

TALENT MANAGEMENT PHILOSOPHY IN PUBLIC SECTOR: A KEY FOR MANAGING CONFLICTS AND CONTRADICTIONS²

Nowadays, economic globalisation has developed an increasingly challenging and competitive market environment that many firms should adapt to perform adequately in order to ensure profitability, sustainability, and economic development. Workers across the globe are becoming bigger, diversified, further cultured, and dynamic. A substantial existing proof demonstrates that firms around the world experience a powerful challenging situation concerning talent. Attracting, developing, and keeping highly talent individual is considered critical in private and public sector. These sectors are faced with condensing talent competitiveness between each other. Yet, talent management is an understudied area of discussion in public organisations. The objective of this article is to define and describe talent management based on a public sector framework through placing it within the human resource management system and relating it to developments, improvements, and trends of the public sector. This paper employs a comprehensive approach for talent management drawing on experiences based on public management and administration, and human resource management. Firstly, this paper identifies features and improvements related to the public industry. Second, it describes and defines talent and talent management from public perspectives focusing on recent studies and publications; it analyses talent management major problems, internal and external influences, conflicts, and contradictions in the public sector. Lastly, this paper recommends a potential road map for the research and discussion of talent management in the public industry and raise several suggestions for future studies.

Keywords: Public Sector; Public Administration; Talent Management; Public Management; Human Resource Management

JEL: H83; M12; O15

Introduction

The fierce competition that hits the global market and economy represents a critical path for organisations performance to adopt talent management. The major obstacles and challenges in managing organisational workers are to build and maintain the potential and opportunity for organisations for a talent competition. Management of talent is dynamic and affected by

¹ Charbel El Ammar, PhD Candidate, Bucharest University of Economic Studies, Romania, e-mail: charbel.alammar@gmail.com.

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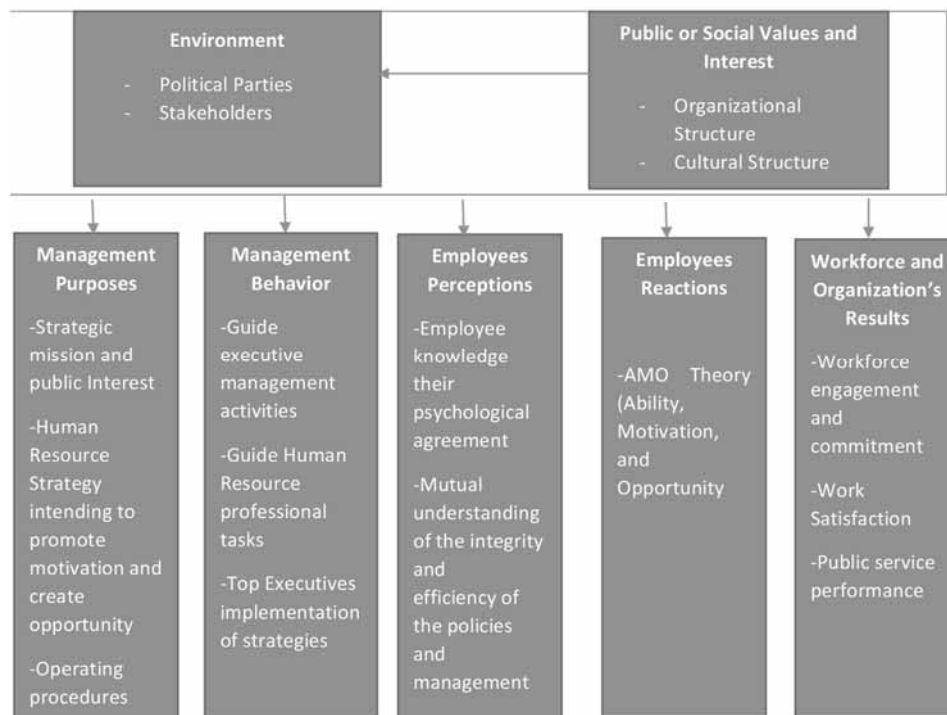
environmental elements like global development, mergers and acquisitions, economic growth, and sustainability. Talent management (TM) is a pivotal element of modern economic development because it permits companies to attract and keep the best and superior talent while raising production efficiency and effectiveness. In early 1990, the notion of TM was a method to make sure that companies and organisations have skilled and creative persons, in other words talented individuals. Today, TM is known as an essential resourcing and wealthy tasks (Armstrong, 2009). The introduction and execution of TM strategy seek superior qualified managers and leaders from upper level, executives, and human resource management (HRM) (Younger, Small Wood, & Ulvich, 2007). The concepts of TM, performance and quality management (Girneata et al., 2015; Dobrin et al., 2015), and evolution of leadership are common for corporations in private industry (Stahl, Bjorkman, & Farndale, 2012). Both performance and leadership have discovered the road toward public industry and studies (Van Dooren, Bouckaert, & Halligan, 2015). In public industry or sector, TM is in the context of exploration and still incomplete and need more investigation in this area of study (Gallardo & Thunnissen, 2016). However, in concept and execution, TM probably appears as the main source of focus and concern in the long run. This article is extremely concentrated and based on the importance of context. Particularly, in TM studies and scholarly works, focusing on the effect of organisational structure and context, employees and staff qualification and traits based on TM are quite poor (Collings, 2014). The article purpose is: first of all, to identify TM in public sector setting by placing it within the scope of HRM in the public sector; second relating and connecting TM to improvements and trends in the public sector attempting to address certain main problems, complexities, conflicts, and contradictions concerning TM in public industry. Finally, we discuss potential and future study and certain functional implementations. In order to accomplish such objectives, the paper employs TM comprehensive approach drawing on experiences based on public management and administration, and HRM.

1. Theoretical Concept: Human Resource Management in Public Sector

Throughout history, public sector circumstances have been complicated, due to the substantial influence of organisational processes and it is frequently powerful than from the private sector (Christensen, Laegrid, Roness, & Rovik, 2007). Public sector background is distinguished by problems of governance, existence and effect of several stakeholders within and around public service entities, governmental functions, significance of political life, effect of organisations and culture-related public beliefs and values, and occupations of specialists and experts in serving the public like tribunal judges, doctors and professionals in the health care centre, and instructors in schools and public universities teaching (Leisink, Boselie, Van Bottenburg, & Hosking, 2013). Due to such reasons, the public industry is a varied and diversified sector. It doesn't exist just one context, background, or history for the public sector despite the fact that important correspondence appears in the various public sectors, such as in educational services and medical services. Furthermore, the evolution of New Public Management (NPM) along with ownership and service transformations from government and public to the private sector resulted in the shifting of certain public institutions such as the aviation sector to be tightly attached to private companies. In addition,

there are disparities and variation among nations that will ultimately lead to distinctions in organisations, political situations, culture, rules, and regulations. To summarise, entities in the public industry are overwhelmingly distinct from those in a private one. Eventually, due to macroeconomic gaps, there are big holes among public service entities. Organisational elements influence specific principles of the organisation, like the theory of organisation and employee performance, the idea of personal encouragement and commitment, and the road toward public institutions and human resource management. Some researchers incorporated public management and administration perspectives and HRM philosophy (Vandenabeele, Leisink, & Knies, 2013) within the value-added chain of human resources (Wright & Nishii, 2013). (Figure 1). Vandenabeele et al.’s framework presented in 2013 varies from Wright and Nishii one in the same year because it provides an overall context of the human resource life cycle and involves a variety of functions, which are considered helpful in understanding HRM and TM nature in the various settings of the public sector.

Figure 1
Integrated Framework of Public Management and Administration perspectives and HRM process



Source: (Vandenabeele, Leisink, & Knies, 2013) *Creation of Public Value*.

In its top half, the framework shows the immediate and ongoing effect of the elements of the contexts that introduce and adopt HR processes on public institutions. Vandenabeele and

workmate provide and offer a differentiation between the value and beliefs of the public and the authorising environment. The latter includes the effect of policymakers or political individuals and stakeholders. Government strategy planners, politicians, employers, audit departments and government consultancy councils, and further administrators and public sector employees inside the organisation are an example of stakeholders that exists both inside the organisation and outside. Public beliefs and values contribute to public sector commitment toward the community, such as sustainable development, social responsibility, and economic and political stability, in addition to the way public institutions and public workers must act and operate in the public setting and environment like political leaders and residents that referred to standards for example commitment, responsibility, transparency and trust (Jorgensen & Bozeman, 2007).

The present and current organisational and cultural context defines and describes public values. The second half of the framework is oriented toward HRM cycle. Concerning employees' reactions to HR application procedures, the framework is tailored to the unique features, traits, and qualities of public sector employees. It contains perspectives and observations based on abilities, motivation, and opportunity (AMO) of public workers to engage and participate, particularly, the motivation that is considered convenient and suitable to the commonly discussed principle of PSM public service motivation in the public sector (Vandenabeele & Perry, 2015). PSM represents a special model of workforce engagement, encouragement, and satisfaction in relation to public industry.

We consider that the awareness of the significance of human resources management to the overall health of an organisation has increased significantly in recent years. This awareness of HRM's impact extends to both public and private organisations as they often face problems with staff management that can have a decisive effect on business performance.

2. Attributes and Evolution in Public Sector

To better understand the contextual debate on TM, three interesting attributes of public service entities are taken into consideration and must be put emphasis on. Firstly, throughout several nations and traditional history, government represents the perfect employer, placing the welfare of workforce at the centre point with regard to job protection, salary and compensation, and growth; resulting in organisation future career and profession (Baron & Kreps, 1999). Being a good or perfect employer, the government's goal isn't to develop a strategy for its institutions and entities, yet, it has widely turned into the existing path and breathe for organisations in public industry.

The uncertainty and doubt whether such baseline could be retained taken into account the required institutional employment ability concept and flexibility is still under question. Secondly, based on powerful legacy, several public entities employ the concept of equality, stating that employees, as a whole, are equivalent and must be served and handled to the most extent they can (Boselie, Leisink, & Vandenabeele, 2011). Trying to adapt such an idea within any organisational structure means that all workers will have equivalent opportunities for development and growth, including a fair chance for promotion. This drops out limited scope for differentiation and also contributes to further processes, like different chances and

potentials for internally and externally complaint processes, for e.g., labourers or workforce who do not obtain a raise, bonus, or promotion can submit a written complaint or claim against the public entity. Thirdly, many governmental institutions have unique regulations for government officials and workers, varying from highest employment level, job security, and protection to a special tribunal for army forces staff sector (Leisink, Boselie, Van Bottenburg, & Hosking, 2013). This implies that it is much harder and complex for public entities to fire workers than it is for private entities.

However, there are also professional agencies and associations associated with highly qualified people employed in a public institution, for e.g., physicians, doctors and other healthcare providers, judges, scholars, and scientists who set professional quality requirements, offer continuous improvement, and even they possess special laws. Most occupations are constitutionally regulated and thus strongly organised. The organisations can't fully regulate the socialisation and growth of public employees. However, it is also in control by outer and foreign institutions or structures. Those three Government sector features are under tension and thus evolving. Many states confront government minimisation and reduction in many public services, mostly associated with the 2008 worldwide financial crisis (Vos, Boselie, Brewster, & Vos, 2013). These adjustments could be, specifically, governmental in public industry, or in the country in general. To illustrate this, the medical service faces critical efforts and challenges, taking into consideration the rising value and price of such service and the resident's age issue.

For certain nations, budgetary and financial plans for army forces are decreased as a consequence of political intervention and public perception, while in many other nations, due to the acts of terrorism or armed conflict, this financial service plan is raised. Also, aside from the fiscal reductions, there is a trend in several Western nations to minimise government scale and public service institutions toward further private contract and outsourcing and reduction in governmental services resulted in minimising the overall workforce number in the public sector. Improvement in the volume of workers under flexible contractual process along with a reduction in fixed employment are critical objectives toward increasing the stability and resilience of the organisation (Boselie & Thunnissen, 2017). Furthermore, in light of the above argument, the concept of NPM emerged as a key player on enhancing efficiency, effectiveness, performance, transparency, and responsibility in public institutions. NPM dominates both administrative and organisational performance reasoning (Noordegraaf, 2015).

Due to NPM several private business strategies have discovered their path to public entities, like lean and performance (Van Den Brink, Fruytier, & Thunnissen, 2013). In addition, the growing pressure from the community on governmental agencies in order to be accountable and legitimate towards the society requires a socially responsible stand from these agencies, such as senior executives' salaries, bonuses, incentives, compensation, and government expenditures (Vos, Boselie, Brewster, & Vos, 2013). Governmental entities faced a great challenge and pressure in order to provide residents and consumers with better value and significance for money and to extend them with public services efficiently and effectively.

3. Motivational Aspects for Public Sector Function

While certain researchers argue that the public or governmental sector is not considered desirable, many employees throughout this sector, when they serve and operate within it doesn't demonstrate any desire or interest in leaving their jobs (Swailes & Orr, 2008). In Germany, for e.g., less than 33% of public workers tend to be searching for better work or employment showing a clear and particular priority within or in other public institutions (Swailes & Orr, 2008). The propensity to move or seek another employment and jobs often declines dramatically after age 35 (Ministry of Interior and Kingdom Relations, 2015).

Why should individuals want a career or employment in the public field? What are the motives that keep and retain them? Scholars conducted a comparative analysis across several countries, they found that the traits of human beings represent a significant and influential factor for a job in the public domain rather than job market trends at a national level and standard (Van de Walle, Steijn, & Gilke, 2015). Working in the public domain is considered a priority and favourable over other sectors because it provides a future employment and life career structure, that offers greater and superior safety and protection, rather than a situation-based structure. Based on the most recent analysis of Van der Walle et al. (2015), government earnings, economic instability and the rate of unemployment in a country indicate a lower to null effect.

External motivation (EM) and PSM, both are considered essential and desirable factors for an employment in the public domain, basically on the people level (Van de Walle, Steijn, & Gilke, 2015). EM has to do and is associated with employment protection, financial stability and safety, and development opportunities. PSM means that individuals are drawn and motivated for an employment in the public field due to their need for contributing in the community and public benefit. Those who appreciate fundamental work qualities and characteristics, such as an enjoyable and independent job, leisure, gratification, and entertainment, are showing more desire and interest for a position in a private or corporate domain. Thus, researchers end up with two kinds of employees concerned with the public job; the inactive or lazy and the devoted or dedicated.

Because this article is based on TM, we choose to concentrate on the dedicated employees of the public sector and to take further concern about the notion of PSM. This latter could be defined as valuable principles, beliefs, and behaviours that run behind and further away from beyond selfishness and institutional benefit, which involve the desires of a broader political body, and which inspire and encourage people to behave correspondingly whenever necessary (Vandenabeele, 2007). PSM related-values differ between sub-sectors (Van Loon, 2015). Van Loon (2015) offers a difference regarding providing services between individual shift and transformation of values and individual treatment and development. Providing services based on individual transformation and shift frequently concentrate on helping them to improve and adapt, for example, public education experts, medical professionals, and jails specialists. Such workers have to connect with their end-users, such as, students, sufferers, and prisoners, to realise the way to improve them, thus, strive to promote effective motivations. Contrarily, providing services based on an individual's development cope with consumers of all types and just only improve their position or destination. These involve a municipal government and policemen. Workers in such a process overwhelmingly assign

greater value and importance moral and ethical motivations, for example, responsibility toward community value by the national government through democratic promotion and cautions, and a sense toward the call of duty and commitment by fighting illegal and inequity acts through law enforcement and security forces.

Employment that probably offers a chance to fulfil PSM will result in greater and satisfying work, institutional engagement and dedication, people performance and achievements, and reduce rotation and determination to move (Hondeghem, Perry, & Wise, 2010). Performance and PSM's correlation are notably proven for occupations with strong perception and potential social influence. Workers that possess strong PSM, and on the other hand they don't recognise possibilities and opportunities toward contributing to community development through their work and are not associated with greater performance, lead to run out of steam (Van Loon, 2015).

PSM is subject to change through times and stages, therefore it does not have a constant characteristics or features (Van Loon, 2015). That means that public institutions may affect employee's motivation. Fiscal rewards and benefits are less appealing and efficient for public employees than fundamental and substantial benefits and rewarding's (Perry, Mesch, & Paarlberg, 2006). Moreover, certain external rewards like controlling or performance steering, that represent a critical process in NPM concept, are perceived to be less efficient in enhancing employee's performance in public organisations (Potcovaru & Girneata, 2015).

Perry et al. (2010) state, that Public service entities must provide a wider variety of encouragement and motivation, like work restructuring, promoting the social value of job duties, and workforce engagement in the decision-making process. In conclusion, public entities have changed their human resource strategies and procedures to meet the desires and expectations of their society and community along from the outside setting. Consequently, the smooth development method related to HRM, which was so popular and traditional in public institutions, has changed to performance.

The intellectual and entrepreneurial reasoning supporting NPM, that triggered this change, stands in direct opposition to the reasoning of the profession concerning public institutions employees, who focused their actions and activities on public service purposes and motivations. The foregoing conventional governmental or "good employer" approach towards HRM by centralising the welfare of public workers, appears more acceptable to fulfil the emotional, moral standard, and the motive of workers. Such features and attributes of government service employees and public institutions employers are expected to influence TM in Public institutions.

Career pathing tends to be a struggle, as most civil employees see a career not in the wider public sector, but rather as a journey towards greater things. The organisational framework does not encourage career pathways, flexibility in work practices, the development of integrated skills or results. The emphasis on the strategy of talent management to connect the employee to organisational success is reinforced.

4. Concept Roots of Talent and Talent Management

Based on Latin literature, talent refers to *talentum*. The root of this term refers to a gift. Talent is often employed as a criterion for persons having specific capabilities, skills, and knowledge. Whenever an individual shows the will, capacity, capability, and competency to do particular or specific things more efficiently than another individual, such individual is identified as talented. Certainly, the word talent is prominent in our daily life and on top of our tongue, however, when it goes to management profession or area, there is no single coherent and compatible meaning for Talent. Talent is considered one of the aspects of individual potentials. Nowadays, due to the development of the world economy, recruiting, attracting, and keeping talent has turned out to be a significant driver for decision and policymakers (Beechler & Woodward, 2009). Creative, skilled, capable, qualified, and brilliant people etc. are mainly called talented individuals or people. They are not conceiving and realising themselves as assistant or supporter, instead they are leaders and should be treated as such. Thus, treating and handling talented individual through conventional management and leadership is not efficient and accurate (Salacuse, 2006).

Some scholars disclosed further complicated conceptions once referred to talent, like the total value of an individual's capabilities, fundamental competencies, expertise, knowledge, wisdom, reasoning, behaviour, personality, and motivation; in addition to people's learning or growth capabilities (Michaels, Axelrod, & Handfield-Jones, 2001). Several entities often agree that, as strategic objectives and goals shift, talent will shift in nature and meaning (Ashton & Morton, 2005). In addition, talent could be a resource to be cultured and educated instead of leaving it to be neglected and weaken persons (Michaels, Axelrod, & Handfield-Jones, 2001). Talent is an aspect of individual resources and capacity that present reform and improvement in the procedure and structure of the organisation and lead to the contribution of organisational quality, efficiency, and effectiveness across its potential (Halim, 2010). TM requires employing an interconnected collection of actions in order to make sure the firms attract, keep, and enhance talent workers they want today, tomorrow, and in the firm's long run (Campeanu-Sonea, Sonea, Gabor-Supuran, & Muresan, 2011). Institutions have their own principles and concepts about a talented candidate, and they differ across each other. Apparently, managers have a transparent knowledge that possessing specific potential and competence in today's marketplace is not only necessary and essential, instead, to utilise and improve such talent throughout the future. Talents are a repeated fashion or type of thinking, feeling, or behavioural patterns that could be implemented efficiently. They're unique and exceptional; and they exist throughout the world, for example, nursing possesses talents for emotional feelings; a doctor specialised in surgery possesses talents for uncertainty and risk. Executives recognise that everybody has potential and talent, which can be found and applied efficiently (Buckingham & Coffman, 1999). Talent can be described as vital, unique, and difficult to emulate, although it is not often obvious what the talent instructions and recommendations are (Heckman & Lewis, 2006).

TM means emphasising and promoting a group of accurately chosen workers, known as talented people. They are recognised as strategically significant for organisational planning, continuity, and performance. Therefore, key challenges involve attracting, hiring, improving and keeping those people in addition, the principle is spreading across a broad variety of

tasks in these distinct stages (Bexell & Olofsson, 2005). Yet, TM often requires consideration for responsibilities, for job flexibility and versatility, leading workers to have the ability to make a further effective performance of their talents (Campeanu-Sonea, Sonea, Gabor-Supuran, & Muresan, 2011). Examining HRM desire and the strategic plan to meet such desire is the sense and purpose of TM (Cappelli, 2008). Evaluating overall professional perspectives in the context of talent and TM, we should acknowledge that every organisation recognising its significance and quality is a unique competency, which generates sustainability and competitiveness in the future (Vladescu, 2012).

5. Talent Management Definition in Public Sector

Modern research on TM illustrates the problems associated with TM in a selected group of entities. Almost all papers and articles on TM concentrate on TM in private businesses, global companies, and institutions in the United States (Vaiman & Collings, 2013). Researches on TM was mainly based on data gathered from a certain empirical procedure in private and public institutions; however, the importance of the context of the organisation is not considered because the authors did not explain the difference among both types of organisations in interpretation and analysis of results. In addition, several articles on TM in the public sector were published, however, such theoretical articles consider and generally address TM and do not relate it to the public context (Calo, 2008). Altogether, only a relatively small number of articles are aware of the problems of TM in public service institutions like the medical care institutions (Groves, 2011), educational institutions (Davies & Davies, 2010), or national governmental entities (Glenn, 2012). Searching and seeking for pertinent literature, information was gathered from eighteen published resources, containing textbooks, articles, reports, and book sections with primarily concentration and emphasis on public sector TM. The article examines and addresses the most important matters in the TM context, in addition to the particular problems and concerns presented and posed through the small portion of publications found on TM in the public or government sector.

5.1 Talent Definition

TM is frequently defined as an organised and consistent system that attracts, recognises, grows, engages, retains, and deploys talent (Scullion, Collings, & Caligiuri, 2010). In the concepts or definitions of TM, scholars follow distinct notions for talent, like exceptional skills, yet, include words like core or vital workers, and highly potential people who represent a valuable organisational interest. The diversity of expressions employed in describing talent represents one of the most critical TM discussions and debates; whether TM is an inclusive method based on skills or capabilities of all workforce, or an exclusive method intended to attract, recruit, and retain a specific type of workers (Gallardo, Dries, & Conzalez-cruz, 2013). These specific types of workers belong to a special individual, namely, highly potential people, or to certain limited and influential roles in an organisation such as a managerial or leadership posts. Based on scholarly debates and discussions on TM, talent concept appears to move to the exclusive perspectives (Gallardo & Thunnissen, 2016). Some researchers argue that the inclusive method exist practically and operationally, it is also an

integration and mixture of both the TM method, the inclusive and exclusive. Regarding such improvements, lately, TM researchers have begun to discuss and investigate the probabilities of differentiated TM structures and strategies. This concept is taken from the marketing context, where the unique wants and desires of different types of workers are treated jointly.

The literature reveals that in public or government sector institutions, the inclusive and exclusive methods exist, but a small amount of work published contribute to the reasons and logic behind TM methods. Glenn (2012) states that the inclusive method much probably takes place in mutual and combined bargaining settings. Improvements in the job market, both internally and externally, are also affecting the approaches to TM. The increasing number of retired individuals or the lack of jobs in the market, public institutions reveal a propensity to establish an exclusive method for filling the gap with limited and desirable roles (MacFarlane, Duberley, Fewtrell, & Powell, 2012). However, to which degree is this emphasis on an entirely modern, exclusive, or unique group of workers for public institutions? There is an extensive legacy in the international relations and affairs domain in order to attract, select, and develop the superior candidate for becoming a potential policymaker. Fewer applicants are chosen and overwhelmingly, such recruiters get an HRM exclusive method. A further illustration of commonly adopted TM concepts in public sector settings is managing foreign employees who work in foreign government agencies like the UN, IMF, World Health Organization, World Bank (Vos, Boselie, Brewster, & Vos, 2013). Such workers travel and are transferred to other nations and frequently followed by their belongings (wife/husband and kids). Those ex-pats also receive significant attention, care, and advantage through exclusive human resource programs and an impressive bundle of compensation. Also, the implementation of the TM concept is specifically linked to the HRM of practitioners, including public officials, teachers, judges, technical experts, and health care professionals. Considering the professionalism of their job, they are granted unique education, advancement, incentives, and privileges in accordance with fairly high levels of independence. Despite the fact that such specialists are facing an increased tension and scrutiny, many experts holding such professions are obtaining exceptional care or holding a pivotal role throughout public or government institutions and are also recognised as the institution's highly successful and efficient public employees (Schneider, Noordegraaf, Boselie, & Van Rensen, 2016). With the exception of certain published papers by academics who work on the high-educational field. The literature offers scarcity of resources to the problems of TM relevant to such professionals. Almost all public sector TM published papers concentrate on attracting and retaining executives (Bradley, 2016). The public or governmental sector seeks the greatest and intelligent executives, administrators, and leaders (Day, Shickle, Smith, & Zakariasen, 2014), in addition to a unique TM system aiming to attract, recruit and keep talented people, namely senior management, in order to set the rule of the game and be the fight winner to the road for talent (Tummers & Knies, 2013).

5.2 Limitation on Implementing Talent Management

Authors proposes several elements and determinants that are willing to push or prevent the adoption and application of TM in business or private industry, namely, external and internal elements (Rani & Kumar, 2014). External significant elements are either related to a wider background in which a company works, like population variations (Festing & Schafer, 2014), workforce adaptability (Collings & Mellahi, 2009), fiscal condition (Nolan, 2011), rules and regulations (Sidani & Al Ariss, 2014), cultural structure (Iles, Chuai, & Preece, 2010), political environment (Vladescu, 2012), in addition to specific background, including business talent scarcity (Farndale, Scullion, & Sparrow, 2010), sectoral characteristics (Burbach & Royle, 2010), and competitiveness (Ready & Conger, 2007). Internal significant elements are either relate to roles that would promote TM and make it more easy and smooth like incentives for staff improvement and professional advancement and evolution (Grégoire, Cornelissen, Dimov, & Van Burg, 2015), business strategy (Joyce & Slocum, 2012), workforce engagement and contribution (Mochorwa & Mwangi, 2013), managing staff recruitment (Frank, Finnegan, & Taylor, 2004), recruiting and selecting highly qualified persons or talent people (Lewin, Massini, & Peeters, 2009), information technology existence (Al Ariss, Cascio, & Paauwe, 2014), the provision of objective and subjective motivating activities (Annakis, Dass, & Isa, 2014), or hard institutional factors including the promoting brand name of the entity (Theurer, Tumasjan, Welpé, & Lievens, 2016), institutional cultural identity and structural framework (Gallardo, Dries, & Conzalez-cruz, 2013), organisation social situation (Kunisch, Menz, & Ambos, 2015) and managerial support and guidance (CIPD, 2010). Similarly, the effective adoption of TM in the public industry can be affected internally and externally (Clarke & Scurry, 2017). Although the number of significant internal considerations exceed the outer elements ones, it is important to emphasise the importance of both elements if institutions want to achieve favourable results while managing and implementing a TM approach.

5.3 Impact of the Internal Elements on TM in Public Industry

Organisation reputability is regarded as a technique in order to win and draw talent from public industry or sector (Glenn, 2012). Therefore, TM implementation improvements toward the public sector and attraction of talented people, tasks must be matched with organisational strategic goals of public interest to involve existing and future employees (Garrow & Hirsh, 2008). Furthermore, extremely dedicated workers may help TM in encouraging debate between workers at a different level of the organisation (Kock & Burke, 2008) and improving every worker's specific commitment to the achievement of institutional objectives (Thunnissen & Buttiens, 2017). In the light of the key concepts of the public sector, which depends on social rights and equality, TM inclusive approach promotes the general public value objectives by enhancing the participation of all workers (Glenn, 2012). Encouragement from top managers and leaders is also significant, since they could accelerate or restrain TM adoption (Reilly, 2008). Apart from stakeholders' positive involvement, organisational culture will motivate or restrict TM adoption. Culture in the public industry is fundamentally bureaucratic in nature, frequently preventing creative activities, namely TM as an example (Troshani, Jerram, & Hill, 2011), because TM adoption could contradict such cultural value and might end up failing to meet

the employee's expectations (Garrow & Hirsh, 2008). Whatever TM approach is applied, TM in public sector requires integrating the potential social effects through its priorities. Namely, TM will identify the main public context and social value goals (Thunnissen, Boselie, & Fruytier, 2013). TM may further promote specific human resource related activities like attracting and keeping talented workers, that will facilitate the development and enhancement of such people careers in the public sector (Kock & Burke, 2008). A wide variety of substantial and unessential incentives may further maintain the ego-motivation of public workers to meet institutional objectives. These activities may allow TM to build a continuous inner source of talent (Harris & Foster, 2010). Development in information technology related to fundamental TM activities may further increase public TM efficiency. Government sector agencies may, for instance, use advertisement through social media in order to attract future talented candidates (Tufts, Jacobson, & Stevens, 2015). Information technology could further be valuable in terms of audit objectives, for e.g., workers operational rates or levels, and thus ensuring that talented workers are retained (Troshani, Jerram, & Hill, 2011). In addition to the rise of e-recruitment across several worldwide cities as a major and creative technology to attract talented people (Llorens, 2011).

5.4 Impact of the External Elements on TM in Public Industry

The role and effect of politics, rules and regulations, culture and economic conditions are crucial in adopting TM in the public industry (Kravarity & Johnston, 2019). Variations in political agendas, for example, indicating budgetary adjustments, therefore, it will probably reduce the fiscal wallet that supports the adoption of TM (Troshani, Jerram, & Hill, 2011). Laws and regulations always affect the implementation of TM, like in china, talented people education and training is promoted by the public service legislation in china (Yang, Wu, Xu, & Chen, 2012). Effective adoption of TM may be influenced by demographic characteristics and qualities. Considering that several baby boomers, today, are at the retiring stage, organisations must seek methods to attract youth people and change their TM based on such methods (Glenn, 2012). It appears more complicated whenever recognising that the new generations with greater desires and ambitions are further interested in job quality and support flexibility (Van Den Brink, Fruytier, & Thunnissen, 2013). Institutions, therefore could not last on relying on the loyalty and have to find paths for attracting and maintaining talent. The worldwide crisis in 2008 had provided many potentials and opportunities in order to attract talent into the public industry (Reilly, 2008). Scholars argue that the competitiveness of talent in private industry is because of the public sector bureaucratic nature. (Poocharoen & Lee, 2013). In contrast, it is hard to recognise talents from the public sector, like humans that have specific skills, values, abilities, and expertise that represent the basic tenets of the public sector, that in effect causes talent gaps and deficiencies (Thunnissen & Buttiens, 2017). To demonstrate effectiveness in public sector, TM strategy should be assessed in order to improve organisational capacity to handle long term workforce functions and tackle specific social concerns (Kock & Burke, 2008).

5.5 Talent Management Results

The measurements of expected TM results are a key subject in the research on TM. Why should talent be managed? For what aims? Regarding such questions or concerns, TM researchers agree that achieving organisational objectives is dominant (Thunnissen, Boselie, & Fruytier, 2013). Nevertheless, prominent TM researchers like Collings (2014) highlight the significance of performance-taking in a wider spectrum and examine the quality of worker, institutional, and social degree based on TM value. Particularly, the debate of the importance of TM at the large society scale (social, economic, cultural, and so on.) is modern and prominent, yet, certain academics have begun to investigate such approach and have taken into consideration “Global Talent Competitiveness Index” or work on shortage of capabilities or excess in an area or nation (Rodriguez, 2015). Thunnissen et al. (2013) contend that due to stakeholders’ variety and institutional goals, such result-perspectives are extremely important for public service institutions. However, the publications on TM in the public industry took little care of TM results and of the significance of quality and achievements, by means of performance, in public sector entities (Vandenabeele, Leisink, & Knies, 2013).

5.6 Talent Management Methods

Till nowadays, almost all TM published works have missed a concise definition of specific TM methods (Dries, 2013). A wide range of tools have been identified and recommended concerning recruiting, hiring, growth, and retaining, without any more classified or structural manners. Present literary writings on TM appears to support the hard TM production-oriented method, mainly the exclusive method, through its preferred choice for highly organisational goals and performance (Thunnissen M., 2016). TM soft process could be related to the inclusive TM method, which is embraced by certain TM academics highlighting the improvement and development of overall workers talents. Literary texts on TM suggest that TM strategies are weakly implemented in public entities, TM could be described as reactive and dispersed (Lynn, 2001). Several researches refer to TM hard process undergoing organisational examination. For example, in the United Kingdom, Health Service TM is highly rational, bureaucratic, centralised, and performance and structural based (MacFarlane, Duberley, Fewtrell, & Powell, 2012). The researchers argue that such public organisations have implemented a TM strategy which is much more challenging than those of other private institutions. Even if effective private firms support hard TM, they follow a much more complex strategy that acknowledges the limits of increased standard processes and simplified performance measures (MacFarlane, Duberley, Fewtrell, & Powell, 2012). In her research on TM in German National colleges, Thunnissen (2015) often reports a hard TM process. The researcher reveals that the Flemish governmental administration plans to follow an inclusive method to TM and still follows an exclusive method in operation, namely, an exclusive disguised method (Buttiens, 2016).

As a result of social growth and the NPM reform process, particularly, based on efficiency, effectiveness, and contest for talent, TM is probably to achieve awareness in the everyday activities of public service institutions. The way the government or public institutions work

in various communities is complicated and challenging. The approach through which TM is applied relies heavily on contextual matters, either if it is inclusive or exclusive.

6. Talent Management: Managing Conflicts and Contradictions

In this section of the article, we discuss the conflict among the logical and administrative reasoning derived from HRM and NPM philosophy in the public sector, in addition, the technical reasoning of public or government employees through their behavioral focus on an inherent desire to support citizens and provide great public value services. This study believes that such conflict will affect the overall-sector strategies to TM. Whereas several important problems are discussed in the existing literature on TM, the latest works on public-sector TM do not discuss these conflicts in detail. Particularly, regarding the talent concept, the degree of worker specialisation, and the relation among performance and commitment and TM, we recognise problems of dualism, contradiction, uncertainty and equilibrium as explained below.

Table 1

TM discussion factors and Concerns in Public Sector Perspectives

TM Discussion Factors	Concerns
Government or the “Good Employer”	<ol style="list-style-type: none"> 1. Ancient: Internal Labor market 2. Current/Long-run: Higher Commitment System, Higher Performance Work System, and Higher Involvement-Work System 3. The effect of potential changes from the internal labour market to creative and revolutionary platforms, and their impact on TM
Equality	The extent of feasible and appropriate distinction of workers considering the standards of equality inside public sector environments
Relevant laws, rules and processes applied in the public sector in addition to the professionalism standards	Potential complaint processes, organisational obstacles and constraints, and bureaucracy inside the entity, the sector, and professional structure
Government Cuts	The scope for TM programs and developments
New Public Management and modern management systems like performance, lean, and TM	The TM perception and value concerned to such models and their influence on workforce behaviours and beliefs.
Institutional performance, employee’s objectives, and TM consequences	The driving factors toward public sector employees, the influence of PSM on worker’s performance, TM effect, and meaning of worker’s objectives and nature of TM taking into account the complexity of public industry performance measurements
Integrating exclusive and inclusive TM concepts	The degree to which TM methods that represent a more exclusive for experts and management be mixed with TM inclusive methods for the whole staff

6.1. Differentiation vs Equality: Recognising Talent

Depending on the analysis above, we believe that the concept of talent is among the fundamental problems facing TM in the public sector. Public debate regarding talent conceptual framework is heavily affected by differentiation and equality conflict. As is proposed in the exclusive method, workforce differentiation is most probably creating conflict through the concept of equality or fair treatment; treating employees equally, and

that's strongly associated with TM inclusive method (Lepak & Snell, 1999). TM exclusive method reveals a clear comparison is drawn regarding talented people and non-talented people, suggesting that talented people are a little bit happy and the non-talented ones are not at all. Workers differentiation toward professionals, like distinct health care professionals in the medical centres, is most likely widely agreed in terms of the unique experience, competencies, and capabilities of professionals combined to the institutionalisation of such occupations. Nevertheless, implementing the differentiating concepts of HRM and TM to less-skilled positions and roles, including administrative trainees, and executives can trigger equality concerns and problems in public sector environments. Such a class of workers is prominently positioned in public sector publications on TM. Based on their research on TM in United Kingdom health service, researchers raise a query if TM must concentrate on employee's commitment to public service rather than on potential leaders due to the reasons that taking care of a sick person is not delivered by executives; instead, it is given by health care professionals (MacFarlane, Duberley, Fewtrell, & Powell, 2012). Many scholars examine the conflict among the conventional public principles of equality, justice and rightness and the exclusive perspective suggesting that not all employees are similar and equal or equally managed and treated (Lynn, 2001) (Harris & Foster, 2010). Due to such conflict, Harris and Foster (2010) noticed that senior executives preferred an inclusive method in United Kingdom public service institutions. Thus, the researchers emphasise the significance of practical and fair distribution articulated in a clear, consistent, and equal method of selection.

6.2. Talent Management Results: Providing Social Interest vs Organizational Performance

Certain Scholars employ the AMO (Ability, Motivation, and opportunity) framework arguing that only one declares of talent when strong motivational, in order to support the consumer and community, combined with powerful skills contributes to superior performances. However, still efficient behaviour and performance in the public industry is a complex structure (Ulrich & Ulrich, 2010). Existing TM studies brings special awareness in order to boost and control personal performance, yet, public service and social interest are frequently not provided independently, instead, they are the outcome of a collective endeavour of the group. In addition, several HRM authors have trouble identifying performance within public entities, considering that such entities have various objectives and agendas that frequently clash between each other due to the pressures of diverse stakeholders such as the government, residents, client or end-users service, and political parties. Efficient, Effective, and quality of fund e-for-money are desires that represent the cornerstone of NPM, may walk in severe disparity with the development of public or social interest and value. Such uncertainty regarding performance often influences the public sector discussion on TM results (Boselie & Thunnissen, 2017).

6.3. Processes of Talent Management: Commitment Impact and Motivation vs Performance

The “good employer” or government that provides lifelong jobs, job stability, strategic growth and development, and wage and salaries improvements that are closely connected to

positions, which represent the components of the internal labour market system and still prevalent in almost all public and governmental institutions, does not match the complexities and challenges faced by public institutions (Baron & Kreps, 1999). Such obstacles contain government cuts, private ownership contracts and removal of restrictions, bureaucracy minimisation, NPM, and heavy reliance on transparency, accountability, and legality. The main challenges and threats of TM in public sector environments are government or policy cuts, that impose severe restrictions on HRM activities like recruiting, selecting, educating, preparing, growing, and compensating employees. The latter may further have a bad effect in investing in TM programs, precisely since such strategies lack financial resources. The growing awareness to improve performance management strategies like lean management system represents a reflection of NPM. Such initiatives have turned into light with consideration of the modern efficient and effective emphasis on performance and quality as a consequence of government cuts and responsibility and obligation toward the public. Nevertheless, the implications of such initiatives are frequently recognised as extremely related to top management, and may have a potential influence on workers' performance and expectations (Buttiens, 2016). Rather than a challenging performance focus, Public sector principles and employees in this domain especially highlight the value of improving people and social welfare (Boselie, 2014). As opposed to the influence of the internal labour market, many writers propose something like a strong dedication solution or greater involvement working method (Boxall & Macky, 2009). Trying to adopt such a method to TM in the public sector will indicate that the emphasis is not specifically based on raising and managing performance, as mentioned in TM "hard" process, however, it explores the unintended way of motivation for performance enhancement, therefore, fitting the significance of the above mentioned PSM. Emphasising on motivational aspects is in accordance with the focus for human resource activities that must be based on creating motivation, involvement, and growth of participants in the talent challenge, and moving from a temporary transaction-based behavioural framework towards a future relation-based behavioural framework (Collings & Mellahi, 2009). Based on such highly commitment solutions, the government, as the major player in the public industry, can involve training and improvement focused on employment prospects, horizontally developmental aspects based on role enhancement and independence, the spread of competence in coordination with expertise and capability, renovation of task by promoting the public meaning in job activities and exchange of information within the group, expanding workforce engagement in the process of making decisions, and incentives for outstanding results by the team member. However, to choose the correct set of activities, motivational approaches rooted in PSM must be considered.

We are conscious that the implications of implementing these creative programs suggest a more distinction of HRM rules and procedures between individual and team of workers, as mentioned earlier. A potential shift from an internal labour market system to novel solutions of HRM structure in the public sector environment is in itself a struggle between both concept and practice. However, we agree that TM differentiation and competitiveness, when viewed like a mix of exclusive strategy and inclusive one, represents a fascinating choice to public institutions toward meeting various stakeholder desires.

6.4. *An Agenda and Research Plan*

We have defined, both internally and externally, the conceptual influences that are responsible for the effective adoption of TM. Consulting firms offered perspectives into how TM can help the public sector in enhancing human capital development and workers recruitment, which may possess an effect on the provision of public service, efficiency, creative and innovative thinking (Australian Public Service Commission, 2013). The public industry wants to address issues concerning its cultural values, the essence and complexities of the implemented TM activities, and the involvement of major stakeholders, before adopting TM. Therefore, a study plan on such subjects is recommended. Because most of TM study and application is in the private industry, we contend that it is essential to understand the bureaucratic and regulatory complexities of the public industry when seeking to hire and assign talent while pursuing an exclusive strategy.

The implementation of NPM throughout public institutions in addition to reform impact on the public industry to attract talent from the public or government sector, has resulted in a reduction in both workforce involvement engagement and governmental confidence (Dougherty & Van Gelder, 2015). NPM initiatives and financial plan cutbacks kept several governments without defining and attracting long term required talent (Hay Group, 2011). The study is needed on the obstacles and impacts of austerity policies on the ability of the public sector to draw, handle and position talents so they can make a contribution to the quality and performance of the industry. Furthermore, developments relating to individual building capabilities and particularly the implementation of TM are seen as weakening fundamental principles of fair treatment and accountability in the public industry (Van Den Brink, Fruytier, & Thunnissen, 2013). Researchers discovered that honourable admission test criteria were considered a threat to attract extremely talented public individuals. Governments or the good employer experience a trade-off among ideals of fair treatment and efficient methods to recruit skilled workers because public sector is based on values instead of talents (Poocharoen & Lee, 2013). In this sense, TM is a rapier, because it may frustrate individuals not recognised as a talent, and create scepticism regarding the processes for recognising talented people (Harris & Foster, 2010). Talent differential care is in conflict with fair opportunity and treatment standards in public industry.

In public institutions, implementing TM decentralisation methods is indeed a challenge (Poocharoen & Brillantes, 2013), since these institutions operate based on legitimate-bureaucratic organisational reasoning instead of business-managerial reasoning that represents NPM (Thunnissen & Buttiens, 2017). For instance, recruiting and selecting processes hinder interaction with talented people, given that in certain environments such as in the United Kingdom, each applicant must undergo, regardless of circumstances, entrance exams that are expensive and require a lot of time (Hudson, 2017). Thus, talents are easily discovered and hired into the private industry with very few bureaucratic criteria for legitimate hiring and choosing. This leads to important job opportunities positions in the public sector not being replete (Van Den Brink, Fruytier, & Thunnissen, 2013). Therefore, the public sector must have to recognise diverse approaches like e-recruiting programs, as stated earlier, for the attraction and retention of talented people. Long term study may investigate the efficiency of those approaches in enhancing talent development in the public domain.

Performance measurements in the private sector is evaluated based on fiscal and monetary goals and results (Hudson, 2017), while in public industry, they are further complicated due to the efforts made to evaluate intangible results (Kock & Burke, 2008). Political and social responsibility towards accountability and transparency place a burden on public shoulders and lead it to sidestep risk and the inflexibility of bureaucratic regulations on wage levels and external rewards limits the adoption of public sector TM (Delfgaauw & Dur, 2010).

In addition, public sector environments include transformations, such as the shift from internal labour market systems to a highly job performance process designs, inconsistent objectives and results, like conflicts among various stakeholders, and concepts competition, such as, professional reasoning against performance, industry, management and leadership reasoning, that mostly lead to “evil issues” which could not be not simply resolved. Such concepts, desires, and results live together within contemporary public sector entities and generate conflicts that influence TM policies and procedures (Thunnissen M., 2016). They generate conflicts, duplicity, inconsistencies, and contradictions that institutions in the public sector need to work with. Authors proposed that future study on TM in the public sector may take advantage of the paradoxical concept framework (Smith & Lewis, 2011). They describe a paradox as conflicting but interdependent items that appear together and remain throughout the moment; these items appear reasonable when perceived isolated, but illogical, conflicting and ridiculous once mixed (Smith & Lewis, 2011). The analysis of the paradoxical framework, situational problems and environmental elements is interconnected with organisational strategies, initiatives, expectations and results (Vandenabeele, Leisink, & Knies, 2013). For both conceptual observations and different and innovative methods, the paradoxical concept framework may be a great commencement for more TM studies in public sector environments.

Such framework could serve in examining the challenges, conflicts and contradictions of public-sector TM in further depth and provides prudence of the way through which public entities operate through them. Comparing this concept with studies and analysis based on contradictions and conflicts in TM private industry to figure out whether such conflicts are limited to public industry or even exist in private one would be a fascinating insight. Institutional theory is commonly applicable in public management and administration, and even to a certain extent in HRM (Pauwe & Boselie, 2003). It creates a solid foundation for long term study on TM in various public domains, especially considering the potential distinctions among specialists employed in such environments, for example, judges, academics, instructors, and healthcare professionals. Though that, several TM researchers contribute their works to the institutional theory, which is included in 10% of TM published works, those academics frequently neglect to adopt this theory that represents an overall and detailed structure for collecting information and results analysis (Gallardo-Gallardo, Nijs, Dries, & Gallo, 2015).

Thus, we propose that authors and researchers in the TM field consider a more stringent and accurate research model. Rather than focusing on which conceptual frameworks to choose, it is more critical than academics take strategic theoretical positioning decisions and continuously implement them within the same study, thus, assisting to resolve qualitative study frameworks and define and explain relationships and causality among factors and indicators (Gallardo-Gallardo, Nijs, Dries, & Gallo, 2015).

PSM is extensively debated in public administration management field (Vandenabeele & Perry, 2015), and much more study may be based on, including, integrating AMO (Ability, Motivation, and Opportunity) philosophy into HRM and the insights gained from past PSM research while examining TM and the relationship among TM, performance, and PSM in public environment. A previous published works Harvard paradigm modified version after 31 years of its emergence in 1984 may expand the connection among TM, performance, and PSM (Beer, Boselie, & Brewster, 2015). Such paradigm illustrates the importance of a complex performance framework, considering organisational efficiency and people and social welfare.

Moreover, the researchers note that worker's effect by means of engagement, commitment, and organisation, is extremely significant in the area of HRM, and the latter is a public and social network in a typical environment. Such arguments take place perfectly within public sector setting, given its diverse stakeholders, legislation, commitment process, engagement, and organisations and its highly complex results, such as effective and efficient organisation procedures, personal welfare by means of the government, and societal interest, which represent the connection to social welfare. Vandenabeele et al. (2013) tend to be a successful concept model and incorporate some of the aforementioned conceptual basic components. It is a strong basis for a study on HRM in public institutions and also for long term study on TM.

Nevertheless, we need to extend an aspect to the conceptual model concerning TM. This framework relies just on organisational processes and eliminates market processes. However, many researches on public sector TM suggested that internally and externally job markets adjustments have influenced organisational TM strategy.

Our study demands further work on problems and solutions to TM in public or Governmental institutions at large. Furthermore, a comparative analysis among various types of institutions in the public industry may be especially useful in determining the effect of institutional variables on TM. Such comparative analysis will assist in explaining more what institutions in the public sector seek to accomplish through TM, for what purposes, and the effectiveness of such performance. A multi-dimension method that involves both organisational leaders, namely, HRM and executives, and workers, is important for an effective and efficient TM. In addition, we suggest further comparative analysis across countries.

Conclusion

This article offers a summary of fundamental concerns for long term TM study in public sector environments and addresses a range of important concerns that may have significant effect and value for public sector professionals involved in implementing TM, namely specific problems and concerns issues like TM perception, the value and importance provided by concerned people in TM field, and the effect of TM on worker's behaviours and performance. There are no clear approaches for TM in public entities and there is little chance that "best practices" would occur on a widespread basis. Thus, it is necessary to prevent copying TM oversimplified activities from other public or governmental or private entities without a careful examination of organisational context both internally and externally.

The article provides a precise description of talent and TM in public sector along with an analysis of the opportunities, problems, and matters embracing TM adoption in the public sector. Thus, Talent in the public industry can be identified as those people who have skills, abilities, expertise and beliefs that represent the basic tenets of public and social service and value for the benefit of society. Furthermore, TM in the public industry is described as human resource essential application practices, ensuring that talent from the public sector works into this framework to handle challenges, resolve conflicts, and achieve strategic goals of the public.

Also, inner and outer influences criteria probably affect the effective adoption of TM and the requirements that should be taken into consideration by public institutions. The crucial internal elements were split in, first of all, activities that might enhance the adoption of TM, like hiring and selecting, and second, soft organisational aspects that might push or restrict adoption of TM, like cultural aspects of the organisation. The influence of the outer elements was also classified by activities that contribute to the wider contextual background of the organisation, like local cultural values, and activities that are unique, specific, and relevant to the institutional context, like talent's gaps. Ongoing and long-term studies need to examine if it exists good or worse TM methods that may contribute to a debate about why and how a particular TM strategy functions in only certain cases. TM public sector agencies, in a particular sense, is a type of mini-HRM. Several HRM's current contextual discussions and debates are significant and able to be compared to modern TM discussions and debates within public institutions. Concluding, context and situations vary and in such specific challenging situations, solutions for TM are not simple.

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