Talent Management as a Conceptual Framework for Driving Bureaucratic Reform in Public Organizations

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Abstract: Public sector organizations around the world are under increasing pressure to reform outdated bureaucratic systems in order to improve service delivery, transparency, and organizational performance. However, these reforms often face significant obstacles related to rigid human resource practices, low employee engagement, and insufficient leadership capabilities. This paper proposes the use of talent management as a conceptual framework to drive bureaucratic reform in public organizations. Talent management encompasses a strategic set of practices, including talent identification, development, deployment, and retention, aimed at maximizing the potential of human capital. By integrating these practices into the reform process, public institutions can cultivate a more agile, innovative, and performance-driven workforce. The conceptual framework presented in this study is derived from a comprehensive literature review and is intended to guide policymakers, HR practitioners, and organizational leaders in designing effective talent strategies that align with the goals of bureaucratic transformation.

Keyword: Talent Management, Bureaucratic Reform, Public Sector, Human Capital, Organizational Transformation

INTRODUCTION

Bureaucratic reform is a strategic agenda of the government aimed at establishing effective and efficient governance. The primary challenge in this reform lies in the low quality of human resources (HR), which are still largely influenced by a bureaucratic work culture, lack adaptability, and demonstrate minimal innovation. Talent management emerges as a solution to systematically and sustainably manage high-performing human capital. This article focuses on formulating a conceptual framework of talent management that aligns with the objectives of bureaucratic reform in public sector organizations.

Bureaucratic reform is a systematic process aimed at transforming and improving the governmental bureaucracy to become more efficient, transparent, professional, accountable, and responsive to the needs of society. The ultimate goal is to establish good governance, enhance the quality of public service delivery, and strengthen the integrity of the civil service (Aparatur Sipil Negara/ASN).

The main objectives of Bureaucratic Reform:
1. To establish a clean government free from corruption, collusion, and nepotism.
2. To improve the performance and accountability of government institutions.
3. To enhance the quality of public service delivery.
4. To foster a professional and results-oriented work culture.
5. To develop a merit-based human resource system grounded in competence and performance.

Scope of Bureaucratic Reform *(Based on PermenPAN-RB No. 25/2020)*:
1. Organizational Structure: Streamlining and restructuring organizations to be leaner and more effective.
2. Business Processes: Digitizing and simplifying bureaucratic work processes.
3. Legislation and Regulations: Harmonizing regulations to prevent overlap and inconsistencies.
4. Human Resources (Civil Servants): Implementing a merit-based system and developing the competencies of civil servants (ASN).
5. Supervision: Enhancing accountability and strengthening internal control systems.
6. Performance Accountability: Improving the measurement and reporting of institutional performance outcomes.
7. Public Services: Prioritizing excellent service delivery and increasing public satisfaction.
8. Civil Servant Mindset: Cultivating a work culture based on integrity, adaptability, and public service orientation.

Bureaucratic reform is of critical importance because bureaucracy serves as the main engine for implementing state policies. When the bureaucracy is slow, corrupt, or incompetent, government programs will inevitably fail to achieve their intended outcomes. Bureaucratic reform ensures that the bureaucracy functions as a driver of development rather than a barrier to it.

Bureaucratic reform in public sector organizations is a systematic and comprehensive effort to transform governmental bureaucracy into a cleaner, more professional, accountable, and service-oriented institution. In Indonesia, this reform has been a national policy agenda since the early 2000s and has been continuously strengthened through various regulations, including the Regulation of the Minister for Administrative and Bureaucratic Reform of the Republic of Indonesia Number 3 of 2023, which amends Regulation Number 25 of 2020 concerning the Bureaucratic Reform Road Map 2020–2024.

This reform initiative has three primary objectives:
1. A clean and accountable bureaucracy – ensuring transparency, integrity, and strong internal control mechanisms in public administration.
2. A capable and professional bureaucracy – enhancing the competence, performance, and merit-based development of civil servants.
3. Excellent public service delivery – providing high-quality, efficient, and citizen-centered services that meet public needs and expectations.

The bureaucratic reform policy outlines eight key areas of transformation, including:
1. Organizational Structure: Institutional restructuring to create a more streamlined and effective bureaucracy.
2. Governance Processes: Simplification of procedures and the digitalization of public services.
3. Regulatory Framework: Harmonization and refinement of laws and regulations to ensure consistency and clarity.
4. Civil Service Human Resources (HR ASN): Strengthening the merit system, competency development, and performance-based HR management.

5. Supervision: Enhancing oversight mechanisms and internal control systems.
6. Performance Accountability: Improving the measurement, evaluation, and reporting of institutional performance.
7. Public Service Delivery: Promoting excellence and citizen satisfaction in public services.
8. Civil Servant Mindset: Cultivating a culture of integrity, professionalism, and adaptability within the public workforce.

Among all these aspects, civil service human resources (HR) have become the central focus, as bureaucracy cannot function effectively without the capacity of the individuals who operate it. Therefore, the development of a merit-based HR system—one that manages personnel based on competence, performance, and integrity—is considered a critical success factor for bureaucratic reform.

Talent management is a critical instrument for realizing meritocracy-based bureaucratic reform. By applying the principles of talent management, public organizations can:
1. Identify civil servants (ASN) with high potential and strong competencies;
2. Develop transformational leadership within the bureaucracy;
3. Provide fair and performance-based career development pathways;
4. Enhance employee retention and strengthen commitment to public service values.

In essence, talent management functions as an implementation mechanism for bureaucratic reform in the domain of human resources. Without effective talent management, bureaucratic transformation risks becoming merely administrative in nature, failing to address the necessary behavioral shifts and cultural change within public sector institutions.

Human resource management has become an integral component in today's highly competitive global environment. In the context of global human resource development, the United Nations Development Programme (UNDP) publishes the Human Development Index (HDI) as part of its annual *Human Development Report*. In 2024, Indonesia's HDI reached 0.713, placing the country at rank 112 out of 193 nations. This indicates that Indonesia falls within the category of "medium" human development.

Gambar 1. Central Bureau of Statistics
Source: Badan Pusat Statistik (www.bps.go.id), November 15, 2024

The classification of "medium" human development serves as a critical indicator for guiding human resource development within organizations. In general, organizations are increasingly pressured to adopt broader strategic priorities that are inclusive and more closely aligned with effective human resource management.

Efficient and effective human resource management is essential for the advancement and development of an organization. However, without proper human resource planning, achieving sustainable organizational progress becomes significantly more difficult.

Currently, many public sector organizations across various domains are increasingly focusing on delivering high-quality services (Pramuditha & Agustina, 2022; Novira et al., 2020; Ramseook-Munhurrun et al., 2010). To provide excellent public services, public sector

organizations require a competent workforce, making it essential to ensure that the right candidates are placed in the right positions. The critical role of individuals working in the public sector in supporting service delivery has been widely recognized and examined through various theoretical lenses (Agustina et al., 2021; Dawud et al., 2018; Dharmanegara et al., 2021; Pradesa et al., 2019).

Moreover, how individuals in the public sector perceive their treatment—such as compensation and opportunities for personal development—can significantly influence their individual attitudes (Harijanto et al., 2022; Heavyantono, 2018; Tanjung et al., 2022), as well as their tendencies to engage in positive workplace behaviors (Agustina & Harijanto, 2022; Dawud et al., 2018). As a result, governments are becoming increasingly aware of the importance of recruiting and selecting high-caliber talent available in the labor market, with reference to the core competencies required in governmental organizations. This continues to present a considerable challenge for public administration in Indonesia today.

The Ministry of Administrative and Bureaucratic Reform (Kementerian PAN-RB) has issued a policy on talent management for civil servants (ASN) through Ministerial Regulation of the Republic of Indonesia No. 3 of 2020 on Talent Management of Civil Servants. This regulation serves as a follow-up to Government Regulation No. 11 of 2017, which, in Article 134, stipulates that talent management is one of the applications of the merit system within government institutions and constitutes a key element in the implementation of civil service career management.

The primary objective of this policy is to operationalize the principle of "the right person in the right job" in the management of human resources within public institutions. As emphasized by Collins (2001, p. 5), *"having the right people comes before having the right strategies,"* highlighting the critical importance of human resource placement in driving organizational progress. Furthermore, the talent management policy embodies the assertion that *"people are our greatest asset in organizations"* (Sears, 2003, p. 4), reinforcing the essential role of human capital in achieving institutional performance targets.
Talent management refers to a systematic process of attracting, developing, and retaining talented individuals with high potential (Collings & Mellahi, 2009). Although this concept has been widely implemented in the private sector, its application in public sector institutions still faces numerous challenges, ranging from bureaucratic structures to limitations in human resource development systems.

Human resource (HR) management in government institutions continues to encounter several obstacles, such as inadequate career development systems, lack of succession planning, and weak retention strategies for high-potential employees. Therefore, a more strategic and systematic approach is needed in managing human resources. One relevant approach is talent management, an integrated process that encompasses the identification, development, and retention of individuals with high potential and performance to sustainably achieve organizational goals.

Talent management has proven effective in enhancing organizational competitiveness by optimizing the role of human resources as a strategic asset. In the context of the National Library, talent management has yet to be fully formulated within a comprehensive and contextually relevant conceptual framework. In fact, designing such a framework is essential as a foundation for human resource policy-making, competency development program planning, and the establishment of a productive and sustainable organizational culture.

This article aims to develop a conceptual framework of talent management as a strategy for driving bureaucratic reform in public sector organizations. Using a literature review approach, this paper seeks to articulate the interrelationship among key concepts in talent management and demonstrate how its application can make a strategic contribution to organizational performance.

METHOD

A qualitative approach was employed through a literature review method, involving the collection of library-based data from various scholarly sources such as books, dictionaries, academic journals, and official documents. The focus of this literature review is thematic in nature. The thematic review is organized according to key themes, rather than chronologically, and discusses the relevant theories, principles, laws, or ideas used to analyze and address the formulated research questions. This qualitative approach through literature review adopts a descriptive-analytical method, whereby data derived from previously published literature— particularly academic journals—are systematically identified, gathered, and analyzed. The review emphasizes topics related to talent, talent management, talent management concepts, and bureaucratic reform.

RESULT AND DISCUSSION

Talent management refers to the systematic process of attracting, developing, and retaining talented individuals with high potential (Collings & Mellahi, 2009). Although this concept has been widely applied in the private sector, its implementation in public sector institutions, including national libraries, still faces various obstacles, ranging from bureaucratic structures to limitations in human resource development systems. This article aims to explore the concepts and strategies of talent management within public sector organizations, as a scholarly contribution to strengthening talent-based human resource management approaches in government institutions.

According to Regulation of the Minister for Administrative and Bureaucratic Reform of the Republic of Indonesia Number 3 of 2020 on Talent Management for Civil Servants, Article 1 states:

1. *Talent* refers to a civil servant (ASN) who meets specific requirements to be included in the succession planning group.
2. *Talent Management for Civil Servants (Manajemen Talenta ASN)* refers to both National Talent Management and Institutional Talent Management for ASN.
3. *National Talent Management for ASN* is a career management system that includes stages of talent acquisition, development, retention, and placement. It prioritizes individuals with the highest potential and performance to fill target positions through specific mechanisms carried out effectively and sustainably to meet the needs of government institutions nationwide in order to accelerate national development.
4. *Institutional Talent Management for ASN* is a career management system that includes stages of talent acquisition, development, retention, and placement. It prioritizes individuals with the highest potential and performance to fill target positions through specific mechanisms carried out effectively and sustainably to meet the needs of central and regional government institutions.
5. *Talent Management Box* is a matrix consisting of nine (9) categories that classify ASN employees based on levels of potential and performance.
6. *Succession Plan* is a systematic planning process through successor mapping projected for specific target positions.
7. *Institutional Succession Plan Group* refers to a group of talents within each government institution, drawn from boxes 9, 8, and 7, who are prepared to occupy target positions within their respective institutions.
8. *National Succession Plan Group* refers to a group of talents from box 9 across various government institutions, consolidated by the National ASN Talent Management Team, prepared to fill national-level target positions.

9. *Successor* refers to a talent nominated to replace an incumbent in a target position and is prepared to assume the position when it becomes vacant or as needed.
10. *Talent Acquisition* refers to strategies for obtaining talents through several stages: critical job analysis, talent needs analysis, determination of acquisition strategies, talent identification, assessment and mapping, designation of succession plan groups, and talent search through inter-agency transfers and special assignment mechanisms.
11. *Talent Development* refers to strategies for career and competency development through ASN corporate universities, leadership schools, academic study assignments, and other forms of competency development.
12. *Talent Retention* refers to strategies for retaining talents through monitoring, recognition, and succession management in order to maintain and enhance talent competencies and performance for future placement.
13. *Talent Placement* refers to strategies for placing the right talent in the right target position at the right time.

According to the Regulation of the Minister for Administrative and Bureaucratic Reform of the Republic of Indonesia Number 3 of 2020 concerning Talent Management of Civil Servants (Aparatur Sipil Negara/ASN), Article 2 stipulates that the objectives of ASN Talent Management are as follows:

a. To enhance the achievement of national strategic development goals and improve the quality of public services.
b. To identify and prepare the best talents to occupy key positions as future leaders and positions supporting the core business of the organization, in order to optimize the achievement of organizational objectives and accelerate national development.
c. To promote increased professionalism, competency, and performance of talents, as well as to provide clarity and certainty in career pathways for talents, thereby accelerating continuous career development.
d. To establish an objective, planned, transparent, timely, and accountable succession planning process, thereby strengthening and accelerating the implementation of the merit system within government institutions.
e. To ensure the availability of a talent pool that aligns the right ASN with the right position at the right time, based on the organization's strategic goals, mission, and vision.
f. To balance the career development of civil servants with institutional needs.

According to Fadhil Santosa in his book *Manajemen Talenta* (2022: 12), talent refers to the innate abilities or capabilities possessed by individuals that constitute an added value. These inborn abilities enable a person to learn something quickly and achieve favorable outcomes. Every individual possesses distinct talents, which manifest in diverse forms and expressions.

Every individual possesses unique talents or abilities, which manifest in a wide variety of forms. These may include talents in music, dance, painting, literature, engineering, and many others. The development of such talents may occur rapidly or gradually, depending on various influencing factors such as education, environment, motor neural structure, as well as an individual's motivation and interest in nurturing their talents.

In general, talent can be categorized into two types: general talent and specific talent. General talent refers to basic inherent potentials within an individual that are of a universal nature. Such talents are commonly found in all individuals and are considered ordinary abilities. Examples include the ability to speak, think, move, walk, read, and write.

Specific talent refers to a particular ability or potential possessed by an individual. Unlike general talent, specific talents vary significantly among individuals and are not

universally shared. These talents are considered unique and are typically found only in certain people. Examples of specific talents include:

1. Verbal talent: a specialized ability expressed through concepts or in the form of words.
2. Numerical talent: a specific aptitude in handling numbers or mathematical forms.
3. Scholastic talent: an individual's ability in areas related to both numbers and words. This talent encompasses skills such as logical thinking, reasoning, sequencing, hypothesis formulation, and a rational worldview. It is commonly found in scientists, accountants, programmers, and similar professions.
4. Abstract talent: the ability to conceptualize and manipulate patterns, designs, dimensions, shapes, or spatial positions.
5. Mechanical talent: a specialized aptitude involving the principles of natural sciences, tools, mechanisms, or operational systems.
6. Spatial-relational talent: the ability to observe or interpret two-dimensional patterns or to think in three-dimensional space. This talent is often found in photographers, artists, pilots, and architects.
7. Clerical accuracy talent: a precise ability in areas such as documentation, writing, and laboratory work.
8. Linguistic talent: a special aptitude in the analytical reasoning and use of language. This talent is essential for professionals in fields such as broadcasting (TV or radio), law, editing, sales, and journalism.

Talent can be defined as an individual's natural endowment or innate ability present from birth. However, talent may also refer to skills acquired through training and experience, distinguishing it from aptitude, which is commonly understood as a purely inborn capability.

Talent as an Inborn Ability; In the context of the *Kamus Besar Bahasa Indonesia* (KBBI), talent refers to an ability or intelligence that exists naturally from birth. This definition closely resembles that of aptitude namely, a special ability possessed by an individual without requiring intensive learning or training.

Talent as a Developed Skill; Talent may also be interpreted as a skill that emerges and improves through continuous practice, experience, and education. From this perspective, talent is not static but rather dynamic and capable of being enhanced over time with sustained effort and dedication.

Distinction Between Talent and Aptitude; Although both talent and aptitude are related to individual capabilities, aptitude is typically considered inherent, while talent may result from a developmental process involving learning and consistent practice.

Examples:

1. *Aptitude*: An individual with a musical aptitude may naturally possess the ability to play an instrument or sing without formal instruction.
2. *Talent*: An individual who regularly practices and receives training in music can develop talent and become skilled in playing an instrument or singing, even if they did not initially show natural musical aptitude.

Talent refers to an innate ability or aptitude that can be further developed through training and experience. It may be understood either as a natural gift present from birth or as a capability that evolves through consistent learning and practice.

Talent management is the continuous and effective process of analyzing, developing, and utilizing talent to meet organizational needs. It involves a strategic approach to managing the flow of talent within an organization to ensure the availability of a qualified talent pool.

The primary objective is to align the right employees with the right roles at the right time, in accordance with the company's goals and business priorities.

Definitions of Talent Management

1. According to Pella and Inayati (2011), talent management is a set of integrated human resource processes within an organization, designed to develop, motivate, and retain productive and engaged employees.

2. Cannon and McGee (2007) define talent management as the process by which organizations identify, manage, and develop their people for both current and future needs.

3. Sweem (2009) describes talent management as a term used to manage talent based on performance, emphasizing its distinctive nature, which arises from both humanistic and demographic perspectives.

4. Davis (2009) defines talent management as a planned and structured corporate approach to recruiting, retaining, and developing talented individuals within the organization.

Based on the aforementioned definitions, it can be concluded that talent management is a series of integrated human resource processes aimed at identifying, managing, and developing an individual's abilities based on their performance, with the objective of securing permanent employees who are well-aligned with the roles expected by the organization.

Another definition of talent management is provided by Schweyer (2004:38), who states that talent management is:

"a set of activities consisting of processes, administration, and technology used in human resource management. These processes are directed toward the search, selection, recruitment, placement, coaching, development, and evaluation of talented employees. In other words, talent management serves as a focal point within human resource management for recruiting, developing, and retaining talented employees in order to achieve talent optimization."

In a broad sense, talent management is positioned as a strategic organizational function whose processes closely resemble those of human resource management (HRM) itself. The Chartered Institute of Personnel and Development (CIPD, 2009:2) defines talent management as "the systematic attraction, identification, development, engagement/retention, and deployment of those individuals with high potential who are of particular value to an organization." This definition implies that the processes involved in talent management are, to a large extent, similar to those of HRM. More precisely, it emphasizes that talent management can be regarded as a "new variant" of human resource management. After all, both aim to achieve the same ultimate goal: acquiring talented employees who will make a meaningful contribution to the organization.

The differences in definitions, meanings, and focal points of talent management stem primarily from varying perspectives among scholars regarding the concept. According to experts, talent management can be understood through two main approaches: the exclusive and inclusive perspectives. The exclusive approach focuses on a select group of high-performing or high-potential employees—those considered to be "stars" or "talents." In contrast, the inclusive approach posits that every employee possesses talent; the key lies in designing appropriate strategies and tailored approaches to enable all employees to contribute effectively to the organization (Thunnissen, 2016).

In this regard, Iles, Preece, and Chuai (2010) identify three primary approaches to conceptualizing talent management:

1. **The First Approach** views talent management as synonymous with human resource management (HRM) or human resource development (HRD). The rationale behind this perspective is that both aim to recruit the right individuals for the right roles at the right time. They share common processes such as managing, deploying, and developing the

quality and capacity of human resources. Under this approach, talent management is interpreted as a form of re-labelling or re-branding of traditional HRM functions to make them appear more contemporary and credible. However, upon closer examination, this approach falls short in offering a detailed or holistic framework for managing talented employees. It is well recognized that managing talented individuals requires distinct approaches, techniques, and communication strategies that differ from those typically used in managing the broader workforce.

2. **The Second Approach** defines talent management as a more integrated form of HRM, but with a specific and narrow focus. While it may utilize similar tools and mechanisms as general HRM, its focus is directed solely toward a relatively small group of employees who have been identified as talented. These individuals are selected based on current performance or potential to assume leadership roles in the future. The goal here is the formation of organizational "talent pools"—a group of high-potential employees who are considered instrumental for future organizational success. These talents may be sourced internally or recruited from external competitors. This approach is thus inherently exclusive, as it centers on managing and investing in a limited number of selected employees who are expected to drive the organization forward.

3. **The Third Approach** views talent management as a strategic organizational effort to develop competencies within the framework of career development for talented employees. The focus lies on enhancing the competencies and capacities of talented individuals by enriching their roles and gradually expanding their responsibilities (talent pipelines) as part of career development initiatives. This perspective closely aligns talent management with succession planning, wherein future organizational leaders are systematically identified, developed, and prepared. It emphasizes strategic human resource planning to recruit, nurture, and grow talented individuals from the outset, offer them structured leadership development, and eventually position them as successors for top organizational leadership roles.

The approaches proposed by Iles, Preece, and Chuai (2010) are, in practice, not entirely "clear-cut," but rather intersect and occasionally overlap. For instance, in the implementation of talent management across various state-owned enterprises (SOEs) in Indonesia, the focus is not limited to the identification and formation of "talent pools" alone (as emphasized in the second approach). It also extends to preparing these talent pools as a group of individuals who are systematically developed and groomed to assume leadership roles in the future—an aspect aligned with succession planning. This indicates that the second and third approaches can be integrated in practice, allowing organizations to combine talent identification with long-term leadership development within their talent management strategies.

An alternative approach to understanding talent management is offered by Jones et al. (2012), who argue that there are at least two contrasting perspectives in defining talent management, namely:

1. the individualistic perspective; and
2. the systemic-strategic perspective.

The first perspective can be traced back to the foundational concept introduced by McKinsey's influential report titled *The War for Talent* (Michaels, Handfield-Jones, & Axelrod, 2001). This perspective views organizational performance as the aggregate of individual efforts by high-performing or talented employees—*the sum of individual talent efforts*. The underlying rationale is that if an organization possesses a group of high-performing individuals, it will gain a competitive advantage and is more likely to emerge as a winner in the marketplace due to its strong human capital.

The various explanations of talent management presented above further reinforce the notion that managing talent—particularly in the public sector—is not merely about identifying high-performing individuals. More importantly, it involves developing a system that prioritizes the achievement of the organization's strategic objectives. This is especially relevant given that human resource management practices in the public sector are fundamentally aimed at cultivating employees who embody core civil service values, in order to enhance service quality and contribute to the attainment of the common good for society.

Therefore, talent management in the public sector requires an integrative and mutually reinforcing set of activities that align with the principles of public service. In this context, Kravariti and Johnston (2020) define public sector talent management as: *"The implementation of key procedures to ensure public sector employees possess the competencies, knowledge and core values in order to address complex contemporary challenges and fulfill public sector strategic objectives for the common good."*

This definition underscores the importance of aligning talent management with both organizational goals and the broader societal mission of public service.

The concept of Talent Management

A talent management framework is a systematic structure employed by organizations to manage the employee lifecycle, from recruitment to development and retention. This framework is designed to align human resource strategies with the organization's strategic objectives, while ensuring that high-potential individuals are able to contribute optimally to organizational success.

1. Talent Planning

This initial stage involves identifying the organization's future competency needs and mapping out key positions that must be filled by talented individuals. Talent planning is essential to prevent competency gaps and to prepare for leadership succession.

2. Talent Acquisition

This includes the processes of sourcing, selecting, and hiring employees who align with the strategic needs of the organization. Acquisition strategies involve employer branding, competency-based recruitment, and rigorous selection procedures.

3. Talent Development

This stage focuses on enhancing employees' competencies, skills, and capabilities through training, coaching, mentoring, and job rotation. The aim is to prepare employees to assume greater and more complex responsibilities in the future.

4. Performance Management

The framework also incorporates regular performance evaluations to ensure that employees meet organizational expectations. Performance assessments serve as the basis for decisions related to career development, promotion, and compensation.

5. Talent Retention

Retention strategies are designed to keep top performers by offering competitive compensation, a healthy work environment, and clear career development opportunities.

6. Succession Management

As the final component of the framework, succession management prepares individuals to assume key roles within the organization, ensuring leadership continuity and operational stability.

General Visualization of the Talent Management Framework
[Talent Planning]
↓

[Talent Acquisition]
↓
[Talent Development]
↓
[Performance Management]
↓
[Talent Retention]
↓
[Succession Management]

The talent management framework outlines a series of systematic processes designed to ensure that organizations are able to identify, attract, develop, retain, and prepare future leaders. The following are its core stages:

1. Talent Planning
This stage involves identifying both current and future talent needs, including competency gap analysis and succession forecasting (Pella & Inayati, 2011, p. 83).

2. Talent Acquisition
This encompasses the process of attracting, screening, and selecting potential candidates through strategic approaches such as employer branding and competency-based recruitment (Widodo et al., 2023, p. 45).

3. Talent Development
The focus here is on enhancing capabilities through training, coaching, mentoring, and job rotation, with the aim of preparing talent to assume critical roles within the organization (Rahadi et al., 2022, p. 73).

4. Performance Management
This involves regular performance evaluations to assess employee contributions, identify training needs, and serve as the basis for human resource decision-making (Armstrong, 2006, p. 392).

5. Talent Retention
This stage includes strategies to retain top talent through competitive compensation, a positive work culture, and opportunities for career development (Alam & Nurimansjah, 2022, p. 37).

6. Succession Management
Succession management prepares leadership pipelines to ensure that key roles are continuously filled by competent individuals over the long term (Silzer & Dowell, 2010, p. 24).

Talent management is a strategic approach to managing human resources, encompassing the processes of identifying, recruiting, developing, and retaining talented individuals who can significantly contribute to organizational success. This concept has evolved in response to global dynamics that demand organizations to cultivate a high-performing, adaptive, and innovative workforce.

According to Armstrong (2012, p. 568), talent management is "a systematic process of attracting, identifying, developing, engaging, retaining, and deploying individuals who are of particular value to an organization, either in terms of their 'high potential' for the future or

because they are fulfilling business/operational-critical roles." The primary focus of talent management is to ensure that the right talent is in the right place at the right time.

Furthermore, Lewis and Heckman (2006, p. 140) explain that there is no single, universally accepted definition of talent management. However, the concept can generally be categorized into three approaches

1. General good human resource management practices
2. Succession planning and the development of future leaders, and
3. The management of high-potential individuals.

These three approaches reflect the importance of aligning talent management strategies with overall organizational strategy.

According to Collings and Mellahi (2009, p. 305), strategic talent management is defined as activities that are designed to systematically identify key positions that contribute significantly to an organization's sustained competitive advantage, and to develop and retain individuals capable of filling those roles effectively.

Pella and Inayati (2011, p. 5) emphasize that talent management is a comprehensive process to ensure the availability of future leaders for strategic positions within an organization. They argue that long-term organizational success is highly dependent on the ability to manage and retain talent.

Talent management is not merely a traditional HR practice; rather, it is a strategic effort that is integrated with the long-term vision of the organization. As noted by Cappelli (2008, p. 3), modern organizations must manage risks and uncertainties in talent availability just as they manage other supply chains by forecasting needs, identifying gaps, and designing adaptive responses.

Talent management is a strategic and systematic approach used by organizations to attract, develop, motivate, and retain individuals who possess high potential or critical competencies essential for organizational success. This concept emerged from the increasing need of organizations to compete in a dynamic and competitive business environment by relying on high-quality human capital.

According to Armstrong (2012, p. 568), talent management is a systematic process of attracting, identifying, developing, retaining, and deploying individuals who hold strategic value for the organization. This process aims to ensure that the organization has an adequate supply of talent to support both its short-term and long-term goals.

Lewis and Heckman (2006, p. 140) further state that while talent management lacks a single, definitive definition, it typically involves managing high-performing employees, succession planning, and developing potential candidates for strategic roles. They classify talent management approaches into three categories:

1. Adoption of best human resource practices,
2. Focus on filling key organizational positions,
3. Emphasis on the exclusive management of talented individuals.

In the public sector, talent management is a strategic process aimed at attracting, developing, retaining, and managing high-potential individuals to ensure the effectiveness of public service delivery and the sustainability of public organizations. Unlike the private sector, public institutions face unique challenges such as bureaucracy, budget constraints, and public accountability pressures. The main objectives include:

1. Enhancing the quality and competitiveness of civil service human resources,
2. Developing future leadership cadres,
3. Ensuring the continuity of public service performance, and
4. Promoting a culture of innovation and adaptability within government institutions.

Table 1. Components of Talent Management

Component	Description
Talent Planning	Identification of short- and long-term talent needs aligned with the Strategic Plan.
Talent Identification	Mapping employees based on competencies, performance, and leadership potential.
Talent Development	Implementation of training programs, cross-functional internships, mentoring, and coaching.
Talent Retention	Non-financial reward schemes, strategic job rotations, and formal recognition.
Talent Evaluation	Periodic assessment of performance and potential to update the human resources database.

Implementation Strategies for Public Sector Organizations The following strategic approaches can be applied to strengthen talent management in public institutions:

1. Systemic Approach
   a. Integrate talent management into the national human resource management systems (e.g., e-SAKIP, e-Kinerja, SIASN).
   b. Establish a merit-based talent pool for senior and middle leadership positions.
2. Collaboration & Leadership
   a. Involve unit leaders as key sponsors in talent development initiatives.
   b. Promote inter-agency collaboration in training programs and cross-sector enrichment activities.
3. Technology & Data
   a. Utilize HR big data to map potential and forecast talent needs.
   b. Adopt digital HR platforms for performance management and online training delivery.

Challenges in Talent Management Implementation

The public sector often operates under tight budget constraints and financial management bound by formal regulations and administrative procedures. These limitations result in:

a. Limited allocation for training, competency development, and talent retention programs.
b. Lack of flexibility in providing performance-based incentives or non-financial rewards.
c. Difficulty in designing competitive career paths due to rigid and standardized staffing structures (e.g., national ranking and grading systems).

These conditions render the public sector less competitive than the private sector in attracting and retaining high-quality talent.

Additionally, public organizations face cultural barriers in their work environments. A non-adaptive work culture may hinder the development of the human capital needed for modern governance. Many public institutions still operate under:

a. Hierarchical and top-down command structures.
b. Limited cross-functional collaboration or innovation.
c. Resistance to change and risk aversion.

As a result, young and innovative talent may feel stifled, underdeveloped, or even opt to leave the system due to a lack of support for new ideas, creativity, or modern work practices such as digitization and flexible working arrangements.

Moreover, a significant number of public sector leaders still perceive human resource management not as a strategic function but merely as an administrative necessity. This is evidenced by:

a. A lack of long-term talent planning.
b. Limited understanding of concepts such as succession planning, talent mapping, or competency-based HRM.
c. A narrow focus on filling vacancies rather than developing individual potential.

Without leadership support and a proper understanding of talent management principles, related initiatives are unlikely to be effective. Often, HR development efforts are reduced to mere formalities or short-lived programs.

In summary, talent management in the public sector faces complex structural and cultural barriers. Without institutional reform and leadership capacity building, talent management strategies risk failing to meet contemporary challenges and the evolving demands of modern public service delivery.

Discussion

How Can Talent Be Managed in Public Sector Organizations? There appears to be a growing consensus that no organization can be entirely categorized as part of the public sector (Kock & Burke, 2008). In general, three formal criteria—government ownership, funding sources, and the degree of political control over organizational activities—are used to distinguish public from private sector organizations (Bozeman, 1987). Ideally, this means public sector organizations are publicly owned, taxpayer-funded, and strictly regulated by law (Kjeldsen & Jacobsen, 2013).

On the other hand, public sector organizations have traditionally offered extrinsic rewards, including pension schemes, health insurance systems, and job security (Houston, 2011; Lewis & Frank, 2002). The public sector's reward system generally emphasizes intrinsic job attributes such as career advancement, fair treatment, employee engagement, and recognition of service and commitment, rather than purely financial benefits. Thus, empirical literature has established both intrinsic and extrinsic rewards as key motivators for employment in the public sector. Considering the multigenerational composition of the public sector workforce, it is important to note that the preferences of older generations may differ from those of younger workers, who may be motivated by different factors.

Poocharoen and Lee (2013) conducted a study on talent management in the public sector by comparing practices in Singapore, Malaysia, and Thailand. Their study revealed that each country interprets the concept of talent management, its processes, performance rewards, and system development differently. Poocharoen and Lee (2013) emphasized that government organizations must adopt both inclusive and exclusive approaches to talent management and ensure that the right individuals are placed in charge of implementation. They argued that an inclusive approach should involve developing staff through internal training initiatives and providing career advancement opportunities, engaging HR staff in the process, guiding management, and establishing compensation scales and performance-based incentives. Conversely, an exclusive approach entails being competitive, evaluating organizational performance, taking proactive steps for improvement, analyzing the external market, benchmarking against other public organizations, developing leadership training, and investing in the HR department. Additionally, organizations should ensure that those leading the organization have sufficient authority to make decisions and connect with other public institutions to foster talent development.

Collings (2014) reinforces the concept proposed by Thunnissen et al. (2013), arguing that talent management should consider the entire organization and draw on various theoretical perspectives to generate knowledge about the enterprise and its behavioral outcomes. Moreover, talent management theory and empirical research should incorporate the perspectives and beliefs of leaders, stakeholders, and employees to develop a more holistic appreciation of talent management.

The development of talent management has become a top priority for organizations. Previous scholars have highlighted the importance of talent development as a mechanism for fostering employee creativity, supporting entrepreneurial instincts, and exploring new skill sets (e.g., Michaels et al., 2001). At both the organizational and sectoral levels, various mechanisms and institutional logics are employed to explain talent management frameworks in public sector organizations. However, despite being a key area within human resource development, research on talent management in public organizations remains limited, with most reviews focusing on the private or business sectors (Dirani, 2018; Dirani & Nafukho, 2018).

This article aims to identify the concepts, challenges, and strategies of talent management within public sector organizations, particularly in the context of supporting bureaucratic reform. Based on a comprehensive literature review, several key findings emerge:

1. Talent Management in the Public Sector Remains Rooted in Traditional Administration.
   Many government organizations continue to treat HR management as an administrative rather than a strategic function. Practices such as seniority-based promotions, the absence of talent mapping systems, and the lack of competency-based development programs remain major obstacles.
2. Bureaucratic Reform Requires Adaptive, Innovative, and Competent Human Resources.
   Achieving a professional, accountable, and service-oriented bureaucracy demands human resources that are not only technically competent but also uphold integrity and possess leadership capabilities.
3. The Need for a Systematic Conceptual Framework.
    The literature suggests the necessity of a framework that integrates talent identification, development, and retention with merit-based systems, job competency mapping, and institutional reform.
4. Contextual Factors: Rigid Bureaucracies and Budget Constraints.
   In the public sector, managerial flexibility is often limited by strict personnel regulations and training budget constraints, slowing the pace of talent development.

This study presents an overview of a potential talent management framework for public sector organizations by taking into account the unique challenges they face. These challenges stem from both external and internal factors (and their respective indicators), which can influence the decision to adopt either an inclusive or exclusive talent management system. Internal organizational factors, such as strategic positioning, core competencies that differentiate the organization from others or its competitors, and stakeholder management approaches, are also crucial determinants.

For talent management systems—whether inclusive or exclusive—to be effective in public sector organizations, organizational support in the form of culture, leadership, and commitment must be strengthened. This will ultimately lead to organizational excellence in the public sector. Therefore, talent management must be optimized, as enhanced organizational performance and achievement are fundamentally driven by the presence of top-tier talent within the organization.

According to the journal *Manajemen Talenta pada Sektor Publik: Sebuah Studi Literatur serta Arah Model Kajian untuk Masa Depan* (Ricky Adi Putranto et al., 2022), the integrative framework of talent management in the public sector and recommendations for future research are as follows:
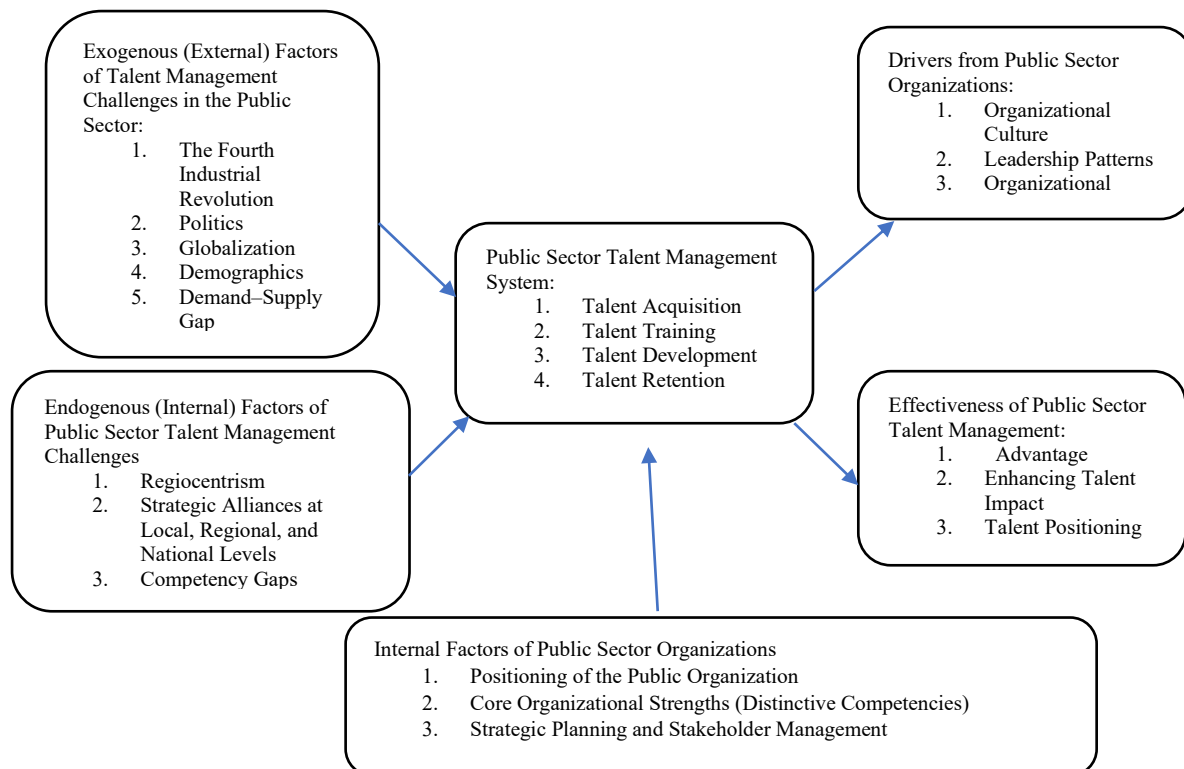
Based on this framework, talent management in public sector organizations can be organized into four main domains as follows:

1. External Driving Factors

These consist of both exogenous and endogenous challenges to talent management. External factors, which are largely beyond managerial control, may nevertheless significantly influence the operational systems of public sector organizations. These external drivers are part of the organization's broader external environment. Over the past decade, significant advancements in information and communication technologies have been observed. Notably, technological shifts such as the Fourth Industrial Revolution (Industry 4.0) have brought about substantial changes in key elements of talent management. Other widely recognized factors include globalization, political conditions, demographic changes, and the persistent gap between talent supply and demand.

2. Internal Organizational Strengths

This includes an organization's strategic or competitive positioning, its core competencies, strategic planning models, and stakeholder management approaches, all of which directly impact the organization's specific practices in talent management.

3. Internal Human Resource Management Activities

Based on the literature review, four core activities within the talent management system—attracting, training, developing, and retaining talent—have been utilized by public sector organizations to address talent management challenges.

4. Organizational Support

To enhance the effectiveness of talent management in the public sector, ongoing organizational support is essential. Individuals who perceive their contributions and well-being as valued by the organization are more likely to contribute positively to talent management outcomes. Beyond organizational support, cultural and leadership factors are critical to strengthening the talent management system and achieving strategic excellence within public sector organizations.

5. Talent Management Effectiveness
Effectiveness is defined in terms of the extent to which appropriate HRM practices and policies are utilized and integrated to enhance overall organizational performance—both in the short and long term in the public sector context.

Based on the findings from the literature review, a conceptual framework for talent management in public sector organizations relevant to the context of bureaucratic reform in Indonesia can be constructed. This framework proposes five interrelated and integrated key elements:

1. Talent Identification
This process involves competency mapping, potential assessments, and strategic needs analysis of the institution. Talent is not limited to high-performing employees, but also includes those with leadership potential and innovative capabilities.

2. Talent Development
This encompasses training, coaching, mentoring, and strategic job rotation programs. These strategies aim to enhance individual capacity in alignment with the goals of bureaucratic reform.

3. Talent Retention
Organizations must establish reward systems, merit-based career pathways, and a work environment that fosters motivation and employee engagement.

4. Performance-Based Assessment System
Performance measurement grounded in objective and quantifiable indicators forms a critical foundation of modern human resource management.

5. Transformational Leadership and Organizational Commitment
The successful implementation of this framework relies heavily on visionary leadership and a cultural shift toward viewing human resources as a strategic asset.

It is entirely reasonable for individuals working in public sector organizations to aspire to be top performers within their institutions. Moreover, demonstrating the presence of a strong talent management program within public organizations is crucial—not only to mitigate staff attrition, but also to enhance retention, attract and recruit quality employees, and optimize resource sharing. Public sector organizations must recognize and regard talent management as a critical organizational asset.

CONCLUSION

This article provides a literature review on talent management, specifically examining the intersection between talent management concepts and bureaucratic reform within public sector organizations. The discussion on talent management in the public sector raises critical questions that warrant further exploration, such as: *What can public organizations do to identify and retain the best employees to support organizational performance?* and *How is talent management being implemented in public sector organizations?* These are pertinent inquiries that deserve ongoing scholarly attention. Prior to implementing talent management practices, public sector organizations must carefully consider cultural and value-based challenges inherent to the sector, how such practices can be adopted, and the crucial roles played by key stakeholders.

Talent management represents a strategic approach highly relevant for application within public sector organizations to enhance human resource quality and overall institutional performance. This article underscores the importance of planning and systematically implementing talent management practices grounded in organizational needs and informed by advances in information technology.

A conceptual framework for talent management is proposed that aligns with the objectives of bureaucratic reform in the public sector. Based on the literature review, the following conclusions can be drawn:

1. Talent management is a strategic approach to developing a public sector workforce that is excellent, adaptive, and innovative.
2. Public sector organizations face multiple challenges, including budget constraints, rigid bureaucratic structures, and low levels of strategic HRM literacy among leadership.
3. The proposed conceptual framework consists of five key elements:
    o Talent identification
    o Talent development
    o Talent retention
    o Performance appraisal systems
    o Leadership commitment and organizational culture
4. Systematic implementation of talent management can significantly reinforce bureaucratic reform, particularly in building a professional, accountable, and results-oriented public administration.

Looking forward, further inquiry into talent management within public sector organizations is recommended. These include the following suggestions:

1. For Government and Public Institutions:
   It is essential to develop data- and competency-based talent management policies that are integrated with merit systems and organizational strategic plans.
2. For Institutional Leaders:
   Strengthening managerial capacity is necessary for strategic HRM, particularly in the development and retention of high-potential talent.
3. For Future Researchers:
   Empirical studies based on field data are encouraged to test the validity and effectiveness of the conceptual framework proposed in this study.

This conceptual framework carries significant implications for the success of bureaucratic reform, including:

1. Driving the transformation of civil service systems from administrative to strategic and merit-based orientations.
2. Strengthening the managerial capabilities of civil servants.
3. Enhancing efficiency, innovation, and accountability in public service delivery.
4. Fostering an adaptive, results-oriented organizational culture.

With systematic talent management implementation, public bureaucracies will not only become more professional but also more competitive in delivering high-quality public services.

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