically, acceptance of and response to the policy. Research results show that implementers hold a positive attitude toward the implementation of ASN talent management. This attitude is reflected in their involvement in talent mapping, ASN data management, and the development of supporting instruments. Implementers also recognize that implementing talent management requires adjustments to work patterns and an enhancement of organizational capacity.

The second indicator is implementer commitment. Implementers demonstrate dedication to supporting various implementation stages, ranging from instrument development, data management, and talent mapping to the coordination of ASN development. Talent management is viewed not merely as an administrative obligation but as a strategic tool for improving the quality of ASN management. However, inter-agency coordination needs to be strengthened to ensure this commitment is consistently maintained.

The third indicator is implementer understanding. Research findings indicate that implementers grasp the objectives and mechanisms of ASN talent management. They understand that talent management goes beyond the process of filling positions; it encompasses talent identification and mapping, competency development, and the formulation of succession plans based on organizational needs. This understanding enables implementers to translate the policy into actual implementation processes.

The fourth indicator is implementer compliance—the alignment of implementation with applicable regulations and guidelines. Research results show that implementers strive to execute talent management in accordance with established provisions, particularly regarding ASN data management, talent mapping, and employee development. Nevertheless, consistency in implementation across regional agencies requires further strengthening to ensure the policy is applied more optimally and uniformly. Based on indicators regarding attitude, commitment, understanding, and compliance, it can be concluded that the disposition of implementers serves as a supporting factor in the execution of the ASN (State Civil Apparatus) talent management policy in Ciamis Regency. Implementers demonstrated a positive attitude, strong commitment, and an understanding of the policy's objectives and mechanisms, as well as compliance with regulations. However, strengthening coordination and ensuring consistency in implementation remain necessary to guarantee that talent management operates optimally and sustainably.

Based on an analysis of the talent management policy implementation in Ciamis Regency using the Donald S. Van Meter and Carl E. Van Horn model, it can be concluded that all six implementation dimensions were in good condition and supported the systematic execution of the policy. Nevertheless, an implementation gap was identified, specifically concentrated on the use of digital technology to support decision-making processes, data integration, and information transparency. This situation indicates that satisfying Van Meter and Van Horn's six classic dimensions is insufficient to explain the gap between the policy design and its practical implementation; therefore, an additional dimension is required to specifically account for the role of digital technology in the process.

In this context, the use of information technology and digital systems is a key element in supporting governance. This concept is often associated with *digital governance*, namely government management that utilizes digital technology to improve effectiveness, efficiency, transparency, and accountability in public services and decision-making. *Digital governance* is not simply the technology available as a resource, but how organizations organize, integrate, use, access, secure, and translate digital resources into information and decisions.

The Van Meter and Van Horn policy implementation model is still relevant to use as a basic framework in analyzing the policy implementation process, but the development of modern public administration demands adjustments to changes in the increasingly technology-based government environment. Therefore, this study develops the Van Meter and Van Horn model by adding the digital governance dimension as a strategic dimension in addition to the classic dimensions such as policy standards and objectives, resources, inter-organizational communication, characteristics of implementing agencies, economic, social, and political conditions, and the disposition of implementers that determine the success or failure of a policy.

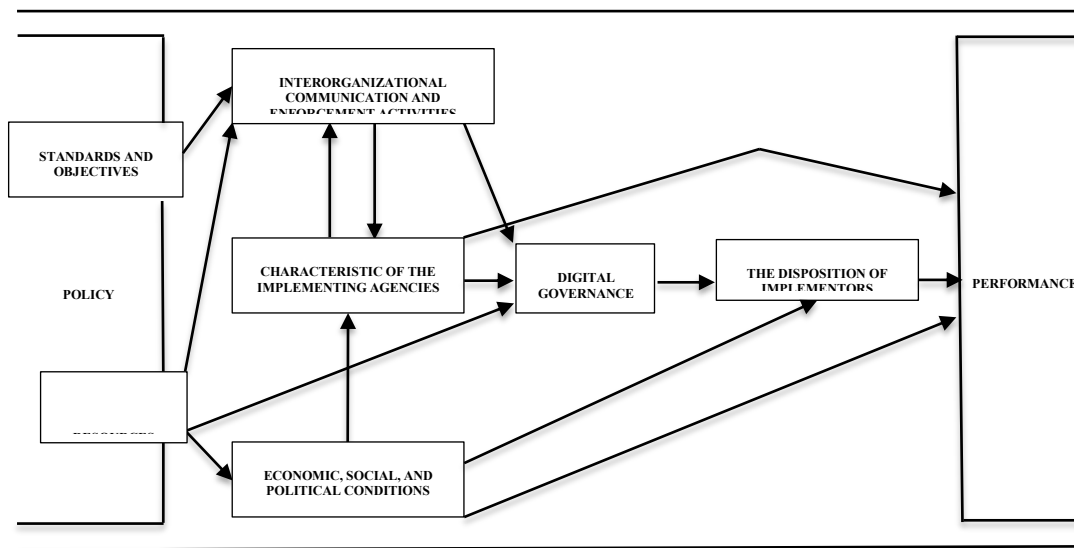


Figure 1 Policy Implementation Model

Unlike the classical model, which positions implementer disposition as a mediating dimension between the other five dimensions, this model positions digital governance as a connecting mechanism that bridges the influence of inter-organizational communication, implementing agency characteristics, and resources on policy implementer disposition. In other words, the quality of digital governance serves as a connecting channel that translates organizational conditions into implementer attitudes and readiness in the field, as a dynamic system based on data, technology, and interactions between actors.

The main differentiating point of this model lies in the role of digital governance as a connecting mechanism. Three dimensions: resources, inter-organizational communication and enforcement activities, and the characteristics of the implementing agency, collectively influence digital governance. The availability of resources is a basic prerequisite for a digital governance system, as building and maintaining a digital system requires budget investment, technological equipment, and expertise. The quality of communication between organizations determines the effectiveness of data exchange through the system, as digital governance will only function optimally if data and information can flow in an integrated manner between connected institutions. Meanwhile,

institutional capacity in the characteristics of the implementing agency determines the organization's readiness to utilize it, as implementing a digital system requires structural readiness, technology-savvy human resources, and a work culture that is adaptive to change. Furthermore, digital governance influences the disposition dimension of implementers, as a transparent, efficient, and accessible digital governance system can shape positive attitudes, trust, and readiness of implementers in carrying out their duties. Thus, digital governance functions as a connecting channel that channels the influence of these three dimensions towards the disposition of implementers.

Conclusion

The developed model maintains the six dimensions of Van Meter and Van Horn as the basic conditions for implementation, and adds digital governance as a connecting mechanism that explains how resources, communication, organizational capacity, and information are converted into data-driven, transparent, integrated, and adaptive talent management implementation capacity. The model includes policy standards and objectives, as well as resources that form the basis for policy implementation. Inter-organizational communication and the characteristics of implementing agencies strengthen coordination and the effectiveness of policy implementation, while economic, social, and political conditions influence the supportive environment for implementation. The interaction of all dimensions of policy implementation ultimately determines the disposition of implementers as a form of actualization of policy implementation in bureaucratic practice.

Further research is recommended to test and develop a modified policy implementation model based on Van Meter and Van Horn's theory, enriched with digital governance dimensions. Testing should be conducted in other policy sectors or different local government contexts to assess the model's generalizability. Furthermore, a more specific study of digital governance is needed, for example through a quantitative or mixed methods approach, to gauge the extent to which digital system integration impacts the effectiveness of policy implementation, particularly in terms of data quality, interoperability, and data-driven decision-making.

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Author's Bio*

Ai Rusli Suargi, Universitas Pasundan, suargiirusli13@gmail.com