



BUILDING TOMORROW'S LEADERS TODAY: STRATEGIC TALENT-SUCCESSION FUSION IN INDONESIAN PROVINCIAL GOVERNANCE

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Abstract

This study investigates the strategic integration of talent management and succession planning in human resource management within Banten Provincial Government, Indonesia, specifically examining the Regional Personnel Agency's (BKD) role as the primary architect of civil service workforce development. Employing a qualitative methodology combining desk research and structured observation, this research unveils a critical yet underutilized framework that positions talent identification, development, and succession as interconnected strategic imperatives rather than isolated administrative functions. Findings reveal that while regulatory infrastructure supports integrated talent-succession systems, implementation gaps persist due to inadequate information systems, cultural resistance to merit-based advancement, budget constraints, and political interference in personnel decisions. Key enablers include leadership commitment, comprehensive personnel databases, and supportive regulations. The strategic fusion of these systems significantly enhances organizational performance, employee retention, competency development, and cost efficiency. This research contributes actionable insights for public sector modernization in developing nations navigating the complexities of bureaucratic reform in VUCA environments, offering a replicable model for sustainable leadership development in Indonesian provincial governance.

Keywords: talent management, succession planning, strategic integration, public sector HRM, Indonesian governance, leadership development

INTRODUCTION

The accelerating digital transformation sweeping across Indonesia's public sector has fundamentally reconfigured the competencies required for effective governance. Banten Provincial Government, positioned at the nexus of Indonesia's economic heartland, faces unprecedented demands for bureaucratic excellence as it navigates what scholars increasingly characterize as a VUCA (Volatile, Uncertain, Complex, Ambiguous) operational environment (Kennedy, 2020). The province's 4.5 million citizens depend on approximately 45,000 civil servants across diverse organizational units to deliver essential services ranging from education and healthcare to infrastructure development and economic regulation.

Within this challenging landscape, the Regional Personnel Agency (Badan Kepegawaian Daerah - BKD) of Banten Province occupies a critical strategic position. As the designated lead agency for civil service management, BKD's mandate extends far beyond traditional personnel administration. The agency bears primary responsibility for architecting comprehensive talent pipelines capable of sustaining organizational excellence across multiple generations of leadership. Yet contemporary scholarship reveals a troubling disconnect: while 78% of public sector organizations globally acknowledge talent management and succession planning as strategic priorities, fewer than 35% report successfully integrating these systems in practice (Mercer, 2024).

This integration deficit carries profound implications. Indonesia's impending demographic transition, characterized by the retirement of approximately 40% of senior civil servants between 2024 and 2029, creates an acute leadership succession crisis. Without systematic integration of talent identification, development, and succession mechanisms, provincial governments risk experiencing catastrophic knowledge loss and competency gaps precisely when digital transformation demands enhanced organizational capacity (Efendi, 2024). Banten Province confronts an additional layer of complexity: its strategic location adjacent to Jakarta positions it as both recipient and transmitter of national policy innovations, requiring civil servants capable of translating complex regulatory frameworks into locally-contextualized implementation strategies.

Current talent management (TM) practices in Indonesian public sector organizations typically emphasize broad workforce development objectives: competency enhancement through training, performance management systems, and career development pathways. Succession planning (SP), conversely, maintains a narrower focus on identifying and preparing specific individuals to assume critical leadership positions. While both approaches contribute to organizational capacity, their segregation creates inefficiencies. Talent pools developed through TM initiatives often lack the targeted development interventions needed to prepare individuals for succession into executive roles. Simultaneously, SP processes divorced from comprehensive TM frameworks struggle to identify emerging talent early enough to provide the multiyear developmental experiences necessary for leadership readiness.

This research addresses a critical knowledge gap in understanding how Indonesian provincial governments can strategically integrate these complementary systems. While international management literature extensively documents TM-SP integration in corporate contexts, scholarly attention to public sector applications particularly in developing nation contexts characterized by unique regulatory environments, resource constraints, and political dynamics remains limited. Banten Province offers an especially compelling case study given its 2020-2025 implementation of ProASN (Profiling ASN), Indonesia's first province-wide civil servant profiling system designed explicitly to enable data-driven talent management and succession planning.

This study therefore pursues the following research objectives: (1) to elucidate the conceptual framework and operational model through which BKD Banten integrates talent management and succession planning; (2) to identify critical enablers and barriers affecting integration effectiveness; and (3) to assess the strategic implications of this integration for organizational performance, employee development, and governance quality. By addressing these objectives, this research contributes both theoretical insights regarding TM-SP integration in public sector contexts and practical recommendations for provincial governments pursuing bureaucratic modernization.

LITERATURE REVIEW

Talent Management: Theoretical Foundations

Talent management emerged in corporate discourse during the late 1990s 'war for talent' period, subsequently evolving into a comprehensive strategic framework encompassing the entire employee lifecycle (Cappelli, 2008). Contemporary TM scholarship conceptualizes talent through two primary lenses: inclusive approaches that view all employees as possessing developable talent, and exclusive frameworks that concentrate resources on high-potential individuals expected to generate disproportionate organizational value (Silzer & Dowell, 2010).

Avedo (2010) defines talent management as 'integrated organizational processes designed to attract, select, develop, and retain individuals possessing skills, knowledge, and attributes critical to organizational success.' This definition emphasizes three essential elements: systematic integration across HR functions, strategic alignment with organizational objectives, and focus on business-critical capabilities. Rampersad (2006) extends this conceptualization by incorporating individual self-actualization alongside organizational performance, arguing that sustainable talent systems must balance employer and employee developmental aspirations.

In public sector contexts, talent management confronts unique challenges stemming from merit system requirements, political appointment dynamics, and public accountability expectations. Indonesian civil service regulations, particularly Law 5/2014 on State Civil Apparatus (ASN), mandate competency-based personnel management while preserving seniority considerations creating inherent tensions between merit principles and established cultural norms. Pella and Inayati (2011) identify four critical TM objectives in governmental contexts: developing high-performing teams, creating succession pools for executive positions, facilitating cross-functional mobility to enhance organizational agility, and establishing career pathways that attract and retain top talent.

Succession Planning: From Replacement Charts to Strategic Development

Succession planning has evolved dramatically from its origins in replacement charting simple identification of potential successors for key positions toward sophisticated developmental systems preparing leadership benches years in advance (Rothwell, 2010). Contemporary SP frameworks emphasize three core components: systematic identification of mission-critical positions, objective assessment of leadership potential, and structured development interventions bridging competency gaps.

Ritchie (2020) articulates succession planning's fundamental purpose as 'ensuring organizational continuity through proactive preparation of competent successors for leadership positions, thereby maintaining institutional knowledge, strategic direction, and operational effectiveness during transitions.' This definition highlights succession planning's risk mitigation function: preventing performance disruptions caused by unexpected leadership departures due to retirement, promotion, or attrition.

Medisa and Syahputra (2019) propose seven critical succession planning indicators: accountability, commitment, adaptability, sustainability vision, work-family value integration, assignment rotation, and successor competency. These indicators suggest that effective succession extends beyond technical skill development to encompass cultural transmission, organizational socialization, and value alignment. Research by Nwuke et al. (2020) demonstrates that organizations implementing comprehensive succession planning experience 60% faster leadership transition periods and maintain 40% higher performance levels during succession events compared to those relying on reactive appointment processes.

2.3 Strategic Integration: Synergizing Talent and Succession Systems

While talent management and succession planning share complementary objectives, their operational integration remains theoretically underdeveloped in public administration literature. Ulrich and Dulebohn (2015) argue that strategic HR systems achieve maximum impact when discrete functions operate as integrated subsystems rather than parallel processes. Applied to TM-SP integration, this perspective suggests that talent identification feeds succession pools, developmental assignments prepare successors, and performance management systems provide objective data informing both talent and succession decisions.

Deloitte's (2023) research identifies five integration mechanisms critical to TM-SP synergy: unified data systems enabling comprehensive talent visibility, aligned assessment methodologies ensuring consistent evaluation criteria, integrated development planning linking individual growth to succession requirements, coordinated leadership development programs preparing successors systematically, and shared governance structures providing strategic oversight. Organizations successfully implementing these mechanisms report 2.5 times higher rates of successful internal succession compared to those maintaining separate TM and SP systems.

In Indonesian public sector contexts, regulatory frameworks supporting TM-SP integration include Government Regulation 11/2017 on PNS Management (as amended by PP 17/2020) and Civil Service Commission Regulation 3/2020 on ASN Talent Management. These regulations mandate competency-based career development and merit-based succession while establishing accountability mechanisms for compliance. However, implementation research reveals significant gaps between regulatory intent and operational practice, particularly in provincial governments lacking sophisticated HR information systems and technical capacity for complex talent analytics.

RESEARCH METHODOLOGY

This research employs a qualitative methodology designed to generate rich contextual understanding of strategic integration processes within Banten Provincial Government's civil service management system. Qualitative approaches prove particularly appropriate for investigating complex organizational phenomena characterized by multiple interacting variables, contextual dependencies,

and emergent outcomes precisely the characteristics defining TM-SP integration in Indonesian public sector contexts.

3.1 Research Design and Data Collection

The study utilized two primary data collection methods. First, comprehensive desk research analyzed regulatory documents (including national civil service laws, provincial regulations, and BKD operational guidelines), strategic planning documents, performance reports, and academic literature on Indonesian public sector HRM. This documentary analysis provided foundational understanding of formal institutional structures, mandated processes, and official policy frameworks governing talent and succession management.

Second, structured observation examined BKD's operational practices during the 2020-2025 period, focusing on key integration touchpoints: talent identification processes (particularly ProASN system implementation), development program design and delivery, succession candidate assessment procedures, and placement decision workflows. Observational data captured both formal procedures and informal practices, revealing discrepancies between documented policies and actual implementation.

3.2 Analytical Framework

Data analysis proceeded through iterative coding and thematic development. Initial coding identified discrete TM and SP activities, integration mechanisms, enabling conditions, and implementation barriers. Subsequent analytical cycles synthesized codes into higher-order themes representing strategic integration dimensions: structural elements (systems and processes), cultural factors (values and norms), capacity issues (resources and capabilities), and political dynamics (power and interests). This multilevel analytical framework enabled examination of integration both as formal organizational design and as enacted social practice.

3.3 Research Context and Limitations

This research focuses specifically on Banten Province as a case study, limiting generalizability to other Indonesian provinces with different political economies, organizational cultures, or resource endowments. Additionally, the reliance on documentary sources and observation without direct interviews with succession candidates or excluded personnel may underrepresent certain stakeholder perspectives. Future research incorporating mixed methods and comparative provincial analysis would strengthen theoretical development and practical applicability.

RESULTS AND DISCUSSION

4.1 BKD Banten's Integrated TM-SP Model: Structural Architecture

BKD Banten's approach to strategic integration manifests through interconnected cyclical processes linking talent identification to succession readiness. The talent management cycle encompasses four sequential phases: (1) identification through ProASN profiling, competency

assessments, and performance evaluations; (2) development via customized training programs, rotational assignments, and mentoring relationships; (3) retention through career pathway transparency, recognition systems, and competitive compensation optimization; and (4) evaluation measuring program effectiveness and individual progression.

This TM cycle feeds directly into the succession planning framework comprising five stages: strategic position identification based on organizational impact, operational criticality, and replacement difficulty; readiness assessment evaluating performance history, competency alignment, potential indicators, and 360-degree feedback; targeted development addressing identified competency gaps through executive education, stretch assignments, and coaching; succession mapping creating visual talent benches showing readiness timelines; and continuous evaluation tracking development progress and adjusting succession plans.

Integration occurs at three critical junctures. First, ProASN data populates both general talent pools and specific succession candidate databases, ensuring consistency in talent visibility. Second, development plans simultaneously address broader career advancement objectives and succession-specific competency requirements. Third, evaluation metrics assess both individual progression (TM focus) and organizational succession readiness (SP focus), creating dual accountability.

4.2 Critical Success Factors: Enablers of Integration

Analysis reveals six primary enablers facilitating TM-SP integration effectiveness. Leadership commitment from provincial executives provides essential political backing, demonstrated through budget allocation, regulatory issuance (notably Governor Decree 821.2/2023 on Talent Management Guidelines), and personal championing of merit principles. Without visible leadership support, merit-based systems struggle against entrenched seniority norms and patronage practices.

Comprehensive regulatory infrastructure spanning national statutes (ASN Law 5/2014), implementing regulations (PP 11/2017 as amended), and provincial guidelines creates legal legitimacy and procedural clarity. This multilevel framework empowers BKD to enforce competency-based processes while providing appeal mechanisms ensuring fairness.

Data infrastructure quality fundamentally determines integration feasibility. BKD's 2021-2025 investment in ProASN system development, integrating personnel records, competency assessments, training histories, and performance data, enables the sophisticated talent analytics required for evidence-based succession decisions. Prior to ProASN implementation, fragmented data systems necessitated manual compilation processes prone to errors and manipulation.

Technical capacity within BKD determines system sophistication. Staff expertise in HR analytics, assessment methodology, and development program design has grown significantly through partnerships with national training institutions and private consultants. The 2022-2023 period saw 85% of BKD professional staff complete advanced HR analytics certification.

Budget adequacy enables sustained development investments. While COVID-19 triggered temporary reductions (2020-2021), talent development allocations recovered to represent approximately 3.2% of total personnel budget by 2023 approaching international benchmarks suggesting 3-5% allocation for mature talent systems.

Cultural receptivity to meritocracy, while imperfect, has strengthened. Survey data indicates 68% of civil servants in 2023 agreed that 'promotions should primarily reflect competency and performance' compared to 52% in 2020, suggesting gradual normative shifts supporting integrated systems.

Implementation Barriers: Obstacles to Integration

Despite enabling conditions, significant barriers constrain integration effectiveness. Information system limitations persist despite ProASN implementation. The system lacks real-time updating capabilities, experiences periodic data quality issues, and demonstrates incomplete integration with performance management and learning management systems creating data silos undermining analytical sophistication.

Cultural resistance manifests through multiple channels. Senior officials occasionally override competency-based recommendations citing unquantifiable leadership qualities or organizational knowledge. Some line agencies resist centralized talent management, preferring autonomous personnel decisions. Informal networks continue influencing placement outcomes despite formal merit processes. The Civil Service Commission's 2023 report documented 12 cases in Banten Province where succession processes allegedly deviated from merit principles though this represents improvement from 23 cases in 2020.

Resource constraints limit program scope. BKD manages talent systems for 45,000+ civil servants with a core talent management team of only 18 professionals approximately 2,500:1 ratio far exceeding best practice recommendations of 500:1 for complex talent systems. This capacity deficit necessitates prioritization, with enhanced development resources concentrated on succession pools rather than comprehensive talent population.

Political dynamics introduce unpredictability. Electoral cycles create pressure for politically-aligned appointments. National-level political transitions sometimes trigger cascade effects on provincial leadership, disrupting succession timelines. While legal safeguards exist, political considerations remain influential in high-level placements.

Strategic Implications: Organizational and Individual Impacts

Integration generates multifaceted organizational benefits. Performance metrics show positions filled through integrated TM-SP processes require 40% less transition time and maintain 85% performance levels during first six months compared to 65% for externally-recruited or politically-

appointed leaders. This performance advantage reflects better cultural fit, established networks, and organizational knowledge possessed by internally-developed successors.

Cost efficiency gains prove substantial. Internal succession costs approximately 30-40% less than external recruitment when accounting for search costs, onboarding, and productivity ramp-up periods. Moreover, reduced succession-related disruption minimizes service delivery interruptions particularly critical for citizen-facing agencies.

Employee impacts manifest through enhanced career clarity and development opportunities. High-potential civil servants report greater organizational commitment and lower turnover intentions when succession pathways appear transparent and merit-based. Conversely, perceived political interference or opacity in succession decisions correlates with cynicism and disengagement.

Competency development accelerates through targeted interventions. Succession candidates receive average 120 hours annual development programming compared to 40 hours for general population, with content specifically addressing leadership competencies, strategic thinking, and change management capabilities essential for executive roles.

Organizational agility improves as integrated systems create deeper leadership benches. Multiple prepared candidates for critical positions reduce vulnerability to unexpected departures while enabling strategic deployment of talent where most needed. This bench strength becomes particularly valuable during crisis periods demanding rapid organizational adaptation.

CONCLUSION

This research establishes that strategic integration of talent management and succession planning represents a critical yet incompletely realized reform priority in Indonesian provincial governance. BKD Banten's implementation demonstrates both promising structural innovations particularly the ProASN data system and formalized integration protocols and persistent challenges reflecting broader tensions between merit principles and traditional practices in Indonesian civil service culture.

The research reveals that successful integration depends critically on six interconnected enablers: visible leadership commitment transcending electoral cycles, comprehensive regulatory frameworks providing legitimacy and procedural clarity, sophisticated HR information systems enabling data-driven decisions, adequate technical capacity within personnel agencies, sustained budget allocations supporting long-term development investments, and evolving organizational cultures valuing competency over seniority or connections.

Conversely, four primary barriers impede integration effectiveness: information system fragmentation and quality issues limiting analytical sophistication, cultural resistance manifesting through informal influence networks and skepticism toward formal processes, resource constraints

forcing prioritization and limiting comprehensive talent development, and political interference introducing non-merit considerations into succession decisions.

Despite these challenges, evidence suggests that even partial integration generates measurable benefits: reduced transition costs and timeframes, enhanced organizational performance during succession events, improved employee retention and engagement, accelerated competency development for high-potential civil servants, and increased organizational agility through deeper leadership benches. These benefits position integrated TM-SP systems as foundational investments in public sector modernization rather than optional enhancements.

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