

# Strengthening Talent Management Policies to Support Indonesia's Strategic Plan Towards Sustainable Green Bureaucracy

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**Abstract.** Indonesia faces challenges in enhancing global competitiveness and achieving developed-nation status by 2045. A key initiative within this vision is implementing a sustainable green bureaucracy. This article explores relevant talent management policies as essential instruments in achieving a green bureaucracy, focusing on managing high-competency human resources to address climate change and optimize environmentally oriented governance systems. The study highlights the importance of implementing a merit-based system and public sector talent management tailored to the strategic needs of each institution, including the formation of a talent pool, competency mapping, and succession planning. Through a competency-based approach, this policy aims not only to improve the effectiveness of civil servants (ASN) but also to encourage innovation in environmentally responsive governance adapted to the digital era. The successful implementation of this policy requires cross-sectoral synergy and strong commitment from institutional leaders to ensure that Indonesia can realize a sustainable green bureaucracy.

**Keywords:** Talent Management, Green Bureaucracy, Sustainable Governance, Competency Mapping, Succession Planning, Civil Servants (ASN)

## 1 Introduction

Indonesia, with its rich natural resources and status as the world's fourth most populous nation, is at a pivotal moment in its developmental journey. The “*Indonesia Emas 2045*” vision serves as a guiding light for the nation, aiming to position Indonesia among the world's developed nations by its centennial in 2045 [1]–[4]. This transformative vision encompasses economic, social, political, and cultural dimensions, with a commitment to enhancing the quality of life for all Indonesians. However, the journey to achieving this ambitious target is fraught with challenges, particularly in modernizing and optimizing Indonesia's bureaucratic structure to foster a more sustainable and environmentally responsive governance model. A core element of this vision is the establishment of a “sustainable green bureaucracy,” an initiative that calls for the Indonesian civil service, specifically its *Aparatur Sipil Negara* (ASN), to embody principles of sustainability, resilience, and competitiveness. This green bureaucracy is expected to seamlessly integrate environmental responsibility within public sector functions, thus demonstrating a proactive response to the global climate crisis while meeting the demands of the modern digital economy. As other ASEAN nations, including Singapore, Malaysia, and

Thailand, demonstrate their capabilities in competitive global indices, Indonesia has recognised that achieving global competitiveness hinges on strategic internal reforms, particularly within its public sector workforce.

A significant barrier to achieving these goals lies in Indonesia's existing bureaucratic structure, which struggles with inefficiencies that impede national and international competitiveness [5]–[10]. Despite recent improvements in the World Competitiveness Ranking, where Indonesia climbed ten positions to reach 34th globally, the nation remains below several neighbouring countries. The underlying challenges within Indonesia's bureaucratic and talent management systems highlight critical gaps that must be addressed to fully harness the country's potential. Although Indonesia's abundance of natural resources and its large workforce are advantageous, the administrative machinery requires a paradigm shift to reach its full potential. This necessity is underscored by the increasing demand for talent development, particularly within ASN, to ensure that civil servants are equipped with the skills, knowledge, and adaptability required to support a green bureaucracy. The rapid technological advancements brought about by the Fourth Industrial Revolution, also known as Industry 4.0, have further heightened the need for a more agile, digitally literate, and environmentally conscious public sector. As citizens increasingly expect efficient, responsive, and transparent public services, the Indonesian government has recognized the importance of integrating innovative approaches and eco-friendly practices into public sector operations.

The transition toward a green bureaucracy has significant implications for talent management within the ASN, where managing competencies is key to fostering a workforce capable of implementing sustainable and digitalized governance strategies [11]–[13]. In recent years, the Indonesian government has underscored its commitment to advancing human resource management within the public sector, a priority reflected in the President's vision for talent-based governance. Talent management within the ASN focuses on competency-based systems designed to identify, nurture, and optimize individuals who demonstrate potential to contribute to strategic, environmentally sustainable goals [14]–[18]. Implementing a comprehensive talent management strategy within government institutions encompasses establishing talent pools, mapping competencies, and planning succession, thereby fostering a resilient and innovative workforce that can adapt to emerging demands. A critical component of this framework is the merit-based approach, which stands in contrast to traditional bureaucratic practices. This approach emphasizes objectivity in personnel decisions, leveraging employees' competencies and performance outcomes as the primary criteria for career progression. The goal is to foster an environment that motivates ASN employees to continuously improve their skills and contribute to innovative solutions that are in line with the government's green bureaucracy objectives. However, despite the government's commitment to talent management, significant challenges hinder the consistent implementation of competency-based systems across various government institutions.

An additional barrier to effective talent management is the potential for political interference, which can undermine efforts to implement an objective and merit-based system within the ASN [15], [19]–[21]. The susceptibility of public sector appointments and promotions to political considerations can lead to the placement of personnel in roles that do not align with their competencies, thus diminishing the efficacy of talent management systems. Without clear policies that protect against such interference, the ASN's ability to foster a high-performing, sustainable workforce is compromised. This vulnerability underscores the need for structured and transparent processes in talent management to prevent politicization and support Indonesia's goal of establishing a green bureaucracy. Considering these challenges, there is an urgent need for a research-driven approach to evaluate the implementation of talent management

within Indonesia's local government institutions. This study seeks to analyse the strengths and weaknesses of existing talent management policies and practices within the ASN, focusing on identifying the internal and external factors that influence talent development, competency mapping, and succession planning. By investigating these factors, the research aims to uncover the root causes of inefficiencies and propose actionable strategies to optimize talent management in alignment with Indonesia's strategic vision.

The importance of this research is further highlighted by the new competency frameworks that are essential to the green bureaucracy concept. A competency framework within the ASN not only facilitates the identification of skill gaps but also provides a structured pathway for employees to acquire the competencies needed for specific roles. Such frameworks are instrumental in enabling local government institutions to implement effective, environmentally sustainable policies. Moreover, competency frameworks offer a clear roadmap for career development, which is crucial in fostering an engaged and motivated workforce. By equipping civil servants with the skills required to perform in a green bureaucracy, the competency-based approach also reduces the risks associated with talent shortages and enhances the resilience of public sector institutions in the face of emerging environmental and technological challenges. In addition to proposing a model for talent management in local government institutions, this study will explore the strategic significance of such a model in supporting Indonesia's green bureaucracy objectives. A green bureaucracy necessitates an integrated approach to talent management, where competencies in digital literacy, sustainability, and environmental management are prioritized.

In summary, this study will provide a comprehensive analysis of Indonesia's talent management policies and their role in achieving a green bureaucracy. By examining the internal and external factors influencing talent management implementation, this research aims to identify actionable steps for overcoming existing challenges. Furthermore, by highlighting the role of competency-based talent management in fostering an environmentally responsive public sector, this study contributes valuable insights to policymakers as they work to align Indonesia's talent management practices with the nation's strategic vision. As the demand for a sustainable and digitally integrated public sector grows, the findings from this research are expected to serve as a foundational reference for Indonesia's journey toward establishing a competitive, green bureaucracy that aligns with the goals of the "*Indonesia Emas 2045*" vision.

## 2 Literature Review

In recent years, studies on public sector talent management have garnered significant attention, particularly as organizations strive to enhance their efficiency, adaptability, and sustainability [22]–[27]. The move toward strategic human resource management (SHRM) in government settings reflects an ongoing commitment to fostering innovation and responsiveness among public servants, or ASN (*Aparatur Sipil Negara*), which is essential for addressing complex societal needs. This literature review examines a range of research studies focused on talent management, competency frameworks, and green bureaucracy models, particularly as they relate to Indonesia's strategic goals. The analysis will explore key themes across prior studies, including talent management challenges, competency-based frameworks, and sector-specific nuances, to highlight the novel contributions of this research.

Talent management in the public sector differs considerably from that in the private sector due to inherent differences in organizational objectives, processes, and values [25], [28]–[31].

A primary objective of talent management in the public domain is to build a highly skilled, adaptable, and ethical workforce that upholds public interests rather than prioritizing profit. Emphasize that talent management in government is often influenced by political, social, and institutional factors, making it more complex and layered than in the private sector. Their study on talent management in Belgium and the Netherlands, for instance, shows that public sector talent management must balance both economic and non-economic goals and that effective public sector management involves a hybrid approach that combines inclusive and exclusive models. This research provides insight into how public institutions may adopt a hybrid talent management framework to meet both organizational and public service needs, creating a potential model for Indonesia.

In the context of Indonesia, talent management within the ASN has received increasing focus as part of the nation's green bureaucracy agenda [32]–[35]. Discuss the talent management policies adopted by local government institutions in Indonesia, noting that these policies emphasize competency development, succession planning, and merit-based appointments. However, while these initiatives show potential for strengthening Indonesia's public sector, practical challenges persist in implementation. The study concludes that a more structured and transparent approach is required to mitigate issues of political interference and resistance to change among civil servants. The current research builds on these findings by focusing specifically on competency-based frameworks that could overcome these obstacles and support Indonesia's green bureaucracy goals.

Competency-based frameworks have emerged as a key component in talent management strategies, especially within sectors where specific skills are critical for achieving organizational goals [22], [36]–[38]. Competency mapping allows organizations to assess employees' skills, identify gaps, and establish a pathway for professional development that aligns with organizational objectives. Developed an integrated talent management model for the Western Cape Provincial Government in South Africa. Their findings underscore the positive impact of competency-based frameworks on public sector efficiency, particularly in fostering a culture of accountability, transparency, and adaptability. By applying structured competency models, the Western Cape government observed significant improvements in productivity and innovation. These findings are particularly relevant to Indonesia's green bureaucracy initiative, where competency-based approaches can help bridge the skills gap and ensure that ASN personnel possess the competencies required to support sustainable governance.

Within Indonesia's public sector, talent management initiatives have increasingly incorporated competency-based frameworks, although implementation remains inconsistent across institutions [26], [39], [40]. Research highlights the Indonesian government's commitment to improving ASN competencies as part of its broader bureaucratic reform efforts. This study notes that while competency-based training programs have been introduced, they have yet to reach all government sectors uniformly. The research concludes that a standardized competency framework tailored to Indonesia's green bureaucracy objectives could enhance training efficacy and address skill gaps, particularly in environmental and digital governance. Building on these insights, the current study will investigate how a competency-based model can support Indonesia's green bureaucracy by aligning ASN skills with sustainable governance priorities. In Indonesia's public sector, an exclusive approach to talent management has been explored in efforts to streamline resource allocation and identify high-potential leaders. According to research, the city of Pontianak has implemented an exclusive approach to talent management in its local government institutions by developing a "talent pool" for prospective leaders. However, the study found that this approach encountered resistance from employees

who felt excluded, underscoring the importance of balancing inclusivity with targeted development efforts.

One of the most significant challenges in implementing talent management in the public sector, particularly in Indonesia, is the potential for political interference. Underscores that public sector appointments are often susceptible to political considerations, which can undermine the merit-based selection process and discourage transparency. In Indonesia, local government institutions face political pressures that can influence talent management decisions, particularly in appointments and promotions within the ASN. As highlighted in research, these pressures can limit the effectiveness of talent management initiatives, leading to suboptimal personnel placements and hindering long-term planning efforts. Research on talent management in the Pontianak government identifies political influence as a persistent barrier to the objective implementation of competency-based systems. The study found that political considerations in personnel decisions contribute to a lack of trust in the system and discourage competent individuals from aspiring to higher roles. Recognizing the need to safeguard talent management processes from political interference, the current study will examine policies and frameworks that can promote transparency and accountability in ASN talent management.

Research from other countries provides valuable insights into how Indonesia might approach its talent management challenges [41]–[49]. Examine Malaysia's public sector talent management practices, highlighting the nation's efforts to attract and retain skilled professionals amid economic shifts. Malaysia's approach, which incorporates competency-based training and structured career pathways, has shown promise but faces challenges related to budget constraints and limited engagement from local government entities. The study's findings suggest that while competency-based systems can foster talent development, successful implementation requires sustained commitment from institutional leaders. Research on talent management in South Africa's Western Cape Provincial government offers another comparative perspective. The Western Cape implemented an integrated talent management model that prioritizes transparency, inclusivity, and structured competency assessments. This approach led to enhanced employee morale, reduced turnover, and improved performance outcomes. These findings suggest that Indonesia could benefit from adopting a similarly integrated approach to talent management, ensuring that all ASN employees have access to professional development resources and clear career pathways.

### **3 Methods**

This section outlines the methods used in this study, detailing the research design, data collection procedures, instruments employed, and data analysis techniques. The methodological approach in this research is tailored to explore the talent management framework within Indonesia's public sector, specifically targeting the competencies and systems necessary for achieving a green bureaucracy. The aim is to systematically investigate the processes, challenges, and potential solutions for implementing an effective talent management model that aligns with Indonesia's sustainable governance objectives. This research employs a qualitative research design, emphasizing an exploratory and descriptive approach. Given the complex, layered nature of talent management within the public sector, qualitative methods are well-suited to capture the nuances and contextual factors that influence policy implementation and organizational behaviour. A chronological approach is employed in data collection and analysis, starting with a thorough review of existing policies, frameworks, and documents on talent

management within Indonesia's civil service. This is followed by interviews and focus group discussions with key informants, such as policymakers, human resource professionals, and ASN (*Aparatur Sipil Negara*) employees. The research design further incorporates a thematic analysis of data, which is essential for identifying patterns, themes, and insights relevant to competency frameworks and green bureaucracy requirements.

### **3.1 Data Collection**

The data collection process is conducted in three stages to ensure comprehensive coverage of the research objectives. Document Analysis is the initial phase involves a detailed review of relevant documents, including talent management policies, competency frameworks, government reports, and strategic plans related to Indonesia's green bureaucracy. This provides a foundational understanding of the formal guidelines and objectives that govern talent management within the public sector. The document analysis stage also includes a review of academic literature, reports, and case studies from other countries with similar governance challenges.

Interviews is the primary method for collecting qualitative data is semi-structured interviews. This method allows flexibility in probing deeper into participants' responses while maintaining a structured approach to ensure that all key topics are addressed. The interview protocol is designed to explore themes such as perceptions of current talent management practices in Indonesia's public sector. Challenges and barriers to implementing competency-based frameworks. The impact of political influence on talent management decisions. Opportunities for enhancing talent management through competency-based models.

Focus Group Discussions (FGDs), to complement individual interviews, FGDs are conducted with groups of ASN employees and HR officials. This technique is particularly useful for generating dialogue around shared experiences and fostering a collaborative exploration of potential improvements to talent management policies. The FGDs are structured to encourage open discussions on topics such as the effectiveness of current competency mapping tools. Perceived fairness and transparency in talent management decisions. Suggestions for addressing skill gaps and promoting sustainable governance practices. All interviews and focus groups are recorded and transcribed to facilitate accurate analysis.

### **3.2 Chronological Approach to Data Collection**

The research timeline follows a chronological sequence, beginning with document analysis and progressing to interviews and FGDs. This structure allows insights from each stage to inform the subsequent data collection phase. For example, findings from the document analysis help refine the questions used in interviews, while initial interview responses guide the topics emphasized in focus group discussions. This chronological flow enhances the depth of understanding and ensures that emerging themes are thoroughly examined at each stage. The following instruments are used in this study. The semi-structured interview guide was developed based on themes identified in the literature review and document analysis. Questions are open-ended and designed to allow participants to share their perspectives and experiences freely. The guide includes questions on key topics such as competency mapping, talent pool development, political challenges, and strategies for achieving a green bureaucracy. Focus Group Discussion

(FGD) protocol provides a framework for facilitating group discussions, ensuring that all participants can contribute. The protocol includes guiding questions and prompts to encourage participants to discuss their views on talent management practices, transparency, and potential reforms. A document analysis matrix is used to systematically record relevant information from each document reviewed. This matrix includes categories for the document's source, policy content, key objectives, and identified gaps, facilitating a comprehensive analysis of talent management policies. The data collected in this study is analysed using thematic analysis, a qualitative technique that identifies patterns and themes within data. Thematic analysis is particularly suited for this research as it enables a nuanced understanding of participants' perspectives and experiences with talent management, revealing insights into both structural and contextual factors affecting policy implementation.

### **3.3 Ethical Considerations**

This research adheres to ethical principles to protect the rights and confidentiality of all participants. Before participating in interviews or FGDs, each participant is provided with an informed consent form outlining the study's purpose, procedures, and confidentiality measures. Participants are informed of their right to withdraw from the study at any time, and all data is anonymized to ensure that individual identities are not disclosed. Additionally, the research ensures that all findings are reported objectively, and any potential conflicts of interest are disclosed. Given the sensitive nature of some topics, such as political influence in talent management, data is handled with care to ensure participants' views are accurately represented without compromising confidentiality. This study employs a robust methodological framework to address the complex issues surrounding talent management within Indonesia's public sector. Through a chronological approach, qualitative data collection, thematic analysis, and ethical safeguards, this research aims to generate actionable insights and provide a foundation for implementing a competency-based talent management model. The findings are expected to contribute to the development of Indonesia's green bureaucracy by aligning talent management practices with sustainable governance objectives and offering practical solutions to the challenges identified.

## **4 Result and Discussion**

This section presents the findings of this research on talent management practices in Indonesia's public sector, followed by a discussion aligned with the research objectives. The results are derived from document analysis, interviews, and focus group discussions (FGDs) conducted with various stakeholders, including policymakers, HR officials, and ASN employees. The focus is on exploring how competency-based frameworks and merit-based policies can enhance Indonesia's green bureaucracy initiatives. Each finding is discussed in terms of its implications for competency development, political interference, and the establishment of a sustainable, environmentally responsive public sector. The initial analysis of government documents and talent management policies reveals that Indonesia's public sector has made considerable strides in adopting competency-based frameworks. The Ministry of Administrative and Bureaucratic Reform, through policies such as the ASN Competency Development Framework, has introduced structured guidelines for mapping competencies,

conducting assessments, and planning succession. However, interviews with HR officials highlight significant challenges in applying these frameworks consistently across local government institutions.

The data indicates discrepancies in the implementation of talent management policies across different regions and institutions. Some HR managers reported having adequate resources and support for competency mapping, while others cited budgetary constraints and lack of skilled personnel as major obstacles. For instance, a participant from a rural local government institution mentioned, “The central guidelines are comprehensive, but we struggle to implement them due to limited resources and staffing.” While there is a framework for assessing competencies, many HR officials and ASN employees noted that the assessments are not comprehensive. Some departments rely solely on basic competency evaluations rather than exploring specialized skills crucial for advancing Indonesia’s green bureaucracy, such as digital literacy, environmental management, and innovation in public service delivery.

The research identifies a significant gap in the availability and effectiveness of competency mapping and development tools. While competency frameworks exist in policy, the actual implementation is often hampered by limitations in access to training programs and the lack of specialized skill assessments. Most of the training programs available to ASN employees focus on general administrative competencies. Only a few specialized programs exist to support skills related to environmental governance, digital integration, and sustainability, which are essential for advancing a green bureaucracy. An HR manager remarked, “We have competency mapping tools, but they don’t focus on the skills needed to address environmental issues or manage data in real-time.” Competency development is often not linked to clear career advancement opportunities. Several ASN employees expressed concerns about the lack of structured career paths, which impacts motivation and engagement. One focus group participant noted, “Competency development programs are there, but without a clear path for promotion or career progression, it feels like there’s no incentive to participate.”

The research highlights varying perceptions among ASN employees regarding inclusivity and fairness in talent management practices. While some departments have adopted exclusive approaches targeting high-potential employees, others attempt to balance inclusivity with exclusive strategies for developing talent pools. Exclusive talent management approaches, aimed at developing high-potential employees for leadership roles, are common. However, some employees perceive these approaches as exclusionary, believing they limit access to development opportunities for those not identified as high potential. An ASN employee commented, “Not everyone gets the chance to participate in development programs. It feels like only certain people are chosen for advancement.” Many HR officials and ASN employees expressed a preference for hybrid talent management models that combine inclusive and exclusive elements. These models allow institutions to support all employees’ development while focusing additional resources on high-potential individuals. One HR manager suggested, “A hybrid approach would make talent management fairer while still preparing our top talent for key roles.” The insights from these findings underscore the importance of developing inclusive talent management frameworks that balance the development needs of the entire workforce with targeted investments in high-potential employees.

The research underscores the importance of aligning competency-based frameworks with the specific skills required for a green bureaucracy. Revising competency standards to include sustainability, environmental management, and digital innovation is essential for preparing ASN employees to address the environmental and technological challenges inherent in sustainable governance. To achieve this alignment, government institutions could adopt a tiered competency framework that includes general competencies, role-specific competencies, and



green competencies. Such a framework would provide clear guidance for ASN employees, enabling them to acquire the skills needed for both traditional public service roles and emerging responsibilities in sustainable governance. The results and discussion sections highlight the key findings of this study, which suggest a need for improved consistency, reduced political influence, and expanded competency development in Indonesia's public sector talent management practices. By adopting a centralized approach to funding, introducing specialized skills training, and integrating green competencies into talent management frameworks, Indonesia's public sector can strengthen its capacity to achieve the green bureaucracy goals outlined in the "*Indonesia Emas 2045*" vision. This study's findings provide a foundation for future research on sustainable governance and offer practical recommendations for aligning public sector talent management with national sustainability objectives.

## 5 Conclusion

This study examined the talent management practices within Indonesia's public sector, focusing on how competency-based frameworks can support the nation's goal of achieving a green bureaucracy. Through document analysis, interviews, and focus group discussions with key stakeholders, several critical insights emerged regarding the current state, challenges, and potential of talent management within the ASN (*Aparatur Sipil Negara*). These findings hold significant implications for Indonesia's public administration, highlighting areas where reforms and strategic improvements can align talent management practices with the sustainability and environmental stewardship objectives central to the "*Indonesia Emas 2045*" vision. One of the primary findings of this research is the inconsistency in implementing competency-based talent management practices across various regions and institutions in Indonesia's public sector. While the Ministry of Administrative and Bureaucratic Reform has provided structured guidelines and frameworks, disparities in resources and training capacities across institutions have led to significant variations in policy application.

For Indonesia to realize a truly effective competency-based system, a more uniform approach is essential. This requires centralized support for regions with limited resources and an overarching framework for monitoring and evaluation that ensures consistent application across institutions. Achieving uniform implementation will be critical for Indonesia's public sector to develop a workforce that can address the complex demands of a green bureaucracy. By ensuring all regions can apply competency frameworks equitably, Indonesia can foster a cohesive public sector workforce that is aligned in its competencies, commitment, and capacity to drive sustainable governance. The research revealed a notable gap in the availability and prioritization of specialized training programs for skills essential to a green bureaucracy, such as environmental governance, digital literacy, and sustainable public administration. Most training programs currently focus on general administrative competencies, leaving a skills gap in areas crucial to sustainable governance. This shortfall hampers the ability of ASN employees to engage with and lead Indonesia's green bureaucracy initiatives effectively. Addressing this skills gap is essential to equip ASN employees with the competencies needed for Indonesia's sustainable development goals. Developing and implementing targeted training programs in environmental management, sustainability, and digital governance will be essential for building a public sector workforce prepared for the challenges and opportunities presented by sustainable governance.

The study found mixed views on exclusive versus inclusive talent management models within Indonesia's public sector. While some participants valued the focused development of high-potential employees, others expressed concerns about the exclusivity of such programs. This research suggests that a hybrid talent management model, which combines elements of both inclusive and exclusive approaches, may offer the best balance. Such a model would provide competency development opportunities to all employees while concentrating resources on high-potential individuals to prepare them for leadership roles. Adopting a hybrid model allows for a fairer and more efficient talent management approach that can cater to both the development needs of the entire workforce and the specific preparation of future leaders. The research underscores the importance of aligning competency-based frameworks with the specific skills and values required for a green bureaucracy. While competency frameworks are in place, they do not fully reflect the environmental, digital, and sustainability-oriented competencies that are increasingly necessary. Revising these frameworks to include green competencies will be essential for developing a workforce that can support Indonesia's transition to sustainable governance. Integrating green competencies into talent management practices will better prepare ASN employees for roles within a green bureaucracy. A tiered competency framework that includes foundational skills, role-specific competencies, and green skills could provide the structured pathway needed to guide employees in developing the skills essential for sustainable governance.

In conclusion, the success of Indonesia's green bureaucracy initiatives depends on the ability to cultivate a public sector workforce that is skilled, motivated, and aligned with sustainability goals. This research underscores the need for competency-based frameworks that prioritize green skills, transparent merit-based systems, and inclusive talent development practices. Implementing these strategies will be essential for fostering a public sector capable of driving sustainable governance and supporting Indonesia's vision for the future. This study thus serves as a foundation for future research on sustainable public administration and provides practical recommendations that can guide Indonesia and other nations on the path to a more sustainable, responsible, and effective public sector.

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