



Digital-Based Talent Management in Public Sector: A Case from the West Java Provincial Government

Nurhakim Ramdani Fauzian^(✉)

Faculty of Administrative Science, University of Indonesia, Jakarta, Indonesia
nurhakim.ramdani@gmail.com

Abstract. The previous studies have indicated that empirical research on talent management in public sector organizations are still lack compared to the private sector. To fill this gap, we conducted this empirical study to examine talent management practices in the public sector through case studies on the implementation of digital-based civil service talent management in West Java Provincial Government, Indonesia. A qualitative approach was employed using a case study. Data were collected from the civil service agencies through interviews with key personnel as well as document analysis. This study shows that the implementation of talent management in West Java Provincial Government is the most important strategy to support the merit system in local government human resource management. The essential implementation steps are preparing digital-based talent management business models and processes, filling the databased of civil service potential and competency profiles, mapping talent boxes, and utilizing information systems accurately for the talent acquisition process, talent development, talent retention, and talent placement. A digital process approach has several benefits, including having complete and measurable talent data of all employees, and a paradigm shift in HR management that becomes more objective, effective, and efficient. Key factors to consider when implementing digital-based talent management are top leadership commitment and support, HR agency capabilities, IT infrastructure support and continuous improvement. This study is still limited as it focuses only on the talent management process and does not measure the impact of talent management on other variables such as individual performance, organizational performance, or other relevant influences. This will serve as a reference for future research.

Keywords: Talent Management · Digitalized Talent Management · Public Organization · Civil Service Management

1 Introduction

Talent management (TM) is one of the most popular themes in contemporary human resource management (HRM) since McKinsey Consultants introduced the “war of talent” in the 1990s which highlights that organizations face a shortage of talent/talented employees, especially to fill positions of strategic importance [1, 2]. TM is often defined as the

systematic attraction, identification, development, engagement/retention, and deployment of talents [3, 4]. Often TM problems are studied from the scope of private organizations and currently research on TM is mostly focused on private sector organizations, especially TM in large organizations operating on a global scale [5]. In fact, on the other hand public sector organizations are also faced with their own HR challenges, such as the unpopularity of certain public sector jobs [6]. However, since the conditions and characteristics of private sector organizations differ from those in public sector organizations, the current concepts and assumptions in the TM literature are widely related and are based on the context of private organizations and multinational corporations so it has limitations to describe and study TM in organizations in other contexts, for example public sector organizations [7]. The implementation of TM in public sector organizations has its own urgency. The implementation of TM in the public sector can have a positive impact on organizations, employees [8] and beneficiaries of public services [9]. TM can be a driver of effective reform and change [5, 10]. Another positive of the application of TM in the public sector is that the public sector can meet the needs of employees with personal values, which may not be possible in the private sector work environment [11].

The Government of Indonesia issued Law No. 5 of 2014 concerning the State Civil Apparatus (ASN Law) as a guide in creating a professional, integrity, creative, and innovative Indonesian ASN towards World Class government. The ASN Law emphasizes the importance of implementing a merit system in apparatus resource management. Merit system based ASN management policies are based on ASN qualifications with objectively measured competencies and performance without distinguishing subjective backgrounds [12]. As one of the indicators that shows the continuity of the implementation of the merit system within the ASN management framework is the implementation of TM. Through TM, each agency/organization will have a professional leadership training system needed for certain positions, to support the vision and mission of the organization. Merit System applied by civil servant management includes criteria, among others, must have career management consisting of planning, development, career patterns, and Succession Plan Groups obtained from Talent Management. Currently, the government through the Ministry of State Apparatus Empowerment and Bureaucratic Reform has issued an ASN talent management policy through the Regulation of the Minister of Apparatus Empowerment and Bureaucratic Reform (PermenpanRB) No. 3 of 2020 concerning Talent Management of the State Civil Apparatus. With the issuance of this policy, the Government and Local Governments are required to conduct the entire process from talent management including Talent Acquisition, Talent Development, Talent Retention, Talent Placement, to Monitoring and Evaluation.

To realize a more organized and comprehensive Talent Management, the West Java Provincial Government established West Java Governor Regulation No.69 of 2020 concerning Civil Servant Talent Management within the West Java Provincial Government. As the province with the largest population in Indonesia (49.9 million people, BPS in 2020), of course, West Java Province is faced with a high development target that requires the administration to be conducted effectively and efficiently targeting public interests and development goals. To answer these challenges, the implementation of TM which is part of Strategic Human Capital Management (HCM) can be a critical component

that needs to be considered and implemented in most public sector management systems [13]. In today's digital era, the implementation of business processes with a digital technology approach has become a necessity, including in public sector management, especially talent management. Digitalization of talent management provides an opportunity for organizations to implement a more systematic approach more broadly to the entire TM process using technological algorithms, more standards measurable, reducing subjectivity and human error [14].

According to the reviews above, the question is how is the implementation of digital-based TM in the West Java Provincial Government? What are the processes and stages conducted? What are the determining factors for success in favor? And what are the benefits obtained by the West Java Provincial Government. To answer the research question, we used a related theory that is relevant based on a literature study on the digitization of talent management. Furthermore, researchers conduct empirical studies to analyze and describe the findings of research results that can complement the empirical evidence of the implementation of TM in the public sector, especially in the implementation of digital-based TM which became the focus of this research.

2 Theoretical Study

2.1 Talent Management

Talent management can be defined as a process to ensure an organization's ability to fill key positions for future leaders and positions that support the organization's core competencies (unique skills and high strategic value) [15]. This definition is similar to the definition of succession planning; the key is organization managing the availability of future leaders to fill the critical position for the business continuity purposes. Talent management is the use of an integrated set of activities to ensure that an organization attracts, retains, motivates and develops the talented people it needs now and in the future [16].

There are specific requirements and qualifications in identifying talent for mapping and putting them in the talent pool. We utilize the term talent pool to refer to the pool of high potential and high performing incumbents that the organization can draw upon to fill pivotal talent positions [1]. Each level of managerial position has different competencies and qualifications requirements. Besides, there is an aspect of performance that must be considered by the organization in mapping the talent. The process of talent management is not finished yet but continue with the developing the talent to fill the competencies and performance gaps, recruiting, retaining and disseminating talent.

2.2 Human Resource-Based Information Technology, Digitalized Talent Management

There are several terminologies to describe Human Resource-based Information Technology such as human resource information systems (HRIS), electronic Human Resource Management (eHRM), HR information technology, digital HRM, and virtual HRM. Whatever term is used, the organization can customize its own business processes

Table 1. Benefits of technology for Human Resource Management (HRM) and Talent Management (TM).

Human Resource Management	Talent Management
<ul style="list-style-type: none"> • Cost efficiencies • Process Automation • Standardize and harmonies HR function • Transition HR away from administration and compliance to strategic activities • Disrupt and change HR processes and Practices • A mechanism for HR to become strategic business partners 	<ul style="list-style-type: none"> • A mechanism to create and enact talent management “systems” • Identify target of investment and retention • Establish a unified and accessible talent databased • Link human capital assets to organizational performance • Consistent identification of “talent” • Structured dialogue, criteria, and workflow processes

according to the needs and goals of the organization. EHRM provides organizational stakeholders with access to HR information and specific HR functions via the Internet or intranets [17]. The purpose of using eHRM is to improve the effectiveness of eHRM process and budget efficiency [18, 19] through the automation of data management and information of human resources. Along with the development of information technology and the presence of the idea of talent management, the scholars tried to construct new references regarding the digitization of talent management that were distinguished by eHRM as in general [20]. This difference can be seen from the application of the benefits of information technology to HRM and Talent management (Table 1).

Digital-based Talent Management (DTM) influences TM. Key to DTM are technology suppliers external to an organization who create algorithms that provide step-by-step electronically encoded instructions that execute specific data management tasks in a specific order, with a priority or weighting [21]. By electronically encoding processes for coding, sorting, filtering, and ranking individuals, talent identification is standardized and consistently reproduced. First, DTM involves embedding structured terminology and standard definitions of the skills and capabilities to be evaluated against and thus explicitly encodes the talent classification criterion. Second, digitalization of criteria (automatically) applies that single definition of talent to the workforce during the talent identification process. Third, DTM technology suppliers define talent using data on required competencies, personal attributes, technical and professional knowledge, and experience and attach labels like high performer, high potential, and success to the outcomes of the automated process. DTM technology is part of the process as it collects, encodes, sorts, and classifies the workforce against the single talent definition and according to the standardized process.

3 Research 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 digital-based talent management in the public sector. The selection of research locations is based on provincial government agencies that have implemented a merit system, namely the Provincial Governments of West Java. The informants for this study were chosen as being key stakeholders and included the Regional Secretary of the West Java Provincial Government, Head of Civil Services Agency as well as Technical Support Team of Talent Management Implementation. Data obtained from field interviews was then processed using an interactive model which includes data condensation, data display, and conclusion drawing to ensure accurate analysis.

4 Results and Discussion

4.1 The West Java Provincial Government Talent Management Strategy and Approach

There are two approaches in implementing TM, namely Exclusive TM and Inclusive TM. Exclusive TM targets the efficient management of high potentials and high performers [22]. Based on performance reviews, the top 10% of staff (high performers) is considered as those whose achievements are significantly more valuable than the rest of employees [23]. Through performance assessments employees are also distinguished as high potentials (i.e. employees who are highly likely to significantly contribute to organizational performance at some point) [23]. Inclusive TM, on the other hand, takes the view that all employees in an organization have special qualities, and each of them contributes to high performance in a unique manner [24]. This becomes possible when each employee holds the position that allows their talent to be exercised [25]. This is achieved when organizations initially identify each employee's potential and then support its development so that it can be translated into output [26]. Therefore, this TM approach highlights equal treatment and emphasizes all employee interests through the adoption of practices such as employee development, engagement, and retention [5]. It is implemented via the adoption of a strategic model which drives the determination of talents' needs as well as the development of practices that could satisfy those needs [27].

The Implementation of talent management in West Java Provincial Government marked by the establishment of the Governor Regulation Number 69 of 2020 concerning ASN Talent Management in West Java Provincial Government. Talent management process includes stages of talent acquisition, talent development, talent retention, talent placement, and talent evaluation (see Fig. 1).

Based on the practice in the West Java Provincial Government compared with the literature review above, the implementation of TM emphasizes more on a mixed approach, namely a combination of an inclusive TM and exclusive TM approach, as with most TM implemented by government organizations [5]. This is based on providing equal positions to all employees to be able to become high potential and high performers based on measurable indicators provided such as performance, potential, competence, innovation and others. After that, employees who become high potential and high performance

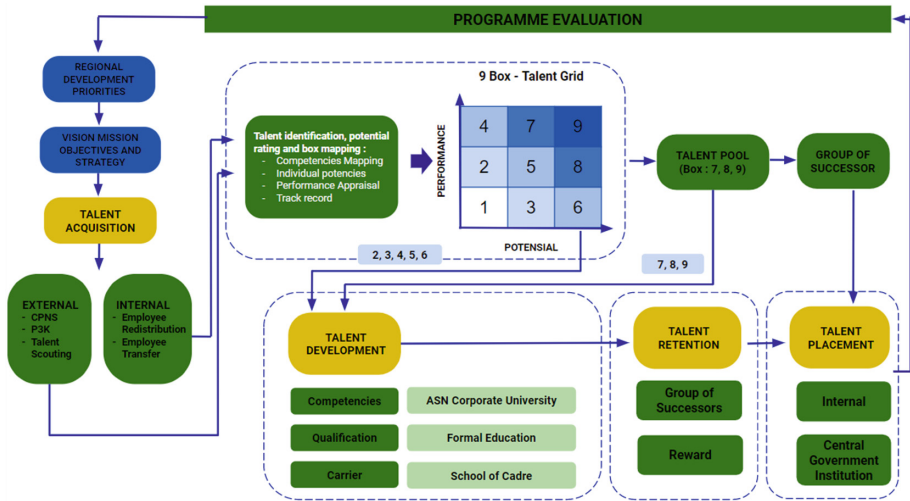


Fig. 1. The model of talent management of West Java government.

then get further treatment to enter the succession plan group who will occupy certain positions according to the needs of the organization.

4.2 Digital-Based Talent Management Implementation

The implementation of TM in the West Java Provincial Government has used Digital-based talent management specially designed by the West Java provincial government to organize TM effectively and efficiently, namely SIM JAWARA. SIM JAWARA is an Artificial Intelligence-based application that accommodates the big data of each employee’s talents. This is one of the modernizations of the Personnel system and electronic-based government system in Indonesia. The use of technology functions is utilized by the team of the Regional Personnel Agency, Assessors, performance assessment teams and authorized officials who function as a tool for recording talent data for all employees consisting of potential and performance data divided into each level (Functional positions, Executives, Supervisory Positions, Administrator Positions and High Leadership Positions) and gap data of competence and performance are recorded on the SIM JAWARA. Then the data will automatically provide a value for each employee to determine whether the employee is included in the quadrant/zone of 9 boxes of low (1, 2, 3), medium (4, 5, 6) or superior (7, 8, 9) talent boxes. So that the HR management process as an element of governance will be fairer and objective, in terms of rotation/mutation/promotion will be more targeted, and the development of potential and competence is carried out in accordance with the organization needs.

Building Business Process. An important stage in implementing Digital-based TM is the building business process. In this study, we do not analyze in detail how the business process of the information technology system is built because this could be different between one information system with other systems, but more emphasis on insights from

the essential elements of the preparation of the business process. The important things here that must be considered are 1) Business Understanding, namely Organizational needs related to new methods to improve the quality of talent analysis, Organizational needs related to an accurate decision-making system based on reliable predictive data, Organizational needs related to the utilization of talent data that have been stored until now, but no more optimal processing has been done, Organizational strategy to be able to use data to predict future talents, Completing and supporting the currently used model, namely the integration with the personnel administration information system, assessment centers, performance appraisal information systems, and employee competency development information systems. 2) Data Understanding i.e., Determine the sources of data held by the organization from various platforms, collecting data, conduct data selection and data cleaning in accordance with the rapid miner format, and Perform data analysis that is suitable for use and has characteristics in accordance with the objectives.

Profiling Employee Competency, Potency and Performance. The next stage is data preparation, namely Profiling Employee competency, potency, and performance. The use and analysis of big data from the profile of government employees of the West Java provincial government is at the core of the digital-based talent management process, therefore employee profile data consisting of potential data and performance is the main source that is very important because it will be related to talent mapping and talent identification to go to the next stages up to talent placement. Therefore, profiling is mandatory for all employees to be given a target time and sanctions for those who do not carry it out. In addition to the profile filled directly by the employees, a competency assessment was also conducted by an assessment team. There are approximately 18 employee profile information that can currently be mapped to support big data analysis and talent management information systems in the West Java provincial government (Table 2).

The concepts of potential and high potential refer to the possibility that individuals can become something more than what they presently are [28]. The element measured and considered in mapping the employee of West Java Government in their system of talent management, the potential aspect considered: 1) Employee potential measures employees' intellectual ability, interpersonal, self-conscious, critical and strategic thinking, problem solving, emotional intelligence, grit, talents, motivation and commitment; 2) Employee Competencies assessment includes measuring managerial competencies, socio-cultural competencies, and technical competencies. 3) Employee qualification considering employee job experience, employee formal education, employee training and development, and employee morality and integrity.

The West Java Provincial Government also measures employee performance using an online application namely TRK online and based on Central Government Regulation No. 30 of 2019 concerning employee performance appraisal. They measure the work result or the result on how employees achieve their target, namely Sasaran Kerja Pegawai (Key Performance Indicator). Beside Key Performance Indicator, they also measured employee behavior. Employee behavior is a 360-degree performance evaluation which measures some indicators such as leadership, service orientation, employee commitment, teamwork and employee initiative. Employee performance result classify into 3 categories using normal distribution approach, namely: 1) Below expectation (20% of

Table 2. Information mapping in SIMJAWARA.

No.	Information
1	Name, Position, Level, Age
2	Nine Box Talent
3	Employee of The Month
4	Job Interest
5	Peer Comment (Negative and Positive)
6	Peer Review 360
7	Activity and KPI Report
8	Supervisor Approval
9	Job Position History
10	Promotion Proposal
11	Education Background
12	Disciplinary Punishment History
13	Competency Profile
14	Achievements Listing
15	Profile Video
16	Overseas Experience (School, Short Course, etc.)
17	Key Person Status
18	Succession Planning Availability

total population); 2) As expected (60% of total population); 3) Above the expectation (20% of total employee).

Utilizing to Talent Management Process. The Government of West Java Province has a strong commitment in Implementing Talent Management, the indicator can be seen by the establishment of some regulation and program and the use of talent management in employee career development in West Java Provincial Government.

Talent Acquisition. Talent acquisition is a strategy to get the talent needed by the local government of West Java Province. Talent acquisition has stages of critical position analysis, talent needs analysis, determination of acquisition strategy, identification, assessment and mapping of talents, determination of succession planning groups, and talent search through transfer mechanisms between agencies and employee exchanges through assignment mechanisms.

Talent Development. Talent development is a strategy for developing employees through career acceleration through cadre schools, competency development through civil servant corporate universities, study assignments, and or other competency development

or through formal education. Talent development is not specifically to close the competency gap of the talent or successor, talent development is only the general strategy of all employees. They do not have a strategy which employees should be prioritized to develop, and what competency must be done. Talent development in west java government is not yet specifically prepared for the successor.

Talent Retention. Talent retention is a strategy to retain talent through monitoring, reward to maintain and develop competence and performance so that they are ready to be placed in work placements. The purpose of talent retention is to maintain the talent position in the succession plan group as the successor who will occupy the target position and is implemented through 1) Succession planning that consists of a list of talents who are classified into a group of successors; 2) Job rotation; 3) Job enrichment; 4) Job enlargement; 5) Reward.

Talent Placement. West Java Provincial government on the Governor regulation no 69 year of 2020 concerning Talent Management they can directly place the talent in box 9 in vacant positions. The candidate in the group of successors nominated by the governor to fill the critical job or vacancy position. All processes for determining candidates for succession are based on input from the performance assessment team with consideration of the analysis results from SIM JAWARA and the direct assessment of the performance assessment team. The system automatically generates succession candidates based on data analysis, then the performance assessment team conducts deliberations to give other objective considerations to the candidates for succession plans, finally there are 3 top candidates who will be proposed to the governor for selected. The three proposed candidates have met the criteria, both in terms of performance and potential, so that whoever is selected is the best of the best.

Talent Monitoring and Evaluation. Talent monitoring and evaluation is conducted at the development, retention, and placement stages. Monitoring and evaluation of successors who have been placed in critical positions for 2 (two) years are conducted to be re-assigned to positions. Re-assignment can be in the form of promotion or other equal position in accordance with the results of the evaluation and the need for further filling of critical positions. The PPK has conducted periodic monitoring and evaluation of the provincial government talent management. Based on the exploration, the West Java Government is not optimizing to implement the talent management system because they do not specifically prepare and treat the successor to be ready to fill the vacant position. Some strategies need to be improved in the current system.

Benefit. As explained above that TM technology, once implemented within an organization, can further influence whether humans or technology make talent decisions. The increasing use of task automation, whereby technology-enabled processes and the embedded algorithms are used to establish talent lists, inherently prioritizes technology as the design maker. Positive contribution with the presence of the SIMJAWARA application, namely: The accommodating of talent data for each employee, both potential and performance; Availability of data for each employee based on talent box groups; Availability of data on the best employees who can be used as successors to occupy a position in accordance with their potential and competence; Availability of competency gap data, both technical and managerial and socio-cultural, as well as data on

the performance gap of each employee; Availability of data on each employee's career development plan based on the gaps they have; Potential and performance assessments are more measurable and transparent; Placement in positions will be filled by the best employees with the best talents. Moreover, the presence of SIMJAWARA is an enabler for a paradigm shift in HR management to be more open, objective, fair, effective and efficient.

4.3 Key Success Factors

The implementation of digital-based TM is highly dependent on the strategy and approach taken by the West Java Provincial Government. Moreover, there are several key factors for the success of its implementation, such as: 1) *Adaptive Leadership of Top-Level Management*. The factor of top leadership having a strong and adaptive drive is decisive from the success of a policy, including digital transformation conducted by the provincial government of West Java in its HR management, especially in talent management. Digital leadership is one of the most influential factors in the success of digitalizing business processes in the management of the public sector; 2). *Reform Capability of HR-Managers*. The second principal factor is the support of HR manager's capabilities that have sense of reform, change ability, and strategic thinking. HR managers are operators and those who conduct the system and mechanisms of the business processes that have been determined; 3) *Mainstreaming IT infrastructure within budget allocation*. For long-term sustainability, it is especially important that this digital mindset can be included in the mainstreaming of regional budgeting, so that the system can run optimally; 4) *Updating Informatics Systems Regularly*. To keep up with the development of system technology, it needs to be updated continuously, besides that the system must be made dynamic so that business processes can be adjusted to the latest policies and organizational needs according to their development target.

5 Conclusion

TM is one of the key strategies for implementing the merit system in the human resource management of the west Java provincial government. The implementation of TM emphasizes more on a mixed approach, namely the combination of an inclusive TM approach and exclusive TM. The West Java Provincial Government has implemented digital-based talent management with several important stages, namely building talent management business models and processes, filling the databased of potential and competency profiles of all West Java Provincial Government employees, mapping talent boxes, and utilizing information systems accurately for the talent acquisition process, talent development, talent retention, and talent placement. The use of information technology systems in the talent management process provides its own advantages, such as having complete and measurable talent data of all employees and a paradigm shift in HR management that becomes more objective, effective, and efficient. There are several key factors for the success of digital-based TM implementation, such as: 1) Adaptive Leadership of Top-Level Management; 2). Reform Capability of HR-Managers 3) Mainstreaming IT infrastructure within budget allocation; 4) Updating Informatics Systems Regularly. Finally,

this study provides valuable empirical evidence to support the use of digital-based talent management practices in the public sector. The findings contribute theoretically by demonstrating how these practices can be used to improve organizational performance and employee engagement, while also providing insights into how they can be implemented more effectively. Furthermore, this research adds to our understanding of how digital-based talent management strategies are being used in a public sector context and what potential benefits they offer.

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