

Research article

Infrastructural Readiness of Public Sector Talent Management in the Provincial Governments of South and Central Sulawesi

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Abstract.

This study of the readiness of public sector talent management infrastructure aimed to assess local government readiness for public sector talent management implementation, with a focus on provincial governments in South and Central Sulawesi. A qualitative approach was employed using a case study. Data were collected from the regional civil service agencies of the provincial governments of South and Central Sulawesi, using interviews and document analysis. According to the findings, provincial governments had prepared infrastructural support as part of public sector talent management implementation, including job mapping, talent profiles, assessment centers, competence tests, job competence standards, performance evaluation standards, career pattern human resource databases, talent management information systems, and funding. The previous implementation of a merit system policy boosted capital in assisting talent management implementation. Several issues hampered the implementation of talent management, including a lack of socialization about technical guidance for talent management, limited funding, policy overlap regarding civil service management, and a mismatch in the number of assessment centers and competence test assessors not being proportional to the number of employees in provincial governments.

Keywords: talent, talent management, merit system

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1. Introduction

The development of the industrial revolution 4.0 has massively disrupted human life orders variedly. This phenomenon demands the readiness of various parties in responding to the challenges of this industrial revolution. In addition to facilities and infrastructure, human resources are also an important aspect that must adapt to such a rapid disruption. Human resources are fundamental things that will affect every process of change and development of a country, company or organization. Efforts in responding to the challenges of the industrial revolution in the public sector and bureaucracy certainly cannot be separated from efforts to improve and increase the competence of human resources.

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The picture of the quality of human resources in recent years can be seen from several surveys conducted globally. One of the surveys conducted by the results of government effectiveness rate held by the World Bank with indicators of public services quality, Human Resources (HR) of the public civil servant quality, bureaucracy independency from political intervention, policy formulation and implementation quality, and government credibility in public’s perspective.

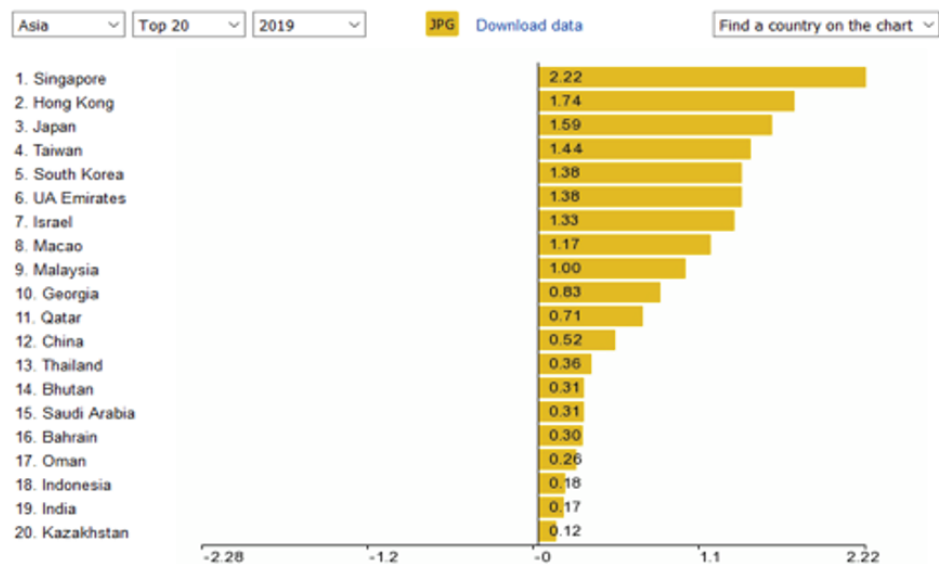


Figure 1: Results of the 2019 ASIA Governance Effectiveness Survey.

The results from the mapping shows that the effectiveness of the governance of the Indonesian state is still low when compared to other Asian countries. This data also shows that the need for qualified, creative, innovative human resources that can adapt to the demands of the times has not been optimally achieved. This means that the government must take serious steps in managing and developing public civil servant.civil service human resource.

This seems to have become a special concern for the government which has been stated in the draft of 2020-2024 National Mid National Mid-Term Development Plan (RPJMN). The document explains the existence of 7 (seven) development agendas, one of which focuses on increasing quality and competitive human resources. In addition, the 2019 RPJMN illustrates that not all workers from higher education graduates have the readiness and capacity according to the needs of the world of work. There are disparities in the quality of education between regions, as well as the limited talent available to be trained and work on, are issues that need to be addressed.

As one of the steps taken in dealing with several HR issues at this time, the government is implementing a program known as talent management as an effort to strengthen

the competence, professionalism and competitiveness of Civil Servants (public civil servant). Armstrong [1] suggests that talent management is a process of identifying, developing, recruiting, retaining and disseminating talented employees. In line with this, Ratri [2] emphasized that talent management is a series of integrated activities in the process of managing high-performing employees at all levels of the organization with the main components; attracting talent through performance management, learning, talent review, and efforts to retain talent through career management which includes career planning, succession planning, and talent engagement.

Talent management was originally a human resource management system that developed in private sector, which has slowly been adopted and replicated in public sector. This can be seen from the issuance of the Regulation of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 3 of 2020 concerning Civil Servant Talent Management. Based on that regulation, it is explained that agency civil servant talent management is a career management system which includes the stages of acquisition, development, retention, and placement of prioritized talents 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 central and regional agencies.

The regulation emphasizes that every government agency is required to organize civil servant Agency Talent Management. Therefore preparation efforts are needed in implementing talent management programs. Based on these facts, it is deemed necessary to conduct in-depth research related to the readiness of local governments in the implementation of public sector talent management in terms of infrastructure readiness and the obstacles faced in preparing it.

2. Literature Review

2.1. Definition of Talent Management

The term of talent management was first introduced by McKinsey & Company in 1997 through a study called "The War Of Talent" on the basis of his concern on the talent and performance aspects of the company. Yarnall [3] suggests that talent management includes the selection and development of employees who are considered talented in the company produced by the company whose talents can be developed to become an investment in the company.

Talent management according to Capelli [4] is a process carried out by companies to anticipate and meet the company's needs for human resources, get the right people with the right abilities and skills and put them in the right positions. Today, many organizations, including the local and global public and private sectors, are facing a talent war in which companies are vying for the best talent in the labor market. Today and in the future, there are bright prospects for talented individuals to find employment whether in business, industry, government, non-governmental organizations or multinational corporations.

2.2. Talent Management Benefits

The rapid development of the concept of talent management is considered by many practitioners as a more complete and comprehensive concept. Although the concept of talent management originated in the private sector, this concept can also bring benefits and is important for the public sector. The benefits of talent management according to Pella and Inayati [5] are a) the availability of employees who reach their best potential continuously; b) increasing the company's ability to respond to future business challenges; c) increasing the company's ability to enter new market areas; d) increasing the company's ability to move forward ahead of competitors; e) developing public reputation for the company to be a superior place to work; and f) fostering the loyalty of employees who have worked in the company.

Bashori [6] states that talent management is urgent to be applied to the government bureaucracy because retaining talented employees is currently getting increasingly complicated and complex, especially in achieving personal and organizational goals. The result of the public sector talent management development study by Ananthan et al. [7], shows that the government still lacks talented people and struggles to develop talent, and talented people leave the organization despite various investment in talent management programs. The study also shows that year after year the education system does not produce skilled graduates for certain positions or tasks, resulting in talent mismatches. The inability to retain talented people leads to poor innovation and creativity.

From the results of this study, it can be stated that the government's problem is the difficulty of getting talent to contribute highly to the organization. The government needs aggressive improvements and improvements in developing human resources by having higher value-added activities. In addition, civil servants must also try to make improvements and changes in the development and improvement of skills. Therefore,

it requires high commitment and support from organizational leaders and all staff in developing these qualified employees and retaining them in the organization through a series of strategies to implement talent management successfully as expected [8].

2.3. Public Sector Talent Management Strategy

According to Sobandi [9], the main strategies for implementing talent management in the bureaucratic environment in Indonesia are:

1. Implementation of talent management in stages, but still must have clear milestones. Stages and outputs for each year must be clear and measurable, and set overall implementation targets.
2. Cooperating with state companies or private companies in the implementation of talent management.
3. Diversify talent management operational policy models in accordance with agency conditions and external challenges. Often the government wants to uniform policies, even though the situation and conditions of agencies and regions are different. As a result, policies cannot be implemented properly.
4. Change the mindset and work culture of the bureaucracy regarding the importance of competition, discipline, and performance culture.
5. Reforming the bureaucracy, starting from the institutional structure, increasing competence, and redistribution of civil servant. Because without improvements in these aspects, talent management will not work well.
6. Strengthening the character of civil servant, especially with the values of public ethics, nationalism, and nationality. The implementation of talent management places great emphasis on professionalism, competence and performance. Meanwhile, in the context of Indonesia, it cannot be separated from national values, nationalism and Indonesian ethics so that on the one hand competence and performance remain a priority, but on the other hand the spirit of nationalism, nationalism and Indonesian ethics is maintained, character strengthening needs to be carried out in the civil servant environment.

Furthermore, according to Wellins, et. al. [10], suggests that to produce effective talent management, the following key components are needed:

1. Clarity between the organization's current and future business strategies;

2. Identifies the distance between the talent existing with the talent needed to bring business success;
3. Existing talent management should also be integrated with business strategy and planning;
4. Accurate hiring and promotion decisions;
5. Linkages between individual and team goals to achieve common goals and generate clear expectations and feedback to manage performance;
6. Develop talent to improve performance in existing positions, as well as availability for transition to the next level;
7. Focus not only on the talent strategy itself, but also the elements needed to achieve success;
8. Impact on business and measurement of workforce effectiveness during and after implementation.

Talent management is one of the national priorities in supporting the development of quality and competitive Human Resources (HR). The issuance of Regulation of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 3 of 2020 concerning Civil Servant Talent Management is a guideline/reference for ministries, institutions, and local governments in implementing efforts to accelerate the merit system.

In essence, the goal of civil servant talent management is to improve the achievement of national development strategic goals and improve the quality of public services. In addition, talent management aims to find and prepare the best talent to fill key positions as future leaders and positions that support the organization's core business. To achieve the goal of civil servants talent management, infrastructure support is needed as stated in Regulation of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform Regulation of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform (PermenpanRB) of the Republic of Indonesia Number 3 of 2020 concerning Civil Servant (ASN) Talent Management article 10 which is used as an element in research to get a picture of the readiness of local governments in implementing talent management. The infrastructure support includes: job mapping, talent profile, assessment center and competency test, competency standard, performance appraisal, career pattern, civil servants talent management team, talent development program, selection committee, HR database, talent management information system, and budget.

3. method

This research uses a qualitative approach with the type of case study research by conducting in-depth interviews with informants in order to obtain clear information regarding the readiness of talent management infrastructure in the public sector. The information obtained from the field is then processed with reference to the model, interactive namely data condensation, data display, and conclusion drawing. The selection of research locations is based on provincial government agencies that have implemented a merit system, namely the Provincial Governments of South Sulawesi and Central Sulawesi. The informants in this study were the Secretary of Regional Civil Servant Agency and the Head of the Technical Implementing Unit of Potential Assessment and Competence.

4. Results and Discussion

Purpose of this study is to describe the readiness of the public sector talent management infrastructure in the provincial governments of South Sulawesi and Central Sulawesi. Based on the findings in the field, the Regional Civil Servant Agency of South Sulawesi and Central Sulawesi Provinces have attempted to carry out various preparatory steps in implementing talent management, the preparation of infrastructure support is summarized in the table below:

In table 1, it shows that the Regional Civil Servant Agency of South Sulawesi Province has prepared nine infrastructure supports for the implementation of talent management, and three other infrastructure supports have not been prepared. Furthermore, the Regional Civil Servant Agency of Central Sulawesi Province has prepared six infrastructural supports for the implementation of talent management. The explanation of the research results can be described as follows:

4.1. Infrastructure Readiness for Talent Management Support for South and Central Sulawesi

4.1.1. Job Mapping

Job mapping is an arrangement of positions that is described vertically or horizontally according to the structure of authority, duties, and responsibilities as well as job requirements. The job map describes all existing positions and their positions in the work unit.

TABLE 1: Summary of Infrastructure Support Readiness of Regional Civil Servant Agency of South and Central Sulawesi

Supporting Infrastructure	Regional Agency of South Sulawesi		Regional Civil Servant Agency of Central Sulawesi	
	Yes	No	Yes	No
Job mapping				
Talent profile				
Assessment center and competency test				
The job competency standard				
Performance appraisal				
Career pattern				
Civil service talent management team				
Talent Development Program				
Selection committee				
HR database				
Talent management information system				
Budget				

Job mapping are obtained from the results of Job Analysis and Workload Analysis. Both the Regional Civil Servant Agency of South and Central Sulawesi have made job mapping and used them in making recruitment decisions where the formation of talent candidates is adjusted to the right qualifications according to their main duties and functions in vacant positions.

4.1.2. Talent Profile

Talent profile according to Kay [11] is an accumulation of track records that describe and visualize one’s talents and achievements. This talent profile contains information on rank/class, competence, performance, education, track record, position history, work performance, and other employment records. This is in accordance with the definition of talent profile contained in the Regulation of the Minister of Finance of the Republic of Indonesia Number 60/PMK.01/2016 concerning Talent Management of the Ministry of Finance. Regional Civil Servant Agency of South Sulawesi and Central Sulawesi Provinces has made talent profiles as a follow-up to the implementation of the merit system that has been implemented previously through talent mapping.

4.1.3. Assesment Center And Competency Test

Assessment center is a standardized evaluation of individual behavior using various simulations and behavioral test instruments. Through various test materials, personality evaluation instruments and interviews, the trained assessors observe the behavior of the participants/assessors and then provide a final the assessment of assessment and development feedback. In Regulation of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 3 of 2020 concerning Civil Servant Talent Management, the competency test includes the measurement of Technical Competence, Managerial Competence, and Social Cultural Competence, which is carried out by assessors objectively in the context of talent mapping.

In this case, the Regional Civil Servant Agency of South Sulawesi Province has conducted an assessment center and competency test and has had a special room equipped with various facilities for its implementation and has received an A accreditation from the National Civil Servant Agency of the Republic of Indonesia as a competency assessment agency in Indonesia. Likewise, the Regional Civil Servant Agency of Central Sulawesi Province has also carried out an assessment center and competency test for employees (talent candidate).

4.1.4. The Job Competency Standard

The job competency standard contains a description of the knowledge, skills and behaviors required by an employee in carrying out the duties of the position. Employees who occupy a position must have competence in order to carry out their duties professionally, effectively and efficiently. Regional Civil Servant Agency of South Sulawesi and Central Sulawesi Provinces has compiled competency standards according to Regulation of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform Number 38 of 2017 concerning Competency Standards for Civil Servants Positions which contains three required competencies, namely technical, managerial, and socio-cultural competencies. In addition to this regulation, there are also regulations that regulate job competency standards, namely the Regulation of the Minister of Domestic Affairs of the Republic of Indonesia Number 108 of 2017 concerning Government Competencies which contains four required competencies, namely technical, managerial, socio-cultural competencies, and government competencies.

4.1.5. Performance Appraisal

The performance appraisal standard used by the Regional Civil Servant Agency of South and Central Sulawesi uses a nationally established standard, which refers to Government Regulation Number 30 of 2019 concerning Performance Assessment of Civil Servants. Civil servant performance is the work achieved by each Civil servant in the organization/unit in accordance with the Employee Work Target and work behavior.

4.1.6. Career Pattern

Career Pattern is a pattern of civil servant development that describes the career development path that shows the relationship and harmony between position, rank, education and training, competence, and term of office of a civil servant from the first appointment in a certain position until retirement. Regarding career patterns, the Regional Civil Servant Agency of South Sulawesi Province has not developed a career pattern for employees. Nevertheless, the provincial government remains optimistic and seeks to prepare this infrastructure in the near future and has added or provided a career pattern feature for each talent in their talent management information system as an effort to improve the talent management built. Likewise with the Regional Civil Servant Agency of Central Sulawesi Province, employees have not yet been mapped into career patterns.

Whereas the benefits of talent management are the availability of a clear career pattern and career development opportunities for employees. This career pattern is important in the context of developing employees in appropriate positions.

4.1.7. The HR Database

Regional Civil Servant Agency of South and Central Sulawesi has managed an employee database through the Employee Management Information System (SIMPEG) which contains information for each employee's profile. This HR database is important because it will be integrated with the talent management information system.

4.1.8. Talent Management Information System

Kravariti, F., & Johnston, K. [12] suggested that one of the internal factors that influence talent management is the information system. In line with this, the results of research

conducted by Tufts et al. [13], concluded that information systems facilitate the success of talent management in the public sector.

In relation to the talent management information system, the Regional Civil Servant Agency of South Sulawesi Province has built a talent management information system in the form of an application called Talent Management Regional Civil Servant Agency of the South Sulawesi. The development of this information system was built independently and in collaboration with Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) as a talent management consultant. This is in line with what Sobandi [9] mentioned that the main strategy for implementing talent management in the bureaucratic environment in Indonesia is to collaborate with state companies or private companies in implementing talent management. Cooperation can be done through mentoring, coaching, apprenticeship, and others.

From the results of the information system simulation carried out, it can be seen that the talent management system of the Regional Civil Servant Agency of South Sulawesi Province has integrated all available infrastructure such as talent profiles, performance and potential assessment results and the final result can display the Talent Management Box. Civil servants of the South Sulawesi Provincial Government are mapped in the talent mapping matrix, which consists of nine quadrants, starting from quadrants 1 to 9, which are then grouped into three groups of employees included in the succession plan, namely those from quadrant 9 (nine), 8 (eight), and 7 (seven) who are prepared to occupy the target position within the agency. This is different from the Regional Civil Servant Agency of Central Sulawesi Province which has not yet built a talent management information system.

4.1.9. Budget

Budget infrastructure support plays an important role in the development of talent management. Meilia [14] asserts that the budget is an important factor for the operation of an organization as well as one of the management control tools. For the Regional Civil Servant Agency of South Sulawesi Province, the talent management program is used as a strategic program and is fully accommodated in the regional budget of South Sulawesi Province. It is different with the Central Sulawesi Provincial Government which has not provided a special budget related to the development of agency talent management, but the available budget is only for the implementation of the talent mapping program and the budget has also been diverted for handling COVID-19.

4.1.10. Constraints to Implementation of Public Sector Talent Management

Based on the results of the research presented in the previous section, Regional Civil Servant Agency of South Sulawesi and Central Sulawesi face several obstacles in preparing talent management infrastructure support. These constraints are explained as follows:

4.1.11. Limitation of The Number of Assessors (HR)

The limited number of assessors (HR) where the proportion of assessors with assessors is not balanced so that not all employees within the Regional Civil Servant Agency of South Sulawesi and Central Sulawesi Provinces have followed the assessment and competency test. This also has an impact on the talent profiling process which is only limited to a certain position level. The existence of HR as program manager plays an important role in the sustainability of the organization. This is in line with the statement by Rudito et al. [15], that HR is one of the factors that can support the success of an organization to achieve the goals and business continuity of an organization, both profit and non-profit organizations.

4.1.12. Overlapping Regulations

Regulations regarding the preparation of job competency standards are contained in Regulation of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 38 of 2017 concerning Civil Servant Position Competency Standards which contain three required competencies, namely technical, managerial, and socio-cultural competencies. namely the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 108 of 2017 concerning Government Competencies which contains four required competencies, namely technical, managerial, socio-cultural competencies, and government competencies. This difference in regulations is considered by the Regional Civil Servant Agency of South Sulawesi and Central Sulawesi to be difficult and confusing because more adjustments and improvements are needed in preparing competency standards for employee positions.

4.1.13. Policy Socialization

Regional Civil Servant Agency of Central Sulawesi Province has never received socialization from the central government regarding technical instructions for implementing ASN talent management in accordance with Regulation of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 3 of 2020 so that they do not understand the position of career patterns in the application of talent management.

4.1.14. Budget

Regional Civil Servant Agency of Central Sulawesi Province has not provided a specific budget related to the development of agency talent management, but the available budget is only for the implementation of the talent mapping program and the budget has also been diverted for handling COVID-19. As stated by Boseli, P [16] in his research, that one of the serious obstacles related to talent management in the public sector is budget cuts made by the government on HR investment, including recruitment, selection, training, development, and payments. This can also have a negative impact on the initiation and investment of talent management because there is no budget to implement this policy. The same thing was also conveyed by Krissetyanti [17] that the limited budget for employee development must be responded to by setting priorities in employee development. With employee mapping, employee development can be carried out more effectively and efficiently in terms of budget.

5. Conclusions

Local governments basically have talent management infrastructure support as a follow-up to the implementation of previous merit system, which has become a major asset that currently assists in the talent management implementation process. Infrastructure support that has been prepared includes job maps, talent profiles, assessment centers and competency tests, job competency standards, performance appraisal standards, career patterns, human resource databases, talent management information systems and budgets.

The process of implementing talent management collided with several obstacles, including the lack of socialization related to technical guidelines for implementing talent management, limited budget, non-ideal proportions between assessor assessment

centers and competency tests with the number of employees within the provincial government, overlapping policies and regulations on similar matters from several different policy-making agencies.

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