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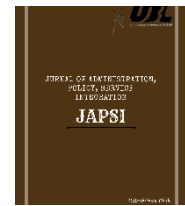
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Implementation of Mayor's Regulation Number 27 of 2021 Concerning Talent Management of Civil Servants in the Government Bandar Lampung City

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Abstract :

The assessment of the implementation of civil servant management merit system in Bandar Lampung City Government in 2021 was in the bad category. This study aims to analyse the implementation of Mayor's Regulation Number 27 in 2021 regarding Talent Management for Civil Servants in Bandar Lampung City Government and to find out the aspects that support and hinder its implementation. This research method uses a qualitative descriptive approach. The results of the study indicate that the implementation of talent management policy for Civil Servants in Bandar Lampung City Government has been running but not as a whole because it is still adjusting to existing conditions. In general, this study can be concluded that the implementation of the Mayor's Regulation Number 27 in 2021 concerning Talent Management for Civil Servants in Bandar Lampung City Government is still experiencing a number of obstacles. This can still be seen from poor communication and minimal resources. The results of this study also provide some input for Bandar Lampung City Government to carry out comprehensive socialization, increase the budget, supporting facilities, and accelerate the change in echelon III and IV position placement into competency tests.

Keywords: *Talent Management, Civil Servant, Public Policy, Implementation.*

1. Introduction

The implementation of a policy is basically a multi-organisation change or transformation, where the changes implemented through this policy implementation strategy link various layers of society. Like the bureaucratic reform policy in various government institutions which will definitely involve various layers of society (Malik & Verawati, 2016). Implementation as a directional activity of a policy through the management of inputs and outputs or policy outcomes for the community. Levine Daniel & Fyall (2019) stated that policy implementation has the aim of delivering services through policy integration. Effective policy implementation requires the participation of both the entire sector involved such as the private sector and the

community (Zakharina *et al.*, 2020). On the other hand, policy implementation in relation to the service performance of civil servants is expected to also focus on the fairness of appreciation of the rights and obligations given in implementing the policy. Civil servants are the human resources of government organisations, have a very important role in governance, and are responsible for the development of the country. Sabani (2021) stated that the existence of civil servants through performance, effort and transparency in implementing public services has a strong influence on policy efficiency.

Civil servants must have characteristics that are managed through talent management, based on Law No. 5 of 2014 concerning State Civil Apparatus article 51 explains that the management of the State Civil Apparatus or Civil Servants is based on a merit system, the system aims to synchronise the competencies and qualifications needed by civil servants. The management of Civil Servants is directed to ensure the effective implementation of government and development tasks. The implementation of the Merit System in the Bandar Lampung City Government requires the best civil servants with qualifications, competence and optimal performance to fill High Leadership Positions, Administrator Positions, and Supervisory Positions that have a significant impact on achieving the vision and mission of the Bandar Lampung City Government or other positions that are considered strategic.

However, in reality, the implementation of Mayor Regulation Number 27 of 2021 concerning Talent Management of Civil Servants in the Bandar Lampung City Government is still not optimal. This is based on tabulated data on the assessment of the merit system in Government Agencies in each aspect within the Provincial Government in 2022, showing that Lampung is still in category II, which means that the agency is rated "LACK" as shown below:

Table 1. Tabulation Data of Merit System Assessment in Government Agencies for each aspect in the Lampung Provincial Government Environment

No	Criteria	Value	Standardized Value
1	Employee Requirement Planning	50	40
2	Employee Procurement	24	40
3	Career Development and Competency Improvement	41	120
4	Mutation, Rotation and Demotion	15	40
5	Performance Management	55	80
6	Payroll, Rewards and Discipline	25	40
7	Protection	10	16
8	Support Facilities	13	24
Total		233	400
Categories		II	IV
		Poor	Very Good

Source: data Processed, 2023

The latest assessment also supports that the implementation of Mayor Regulation Number 27 of 2021 concerning Talent Management of Civil Servants in the Bandar Lampung City Government which should be able to accelerate the implementation of the Merit system in the Bandar Lampung City Government is still not optimally implemented. Based on KASN circular letter Number B-539/KASN/2/2022 regarding the results of the implementation of the Bandar Lampung City Government State Civil Apparatus management merit system in 2022, the Bandar Lampung City Government State Civil Apparatus Management merit system

is still poor. The assessment also shows that after the Mayor's Regulation was made, it did not make any changes to the results of the implementation of the merit system in the same year.

Based on this phenomenon, the researcher is interested in analyzing the implementation of Mayor Regulation Number 27 of 2021 concerning Talent Management of State Civil Apparatus in the Bandar Lampung City Government. With the research objectives to analyze the implementation of the Mayor's Regulation Number 27 of 2021 policy and to find out what aspects support and hinder the implementation of the policy.

2. Literature review

a. Talent Management Concept

Talent management in the public sector is management that focuses on the context of human resources and deals with development and behavioral trends (Farida *et al.*, 2018). Talent management in the context of the public sector is a description of the characteristics of human resources (Boselie & Thumissen, 2017). Fenizia (2022) stated that public sector productivity is driven by the utilization of human resource management, one of which is through talent management. Barusman & Virgawenda (2019) talent can also be interpreted as the potential of an employee to lead the company in the future. Talent management is a human resource management system that includes the stages of acquisition, development, retention, and placement of employees who are prioritized based on high potential and high performance through an assessment mechanism (Barusman *et al.*, 2020). Talent management is an effort made to place employees in accordance with the talents and abilities of their field (Mensah & Bawole, 2020).

According to Bandar Lampung Mayor Regulation Number 27 of 2021, in general provisions, it is stated that what is meant by Talent Management for civil servants is a civil servant career management system that includes the stages of acquisition, development, retention, and placement of talents who are prioritized to occupy target positions based on the highest level of potential and performance through certain mechanisms that are implemented effectively and sustainably to meet the needs of Regional Agencies. Good talent management carried out through a loyalty strategy will result in a good system in the organization (Luna-Arocas *et al.*, 2020). The implementation of talent management within the Bandar Lampung City Government is based on a merit system with the principles: (1) Objective, (2) Planned, (3) Open, (4) Timely, (5) Accountable, (6) Free from political intervention, (7) Clean from corruption, collusion and nepotism practices.

The implementation of Talent Management for Civil Servants within the Bandar Lampung City Government includes:

- a) Talent Acquisition includes several stages, namely (1) Identification and determination of critical positions for talent placement. Critical positions are core positions in the organization that meet certain characteristics. (2) Talent needs analysis Talent needs analysis is prepared in accordance with the tasks and functions, as well as critical positions (3) Determination of acquisition strategy, prepared by determining all/part through identification, assessment and mapping of talents within the City Government. (4) Identification, assessment and mapping of talents. (5) Determination of succession plan groups, grouped in 9 (nine) Talent Management boxes to determine talents according to the needs of the City Government. (6) Talent search through inter-agency

mutation/rotation mechanisms and Talent placement plans through assignment or special assignment mechanisms.

- b) Talent development is carried out through: (a) Talent Career Acceleration, carried out through cadre schools; (b) Talent Competency Development carried out through learning in and out of town and other forms of competency development; (c) Talent qualification improvement, carried out through study assignments.
- c) Talent Retention is a strategy to maintain and develop talents' competence and performance in order to be ready for job placement.
- d) Talent placement is carried out based on a succession plan by referring to the pooling based on the strategic needs of the City Government.
- e) Talent Monitoring and Evaluation Talent monitoring is carried out at the development, retention, and placement stages. Monitoring and evaluation is carried out on successors who have been placed in critical positions for 2 (two) years to be re-placed in positions.

b. Civil servants

Referring to Law Number 43 Year 1999 Article 3 paragraph 1, it is stated that Civil Servants are positioned as state apparatus who have the duty to serve the community in a professional, honest, fair and equitable manner in the implementation of state and development tasks. Hariyono *et al.*, (2019) states that civil servants have the role of carrying out work in the field of government optimally in accordance with applicable laws and regulations. Civil servants are government workers who have systematic positions to support the implementation of government evenly (Manrejo & Fitarningsih, 2021). Empirically, a civil servant is someone who is responsible for practicing the value of government integrity (Rizkan Zulyadi, 2020).

Civil Servants are tasked with assisting the implementation of the duties of government institutions (Kartini, 2019). Kadarisman (2019) stated that in public organizations, civil servants are needed who have been trained and educated perfectly in order to carry out the tasks required of them. Civil servants are often defined as servants who have an obligation to carry out the wheels of government and assist the government in implementing and implementing services for the welfare of the people (Oktaviannur & Pratama, 2016). Myers *et al.*, (2011) states that a civil servant is someone who has gone through selection and consideration as an executor and decision-maker of the Government. Sutoro *et al.*, (2020) states that a civil servant is someone who is committed to carrying out the performance of the government bureaucracy and supporting the implementation of government services and policies both at the Central and regional levels.

Mayor Regulation Number 27 of 2021 concerning Talent Management of State Civil Apparatus within the Bandar Lampung City Government was made with due regard to the Circular Letter of the Minister of Administrative Reform and Bureaucratic Reform Number 10 of 2021 concerning Assessment of the Implementation of Talent Management of State Civil Apparatus in Government Agencies.

Meanwhile, the purpose of talent management for civil servants within the Bandar Lampung City Government is to:

- a) Find and prepare the best civil servants to occupy higher-level target positions and lead initiatives in the organization to optimize the achievement of strategies, organizational goals, and support the City Government to become a world class government institution;

- b) Realize succession planning that is objective, planned, open, timely, and accountable so as to strengthen and accelerate the application of the Merit System in accordance with statutory provisions; and
- c) Building a climate of positive competition and transparency among civil servants to provide the best performance for the Bandar Lampung City Government.

Talent Management for Civil Servants within the Bandar Lampung City Government aims to provide equal opportunities in developing careers and as a means of realizing self-actualization through competency and career development. The scope of Talent Management for Civil Servants in the City Government is talents for Primary High Leadership Positions, talents for Administrator Positions, and talents for Supervisory Positions. Then, the objectives of Talent Management for Civil Servants within the City Government are: (a) the achievement of common understanding and interpretation and harmony in the implementation of Talent Management; (b) the realization of ease and smoothness of communication in the implementation of Talent Management; and (c) the implementation of effective and efficient Talent Management. The Head of the Regional Personnel Agency shall control and evaluate the implementation of Talent Management for Civil Servants within the City Government in accordance with the provisions of laws and regulations.

c. Implemetation of Public Policy

Referring to the various definitions of public policy, it can be concluded that what is meant by public policy is a series of choices of actions that the government will take that are positive in nature and have certain objectives to achieve. the process of making public policy must go through several stages, namely: formulating problems, policy formulation, policy adoption, policy implementation and policy appraisal. Implementation of public policy can be interpreted as the process of implementing administrative activities after the policy is determined and approved which aims to achieve the policy objectives (Sugara & Ulfa, 2021). The process of implementing public policy starts from the policy, then the implementation process which will then have an immediate impact on the policy, finally the final impact of the policy (Yuliah, 2020).

Hidayat (2021) The failure or success of policy implementation is influenced by 4 factors, namely communication, resources, dispositions and bureaucratic structure. These four factors will interact with each other to directly influence policy implementation which in turn will have an impact on each other. These four factors can be described as follows:

1. Communication which has three dimensions, namely transmission, clarity, and consistency;
2. Resources which include adequate staff and their expertise, information, authority and necessary facilities;
3. Dispositions (attitude of implementers), where policy implementers not only know and are able about what to do, but also want to implement the policy; and
4. Bureaucratic structure, which includes the organizational structure and standard operating procedures (SOP) in the organization.

Policy implementation in Indonesia explains the implementation of the Indonesian government (Sugara & Ulfa, 2021). Policy implementation is made in order to deal with social determination phenomena that occur and become the public spotlight (Daniel *et al.*, 2018). Policy Implementation is related to the perspective of service providers and government

policies. Policy implementation is a government activity in the form of input and output as a public policy process in accordance with the needs or answers to social phenomena.

Research Framework

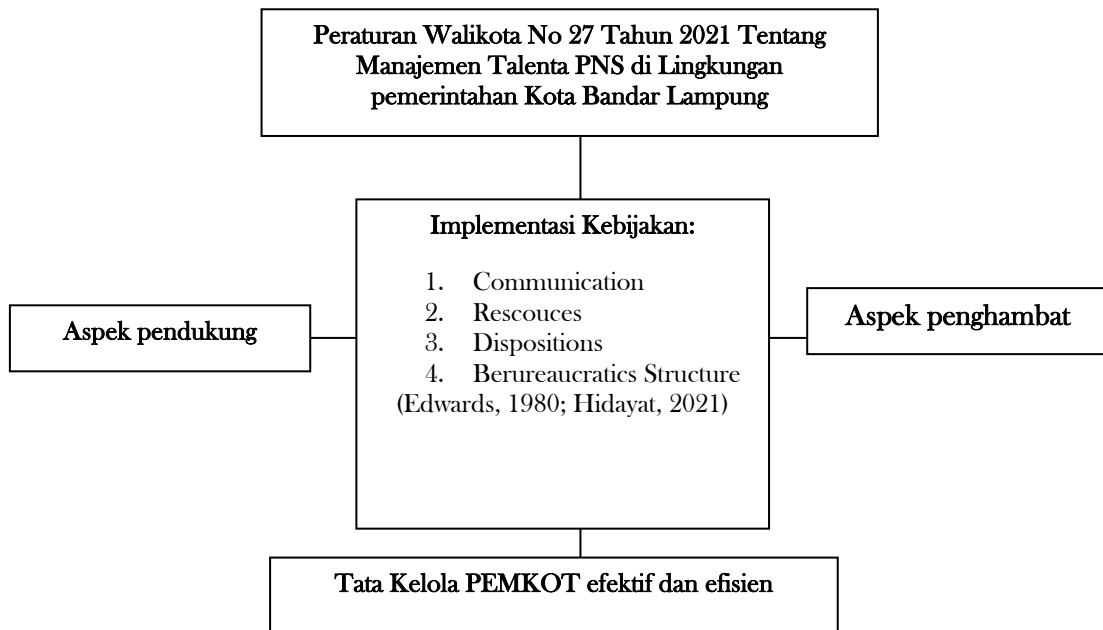


Figure 1. Framework

3. Methodology

This type of research is qualitative research with descriptive analysis method. Sugiyono, (2017) states that qualitative research is often called a naturalistic research method because the research is conducted in natural conditions (natural settings); referred to as a qualitative method because the data collected and analyzed are more qualitative in nature. As for the descriptive research method Rijal Fadli (2021) The data used in this research includes primary data and secondary data, which is used to describe the research through pictures or photographs obtained from field data that explain the results of the research using narratives or words.

The data used in this study include primary data and secondary data. Where primary data is obtained by researchers from field research, namely direct interviews with informants in the field, and secondary data in the form of supporting data obtained through literature review of documents and regulations related to research. Data collection techniques are interviews and document studies. Data analysis techniques are carried out interactively and take place continuously until the data is saturated starting from data collection, data reduction, data presentation, and conclusion drawing/verification. Then, the data validity techniques used in this research include credibility testing (triangulation and using reference materials), reliability testing, dependability testing, and certainty testing.

4. Research Results and Discussion

Implementation of the Mayor's Regulation Policy Number 27 of 2021 concerning Talent Management of Civil Servants (PNS) in the Bandar Lampung City Government.

Human Resource development in the civil servant body is carried out with one of the steps being Talent Management. Civil servant Law Number 5 of 2014 states that the implementation of the merit system is carried out with the implementation of open selection for filling High Leadership positions, both at the central and regional levels (Province / Regency / City). This is stated in the mandate of the civil servant Law in Article 108 to Article 115 which explains that each stage of the High Leadership positions open selection must produce 3 (three) best names for the next Personnel Supervisory Officer (President, Head of Central Ministries / Institutions, Governor, Regent, Mayor) chooses one of the three names.

At this point all data that has been obtained during the research process is analyzed in accordance with the focus of the research study. The data was obtained using interview methods based on interview guides, observation and documentation of phenomena related to the research title. The discussion regarding the implementation of the Civil Servant Talent Management Policy refers to the Mayor's Regulation Number 27 of 2021 concerning Talent Management of Civil Servants within the Bandar Lampung City Government, which describes Talent Management including the principles of talent management and the implementation process within the Bandar Lampung City Government, as well as control and evaluation of the implementation of Civil Servant Talent Management within the City Government by regional apparatus organizations that have been appointed and explained in Mayor's Regulation Number 27 of 2021 concerning Talent Management of Civil Servants within the Bandar Lampung City Government. In this Talent Management policy, the Regional Apparatus Organization appointed by the Mayor is the Regional Staffing Agency of Bandar Lampung City. It is hoped that with the appointment of the Regional Staffing Agency as the agency that handles this talent management policy issue to be able to carry out the policy of organizing talent management within the Bandar Lampung City Government, it will run well.

a. Communication

Communication is one of the important elements that influence the implementation of public policies. The success of a policy can be seen from the existing communication. The results of research on Communication in the implementation of policies in the City Government show that the transmission of communication or the distribution of communication, clarity of communication, and consistency of communication from Mayor Regulation Number 27 of 2021 concerning Talent Management of Civil Servants in the Environment of the Bandar Lampung City Government runs internally between Regional Civil Service Agency officials in formal forms such as meetings and non-formal such as direct orders from superiors to the bottom and externally occurs between Regional Civil Service Agency officials and all Civil Servants in the Bandar Lampung City Government This communication aims to make them aware of the implementation of the merit system properly, what must be prepared and implemented so that the objectives of the policy on the implementation of talent management for Civil Servants can be achieved and realized and the transmission of policies can be conveyed optimally.

Then the clarity of information is important because with the clarity of communication it is hoped that there will be no differences in perceptions between policy

makers, implementers, and the community. the clarity and consistency of the merit system policy is currently running poorly. Then the clarity of communication regarding Mayor Regulation Number 27 of 2021 has not been running optimally, where there are still several civil servants in the Bandar Lampung City Government who do not or do not know about the existence of Mayor Regulation Number 27 of 2021. And the consistency of communication of the Mayor's Regulation on Talent Management of Civil Servants in the Bandar Lampung City Government is very good. Civil servants as policy targets can easily capture or clearly digest information and the flow of organizing talent management from reading the contents of the Mayor's Regulation Number 27 of 2021. policy communication is one of the elements of policy implementation that plays an important role in determining the effectiveness of the policy. (Maria & As'ari, 2022) states that accurate and clear policy communication will greatly impact the optimization of policy implementation by implementers.

b. Resources

The quantity of availability of human resources in this case Civil Servants as a regional apparatus in the Bandar Lampung City Government Environment based on the results of research is inadequate and there are still several positions vacant for a long time. The lack of availability of Human Resources is due to the number of Civil Servants in Bandar Lampung City which has decreased from the previous number of employees of 8,792 people, this year there are only 8,237 Civil Servants, this number is reduced compared to last year. In addition, in terms of the quality of human resources within the Bandar Lampung City Government, it is not sufficient to fulfill the needs in implementing the policy of Mayor Regulation Number 27 of 2021 because there are still frequent vacancies in certain sections and the placement of positions is still not in accordance with their education.

Position vacancies can occur because the previous Civil Servant has retired or died and there is no replacement. There are still many position placements that are not in accordance with their education seen from officials in several government agencies in Bandar Lampung City. So that sometimes it makes it difficult to carry out tasks because they have to relearn new things that have nothing to do with their education. This is not in accordance with the opinion of (Nainggolan et al., 2023) which states that the resource factor is the most important part of policy implementation as implementors are required to have good quality and quantity to support policy implementation.

The implementation of this talent management policy also cannot run well if there is no support from the budget. The budget allocated in 2022 to support the implementation of Mayor Regulation Number 27 of 2021 is still relatively insufficient, because at the moment the existing budget is only for competency tests for echelon II. From the results of the researcher's analysis, the budget resources provided to the Regional Staffing Agency of Bandar Lampung City as the leading sector implementing the policy for the implementation of the Mayor's Regulation Number 27 of 2021 policy are still minimal.

c. Dispositions

Disposition is a character or characteristic possessed by the implementor. Disposition determines the success of a policy implementation, disposition plays an important role in the success of a policy implementation. Disposition is an indicator that reflects the character or characteristics of the policy implementer (Puspita et al., 2023). Disposition in this study

focuses on commitment as evidenced by the implementor's reasons for implementing the implementation, the goals/changes to be achieved, and the changes that have been achieved by the implementors in implementing the talent management policy. The implementation of talent management policy aims to provide equal opportunities in career development and as a means of realizing self-actualization through competency and career development of Civil Servants.

The Bandar Lampung City Government and the Regional Personnel Agency are the agencies responsible for controlling and evaluating the implementation of Talent Management for Civil Servants in the Bandar Lampung City Government based on the results of the research have shown a commitment to implementing this talent management implementation policy very well. This can be seen from the good division of tasks according to their respective duties and functions to prepare for policy implementation and the many trainings to improve the quality of human resources aimed at talent management of civil servants spread across several agencies within the Bandar Lampung City Government.

d. Bureaucratic Structure

Bureaucratic structure is one of the important factors in the implementation of talent management policies. Bureaucratic structure includes aspects such as the organizational structure within the organization concerned, and the organization's relationship with outside the organization. The role of bureaucratic structure in policy implementation is very large because the implementation of a policy definitely requires support from various parties, both external and internal. Including from our superiors and what I feel is that my superiors are very nurturing to their subordinates.

The bureaucratic structure in charge of implementing policies has a major influence on policy implementation. One important structural aspect of every organization is the existence of Standard Operating Procedures or SOPs. The purpose of this aspect is a standardization procedure carried out by the Bandar Lampung City Government in civil servant talent management. By using SOPs, implementers can optimize the time available and can serve to homogenize the actions of officials in complex and widespread organizations, so as to create great flexibility and great similarity in policy implementation. Bureaucracy is the organizer of standardized and flexible policies so that policies and services can be of high quality and not rigid (Setiawan et al., 2022).

The bureaucratic structure of the Bandar Lampung City Government has a fairly good role because in the implementation of the policy implementation of Mayor Regulation Number 27 of 2021 the bureaucratic structure of the Bandar Lampung City Government runs efficiently and in accordance with the division of their respective duties. In terms of procedures regarding the implementation of civil servant talent management, the Regional Personnel Agency as the leading sector always coordinates with other agencies. This is done so that the apparatus works in accordance with their respective authorities and main tasks, so that no one policy implementer performs tasks beyond the established procedures. As for the SOP or standardization procedure for the implementation of talent management carried out by the Bandar Lampung City Government, it is not yet contained in the Mayor's Regulation Number 27 of 2021, but there is a framework for implementing talent management for civil servants.

- e. Aspects that hinder the implementation of the policy of Mayor Regulation Number 27 of 2021.

The inhibiting aspects that affect the implementation of talent management policies are described as follows:

- 1) Inadequate facility resources, both in quantity and quality. The facilities referred to are inadequate to support the success of this policy, namely the facilities provided by the government are not available. Where the number of computers and printers in each agency, especially in the Regional Secretariat agency, is still very insufficient when compared to the number of existing employees. Other facilities that are still inadequate are office equipment facilities such as desks and chairs that are not good. Such as the existence of work tables and chairs that are damaged or not suitable for use and the limited number of work tables and chairs for existing employees. Therefore, the author concludes that facility resources are included in the inhibiting aspects of the policy implementation of Mayor Regulation Number 27 of 2021 concerning Talent Management for Civil Servants in the Bandar Lampung City Government.
- 2) Minimal budget, The existing budget is only for the echelon III competency test which will be held this year. The budget provided is also still sourced from the State Budget not disbursement of funds from the State Budget. However, this condition needs to be understood as the economic conditions are still adjusting after the Covid-19 pandemic. Therefore, the author concludes that the minimal budget is included in the inhibiting aspects in the implementation of the Mayor Regulation Number 27 of 2021 concerning Talent Management of Civil Servants in the Bandar Lampung City Government.
- 3) Echelon III and IV positions are still carried out by Baperjakat, Echelon II positions have been carried out openly with a position auction system, but for echelons III and IV they are still carried out by the Position and Appointment Advisory Board which is still the authority of the Personnel Supervisory Officer . The competency test process has been planned for echelon III positions, but has not yet been implemented. Therefore, if echelon III and IV positions are still implemented by Position and Appointment Advisory Board, the objectives of implementing the talent management policy have not been fully achieved. Therefore, the author concludes that the implementation of echelon III and IV position selection which is still carried out by Baperjakat is included in the inhibiting aspects in the implementation of the Mayor Regulation Number 27 of 2021 concerning Talent Management for Civil Servants in the Bandar Lampung City Government.

5. Conclusions and Implication

Conclusion

Based on the results of research and discussion, conclusions can be drawn, namely:

- 1) Implementation of the Mayor's Regulation Policy Number 27 of 2021 concerning Talent Management of Civil Servants in the Bandar Lampung City Government still experiences a number of obstacles. This can be seen from the communication that is not going well because there are still Civil Servants who do not know this policy. Then the resource factor is also still not optimal because both human resources and budget resources are still limited in number. However, the disposition factor or the attitude of the implementer is good, indicated by the commitment of policy implementers to support the

implementation of this policy. Finally, the bureaucratic structure is also good with the division of tasks and has worked according to procedures and their respective tasks.

- 2) Aspects that hinder include: (1) inadequate facilities; (2) minimal budget; and (3) echelon III and IV positions are still carried out by Baperjakat.

Implication

From the results of this study, some input from researchers can be given, among others:

- 1) The Bandar Lampung City Government needs to hold a comprehensive socialization of this talent management policy so that all civil servants in the Bandar Lampung City Government understand better and increase the budget for the implementation of this talent management policy so that the policy implementation process can be more effective and efficient.
- 2) The Bandar Lampung City Government needs to add supporting facilities or more adequate facilities so that the policy implementation process can be implemented more quickly and thoroughly and accelerate changes in the placement of echelon III and IV positions from previously carried out by Baperjakat to competency tests according to the ability and quality of existing civil servants.

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