

Analysis Of The Potential Impacts Of The National Civil Servant Talent Management Policy In Supporting The Fulfillment Of Target Positions: Ex-Ante Regulatory Impact Assessment

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Abstract

National Civil Servant Talent Management (MTASNN) is a career system designed to prepare selected Civil Servants (ASN) to fill target positions based on potential and performance assessments. Despite regulatory mandates under PermenPANRB 3/2020 and PermenPANRB 20/2025, implementation has been stalled up to 2026 due to incomplete regulations concerning the National Talent Committee (KTN) and varying institutional readiness. This study conducts an ex-ante Regulatory Impact Assessment (RIA) to evaluate proposed policy alternatives for target position fulfillment. Utilizing a descriptive qualitative design, data were gathered through unstructured interviews with key officials at the Ministry of Administrative and Bureaucratic Reform, observations, and document analysis. The evaluation compares two options: (1) direct KTN recommendations to the Final Assessment Team (TPA) without open selection, and (2) KTN recommendations coupled with open selection. Findings indicate that while Option 1 requires significant regulatory adjustments and faces potential institutional resistance, it effectively secures meritocratic succession. Option 2 offers easier implementation but risks compromising meritocracy by allowing non-talent pool candidates to enter strategic positions. The study recommends adopting Option 1 with executive policy alignment to realize reliable, long-term talent mobility.

Keywords: Civil Servant Talent Management; Target Positions; Regulatory Impact Assessment; Merit System; National Talent Committee.

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INTRODUCTION

National Civil Servant Talent Management, hereinafter referred to as MTASNN, is a career system for civil servants within the Indonesian state bureaucracy. In general, MTASNN is implemented through the stages of talent acquisition, development, retention, and placement for Civil Servants (hereinafter referred to as ASN), based on assessments of potential and performance levels. This process is carried out continuously to prepare selected employees to occupy target positions. A target position is a position that is currently vacant or will become vacant. The position is intended for ASN employees who have been selected and meet the requirements to enter the succession planning group. The objectives of MTASNN include identifying and preparing ASN employees to occupy future leadership positions with strategic roles that support organizational performance and national development goals, providing career certainty for civil servants, supporting the implementation of a merit system in ASN personnel management, and ensuring the availability of ASN employees for leadership continuity. The MTASNN concept is regulated under Ministerial Regulation of Administrative and Bureaucratic Reform No. 3 of 2020 concerning Civil Servant Talent Management (hereinafter PermenPANRB 3/2020), and Ministerial Regulation of Administrative and Bureaucratic Reform No. 20 of 2025 concerning Amendments to Ministerial Regulation of Administrative and Bureaucratic Reform No. 3 of 2020 (hereinafter PermenPANRB 20/2025). Both regulations constitute mandates of Law No. 20 of 2023 concerning Civil Servants (UUASN).

The fulfillment of ASN positions through target positions plays a highly significant role in the development process. Development requires human resources capable of managing performance according to the needs of each government institution as well as national needs. Human resources are the main driving force in designing and implementing development. In this situation, appropriately selected ASN employees are needed to fill strategic roles. The Government has paid serious attention to the implementation of talent management. The 2025–2045 National Long-Term Development Plan (Law No. 59 of 2024) identifies risks that may hinder the implementation of ASN talent management in government institutions, namely a low work culture stigma, silo mentalities among employees, low competence and performance, unavailability of top-talent data, and failure to properly fulfill strategic positions through succession planning.

Since the regulations concerning MTASNN were enacted in 2020, their implementation has not yet been realized up to 2026. In 2026, the Assistant Deputy for Position Standardization



and Talent Management of Apparatus Human Resources at the Ministry of Administrative and Bureaucratic Reform targeted the "Availability of Implementable Policy Formulations for ASN Position Standardization and ASN Talent Management," with the indicator "Number of Policy Recommendations on National Talent Management Mobility and the National Talent Committee (KTN)". The resulting outputs were a Policy Brief on National Talent Mobility and a Policy Brief on the National Talent Committee (KTN). The National Talent Mobility Policy Brief serves as material for drafting the Presidential Regulation on National Talent Mobility, while both policy briefs support the draft Presidential Regulation on KTN (Kementerian PANRB, 2026). This indicates that the MTASNN policy under PermenPANRB 3/2020 and PermenPANRB 20/2025 requires more reliable regulations, as policy formulation remains underway.

Before a policy is implemented, policy evaluation should be conducted on the policy design. Dunn (2018) emphasizes that evaluation of policy alternatives is conducted to test the maturity of policy alternatives (ex-ante) based on goal achievement, assessment of risks and opportunities, and regulatory alignment. Such policy evaluation serves as a preventive measure against unintended policy impacts. Regulations to be enacted should undergo testing and be selected based on optimal considerations.

The obstacles to implementing the MTASNN policy in fulfilling target positions are fundamental issues requiring elaboration. Once these policy problems are understood, rational choices and policy alternatives must be examined as part of policy evaluation prior to implementation. This study plays an important role in assessing impacts, goal achievement, and structural considerations to evaluate the maturity of policy alternatives.

THEORETICAL STUDY

Talent Management Concepts and Approaches

The term talent management was first introduced by McKinsey through "The War for Talent" (Razali et al., 2024). The basic principle of talent management mirrors meritocracy: placing the right person in the right position based on knowledge, abilities, and character (Godspower, 2025). Organizations must align employee competencies with hierarchical organizational needs. Selection should extend beyond traditional considerations such as degrees or external affiliations (Godspower, 2025). Modern organizations retain and prepare employees for strategic positions through leadership development, coaching, and retention strategies (Theodorsson et al., 2022).



Talent management comprises integrated processes, programs, norms, and cultures designed to attract, develop, deploy, and retain talent (M. E. Thasi & van der Walt, 2026). Conceptual frameworks vary from exclusive approaches (targeting elite performers) to inclusive approaches (applying equal-opportunity development across all personnel) (M. Thasi & van der Walt, 2025). From a psychological standpoint, talent management fosters workplace thriving, vitality, and proactive engagement (Syah et al., 2025). On a governmental level, macro-talent management involves systematic efforts by public institutions to build ecosystems that attract and retain talent for national competitiveness (Tsaousiotis et al., 2026a).

Empirical models demonstrate diverse implementation patterns. In public administration, talent management incorporates multi-stage lifecycles, knowledge management to prevent tacit knowledge loss, and digital transformation via AI analytics (Dos Santos et al., 2025; Khatoon et al., 2025; Obushna et al., 2025; Phaladi, 2025). Macro-evaluations highlight state-level talent attraction branding (Tsaousiotis et al., 2026b), while organizational agility studies reveal that structured succession planning enhances adaptability whereas rigid talent development hampers it (Alrifae et al., 2025). Furthermore, organizational culture serves as a vital foundation for talent practices (Algethami et al., 2025; Tsaousiotis et al., 2025).

In Indonesia, civil servant talent management operates at national and institutional levels. It encompasses talent acquisition, development, retention, placement, and monitoring (PermenPANRB 3/2020). Acquisition entails determining critical positions, analyzing talent needs, assessing talent, establishing succession groups, and managing inter-institutional mobility. Table 1 summarizes the nine-box talent matrix recommendations utilized for career placement.

Table 1. Nine-Box Talent Matrix Classification and Placement Recommendations

Box	Category	Recommendation
9	Performance above expectations and high potential	Promoted and retained; Included in Agency/National Succession Plan Group; Award.
8	Performance meets expectations and high potential	Retained; Included in Agency Succession Plan Group; Job rotation/expansion; Performance guidance.
7	Performance above expectations and medium potential	Retained; Included in Agency Succession Plan Group; Job rotation/enrichment;



		Competency development; Study assignment.
6	Performance below expectations and high potential	Appropriate placement; Performance guidance; Performance counseling.
5	Performance meets expectations and medium potential	Appropriate placement; Performance guidance; Competency development.
4	Performance above expectations and low potential	Rotation; Competency development.
3	Performance below expectations and medium potential	Performance guidance; Performance counseling; Competency development; Appropriate placement.
2	Performance meets expectations and low potential	Performance guidance; Competency development; Appropriate placement.
1	Performance below expectations and low potential	Processed in accordance with statutory regulations.

Source: Adapted from PermenPANRB No. 3 of 2020.

Target Positions

A Target Position is defined as a position currently or prospective to become vacant that will be filled by a talent candidate in ASN career development (PermenPANRB 20/2025). National target positions recommended by KTN consist of main high leadership positions, middle high leadership positions, and principal expert functional positions. These positions ensure leadership continuity in roles critical to national development.

Regulatory Impact Assessment (RIA)

Regulatory Impact Analysis (RIA) originated in the United States to formalize regulatory evaluation, evolving through E.O. 12866 and OMB Circular A-4 to evaluate societal net benefits (Dudley, 2025). International bodies such as the OECD promoted RIA globally to enhance evidence-based policymaking (Khuroshvili, 2025). RIA applies Benefit-Cost Analysis (BCA) to systematically assess social costs and benefits of policy options ex-ante or ex-post (Blomquist, 2025; Nematian & Scown, 2025; Wellstead & Howlett, 2026). It ensures regulatory efficiency, public value creation, and social equity (De La Maza et al., 2026).

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In Indonesia, RIA was adopted as Regulatory Impact Assessment (Bappenas guidance) (Ediawan et al., n.d.). Successful RIA requires political commitment, regulator-led analysis, public transparency, and independent quality oversight. The standard RIA methodology follows a sequential seven-stage framework: (1) Problem Formulation; (2) Objective Formulation; (3) Alternative Formulation; (4) Benefit and Cost Analysis; (5) Stakeholder Consultation; (6) Implementation Strategy; and (7) RIA Report Writing (Ediawan et al., n.d.).

Organizational Context and Previous Research

The Ministry of Administrative and Bureaucratic Reform formulates and coordinates apparatus HR policies (Peraturan Menteri PANRB No. 1 Year 2025). Previous empirical research by Sudrajat et al. (2024) evaluated talent management in West Java provincial government using qualitative case study methods. Their findings confirmed that talent management positively influences leadership quality, succession planning, and organizational performance, while highlighting the need for cost-effective competency testing and SI-ASN platform integration. This study expands upon previous work by conducting an ex-ante evaluation of national policy alternatives at the central ministry level.

RESEARCH METHODOLOGY

This study adopts a descriptive qualitative approach based on naturalistic inquiry to evaluate policy phenomena in real-world settings (Hall & Liebenberg, 2024). The study applies the Regulatory Impact Assessment (RIA) analytical framework to examine ex-ante regulatory impacts.

Data were collected through unstructured interviews, field observations, and document reviews. Primary interviews were conducted in September 2026 with key officials from the Assistant Deputy for Position Standardization and Talent Management of Apparatus Human Resources at the Ministry of Administrative and Bureaucratic Reform (Kementerian PANRB). The locus was selected based on institutional authority over national talent policy (PermenPANRB 1/2025). Table 2 outlines the interview structure based on RIA indicators.



Table 2. Interview Guide Structured Around RIA Analytical Framework

No	RIA Objective	Analytical Indicator	Primary Question
1	Problem Formulation	Fundamental policy problem identification	What is the fundamental problem with the MTASNN policy that prevents target position fulfillment?
2	Objective Formulation	Specific target outcomes and targeted problem scope	What specific changes are expected following the establishment of the MTASNN policy?
3	Alternative Formulation	Non-regulatory and regulatory policy options	What policy alternatives are considered relevant to realize an implementable MTASNN policy?
4	Benefit & Cost Analysis	Quantification of risks, opportunities, and costs	What are the risks, opportunities, and financial/administrative costs associated with each alternative?
5	Stakeholder Consultation	Multi-stakeholder engagement forums	What consultation mechanisms are organized to involve affected stakeholders in policy formulation?
6	Implementation Strategy	Compliance mechanisms (dissemination, incentives, sanctions)	What incentive and sanction mechanisms are needed to enforce compliance across institutions?

Source: Formulated based on Bappenas RIA Guidelines and Ministry of PANRB Framework (Ediawan et al., n.d.; Nurhayati et al., n.d.).

Document analysis evaluated performance agreements, regulations (PermenPANRB 3/2020, PermenPANRB 20/2025, UUASN 20/2023, Perpres 177/2014), and official policy briefs.



Methodological triangulation was applied across interview responses, observation notes, and documentary evidence to ensure construct validity. Data analysis followed Braun and Clarke's thematic analysis steps: familiarization, initial coding, theme search, theme review, theme defining, and report production (Nurhayati et al., n.d.).

RESULTS AND DISCUSSION

Problem and Objective Identification

MTASNN is designed to identify top talent, accelerate national development, and align qualified personnel with strategic positions. Target position fulfillment constitutes the intended policy outcome. However, execution has stalled because legal regulations governing the National Talent Committee (KTN) have not been finalized. Without detailed KTN governance frameworks, national talent mobility cannot operate. Furthermore, institutional commitment across government agencies remains low. Facilitation data from 2024 covering 138 government institutions revealed that only 60 institutions had operational talent pools, 24 were in the process of building them, and 54 lacked talent pools entirely (Kementerian PANRB, 2024). Budgetary constraints represented the primary barrier to potential mapping. Because national talent management depends on aggregated institutional talent pools, the absence of local talent mapping directly impedes national MTASNN execution.

Policy Alternatives, Risks, Opportunities, and Costs

To resolve the KTN regulatory gap, the Assistant Deputy prepared policy alternatives regarding successor placement in main and middle high leadership positions. Under Presidential Regulation No. 177 of 2014, appointments to senior leadership roles require an open selection committee to submit three candidates to the President via the Final Assessment Team (TPA), coordinated with the State Intelligence Agency. Reconciling KTN authority with TPA mandates yielded two primary policy options:

Option 1: KTN Direct Recommendation without Open Selection.

KTN curates top candidates from the national talent pool and directly submits recommendations to the TPA for final presidential decision.

- *Advantages:* Accelerates placement timelines and strengthens meritocratic integrity by restricting entry to verified talent pools.



- *Risks & Costs:* Requires major regulatory revisions (including amending Presidential Regulation 177/2014), faces institutional resistance from regional/agency heads, involves higher initial policy formulation costs, and demands extended legislative coordination.

Option 2: KTN Priority Reference with Open Selection (Transition Model).

KTN provides priority talent references from the national talent pool, but agencies continue conducting open selection processes before submitting candidates to the TPA.

- *Advantages:* Easier to implement administratively, maintains open transparency, and requires minimal changes to existing legal frameworks.
- *Risks & Costs:* Limits KTN authority and risks compromising merit system objectives. Unvetted candidates outside the talent pool may pass open selection and receive TPA appointment, undermining succession planning integrity.

Table 3 summarizes the comparative ex-ante assessment of both options.

Table 3. Ex-Ante Comparison of Policy Alternatives for KTN Target Position Fulfillment

Evaluation Criterion	Option 1: KTN Direct Recommendation (No Open Selection)	Option 2: KTN Priority Reference (With Open Selection)
Procurement Speed	Fast and streamlined direct placement.	Prolonged due to multi-stage selection committees.
Merit System Alignment	High; guarantees placement from curated talent pool.	Moderate to Low; vulnerable to non-talent pool entry.
Regulatory Impact	High; requires revising Perpres 177/2014.	Low; aligns with existing selection mandates.
Political & Agency Friction	High risk of institutional resistance.	Low; preserves regional/agency selection involvement.

Source: Synthesized from Ministry of PANRB Policy Brief Analysis (Kementerian PANRB, 2026).

Stakeholder Engagement and Implementation Strategy

Under PermenPANRB 20/2025, KTN comprises five core ministries and agencies responsible for technical HR policy, capacity development, and personnel administration. TPA

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involves the Cabinet Secretariat. Formal KTN structures have not been fully activated due to pending presidential decrees. However, preliminary consultations engaged the National Civil Service Agency (BKN), National Institute of Public Administration (LAN), National Development Planning Agency (Bappenas), and the West Java Provincial Government.

To enforce institutional compliance, policy implementation will utilize the Merit System Index assessment. Merit index scores directly impact institutional allowance allocations (tunjangan kinerja). Furthermore, an integrated digital platform—functioning as a Talent Marketplace—will publish vacant target positions and aggregate nationwide personnel data to maintain transaction transparency.

Ex-Ante Potential Impact Analysis

Evaluating ex-ante impacts indicates that selecting Option 1 fulfills the legislative intent of UUASN 20/2023 by insulating appointments from political intervention, corruption, collusion, and nepotism. Although Option 1 incurs higher initial regulatory drafting costs and longer negotiation periods, it establishes a reliable long-term career system. Conversely, Option 2 preserves structural vulnerabilities. Personnel assignment officers could maneuver non-talent candidates through open selection committees, rendering the national talent pool ineffective.

Comparison with Previous Research

Unlike earlier studies focusing on post-implementation case evaluations in regional governments (e.g., Sudrajat et al., 2024 in West Java), this study provides an ex-ante evaluation at the central regulatory level. It identifies why national-level implementation has stalled and assesses the structural maturity of pending policy options before legislative enactment.

CONCLUSION

MTASNN was established under Law No. 20 of 2023, PermenPANRB 3/2020, and PermenPANRB 20/2025 to create an objective, merit-based succession system. However, national implementation remains unrealized due to missing KTN operational regulations and low agency talent-pool readiness. Ex-ante RIA analysis indicates that Option 1 (direct KTN recommendation to TPA) effectively secures meritocratic target position fulfillment, whereas Option 2 (open selection transition) risks undermining succession planning by allowing non-talent pool entries.



To achieve national talent mobility objectives, Option 1 is recommended for adoption. Executive alignment chaired by the President is required to harmonize Presidential Regulation No. 177 of 2014 with new KTN mandates, ensuring a high-quality, long-term regulatory framework for Indonesian civil service governance.

FUTURE DIRECTIONS / SUGGESTIONS

Based on the ex-ante assessment, the following actions are recommended:

1. **Presidential Policy Harmonization:** Initiate executive review to align Presidential Regulation No. 177 of 2014 with KTN mandates, establishing direct talent pool recommendations to the TPA.
2. **Merit Index Compliance Enforcement:** Link institutional Merit System Index scores directly to regional and agency performance allowance budgets to incentivize local talent pool creation.
3. **Talent Marketplace Deployment:** Accelerate the rollout of the integrated digital SI-ASN platform to ensure real-time visibility of target positions and candidate profiles.
4. **Expanded Stakeholder Research:** Future research should gather empirical feedback from BKN, LAN, Cabinet Secretariat, and non-governmental governance observers to refine KTN operational procedures.

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