The Readiness of Local Governments in Indonesia in Implementing Talent Management Policies

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Abstract. *This study analyzes the readiness of local governments in Indonesia to implement talent management policies as part of bureaucratic reform, using the Organizational Readiness for Implementing Change (ORIC) theory. Although regulated under Permen PANRB No. 3 of 2020, policy implementation still faces challenges, including lack of leadership commitment, limited infrastructure, and organizational culture resistance. The research employs a qualitative literature review, analyzing policy documents, government reports, and prior studies. Findings reveal varying levels of readiness among regions West Java and Pontianak City have adopted digital talent mapping systems, while others still rely on less effective traditional methods. Key success factors include leadership support, transparent meritocracy, and human resource and IT readiness. Strengthening regulatory harmonization and digitizing personnel systems are expected to optimize policy implementation, enhancing the professionalism of State Civil Apparatus (ASN) and the effectiveness of regional bureaucracy.*

Keywords: *Talent Management, Bureaucratic Reform, Local Government, Civil Servants, ORIC*

INTRODUCTION

Talent management is one of the strategic issues in the bureaucratic reform agenda, aiming to enhance the effectiveness and efficiency of civil service human resource management. The implementation of talent management within the State Civil Apparatus (ASN) aims to shift the career management system from one based on compensation to one based on competence, qualifications, and performance (Firdausijah, 2023; Azzizah & Syahrul, 2024; Anggara et al., 2023). However, although it has been implemented through the Ministry of Administrative and Bureaucratic Reform Regulation (Permen PANRB) Number 3 of 2020, its implementation still faces various structural and operational challenges that hinder its effectiveness.

The Organizational Readiness for Implementing Change (ORIC) theory emphasizes that an organization's readiness for change heavily depends on its capacity, commitment, and the stakeholders' perception of the benefits of the change (Weiner, 2020). In the context of implementing talent management policy in Indonesia, the readiness of local governments to adopt this system is a key factor for its success. Evaluations conducted by the State Civil Apparatus Commission (KASN) show a significant gap between policy and on-the-ground implementation, with only 41 out of 633 government institutions having received approval to fill high leadership positions (JPT) through the talent management mechanism as of July 2024 (Kalogiannidis et al., 2024; Bai et al., 2024).

One of the factors influencing organizational readiness in implementing talent management is support from the Personnel Supervisor Official (PPK). Mishra (2017) states that this policy is often only understood by the personnel management unit without full support from

regional leaders. This results in a lack of commitment to allocating the necessary resources, such as budgets, infrastructure, and information systems that effectively support policy implementation. Moreover, limited HR capacity in managing the talent management system also becomes a significant barrier (Kravariti et al., 2023; Kravariti & Johnston, 2020).

The government targets the strengthening of talent management (talent pool) to improve ASN management and its institutional framework. However, the achievement still falls short of this target, indicating organizational resistance and structural obstacles that have not been fully resolved. The 2025 target was set based on talent management assessment activities in 2024 carried out by KASN up to August 2024, covering 639 government institutions. Of these, only 617 institutions had been assessed before KASN merged with BKN.

From the assessment results, 95 institutions were categorized as Very Good, and 236 institutions were categorized as Good, leading to a talent management assessment realization rate of 51.8% by August 2024. This realization serves as the basis for setting the 2025 indicator target for the percentage of Ministries/Agencies/Local Governments that have implemented ASN management in accordance with meritocratic principles with at least a "Good" category. The 2025 target is set at the same level as the 2024 realization.

One of the considerations is that the talent management policy will change in 2025 with a revised evaluation formulation introduced by the Ministry of Administrative and Bureaucratic Reform through a new regulation. Furthermore, in 2025, the focus will be more on retention in both central and local government institutions to maintain the "Good" and "Very Good" ratings in the same supervision and development focus areas. According to ORIC theory, resistance to change may stem from a lack of understanding of policy benefits, unclear implementation mechanisms, and fear of the changes' impact on the organizational status quo (Weiner, 2020).

In addition to structural and operational factors, organizational culture also plays a role in the readiness of local governments to implement this policy. Previous studies have shown that the success of bureaucratic reform policy implementation highly depends on changes in mindset and work culture of the ASN that are more adaptive to innovation (Sunandar et al., 2024; Tajem & Subanda, 2025; Zulhakim & Yogopriyatno, 2025). In this regard, awareness among ASN of the importance of competence development and a performance-based career system remains a major challenge, especially in regions that still apply promotion systems based on seniority or closeness to leadership.

Given these issues, it is important to conduct an analysis of local government readiness in implementing talent management policies using the ORIC theory approach. This study aims to identify the supporting and inhibiting factors of organizational readiness to adopt this system, and to provide strategic recommendations to enhance the effectiveness of policy implementation at the regional level. With a more comprehensive understanding of organizational readiness, it is expected that the talent management policy can be implemented more optimally to support the objectives of bureaucratic reform in Indonesia.

Literature Review

Organizational Readiness for Implementing Change Theory

The Organizational Readiness for Implementing Change (ORIC) theory emphasizes how an organization can effectively respond to and implement change. Weiner (2020) defines organizational readiness as the extent to which individuals within an organization feel motivated, capable, and supportive of implementing change. This readiness consists of two main components: psychological readiness and structural readiness. Psychological readiness reflects the beliefs, motivation, and commitment of individuals toward change, whereas structural readiness includes the resources, policies, and infrastructure needed to support implementation.

Engida et al. (2022) state that organizational readiness is heavily influenced by leadership, organizational culture, and communication. Leaders who can clearly articulate the

vision for change help foster motivation throughout the organization. An adaptive and inclusive organizational culture also facilitates faster acceptance of change. Open and consistent communication is another critical element that helps reduce resistance and improve understanding of the change's purpose.

Gigliotti et al. (2019) found that the effectiveness of change message delivery can increase organizational readiness. A successful change message must contain five key elements: discrepancy (the difference from previous conditions), appropriateness (relevance of the change), support (stakeholder backing), efficacy (belief in the effectiveness of the change), and valence (perceived benefits). Additionally, research by Errida & Lotfi (2021) emphasizes that active participation of organizational members in the change process enhances their engagement and minimizes barriers in policy implementation.

Beyond internal factors, readiness to implement change is also influenced by external factors such as technological advancements, regulatory policy shifts, and market dynamics. Therefore, organizations must regularly evaluate their readiness to face both incremental and transformational change. By understanding and managing both psychological and structural factors, organizations can improve their likelihood of successful change implementation (Straatmann et al., 2016).

Talent Management

Talent management is a strategic approach in human resource management that focuses on identifying, developing, and retaining high-potential individuals within an organization. According to Maley et al., (2024), talent management does not only emphasize high-performing individuals but also involves building systems that support career development and organizational readiness for change. This view is supported by Ibidunni et al. (2016), who stress that organizations must identify key positions and place top talent accordingly to ensure sustainability and competitive advantage.

Thunnissen (2016) argue that talent management is inseparable from recruitment, training, and employee development practices. Organizations need to adopt a comprehensive talent management strategy, including competency mapping aligned with future business strategies. Furthermore, Oladimeji et al. (2023) show that the success of talent management greatly depends on top management involvement and a supportive organizational culture that fosters individual growth and development.

In today's dynamic business environment, challenges such as globalization, workforce diversity, and technological advancements significantly affect talent management implementation. Nisar et al. (2021) recommend that organizations leverage information technology to improve efficiency and precision in talent management decision-making. Additionally, creating an inclusive work environment and fostering individual development are crucial for ensuring organizational sustainability. By implementing effective talent management strategies, organizations can not only achieve short-term goals but also build a solid foundation for long-term growth.

METHODS

This study adopts a qualitative approach, focusing on literature review to evaluate the level of readiness of local government organizations in implementing talent management policies. The choice of the qualitative method is based on its ability to provide an in-depth understanding of social phenomena, including the dynamics of organizational readiness, through the analysis of texts, concepts, and previous research findings. The data used in this study were obtained from various relevant literature sources, such as scientific journals, books, government reports, and policy documents related to organizational readiness and talent management. The integration of these references aims to enrich perspectives and ensure that the analysis is comprehensive and contextual. Data collection was conducted by systematically reviewing published literature. This process included identifying, evaluating, and synthesizing previous studies that discuss the

Organizational Readiness for Implementing Change (ORIC) theory and the implementation of talent management policies in the public sector. The data obtained were then analyzed using thematic analysis, which allows the researcher to identify patterns, themes, and relationships between various concepts emerging from the literature, such as enabling and inhibiting factors of organizational readiness, the role of leadership, organizational culture, and communication in the change process. The analysis was carried out iteratively, beginning with data coding, grouping codes into main themes, and interpreting the findings to answer the research questions.

RESULTS AND DISCUSSION

Local Government Talent Management

Talent management is a strategic approach in human resource management that aims to attract, develop, retain, and optimize talented individuals within an organization (Rofi'ah et al., 2022; Firman et al., 2023). In the context of local government, talent management is an essential instrument to ensure the availability of high-quality human resources to support a professional and accountable bureaucracy (Zolak et al., 2025). This concept is further reinforced by the talent management policy stipulated in Law Number 5 of 2014 concerning the State Civil Apparatus (ASN), which emphasizes the principles of competence, qualifications, and performance as the basis for civil servant (PNS) management.

According to Mujtaba et al., (2022), talent management consists of four main pillars: acquisition, development, retention, and placement of employees. Acquisition relates to effective recruitment strategies aimed at attracting individuals with the best competencies, while development focuses on enhancing employee capacity and skills through training and continuous learning programs. Retention centers on strategies to retain talented employees through incentives, performance management, and a supportive work culture, while placement aims to ensure that employees are positioned according to their competencies and potential.

The implementation of this concept in local governments is outlined in Minister of Administrative and Bureaucratic Reform Regulation (Permen PANRB) Number 3 of 2020 on ASN Talent Management, which underscores the importance of continuous planning and evaluation of the talents within regional agencies. In practice, talent management in local government settings requires comprehensive mechanisms for identifying and mapping talent to optimize ASN performance. Therefore, the implementation of data-based systems and the strengthening of the role of the Personnel Supervisor Officer (PPK) are key to ensuring the effectiveness of talent management in the public sector.

Local governments face various challenges in implementing talent management, including limited HR management infrastructure, bureaucratic resistance, and the lack of data-based systems for mapping employee talents. A study by Thunnissen & Buttiens (2017) indicates that only a small portion of local governments have optimally adopted talent management systems, with the majority still relying on traditional approaches in employee management. Therefore, the digitalization of personnel systems and the empowerment of the PPK's role are strategic steps in overcoming these challenges.

Research shows that effective implementation of talent management significantly contributes to improving organizational performance and bureaucratic effectiveness. According to Gerson (2020), proper talent mapping can assist in identifying potential leaders within local governments and ensure the sustainability of high-quality leadership. Additionally, well-executed talent management is also correlated with increased job satisfaction and motivation among ASN employees.

Talent management is an increasingly relevant approach in human resource management in the public sector, including in local governments. Effective implementation requires regulatory support, digitalization of personnel systems, and strong commitment from agency leaders in building a merit-based system. Accordingly, the strengthening of talent management is expected to enhance ASN professionalism and drive a more transparent and accountable bureaucracy.

Implementation of Talent Management Across Regions

The implementation of talent management for the State Civil Apparatus (ASN) in Indonesia has shown significant progress across various provinces. The National Civil Service Agency (BKN) recorded that by the end of 2024, out of 338 government institutions evaluated, more than half received a "Good" or "Very Good" rating in their implementation of talent management. This reflects improvements in the quality of ASN management across various aspects, including workforce planning, recruitment, career development, promotion and rotation, performance management, and information systems. Meanwhile, the top 10 provinces in talent management implementation are presented in the figure below.

Figure 1. Provinces in Indonesia with the Highest Talent Management System Assessment Scores in 2023

Source: KASN (2024)

Based on Figure 1, it can be seen that the highest scores in the talent management system assessment in 2023 at the provincial level are dominated by regions in Java and Bali, with West Java scoring the highest at 396.5, followed by Bali (386.5), and East Java (353). All provinces in the top 10 list received a "Very Good" rating, indicating that most of these provinces have developed systematic and measurable talent management practices, especially in the areas of recruitment, promotion, and competency development for the State Civil Apparatus (ASN). This also reflects the level of institutional readiness and the commitment of local leaders to applying merit-based principles within the bureaucracy. The findings in this figure reinforce that regions such as West Java, East Java, Central Java, and Bali have demonstrated strong commitment and strategic approaches in implementing the policy. For example, West Java has developed the Smart Talent concept, Central Java emphasizes principles of good governance and the strengthening of personnel information systems, while East Java (especially the city of Surabaya) implements a collaborative governance model.

Meanwhile, although Kalimantan is not included in the top 10 merit system scores, some of its provinces such as East Kalimantan and North Kalimantan have begun to adopt strategic approaches, though they still face political challenges and lack of support from regional heads. This indicates that high merit system achievement is strongly correlated with successful data-based talent management, leadership commitment, and adaptive integration of HR information systems. The implementation of talent management in several regions is explained in more detail below.

Kalimantan

The implementation of talent management in Kalimantan has seen significant progress, especially after the policy was introduced by the Ministry of Administrative and Bureaucratic Reform (PAN RB) in 2020. In East Kalimantan and North Kalimantan, the talent management approach relies more on strategic systems rather than micro-individualistic methods. This is evident in the employee selection stages, which consider talent criteria based on potential, performance, competence, as well as ethics and integrity. Furthermore, competency development programs are aligned with talent needs to ensure readiness for strategic positions in local government. However, research by Putra (2019) reveals challenges in these provinces, particularly in securing support from regional leaders. Transactional political interventions remain one of the main obstacles, potentially undermining objectivity in talent selection and development. Hence, the effectiveness of talent management policy still requires strong commitment from various stakeholders.

In West Kalimantan, the City Government of Pontianak has implemented technology-based talent management through the SIMANTAP application (Pontianak City Talent Management Information System). Talent management in Pontianak begins with a talent needs analysis to estimate staffing requirements for upcoming vacancies. This is followed by talent mapping, categorizing employees into nine groups based on performance and potential. The next stage is succession planning, where identified potential talents are provided with both classical and non-classical development programs. Monitoring and evaluation are conducted by HR Development Officials to ensure program effectiveness. Ultimately, qualified employees are placed in vacant positions to ensure leadership continuity and bureaucratic effectiveness. This initiative reflects a concrete effort to build a professional State Civil Apparatus (ASN) by utilizing technology to improve transparency and efficiency in HR management.

West Java

West Java is one of the provinces that has successfully implemented a talent management system for State Civil Apparatus (ASN), gaining attention from other regions such as South Sulawesi, which conducted a study visit in July 2022 to learn from their system. The strategy includes a talent-based transfer mechanism to improve the effectiveness and efficiency of ASN placements based on competencies and organizational needs. However, challenges persist, such as regulatory misalignment with the talent management concept, limited human resources to update regulations, and the absence of supporting applications for competency-based transfers. Proposed solutions include developing relevant regulations, transfer applications, and technical assessment tools.

Additionally, improvements in public service quality in West Java are influenced by the application of human capital benchmarking combined with talent management. This study indicates that talent management positively and significantly impacts public service delivery, with employee performance acting as a key mediator. ASN employees in West Java receive training and development programs to enhance competencies, and talent management serves as the basis for performance evaluation and promotion. Nonetheless, challenges remain, including bureaucratic obstacles, budget limitations, and the need for greater transparency in promotion and transfer decisions.

At the district level, the West Bandung Regency Government has implemented talent management through the Smart Talent concept, aiming to enhance transparency and objectivity in ASN performance assessments. This system-based approach enables more accurate and efficient talent mapping. However, key challenges include strong paternalistic culture, political uncertainty, resource limitations, and regulatory inconsistencies between national and regional levels. By adopting data-and technology-driven approaches, West Java's talent management is expected to continue progressing and serve as a model for other regions in enhancing ASN effectiveness and professionalism.

Central Java

Talent management implementation in Central Java is carried out through various policies and strategies focused on optimizing human resource management. The Provincial Civil Service Agency (BKD) plays a central role by ensuring the availability of resources, including funding, HR quality, and facilities supporting policy implementation. A key factor in Central Java's success is the application of good governance principles in employee management. BKD has developed robust supporting infrastructure, including evolving information systems to increase the effectiveness and efficiency of talent management. However, the shortage of assessors remains a challenge affecting selection and evaluation processes. Therefore, increasing the number of assessors and enhancing information systems is recommended (Zainurrokhim et al., 2022).

At the district level, such as in Wonogiri Regency, talent management is relatively well implemented but still faces challenges. The local civil service agency applies Edward III's policy implementation theory, focusing on communication, resources, disposition, and bureaucratic structure. Factors supporting policy success include leadership commitment, strong legal basis, and support from the Central Java Provincial Government. However, obstacles include budget constraints, low employee interest in competency assessments, and the absence of an assessment center and functional assessors. Addressing these issues requires establishing an assessment center, increasing funding, and motivating employees to participate in the selection and development processes.

Meanwhile, in Semarang Regency, a capacity-building approach is used to develop employee competencies and prepare them for strategic roles. This includes talent identification, continuous training, and regular evaluation to track career development. This approach has proven effective in enhancing employee competence, supporting leadership succession, and maintaining governance continuity. Supporting factors include leadership commitment, a learning-oriented organizational culture, and collaboration with external institutions. However, challenges include resource limitations and resistance to change. Therefore, Semarang's local government needs to strengthen evaluation systems, improve feedback mechanisms, and continue innovating career development methods to foster a dynamic and productive work environment.

East Java (Surabaya City)

In Surabaya, talent management is implemented through a collaborative governance approach involving various stakeholders in human resource development. According to Malin et al. (2020), this principle is applied through cross-sector coordination to enhance the effectiveness of talent development programs. The local government sets strategic policies, while the private sector and educational institutions contribute by providing training and skill enhancement. Fahmi et al. (2016) note that although collaborative governance has addressed many policy challenges, its implementation in Surabaya still heavily depends on directives from leadership. This indicates that the success of talent management in Surabaya is highly influenced by leadership and lacks a fully sustainable stakeholder collaboration framework. To ensure program continuity, clearer regulations on collaboration and increased institutional capacity are needed to reduce dependence on individual officials.

Bali and Padang

In Bali, talent management is integrated into the broader management of the State Civil Apparatus (ASN), as mandated by Law No. 5 of 2014. The Provincial Government of Bali implements talent management through planning, recruitment, competency development, career progression, promotions, and succession planning to fill Primary High Leadership Positions. This effort aims to cultivate agile, high-performing leaders with culturally rooted values. Success factors include leadership commitment, job competency standards, employee competency mapping, and succession planning. Additionally, ASN employees in Bali seek more opportunities

for competency development, effective performance evaluation, and a transparent employee talent information system (Kurniawan et al., 2020).

In Padang City, talent management is applied within the Regional Financial and Asset Management Agency (BPKAD) with a focus on improving employee performance. A study involving 63 employees found that talent management has a positive and significant impact on performance. The implementation includes aspects of recruitment, development, and placement of employees based on their talents and competencies. Besides talent management, organizational culture also plays an important role in enhancing employee performance in the agency. By adopting this approach, organizations in Padang are able to improve both the quality and quantity of employee performance in line with their responsibilities.

Psychological and Structural Readiness in the Implementation of Talent Management Policy in Local Governments

Psychological and structural readiness are two fundamental aspects of the Organizational Readiness for Implementing Change (ORIC) theory that determine the success of talent management policy implementation. Psychological readiness reflects the level of motivation, confidence, and commitment of individuals within an organization toward policy change (Olafsen et al., 2021). In local governments, employees' psychological readiness is evident in the varying responses to the talent management policy most employees show support for merit-based management, while others exhibit resistance due to a lack of understanding and belief in the policy's benefits. A study by Inandi & Giliç (2016) found that employees with higher involvement in the policy-making process demonstrated greater psychological readiness compared to those who merely received top-down decisions. Meanwhile, the overall readiness for implementing the talent policy can be described as follows.

Culture

A culture that promotes professionalism, meritocracy, and openness to performance evaluation facilitates acceptance of the talent management system. In organizations accustomed to performance measurement and competency-based selection, the process of identifying and developing talent becomes more effective. Such a culture also fosters employee trust in the fairness of the system and provides opportunities for high-performing individuals to grow. Beyond core organizational values, internal education on talent management further strengthens cultural readiness. This education doesn't always need to take the form of formal training; practical and applicable approaches, such as the use of performance appraisal systems and competency applications, can be effective. When employees are familiar with HR management systems and tools, the transition to a talent management system can occur more swiftly and with minimal resistance. Therefore, fostering a data-driven and transparent work culture is a key element of cultural readiness.

Managerial Readiness

Active support from top leadership is a strong signal of an organization's commitment to implementing a talent management system. Leaders who are supportive can more easily allocate resources, establish supporting policies, and directly monitor the process. Moreover, leadership involvement influences employees' trust and motivation to participate in talent management programs (Nugroho, 2017). However, managerial readiness does not only refer to personal support but also includes structural readiness, such as the formation of a talent management team. This team is responsible for designing, implementing, and evaluating all stages of talent management in a coordinated manner. Unfortunately, not all organizations have accredited internal trainers and often rely on external training providers, which creates challenges in terms of budgeting and training continuity. Therefore, strengthening internal capacity through the formation and training of a talent management team is a crucial step in ensuring managerial readiness.

Human Resources

One of the key indicators of HR readiness in talent management is the existence of a transparent, data-driven performance measurement system. When employees can objectively evaluate their own performance, trust in the system increases. The use of digital tools for workload evaluation, job analysis, and performance-based incentives is a concrete form of HR readiness supported by information technology. However, HR readiness is not only about mastering tools but also about the ability to understand policy direction and adapt to structural changes (Lubis et al., 2022). Many organizations still face challenges in bridging the gap between formal regulations and field practice. Thus, strengthening analytical capacity, strategic communication skills, and job-specific training are essential components in building HR readiness. Only with responsive and adaptive human resources can talent management be carried out optimally.

Environment

The environment in question includes information systems, regulations, and internal governance that are free from personal or external political interference. In line with Ashrafuzzaman et al. (2024), clear regulations and integrated information systems enable objective and structured career planning, talent mapping, and decision-making processes. Such systems ensure that decisions are no longer based on subjective perceptions or personal closeness. However, organizational environments are often influenced by political dynamics or sudden policy shifts, which can disrupt the stability of program implementation. Therefore, systems must not only be technically advanced but also flexible enough to respond to external changes. The development of a regularly updated and nationally integrated talent management information system is key to environmental readiness. A supportive and adaptive environment strengthens the long-term sustainability of talent management.

Commitment

Commitment must not only come from top leadership but also be shared across middle management and technical staff. When all elements of the organization demonstrate aligned commitment, the planning, execution, and evaluation of talent policy can proceed consistently. Conversely, fluctuating commitment due to leadership changes or differing visions among officials can render talent management policies unsustainable. In practice, commitment is reflected in the integration of talent management into the organization's strategic plan and the allocation of adequate resources for implementation (Almaaitah et al., 2020). The existence of synchronized planning documents across departments and the active involvement of leaders in monitoring assessments, rotations, and employee development indicate a clear organizational direction in nurturing and retaining talent. Thus, building commitment requires more than just drafting regulations it also demands transformational leadership that can instill a long-term vision on the importance of investing in human resources.

Technology

Technological readiness is one of the most critical elements supporting an efficient, data-driven talent management system. The presence of an integrated Talent Management Information System (SIMT) enables organizations to identify critical positions, map potential, assess competencies, and evaluate performance systematically (Mohan, 2024). Technology allows for real-time, evidence-based decision-making while minimizing personal bias. In other words, technology acts as an enabler of meritocracy and accountability in HR management. However, technological readiness is not solely defined by software and hardware infrastructure, but also by data quality and user digital literacy. Advanced systems lose their value if the data used is inaccurate, outdated, or incomplete. Therefore, strengthening technological readiness must be comprehensive, including user-friendly application development, employee training in system usage, and regular data validation policies. With reliable and optimally used technology, organizations can manage talent in a more transparent, objective, and strategic manner.

Inhibiting Factors in Local Government Readiness for Talent Policy Implementation

The implementation of talent management policies in local governments faces various obstacles that reflect a lack of both psychological and structural readiness. One of the main factors is the instability of job nomenclature policies, which continue to change and affect the preparation of Job Competency Standards (SKJ) and the employee competency mapping system. This condition makes it difficult for local governments to establish consistent competency standards, thereby hindering optimal talent development. Moreover, employee resistance to the policy remains a significant challenge. Employees who perceive no direct benefit from the system tend to be less motivated to actively participate in the policy's implementation (Qi & Wang, 2018).

Another barrier is the lack of resources in the competency mapping process. This process requires experienced HR assessors, yet many local governments still rely on third-party consultants due to internal capacity limitations. Additionally, the subjective nature of performance appraisals is a major obstacle, as organizational cultures that have not fully embraced meritocracy lead to evaluation results that fail to objectively reflect employee competencies. The absence of valid HR data and limited understanding of talent development documentation further aggravate the situation. Therefore, policy reforms that ensure greater stability and efforts to enhance human resource capacity are needed to enable more effective talent management implementation.

Leadership and Organizational Culture in Talent Management Implementation

Transformational leadership and adaptive organizational culture play a crucial role in the successful implementation of talent management in local governments. Regional leaders who can clearly communicate the vision and urgency of the policy help increase employees' psychological readiness, particularly their motivation and commitment to change. However, the commitment of regional leaders varies some see talent management as a strategic investment, while others view it as an administrative burden that complicates the bureaucracy. Organizational culture also significantly impacts the success of policy implementation. Hierarchical cultures tend to lack transparency in talent management, resulting in subjectivity during performance appraisals. On the other hand, organizations with inclusive cultures that encourage active employee participation are more likely to succeed, as employees feel directly involved in the change process. The main challenge in cultural transformation is shifting from seniority-based systems to competency-based systems, which requires consistent leadership and a fair and transparent reward system.

Effectiveness of Communication and Employee Participation in Talent Management Implementation

Effective communication and active employee participation are key to reducing resistance to talent management policies. According to Ilham & Syafi'i (2025), an effective change message must fulfill five key elements: discrepancy (the gap between current and desired conditions), appropriateness (policy relevance to organizational needs), support (stakeholder backing), efficacy (confidence in the policy's effectiveness), and valence (the perceived benefits to employees). Unfortunately, communication in local government bureaucracies is still largely top-down, where employees receive information without being involved in policy design. As a result, many employees see talent management merely as an administrative formality with no real impact on their careers.

Employee participation in developing SKJ or planning talent development remains limited, contributing to confusion in the technical implementation of the policy. On the other hand, employees who are actively involved in policy discussions tend to have higher psychological readiness, while those who are not involved often show resistance to change. Therefore, a more open communication mechanism and feedback systems are needed to allow employees to express their aspirations and gain a better understanding of the policy. According to the Organizational Readiness for Implementing Change theory, the lack of readiness in local

governments to implement talent management policies is primarily caused by weak psychological and structural readiness.

External factors, such as policy shifts from the central government (e.g., Ministerial Regulation PAN-RB No. 6/2022), exacerbate structural instability, while resistant organizational cultures and inconsistent leadership weaken employee psychological readiness. Potential solutions include: Stabilizing structural policies through regulatory harmonization, Enhancing HR capacity by training certified assessors, Strengthening two-way communication to increase employee participation, Reforming organizational culture toward merit-based systems through transparent reward mechanisms.

CONCLUSION

The implementation of talent management across various regions in Indonesia shows promising progress but continues to face structural and psychological challenges. Regions such as West Java and Pontianak City have adopted technology-based systems to map and develop ASN (State Civil Apparatus) talent more transparently. Meanwhile, other areas like East Kalimantan and Wonogiri Regency still encounter obstacles such as bureaucratic resistance, limited budgets, and a shortage of assessors. The success of implementation largely depends on the readiness of regulations, technological infrastructure, and local leadership that supports the transformation toward a merit-based human resource management system. The implications of this study suggest that local government readiness to adopt talent management policies directly impacts bureaucratic effectiveness and public service delivery. Regions that successfully integrate personnel information systems and foster a competency-based organizational culture tend to achieve better employee performance and ensure more sustainable leadership. In contrast, regions still relying on traditional systems risk stagnation in HR management, which could ultimately hinder bureaucratic reform and service quality.

SUGGESTION

As a recommendation, local governments should strengthen the digitalization of personnel systems to enhance the accuracy of talent mapping and ensure transparency in employee promotion and transfers. Furthermore, regulatory harmonization between national and regional policies is needed to improve the effectiveness of talent management implementation. Training for assessors and personnel supervisory officials should also be enhanced to ensure objectivity in talent selection and development. With strong commitment from all stakeholders, talent management can serve as a strategic tool in building a professional and highly competitive civil service (ASN).

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