

IMPLEMENTING THE MERIT SYSTEM THROUGH TALENT MANAGEMENT AS CAREER DEVELOPMENT BASIS

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Abstract

This study aims to determine antecedents of the low aspect career development for civil servant and the application of talent management strategies as a solution to career development issues. By using a qualitative method to executes semi-structure interview for 7 informants that responsible and have authorities to the civil servant career development. The collecting data also conducted through observation and documentation. Result of interviews show that six of ten indicators from career development aspects un-optimum implemented, such as job competency standards documents, availability of employee profiles based on talent or competency mapping, talent pool implementation, availability of succession plans, qualification and competency gap documents, and capacity building and competency development. Further, research findings show that the obstacles of career development aspects caused by six indicators such as bureaucratic politicization, lack of leadership commitment, un-optimum budget, and bad teamwork. The Talent management strategy states as comprehensive solution in establishing the basis for future civil servant career development.

Keywords: career development; merit system; public service; strategy; talent management

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INTRODUCTION

According to the Indonesian law years of 2014 number 5 which discussed about management policies to the civil servant management that should referring to the qualification including education matching, competency and performance have to be applied fairly without distinguishing among religion, race, gender, skin color, marital status, political background, age or disability (without discrimination). Merit system is a popular term that refers to a system in HRM that makes qualification, competency and performance as the main point to be considered in the planning process, payroll, career development, promotion, retention, discipline and retirement.

The Civil Servant Committee (CSC/ KASN) on duty for supervise the implementation of basic norms, codes of ethics and codes of behavior. It also has the authority to assess the implementation of the merit system in all government agencies, including central, vertical and regional government agencies. Even the implementation of the merit system assessment in the District Government such as Dharmasraya regency. The results of CSC assessment to the implementation of the national merit system in 2022 in eight aspects. The highest score was in the procurement (73.9%) and the requirements planning (73.2%). Meanwhile, the lowest aspect is in the career development (31%), promotion and transfer (41.5%). Meaning

that the procurement is greater and more objective, one aspect that supports this is the implementation of the Computer Assisted Test (CAT) as a medium used for selection in the recruitment process. Even the World Bank Global Report, in 2018 named CAT BKN as a superior recruitment product from Indonesia in the Civil Services Management category which succeeded in reforming Indonesia's recruitment system.

According to the System Merit Assessment of the government of Dhamasraya regency on September 22, 2022, it received a score of 146.5 and classified bad rating. In 2023 it also received a score of 195 and classified poor rating. The prerequisite to get good rating in a merit system score is more than 250. Further, the career development aspect in the Merit System Assessment shows the lowest rating too (30%). The career development aspect consists of 10 indicators, and in the government of Dharmasraya regency there are 6 of 10 indicators are un-optimum implemented.

It is the reason why Dharmasraya regency had lowest rating, including an availability of job competency standards at each position, un-available preparation based on potential and competency assessments, fair talent pool which is prepared based on managerial competency mapping and performance assessment, un-match succession plan with the technical competency standards of career development pattern, the gap in qualification and competency based on assessment results, and in-effective capacity building and competency development.

Nowadays, the government of Dharmasraya Regency still have no concept and career development strategy that refers to the competency, talent and superior performance. By the results of short interviews with 8 Civil Servants, indicates uncertain and lack of transparency for career future, and it motivate many potential employees apply to moving outside the regency. In the last two years, the merit system assessment still standing in low rating.

Career development is the process of increasing individual work abilities to achieve the career goals (Rakhmawanto, 2020). Civil Servant Career Development is a management process that describes the development of positions towards improvement and advancement of civil servants during their period of service in public agencies that described in the civil servant career pattern (Direktorat Jabatan ASN, 2022).

According to Indonesian Government Regulation Years of 2017 Number 11, management of Civil Servants as amended into Indonesian Government Regulation 2020 number 17, stated that career development must be carried out by applying the merit system principle. Referring to the Indonesian Law years of 2014 Number 5, explains merit system as civil servant policy and management that settle to the qualifications, competencies and performance in a fair and reasonable manner without distinguishing

among political background, race, skin color, religion, origin, gender, marital status, age, or disability.

The implementation of career development for civil servants must be in-line with the principle of merit system road maps. According to the regulation years of 2018 Number 40, stated that the merit system road map refers to eight aspects evaluation, in which two of them are the career development issue and competency level, especially for the rotation system that still unexpected (Ismail, 2022). The solution strategy used to solve civil servant career development issue is talent management. Talent management is the goal-oriented and integrated process of planning, recruiting, developing, managing, and compensating employees (Desler, 2020).

Talent management is a set of sustainable organizational strategies which encouraging human capital to the reach high level of competitive advantage, as well as a portfolio of integrated HR activities that result in putting the right people with the right competencies to the right job with the right place, and at the right cost (Claus, 2019). The idea behind development of human capital relies on the fact of successful implementation organisational strategies and policies.

METHOD

The study employed qualitative method by more in-depth approach to the problem statement due to needed comprehensive solutions obtained from the results of information analysis from research informants. There are three collection methods used to obtain valid and quality data, including semi-structured interviews, observation and documentation (Sekaran & Bougie, 2016). There are seventh informants were involved, and all of them is members of the Performance Assessment Team that responsible and have an authority to the aspects of civil servant career development in the government of Dharmasraya regency.

The Performance Appraisal Team is chaired by the Regional Secretary with members from the General Administration Assistant team, Head of HRM (BKPSDM), Inspector, Head of Organizational Section and Legal Section. Meanwhile, one more informant came from CSC with the position of PIC for the Implementation of the Merit System in the West Sumatra Region.

In term of data analysis, thematic analysis method used to identify patterns or finding themes, it is due to high accuracy method when uses in single study that intends to detail examine and to find out interrelated patterns in a phenomenon, and then explain the extent to which a phenomenon occurs. In thematic analysis, researchers need to have more time, knowledgeable, and close to the data obtained before continuous to the next stages. Technically, data analysis with thematic analysis method have several stages, including data knowledge, compiling codes, looking for themes, and describing conclusions (Drouin et al., 2018).

RESULTS AND DISCUSSION

This study was conducted to the government of Dharmasraya Regency, in which the table 1 shown the total civil servant including civil servant assistant (PPPK).

Table 1. Number of ASN Dharmasraya Regency

No	Type of Position	Number of PNS	Number of PPPK
1	Certain Functional Positions	2279	1105
2	General Functional Positions	406	0
3	Structural Positions	462	0
	TOTAL	3147	1105

Based on field identification, there are problems in the implementation of regional government affairs in personnel matters, namely:

- ASN Professionalism Index with the latest achievement of 62.86%.
- Employee Performance Report with latest achievement of 63.5%.
- ASN placement according to competency with latest achievement of 79.06.
- ASN who took part in competency development with the latest achievement being 23%.

Analysis of Career Development Aspects

The Career Development aspect is the 3rd (three) aspect in assessing the implementation of the Merit System after the needs planning aspect and the procurement aspect. There are 6 of 10 indicators career development aspects discussed in this study, it is due to un-optimum implemented int the government of Dharmasraya Regency. Information obtained from informants related to obstacles and efforts been done in the form of strategies for implementing these indicators in the future. The findings regarding 6 indicators of career development aspects are explains below.

Availability of Job Competency Standards

State Civil Apparatus Position Competency Standards are a description of the knowledge, skills and behavior required by a State Civil Apparatus to carry out office duties (Republic of Indonesia, 2017). Furthermore, Article 2 paragraph (1) of Ministerial Regulation Number 38 of 2017 states that in implementing merit system-based management of State Civil Apparatus, each government agency must prepare ASN Competency Standards. ASN Position Competency Standards consist of: High Leadership Position Competency Standards, Administrative Position Competency Standards and Functional Position Competency Standards. Based on research findings by the District Government. Dharmasraya has already created a Position Competency Standards document with the Regent's Decree Number: 188.45/91/KPTS-BUP/2020 concerning Competency Standards for Primary High Leadership

Positions within the District Government Dharmasraya in 2020. Competency Standards for Administrative Positions and Competency Standards for Functional Positions have never been prepared by BKPSDM or the Organizational Section.

In accordance with the main tasks and functions, he is responsible for preparing regional policy formulation materials, coordinating regional policy formulation, coordinating the implementation of regional apparatus tasks and preparing monitoring and evaluation materials for regional policy materials in the institutional sector, position analysis, public services and management as well as performance and reform bureaucracy is the Organization and Administration Section or in the District Government. Dharmasraya is referred to as the Organizational Section in accordance with Dharmasraya Regent Regulation Number 44 of 2021 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of the Regional Secretariat.

In article 38 paragraph (1) it is stated about the Duties and Functions of the Organizational Section, one of which is the preparation of materials for formulating regional policies in the field of bureaucratic reform, one of which is the implementation of the merit system. As the executor of duties and functions in the fields of personnel, education and training, BKPSDM is the executor of the policy formulation that has been made together with the Organization Department.

The obstacle in preparing job competency standards based on the results of interviews with 7 informants is the lack of optimal commitment and cooperation between teams (stakeholders). Another obstacle is full support from leadership, such as allocating budget and infrastructure that supports the preparation of job competency standard documents.

The solution to this problem is collaboration between BKPSDM and the Organization Section in providing technical guidance on the preparation of job competency standards for all levels of positions involving all regional apparatus. This technical guidance activity is scheduled to be implemented in the first quarter of 2024. BKPSDM supports by providing a budget while the Organization Section prepares the formulation of documents.

Availability of Employee Profiles based on talent/competency mapping

To obtain an apparatus profile that is capable of carrying out its functions, an objective assessment is needed to place an employee in position. This can be achieved one way through the competency assessment method (assessment center).

The series of career development for civil servants cannot be separated from the availability of civil servant profiles and analyzing the civil servant profiles by paying attention to the competency/talent mapping of each civil servant, educational qualifications and track record of position. From the research results, the following findings can be stated. The Dharmasraya Regency Government has an obstacle in providing this profile of civil servants,

namely that most civil servants have not been assessed to map their respective competencies. The assessment requires quite a lot of cost allocation for 4252 employees. From the data collected from informants regarding the availability of civil servant profiles in the District Government. The new Dharmasraya is 1.6%. In addition, supporting information was obtained regarding obstacles in following up on assessment results in order to prepare employee profile documents.

Apart from cost issues, another obstacle in carrying out assessments is the absence of an Assessment Center in the District Government. Dharmasraya. Even the West Sumatra Provincial Government and other Regency/City Governments in West Sumatra do not yet have an assessment center. So, to carry out ASN assessments, you must use the services of the Assessment Center of the State Civil Service Agency, Pekanbaru Regional Office XII or the Assessment Center of the Riau Provincial Government in Pekanbaru. Apart from the costs of carrying out the assessment, of course there are transportation and accommodation costs because the location of the assessment center is outside Dharmasraya Regency and even outside West Sumatra Province.

To resolve the issue of preparing employee profiles, support is needed from the highest leadership, namely regional heads and various related stakeholders such as the planning department, personnel department, finance department and supervision department. So that budget problems can be minimized, BKPSDM is trying to empower existing assessors to carry out employee assessments and mapping. Currently the District Government. Dharmasraya already has 3 assessors who are planning to carry out mapping. Intensive training needs to be provided, such as apprenticeship programs, assessor training and assessor certification, so that assessors meet the requirements and have the competence to carry out assessments and prepare employee profiles. This assessor debriefing program will begin to be implemented from February to June 2024. For this assessor debriefing, we collaborate with the assessment center of the Riau Provincial Government and the State Civil Service Personnel Development Center (Pusbangpeg ASN) of the State Civil Service Agency.

After being given intensive training, it is hoped that assessors can carry out their duties in carrying out assessments and compiling employee profiles based on talents/competencies. This can support the acceleration of career development aspects and the implementation of the merit system in the District Government Dharmasraya

Preparation of Talent Pool

According to MENPAN RB Regulation years of 2020 Number 3 which concern to civil servant Talent Management, the government of Dharmasraya Regency has followed up in the form of a document, Dharmasraya Regent Regulation Number 21 of 2022 concerning

Talent Management for Civil Servants within the District Government Dharmasraya. However, its implementation is still not optimal and requires commitment from all parties involved in implementing the Regent's Regulation.

From the research results, it was revealed, among others, that the District Government Dharmasraya has not provided a talent pool that is compiled based on managerial competency mapping and performance assessment results.

According to article 15 of the Dharmasraya Regent Regulation Number 21 of 2022, it is stated that talent/competency mapping is carried out for all civil servants at each position level, namely High Leadership Positions, Administrative Positions and Functional Positions. However, in practice, this mapping has only been implemented for 70 civil servants out of 4,252 total employees. A total of 8 administrator officials took part in the talent pool program in 2021 implemented by the State Civil Service Agency and received assessment results documents. However, the results of this assessment have not been used by agencies as material for preparing talent pools.

Obstacles in preparing the talent pool for the District Government. Dharmasraya is a very small number of employees who have carried out competency mapping, so it is difficult to make a succession plan. Another obstacle related to the preparation of this talent pool is the politicization of bureaucracy which is still dominant. The commitment of the highest leadership as the Personnel Development Officer is the benchmark for implementing the preparation of this talent pool which still needs to be confirmed. Because the talent pool indirectly reduces the leadership's freedom in making choices.

Availability of a Succession Plan

From the research results, it was revealed that the availability of a succession plan that is in accordance with technical competency standards for positions taking into account the agency's career pattern has not been implemented optimally. This is related to the preparation of a succession plan that refers to position competency standards. District Government Dharmasraya does not yet have job competency standards for all levels of positions. Efforts that have been made to consider career patterns for civil servants are limited to making regulations related to job analysis and workload analysis (Anjab ABK).

The main obstacle in preparing a succession plan is the interference of dominant external parties, namely parties outside the District Government. Dharmasraya is considered to have played a role in the politicization of the bureaucracy. Apart from that, the obstacle in preparing a succession plan is that comprehensive data is not yet available regarding employees who have taken the assessment to be included in the nomination.

In terms of implications, the preparation of civil servant succession plans within the District Government. Dharmasraya has not been prepared based on talent mapping captured through assessments, but has to be based on appointments from leadership.

Qualification and Competency Gaps Document

Based on the results of research regarding ASN qualifications and competencies, the District Government. Dharmasraya does not yet have a complete document describing the qualifications and competencies of ASN. The reason is that it is not yet supported by the availability of complete assessment results. So far, the results of the assessment can only be used for consideration of promotions and transfers.

Related to the obstacle in preparing qualification and competency gap documents is the unavailability of the latest factual data. After each assessment is completed, employee data has not been processed or updated so that what is in the database is still old data and minimal information.

In line with the assessment and preparation of employee profiles, the preparation of the talent pool is a continuation of a series of career development aspects which culminate in documents regarding qualification and competency gaps. From the results of this assessment, we can see which parts of the employee still need development and which parts are optimal. This means that one aspect of career development is related to other aspects. Likewise, when there are aspects that have not been completed, other aspects are also neglected. District Government Commitment Dharmasraya in completing job competency standards, preparing profiles and talent pools is an important step and has an impact on the qualification and competency gap document indicators.

Capacity Building and Competency Development

Implementation of capacity building and competency development programs in the District Government. Dharmasraya for the last 2 years has been sourced from mandatory funds. The obligation that must be fulfilled by the government in carrying out capacity building and employee competency development is 1.6% of the regional APBD. Efforts have been made over the last 2 (two) years, namely 2022 and 2023, the District Government. Dharmasraya has fulfilled this obligation in terms of budgeting. Even though implementation has not been optimal and comprehensive, we continue to strive to improve capacity building programs and employee competency development. The obstacles or constraints so far in efforts to increase capacity and develop competence are in terms of budget allocation which is still inadequate and lack of coordination and cooperation between related teams.

Talent Management Strategy as a solution in career development and implementation of the Merit System

Theoretically, regional government according to Haris & Nurcholis namely "region government (self-government) is an organized government by locally elected bodies freedom while still recognizing supremacy national government given power, discretion

(freedom) to make policies, and responsibility [15]. Talent Management (TM) has attracted considerable attention across the globe and the challenges of managing talent effectively and delivering on strategic agendas is increasingly recognized. Yet TM has remained underexplored in emerging markets, particularly, in the public sector context [13]. The Human Resources Development Personnel Agency as the leading sector of personnel management has a clear reference in carrying out its main duties and functions, namely the State Civil Apparatus Law Number 5 of 2014. In article 51 it is stated that the Management of the State Civil Apparatus is carried out based on the Merit System. Following up on this, Government Regulation Number 11 of 2017 concerning Management of Civil Servants in article 143 paragraph (2) clearly states that Talent Management is one of the elements in the Merit System criteria. Have career management which consists of planning, development and career patterns. PANRB Ministerial Regulation Number 3 of 2020 explicitly regulates Talent Management for State Civil Servants.

Comprehensive ASN talent management can be interpreted as a system for finding, managing, developing and retaining the best Civil Servants (excellent abilities, key employees, and high potential) who are prepared as future leaders and occupy supportive positions. The organization's core competencies (unique skills and high strategic value) in order to support the achievement of the organization's vision, mission and strategy in the long term.

The Career Development aspect with the lowest achievement in the implementation of the Merit System is an example of the sub-optimality of the District Government. Dharmasraya in providing certainty of career development for State Civil Apparatus.

1. Talent Management offers solutions to the problems of civil servant career development aspects within the District Government. Dharmasraya with various benefits. Benefits of talent management for the District Government Dharmasraya as follows: Find and prepare the best employees to become Future Leaders and support the achievement of becoming a world class government institution.
2. Realizing succession planning that is objective, planned, open, timely and accountable. Through talent management, you are able to plan your career in accordance with the principle of merit.
3. Building a positive competitive climate. Every employee gets the same opportunity or opportunity to obtain the desired career.
4. Building employee trust in local government. The implementation of talent management raises employee confidence in exploring their potential and competencies while building trust in local government.

In regard to the facts related to aspects of career development that are still not optimal, causing the low value of implementing the merit system within the District Government

Dharmasraya, it is very important to find a comprehensive solution. The importance of building Talent Management as a solution offering can be seen from several points as follows:

1. Every organization wants to have quality human resources to realize the organization's vision and mission efficiently and effectively.
2. The desired human resources are not always available so it is necessary to bridge the quality and quantity gaps that occur.
3. Gaps can be covered through recruitment and/or coaching existing employees.
4. Creating a Talent Pool and Talent Management is an effort to address current and future employee needs.

Overall, the talent development program uses an integrated learning model which includes learning from experience, learning from others, and structured learning.

Regional Government Strategic Steps in Building Talent Management

The first step that must be taken in building talent management is to describe future talent needs. In general, organizations know and formulate talent needs based on strategy, vision and mission and priorities for key performance indicators and organizational values. Apart from that, something that is no less important to pay attention to is estimating talent needs based on external challenges, such as government policies in the field of human resource personnel.

After formulating future talent needs, it is necessary to carry out an assessment to identify employees, so that a mapping of employees based on talent or competency can be obtained which can be followed up in the form of developing competencies and increasing the capacity of these employees. The following are the strategic steps of the Regional Government in developing talent management:

1. Regional Government through BKPSDM translates the Strategic Plan and Organizational Targets into the ASN Management Strategic Plan;
2. Conduct competency tests (managerial and technical competency assessments) followed by competency mapping to determine organizational competency gaps;
3. Develop a development plan for the competency gaps mentioned above (analysis of training and development needs);
4. Implement and facilitate the development of High Potential Employees (career management); And

Facilitate the monitoring and evaluation process of the implementation of leadership succession (talent management) with organizational strategies and targets.

CONCLUSION

This study can map 6 indicators from the career development aspect in terms of the efforts made, and yet the obstacles faced that caused career development aspect un-optimum, as well as determine the strategies to be used as solutions in the present and future for civil servants within the district government. Several policies made by the Government of Dharmasraya Regency in implementing new career development aspects is limited to written policies. Talent Management strategies have not been explored and provide new insights into the role of government in addressing the career development of Civil Servants. This research has limitations in gathering a performance assessment team in a discussion forum or Focus Group Discussion when analyzing obstacles to aspects of career development in implementing the merit system, and when formulating policies or strategies to choose in the present and future

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