



Facultad de Turismo
UNIVERSIDAD DE MÁLAGA

GRADUADO/A EN TURISMO

TRABAJO FIN DE GRADO

***TALENT MANAGEMENT: AN APPROACH TO PUBLIC
SECTOR EMPLOYEES' TALENT IN THE TOURISM SECTOR***

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El alumno, abajo firmante, declara que el presente trabajo es original y que se han citado debidamente las fuentes utilizadas

Fdo.:

MÁLAGA, June 2019

TÍTULO: Gestión del talento: una aproximación al talento de los empleados públicos en el sector turístico

TITLE: Talent Management: An approach to public sector employees' talent in the Tourism sector

KEYWORDS: *Public Sector Employee, Talent Management, Talent Recruitment, Talent Retention, Tourism Sector*

ABSTRACT: *During the last decade, Human Resources Management has been considered a key element in managing a firm –either private or public- since it is responsible of employees' welfare and performance. However, not all firms are equally concerned. Public Administration inflexibility also affects its Human Resources Management, suffering from it on specialization and talent development, both problems whose solutions could increase productivity and improve job satisfaction between employees.*

It is crucial to avoid such inflexibility, especially in sectors -as Tourism- characterised by their dynamism. So, this piece of work presents a review of the literature about Talent Management, as well as it designs and validate a questionnaire that would help to know how public sector employees feel about Talent Management. Also, an innovative tool for the Strategic Talent Management (STM) of public sector employees is developed, which is defined by the guidelines stipulated in the Estatuto Básico del Empleado Público.

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CHAPTER 1 INTRODUCTION

Tourism is well known as one of the main driving forces of the global economy, contributing in a 10.4% of the worldwide GDP (World Travel & Tourism Council, 2019). Indeed, in countries like Spain –in which it means a 11.7% of the Spanish GDP (Instituto Nacional de Estadística, 2017)-, Tourism is a crucial activity for some regions that suffer from a lack of other productive factors such as factories or research and development centres. In that sense, the region of Andalusia -political and territorial unit chosen for this piece of work- is an example of an area benefited from the impact of Tourism on other activities, since it means annual income of 20.6 billion euros, that is, a 12.8% of the regional GDP (Consejería de Turismo y Deporte, 2017).

Regarding the previous data, it seems essential –considering the weight of Tourism in the economy- an active, effective and synchronized participation of all public and private agents, aimed to establish a solid touristic activity in their areas of influence to face environments which are turning more and more competitive. Also, within a context in which consumers are better informed, more demanding and looking for new experiences (Cuadrado-Roura & López-Morales, 2014) that would not only fulfil their wishes but go beyond their expectations. So, this scenario shows the importance of Human Resources Management as a strategic priority to improve competitiveness and efficiency, as it acts as a distinguishing element between all different services offered by Tourism market.

Moreover, innovation through new technologies may influence on employees since training and adaptation to this new digital context might be necessary. Actually, innovation in Tourism has been highly related to changes in how Tourism works. For instance, the use of the Big Data has provided a better knowledge of customers, so tourists' wishes may be fulfilled. Also, other systems such as virtual and augmented reality in museums and places of tourist interest or the high dependency of social media, among others, require an additional and constant training to keep up to date of novelties. Because of that, it is crucial for Tourism sector to be able to adapt itself to these new needs of the demand, not only during the process of information and purchase but also during the consumption of the service to be able to create experiences for the customers (Sundbo, 2009).

In consequence, the demands of the touristic market show that it is essential to have well prepared employees at one's disposal. But not only high qualified employees are needed but versatile, transversal Human Resources, who could face the immediacy and thoroughness of the tourist market as well as

being able to adapt themselves to all vicissitudes of it. However, it affects not only to core employees but to all business hierarchy –public or private organisations indistinctly-, being managers a key element in driving employees and improving their talent within the strategic guidelines of the firm. So, generating and keeping Human Resources' talent as an asset of value for the organisation should be considered as one of the main points to do the greatest efforts. This new paradigm in Human Resources Management is based in an analytical and simplified compilation developed by (Sparrow & Makram, 2015) called "Theory of Value". It consists of several phases that will be properly explained onwards since it is the theoretical basis of this piece of work.

Also, it must be highlighted the importance of the Public Administration as an active agent in the Tourism sector, not only as a regulatory body. Considering that, it seems to be clear how important public sector employees are, and how necessary a proper Talent Management strategy to develop their skills is. By promoting such strategies, the aim would be to contribute to the progress of a certain territory. Nevertheless, applying Talent Management strategies would not be as easy as it may be in private companies because of the inflexibility of the Public Administration in their structure and procedures. Unfortunately, such inflexibility is not acceptable because of the dynamic nature of the Tourism sector, so solutions are necessary as soon as possible.

Finally, it is noteworthy that the huge academic production in relation to Human Resources Management and Talent Management is quite reduced when delimiting the search to Tourism, but much more reduced when delimiting it to the public sector. As a result, in addition to academic research, a questionnaire has been created, validated and conducted to gather original data.

So, this piece of work is structured as it follows. Firstly, the conceptual framework is composed by an approach to the definition of "Talent" and "Talent Management", a review of the extant literature about Talent Management and Tourism and the explanation of a theory called "Theory of Value", which supports the proposed strategies. Next, an in-depth analysis of all concerning public sector employees in general and specifically in the Tourism sector in Andalusia is conducted, including a quantification of the number of employees working in that. Later, the employed survey is explained: methodology, validation and an analysis of the results are carried out. Finally, a Strategic Talent Management tool is given. This tool considers access, promotion and retention as key aspects of it.

CHAPTER 2 CONCEPTUAL FRAMEWORK

2.1. DEFINING “TALENT” AND “TALENT MANAGEMENT”

In 1997, Steven Hankin -a consultant of the renowned Human Resources firm McKinsey Consulting- coined the term “*War for Talent*” to refer to a new business landscape in which competition between firms was shifting from traditional fronts to recruiting and retaining talented employees. Hankin’s working group kept on studying this phenomenon and published an article in the McKinsey Quarterly (Chambers et al., 1998), followed some years later by a book (Michaels et al., 2001), both called “*The War for Talent*”. These publications laid the foundations for a subsequent debate focused on the importance of talent as a key element for the success of the organizations.

During the following years, only two articles about Talent Management were published -as shown in (McDonnell et al., 2017)-, including a gap from 2001 to 2006 with no pieces of work dedicated to this topic. But it is from 2008 that publications in this field increased dramatically. Indeed, a quick search on *Scopus* and *Web of Science* databases -delimiting the search to the terms “Talent Management” included in the title, abstract and/or keywords- shows 1.356 and 1.270 documents respectively (on June 8th 2019).

However, despite of such vast academic literature produced during the last decade about “Talent” and “Talent Management”, no general definitions have been given to both terms. Some academics have already worked on trying to propose a definition -based on a deep study of the previous literature, considering several professional fields and kinds of organizations- which may cover all aspects that concern to them, but a bias is always found by later academics. In consequence, regarding such difficulties to define “Talent” and “Talent Management”, it cannot be given a final definition but a general one which includes the most repeated elements, and which is applicable to the public sector.

Firstly, “Talent” must be defined before digging into “Talent Management” since it is the core of the latter. At this point, two ways of defining “Talent” appear: etymologically and in the context of organizations. The first of these is relatively clear as it traces its meanings along the history. As (Tansley, 2011) compiled on her paper, the first time this term appeared was thousands of years ago, meaning a denomination of weight and becoming a monetary unit used by ancient civilizations like Greek, Romans, Assyrians... Then, its sense suffered several changes along the centuries to, finally, from seventeenth century onwards, end up meaning what is commonly understood: “*a special natural ability or aptitudes*”

and faculties of various kinds (mental orders of a superior order, mental power or abilities)” (Tansley, 2011).

Nevertheless, problems in defining “Talent” arise when trying to define it in the context of organizations since not all scholars understand it in the same way. Also, it is at this point when “Talent” and “Talent Management” are in accord because the definitions given by scholars are usually biased by their perception of Talent Management based on a certain context -which includes a specific business environment, society, kind of organization...-. In this sense, (Thunnissen et al., 2013) introduced their paper by making a chronological review. It starts in 2006, when Lewis and Heckman concluded their review about Talent Management stating that the term “*lacks coherence and rigor. TM as it is used is a term without value.*” (Lewis & Heckman, 2006). And so, Collings & Mellahi did some years later by reiterating that the concept was still “*in its infancy*” (Collings & Mellahi, 2009). It is from 2011 that the term starts to move forward, as (Collings et al., 2011) broaden the concept from a North American context to a wider one considering European characteristics. This last paper is quite significant since it clearly asserts that, so far, Talent Management literature has been developed by North Americans, so variations may occur between different political and territorial areas. Such difference is also reflected by (Zhang & Bright, 2012) when applying extant Talent Management literature to Chinese private-owned firms. They found that Western definitions of Talent Management were not suitable for the Chinese business environment because of a cultural factor: “*guanxi*”, a set of complex relationships networks in a business context.

As shown, many factors may influence in defining “Talent” from a business context and “Talent Management” so it is necessary to consider a wide definition that includes the most repeated elements in the recent ones, and that would be applicable to the public sector:

“Talent refers to systematically developed innate abilities of individuals that are deployed in activities they like, find important, and in which they want to invest energy. It enables individuals to perform excellently in one or more domains of human functioning, operationalized as performing better than other individuals of the same age or experience, or as performing consistently at their personal best”. (Nijs et al., 2014).

This definition includes not only a comprehensive concept of talent but clues about what is currently understood by many scholars in terms of Talent Management: combining employees and organizations’ necessities and wishes to achieve common goals (Collings et al., 2015). Also, no limitations to a certain sector or mentions to specific departments or kind of firms are included, so it is broad enough to fit public sector employees and organizations.

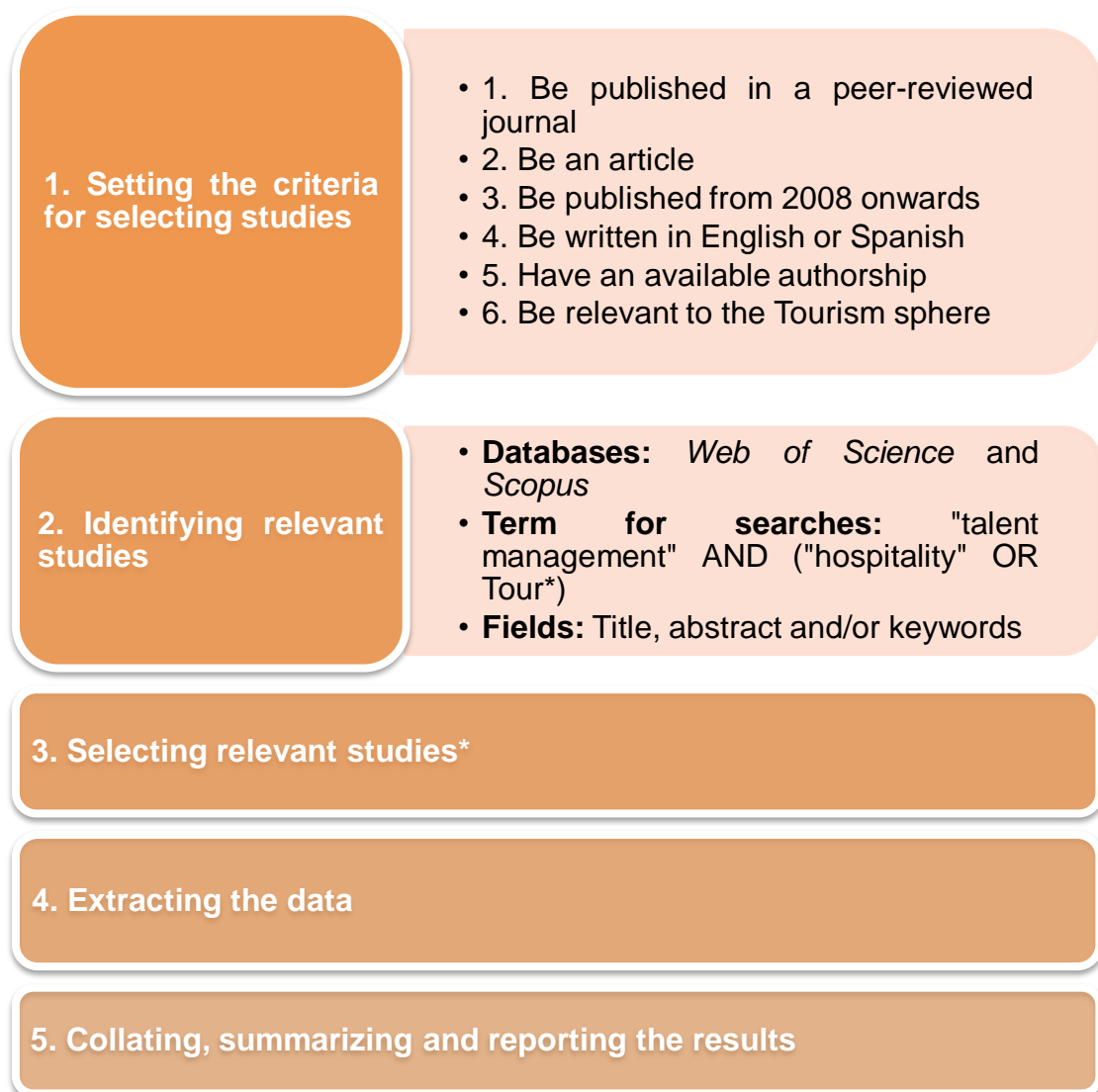
2.2. TALENT MANAGEMENT AND TOURISM: A LITERATURE REVIEW

As previously stated, literature about Talent Management is remarkable, resulting in hundreds of results while searching it in databases such as *Scopus* or *Web of Science*. So, once a definition of “Talent” is given and the difficulty to provide a common meaning to “Talent Management” is shown, it is relevant to delimit upcoming searches to the sphere of Tourism. In order to get it, a search combining *Boolean Searches* and *truncation* methods was carried out in both databases:

"Talent Management" AND ("hospitality" OR Tour)*

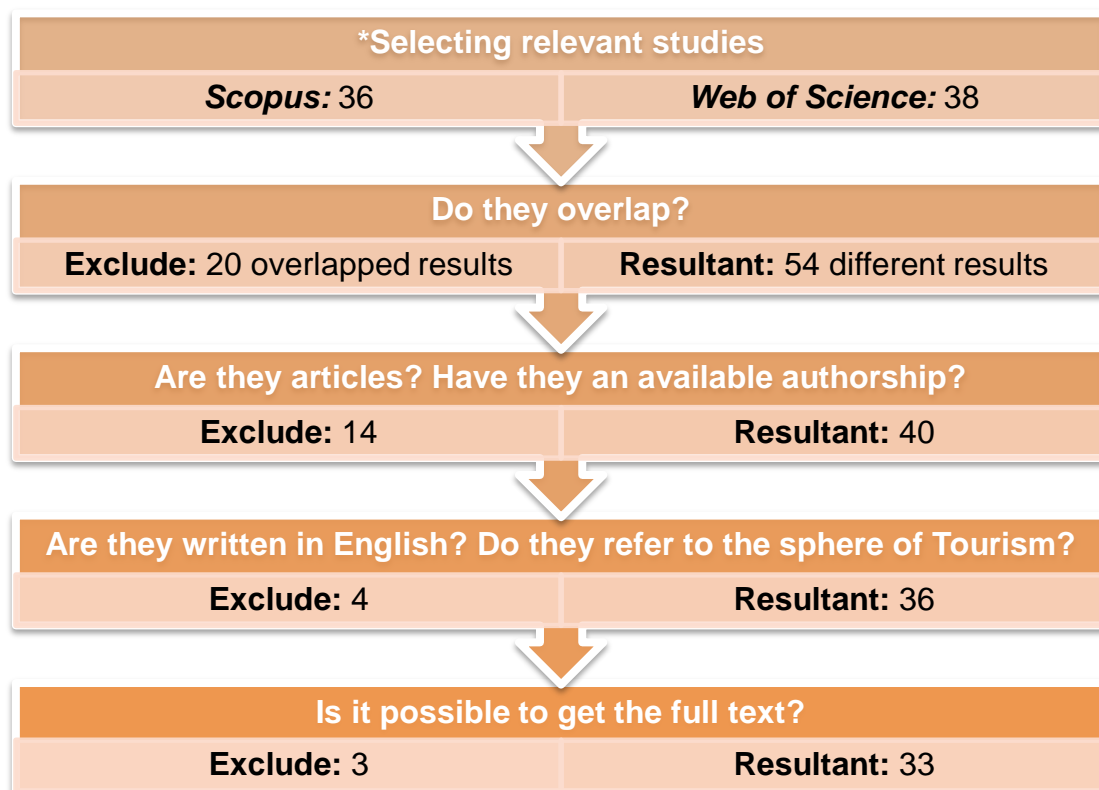
Such search, which was limited to include the terms specified above in the title, abstract and/or keywords, only retrieved 36 results in *Scopus* and 38 in *Web of Science*. However, a defined method to select relevant papers was required. For that purpose, the search strategy proposed by Gallardo-Gallardo & Thunnissen (2016) was selected, and it goes as follows -slightly adapted on a discretionary basis:

Diagram 1 Search strategy



Source: Gallardo-Gallardo & Thunnissen (2016)

Diagram 2: Filtering criteria



Source: Personal collection

Eventually, 33 articles meet the requirements but some explanations about why these requirements have been chosen is needed before conducting the literature review. In the first place, it was decided to consider articles published from 2008 onwards as it was the point when publications in the field of Talent Management increased dramatically. Also, only articles written in English or Spanish were selected since those languages are the ones understood by the author of this piece of paper. However, only one article is written in Spanish while the rest of them are written in English. Finally, due to the use of the *truncation* method to not only search for “Tourism” but to find other possible related results as “Touristic”, non-related results were retrieved as they contain the word “Tournament”. Such results were dismissed.

Therefore, the following pages offer an in-depth review of the current literature about Talent Management which is -somehow- in relation to Tourism or Hospitality:

Table 1: Literature review

Research based on reviews of the extant literature	
Authors	Focus
<i>Bharwani & Talib, 2017</i>	This study proposed a comprehensive competency model specific for hotel general managers, which includes four categories as general dimensions, containing a competency framework of 43 items in total. These categories are: cognitive, functional, social and meta competencies.
<i>Barron, 2008</i>	This study explored about attraction and retention of talented people. It also discussed about current hospitality students' attitudes toward making career decisions and advised educators to think carefully about the contents which are finally taught.
<i>Baum, 2008</i>	This study applied Talent Management concept to the specific context of the hospitality and tourism - weak- labour market in developed countries. It concluded that to identify and acknowledge talent may be the best way to develop talent in the Tourism sector.
<i>D'Annunzio-Green, 2018a</i>	This study summarised previous literature about Talent Management and identified five recurring themes in it: 1) line manager's role in employee development and well-being, 2) the use of Talent Management to change business culture, 3) the contextualization of Talent Management approaches, 4) the necessity of new ways to achieve a successful Talent Management approach and 5) barriers for developing Talent Management. It also suggested some actions to develop a better approach to Talent Management.
<i>D'Annunzio-Green, 2018b</i>	This study identified the cornerstones of Strategic Talent Management: 1) worry about employees' welfare, 2) to develop positive relationships and work attitudes, 3) to build trust and 4) to provide organisational support.
<i>Deery, 2008</i>	This study analyses turnover and work-life balance issues, and made recommendations on employees' satisfaction and affectivity, and organisational commitment. It also provided some strategies to reduce high turnover rates.

- Deery & Jago, 2015* This study showed how the links between the major dimensions among employees -employee attitudes, personal issues and work-life balance- have narrowed. It also defends that managers should try to assess it as many employees do not realize they have problems in work-life balance until it is too late.
- Hughes & Rog, 2008* This study provided a summary of Talent Management benefits as a source of competitive advantage and as an improved financial and operational performance. It also showed the internal and external issues affecting Talent Management development.
- Jauhari & Sanjeev, 2012* This study summarised the key issues in the areas of strategy and finance in the context of the hospitality industry in India: 1) cost management, 2) land management and policies, 3) risk management, 4) revenue management, 5) branding, 6) growth issues and 7) Talent Management.
- Maxwell & MacLean, 2008* This study explored Talent Management potential to manage people and to improve perceptions on careers in Tourism sector. It also stated that Talent Management is broadly implemented within the Scottish context at all levels, including not only the firms but academic institutions too -by developing strategies and tools.
- Scott & Revis, 2008* This study compiled the literature graduate careers and Talent Management in the hospitality industry to date. It concluded defining the kind of employee/graduate needed by the hospitality industry, as well as highlighting how important is capturing talent and retaining it.
- Watson, 2008* This study set the four main areas that arose from previous literature on management development: 1) factors that influence it, 2) hospitality management skills and competencies, 3) careers on hospitality and 4) work on hospitality management development practices. It also remarks that some characteristics of management development may now be considered as Talent Management.

Research based on questionnaires

Authors	Focus
<i>Alferaih et al., 2018</i>	This study tried to explain how direct impacts -such as extrinsic rewards or job satisfaction- and indirect impacts -such as organisational commitment or talent retention- proven in Talent Management literature interrelate. They formulated several hypotheses which were significantly supported -in the context of Saudi Arabia- considering the results of the questionnaire.
<i>Castro-Milano, 2012</i>	This study explored human Talent Management and leadership within management jobs, as well as the formation and competencies needed, in the context of five-star hotels in Margarita Island (Venezuela). It demonstrated the need to undertake actions and recommends using Venezuelan tax incentives to fund training and development of managerial competencies.
<i>Grobler & Diedericks, 2009</i>	This study investigated how Talent Management actions were being undertaken by some main hotel groups in South Africa. In contrast with the results reported by the 2008 Travel & Tourism Competitive Report (World Economic Forum) -which indicated they were performing poorly- their research indicated the contrary -despite some problem areas exist and so recommendations are made.
<i>Hausknecht et al., 2009</i>	This study focused on talent retention. Through a survey answered by almost 25.000 employees, they identified a number of factors and reasons for staying, as well as differences between high performers/non-hourly workers and low performers/hourly employees. The importance of differentiating strategies with talented employees is highlighted.
<i>Li et al., 2018</i>	This study explored the influence of the Chinese cultural factor “ <i>guanxi</i> ” within hierarchical relations in the firm. In particular, perceived organizational support, affective commitment or employee turnover are studied. Their findings showed the clash between traditional values and modern management practices.

<i>Litwin et al., 2019</i>	This study measured attitudes towards female managers in Austria and Macau. Results revealed that female managers in Macau are better valued than Austrian ones, especially among male colleagues. Considering all results, it suggests that Talent Management actions should be undertaken instead of -exclusively- gender equality ones.
<i>Nawangarsi Sutawidjaya, 2019</i>	& This study analysed the how competence, motivation and Talent Management interrelate and how they influence employee engagement in small-medium Tourism firms in Malang (Indonesia).
<i>Sirková et al., 2016</i>	This study showed that the implementation -or not- of Talent Management policies is related to organizational characteristics -specifically to the size of the organization. It also highlights the benefits of implementing such policies and remarks the necessity of them to capture, retain and develop talented people.
<i>Tuan, 2018</i>	This study tried to assess how paternalistic leadership behaviours -such as authoritarianism, benevolence and morality- influence employee work engagement. Positive relationships were found, influencing negatively always the authoritarian behaviour. Discretionary Human Resources seem to play a moderating role between these behaviours and employee work engagement.

Research based on interviews

Authors	Focus
<i>Bharwani & Butt, 2012</i>	This study analysed how the hospitality industry in India -in the context of globalisation- faced developments and new challenges, and their impact on human resource development and management. It concluded that it may be a solution to increase labour in number of employees and qualification through training, motivation and engagement programmes.

- Bratton & Waton, 2018* This study explored line managers' performance in managing talent and emotional labour within the hospitality industry in Scotland. Results revealed that they are given a lot of responsibility, what needs a counterweight in terms of support, resources and time. However, their perceptions about managing emotions are quite equivocal because -despite they consider it very important- they have not been trained. Incentives may be useful too.
- Chung & D'Annunzio-Green, 2018* This study analysed Talent Management actions in small- and medium-sized firms, which may act as a balance to a loss of competitive advantage caused by unique challenges of this type of business. It was found a strong commitment to develop such actions, but they are mainly developed ad hoc or not formalised. However, strategies for people management and development do exist.
- D'Annunzio-Green, 2008* This study explored manager's views about Talent Management and its implementation. The author concluded that they are committed about Talent Management, but some policy areas were underdeveloped. In addition, such policies were specific to each organisation.
- Francis & Baum, 2018* This study analysed the current role of Human Resources department in the hospitality industry, how their employees are selected and their abilities -such as developing talent-, and its adaptability to new trends. It also illustrated how it may restructure the firm and how it may achieve a more efficient and effective people management.
- Ma et al., 2019* This study investigated the barriers that faced young hospitality talents in China, considering the labour shortage this country is experiencing within this sector. The authors found that early career management programs -which include training and internship programs- may be essential to prevent them from leaving the industry.

Reilly, 2018

This study explored how Talent Management can be used to develop a customer-centric culture in the hospitality sector. It was found that a better workforce -in terms of skills, specifically interpersonal ones- was needed, as well as better leaders. The author also highlighted that how they are trained, assessed and rewarded should also be revised.

Other researches

Authors	Focus
<i>Alferaih, 2017</i>	This study proposed a conceptual model in which talent's intention to quit, job satisfaction, job performance and organisational performance were examined -since they are considered key cornerstones in Talent Management literature. It found sixteen relationships between the four items previously listed.
<i>D'Annunzio-Green Teare, 2018</i>	& This study tried to respond the question "Is Talent Management a strategic priority in the hospitality sector?" by using a Questions-Answers structure. It also identified five recurring themes in hospitality Talent Management: 1) line manager's role in employee development and well-being, 2) the use of Talent Management to change business culture, 3) the contextualization of Talent Management approaches, 4) the necessity of new ways to achieve a successful Talent Management approach and 5) barriers for developing Talent Management. It also suggested some actions to develop a better approach to Talent Management.
<i>Petriglieri, 2018</i>	This study presented the difficulties faced by couples when they are proposed a promotion and their firms expected them to accept it, no matter their personal situation. However, problems arise if both partners are developing their careers because -usually- firms do not consider other scenario different than accepting, and so trust on the employee is lost due to doubtful commitment.

- Ramdhony & D'Annunzio-Green, 2018* This study explored how hospitableness - considered as a valuable talent- may be used with commercial purposes without losing its altruistic nature and if may be enhanced through Talent Management. In that sense, a framework containing concrete guidelines is proposes.
- Sheehan et al., 2018* This study provided some recommendations and insights on improving productivity and competitiveness in the Tourism sector. It also highlighted the role of governments in defining an education agenda and the duty of firms in developing strong Talent Management policies.

Source: Personal collection based on the cited papers

At this point, after revising carefully the papers compiled above, some conclusions may be drawn. In the first place, turnover within hospitality industry is a current major issue which solution seems to be through strong policies of Talent Management. Taking care of employees' welfare and providing them a proper work-life balance may be the difference between a high turnover rate or a stable workforce pushing forward with company plans. In addition, offering permanent jobs, that may have chance of promotion in a closer future while growing professional and personally, may be the best option to retain talented employees.

Secondly, almost any paper compiled above include measures which may be suitable for the majority of the firms. In many cases, turnover motivations are identified by surveys or interviews while few Talent Management specific actions are shown. This is only the case in those papers which address this issue in a certain territory. However, such lack of a general model or set of measures of Talent Management, aimed to take care of business' most valuable employees, makes sense in an atomized environment in which each firm has its own context. But there is a context that differs from that assertion. Public sector organisations may be the only ones in which almost all variables related to employees remain unalterable, since similar work conditions are offered in all of them.

Thirdly, linked to the prior point, none of the previous studies referred to the public sector. That is worrying since this agent is responsible of the vast majority of measures that would affect the whole Tourism sector at some point. Therefore, efficiency and effectiveness are required to carry out every single action in any Tourism organisation managed by the public sector. In consequence, the present piece of work is aimed to make the role of the public sector visible but also focus on public sector employees. Developing Talent

Management policies within each organisation could involve an increase in employees' welfare and so in their productivity. Having a strong public system should be a priority for any state that aims to be internationally competitive. So, Spain -in particular Andalusia- should encourage their employees within its organisations, specially in the field of Tourism, considering its important weight in its economy.

2.3. A THEORY OF VALUE

As stated several times previously, literature about Talent Management is immeasurable -despite it seems to be much more limited within the Tourism sphere- but it suffers from a lack of precision when proposing its ideas. After revising further literature -not only related to Tourism but to Talent Management in general- what is clear is that this field has remained mainly theoretical. Also, when some kind of study has been carried out, limitations to a specific context are found. In addition, no model which may be suitable to several contexts is found within such field.

However, by using a snowball research strategy some interesting findings arose. One of them is a paper written by Sparrow & Makram (2015) which may clarify much better than other articles the current state of the theme, as well as they propose a framework based on value. The election of this paper to be the main one applied to the present piece of work is because it provides a general framework which may be applied to almost any kind of firm, including public sector organisations. So, the aim of this section is to provide an in-depth explanation of the main cornerstones of their work in order to be able to propose certain measures to manage talent later in this piece of work.

Firstly, they identify four different approaches -or philosophies, as they call them- to Talent Management. These approaches act like a classification of the previous literature according to the nature of the theories developed in them. They are divided in:

- “1) People approach: Talent Management as a categorisation of people;*
- 2) Practices approach: Talent Management as the presence of key HRM practices;*
- 3) Position approach: Talent Management as the identification of pivotal positions;*
- 4) Strategic pools approach: Talent Management as internal talent pools and succession planning.” (Sparrow & Makram, 2015).*

With the purpose of not expanding this piece of work excessively and, considering that they are just a review of the extant Talent Management literature but divided into categories, the four approaches shown above are not expounded here. The key point in there is that such approaches were considered as independent ways of facing Talent Management within the firms. However, Sparrow & Makram (2015) considered that they may not only be interconnected but they may also support each other so they all contribute to strengthen Talent Management policies.

In that sense, they synthesised those prior philosophies of Talent Management in four value-driven processes. These processes are not presented as linear steps in Sparrow & Makram's (2015) original paper, but a path is supposed:

2.3.1. *Value creation*

It includes all processes aimed to attract, acquire and gather talent resources -talented candidates- which may be of some value to the organisation. Such people are valuable by themselves to the organisation due to their own skills and knowledge, but the firm is expected to experience an increase of such value, so a bigger competitive advantage is achieved.

However, this simplistic definition of what may be considered as *value creation* lacks consistency when considering "*what is value?*". Actually, several ways of interpreting value arise, and they are not exclusive. For instance, value may be considered as the output of weighting what talented employees provide to the organisation versus the costs they generate to it, not only in monetary terms but also in time and efforts. An alternative view might be considering that an employee creates value that could not be achieved through other investments because is the result of its own creativity. Other kind of weighting to discover how value is created may arise but, synthesising, they are all the result of weighting costs and benefits: as a balance which is positive to the organisation when is destabilised to the pan of generated value.

Within the public sector, considering that salaries are fixed with pluses based on seniority and productivity, and considering that many of the tasks performed by public employees cannot be valued in terms of money since transactions are not involved, the latter consideration of how value is created would be the most accurate to public sector organisations. That is, value within public sector organisations would be created through employees' creativity. For instance, an employee working in a tourist office designs a way of redistributing showcases and information points so the queue of people waiting for asking information does not disturb other users during peak times. Such improvement would have been possible by other investments -like hiring a space designer- but

would not have created value. This employee has created value because the proposed improvement is based on his/her knowledge, experience and creativity, and he/she is earning the same amount of money, no matter he/she innovates or not. So, now, in this hypothetical case, more tourists may enter the tourist office and, perhaps, more maps and souvenirs may be sold.

2.3.2. *Value capture*

It is the process whereby organisations group together talented employees and available resources with the aim of create a dependency relationship between both of them, so employees' bargaining power is highly reduced. Some authors differ in how such relation of dependency should be created and how it affects to the creation of value (Brandenburger & Nalebuff, 1995; Chatain & Zemsky, 2011; Stirling, 2011). But they all agree that capturing value is essential to the organisations.

Such idea links to one of the main conclusions of the prior literature review. Tourism industry firms experience a high turnover of employees so capturing talented employees is necessary to have competitive advantage over their competitors. But, does it also apply to public sector employees? It may depend on the conditions offer by the public organisation, including salary, work environment, prospective professional career...

Following the previous example, if the talented employee working in the tourist office is employed in a temporary basis, part-time and earning a low salary, he/she is likely to quit soon. However, if he/she is employed in a permanent basis, full-time and earning a good salary, other aspects are the ones to have into account like work environment or work-life balance. Since in the public sector many of these issues are not responsibility of the line managers or they are fixed, *capturing value* strategies should be focused on creating this dependency relationship through a good work environment, better work shifts and compliments on his/her work.

2.3.3. *Value leverage*

In this stage, once talented employees are captured, organisations develop and deploy their talent in order to add value to the quality of the products and/or services. It is not about creating value but adding it to the already existing products and services to augment their value.

Although at first glance it seems pretty similar to *value creation*, the difference is that, in this stage, value is not just a result of creativity, but it applied to something already existing. For instance, going back to the prior example of the tourist office, informing tourists is a routinely task at the information desk and

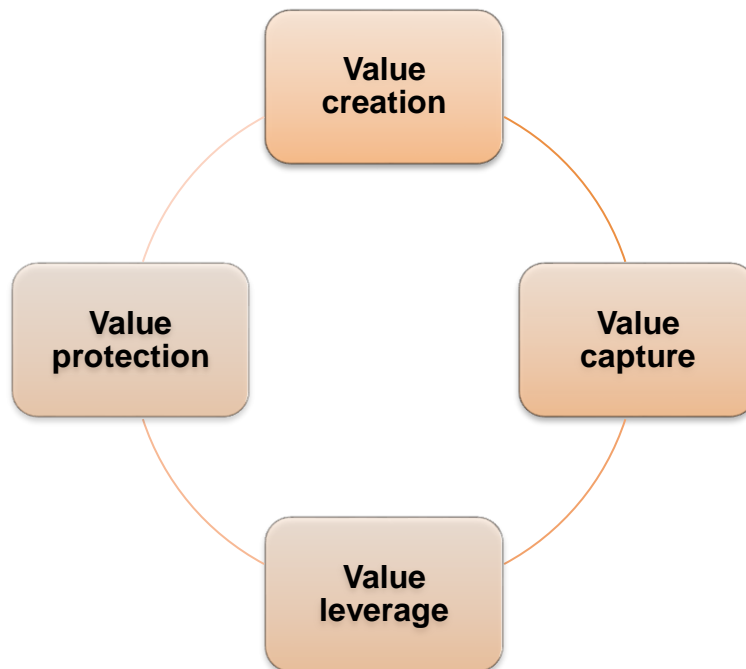
many questions may be quite similar: *Which are the main monuments? Where could I taste traditional food? Where are guided tours/free-tours meeting points?* Some employees at the information desk may think on having already marked the answer to that questions in the general city map which is delivered to all tourists, so time is saved, and more tourists may be served.

2.3.4. Value protection

It refers to the retention of talented employees, preventing them to move to other firms despite they offer them better conditions -in certain aspects- than their current organisation. It seems logic that if another firm offers better general conditions to an employee, he/she would leave if having the chance. However, it is responsibility of each organisation to protect their most valuable assets by providing them unbeatable conditions or improving their current ones.

In the sphere of the public sector, protecting value seems to be quite difficult since line managers do not have bargaining power. Each job characteristics and conditions are set so there is little scope to negotiate against another organisation offer. So, when it comes to protecting valuable employees, public sector organisations find it very difficult to retain them. Their only advantage is the possibility *hiring* employees -sometimes, and it would not be *hiring* but *getting* because these jobs have to go out to public tender- as civil servants, which involves reducing to the bare minimum the risk to be fired and more stable work shifts. However, this kind of jobs are quite reduced within the area of Tourism in the public sector. Later in this document, a brief explanation of the structure of the public organisations among the Tourism area is given, as well as an overview of the kind of contracts used.

In consequence, it might be concluded that public sector organisations, as their private counterparts, are able to *create*, *capture* and *leverage value* through Talent Management practices. Nevertheless, they differ from private sector firms in *protecting value* since they do not have the tools to defend their talented employees from being captured by others.

Diagram 3: Theory of Value stages

Source: Sparrow & Makram (2015)

Finally, it must be mentioned that these processes were not thought as a linear process by their authors Sparrow & Makram (2015) but, as stated previously, a path is supposed. However, the diagram shown above is circular to illustrate that these value-driven processes are always happening. This is a never-ending process which aim is always to keep attracting talented people to the organisation in order to create and leverage value that may suppose a competitive advantage.

CHAPTER 3 PUBLIC SECTOR EMPLOYEES IN THE TOURISM SECTOR

3.1. ACCESS TO CIVIL SERVICE AND CONTRACTUAL FORMS

Lately, in Spain, getting a job as a civil servant has become an interesting option for many people who is seeking for a stable job. Nevertheless, the point is that such decision is not only made by those who have already worked in the private sector, but it refers to the student's desire. The latest studies found in the context of Spain, both conducted in 2017, show that between the 26.79% - according to (ESIC: Marketing & Business School & Praxis MMT Corporation, 2017) - and the 31.8% -according to (GAD3, Educa 20.20 & Fundación AXA , 2017)- of pre-university level students prefer to work within the Public Administration. That is shocking since only Italy -considering other Mediterranean countries- has similar figures with a 24.18% of their students willing to work for the public sector (ESIC: Marketing & Business School & Praxis MMT Corporation, 2017) while Portugal (5.98%) or Greece (14.05%) are far away from it.

However, getting a job as a civil servant -or other kind of contracts in the public sector- is not easy. The vast majority of jobs are got through competitive concurrence so, due to the huge demand of employment in the Public Administration, the probability of getting one of them is very low. For instance, during the first trimester of 2018, 4.725 jobs were released but more than 82.000 people were enrolled to take the tests (Ricou, 2018). That is, less than a 5% of the candidates would finally get such job. That would be great if considering these exams as the best way to select the elite of the candidates, but such tests are based on memory instead of abilities. In consequence, problems arise in those jobs in which other skills rather than memory are needed, mainly while working directly with the public or when creative work is required.

Therefore, taking a glance to the means of access to public sector jobs and the kind of contracts within it, and considering such problems related to the skills of the employees, it is essential to properly assess jobs in the Tourism area of the public sector.

According to the *Estatuto Básico del Empleado Público* (RDL 5/2015, de 30 de octubre) -*EBEP* onwards-, which is the law that regulates public sector employment- all citizens are able to access a public sector job. Also, such access is protected by Article 103 of the Spanish Constitution (CE, 1978), which enshrined the Constitutional rights of equity, merit and ability. In addition to this, Articles 56 to 59 of the *EBEP* (RDL 5/2015, de 30 de octubre) regulate the specific

requirements such as being Spanish, being able to develop the tasks involved in the job -even disabled people, special treatment and posts are considered-, being sixteen years-old or elder but younger than the maximum retirement age, etcetera.

Moreover, Article 55 of the *EBEP* (RDL 5/2015, de 30 de octubre) regulates the job offers. They must fulfil the requirements of publicity of the offer and its conditions, transparency, impartiality and professionalism of the members of the selection bodies, as well as independency and technical discretion of them, relationship between the contents of the tests and the tasks to perform while working, and agility without limiting objectivity within the selection processes. Also, Article 61 of the *EBEP* (RDL 5/2015, de 30 de octubre) includes the methods to select employees. They are similar and depends on the job offer which one is used. For both, civil servants and permanent staff, the way used may be public examination, competition, or both of them. Finally, Title II of the *EBEP* (RDL 5/2015, de 30 de octubre) states the kind of possible contractual forms within the Public Administration, which are sketched onwards (Table 2):

Table 2: Contractual forms within the Public Administration

Civil servant

- Employees with a permanent relationship with the Public Administration.
- They are able to perform tasks which are reserved to the State.
- They may only be fired if they commit an offense which penalty is being expelled or by a final judicial decision.
- They can promote within the different professional groups and subgroups: Group A [A1 and A2], Group B and Group C [C1 and C2].

Temporary civil servant

- Employees who are not civil servants but perform their tasks in the absence of a civil servant due to a replacement, a vacant position as civil servant that cannot be replaced at this moment or a temporary conjunction during a limited time.

Permanent or temporary staff

- Employees with a permanent or temporary relationship with the Public Administration.
- They may be fired more easily than civil servants since they are employees with the same status of an employee hired by a private firm.
- Their conditions are regulated by a collective agreement. Each Public Administration has its own.

Temporary staff

- Employees with a temporary relationship with the Public Administration.
- They can be named freely by any competent authority under the terms of the law.
- Their tasks are special counseling and/or the ones derived from being in a position of trust.

Professional managerial staff

- Employees who perform managerial tasks in a public organisation.
- They would be named by merit, abilities and aptitudes, being warranted the publicity and competitive concurrence.
- Their conditions are not regulated by a collective agreement despite they would be permanent or temporary staff.

Source: EBEP (RDL 5/2015, de 30 de octubre)

3.2. TOURISM WITHIN THE PUBLIC ADMINISTRATION IN ANDALUSIA: AN APPROACH TO ITS ORGANISATION AND ITS EMPLOYEES

The public sector is well known to all as a huge bureaucratic system, with plenty of offices along the country -whichever the country is-, like a massive tree with hundreds of branches. In this piece of work, as stated in the introduction, the political and territorial unit chosen is not Spain but Andalusia, so it may have resulted in an easier to handle analysis. Nothing could be further from the truth because Andalusia is a huge region and, as the rest of regions in Spain, up to three Public Administrations have competencies on Tourism issues, apart from fulfilling Central State Administration directives. Considering this situation, it goes without saying that the analysis conducted is more complex than it seems.

According to Article 148 of the Spanish Constitution (CE, 1978), Tourism may be -and it is- competence of the Autonomous Communities. Literally, it says: *Promotion and planning of Tourism within its territory*. In consequence, Andalusia regulated it through a law -*Ley de Turismo de Andalucía*- which included a thorough regulation of all activities related to Tourism, reiterating such power given by the Constitution in Article 3 (LTA, 2011).

In addition, Article 7 and 27 of the Law 7/1985, which regulates the basis of local regimes (LRBRL, 1985), states that the State and the Autonomous Communities may delegate on Local Entities their competences. As a result, Municipalities -Article 25 of the Law 7/1985 (LRBRL, 1985)- and Provincial Councils -Article 36 of the Law 7/1985 (LRBRL, 1985) and Articles 11 to 15 of the Law 5/2010 (LALA, 2010)- of Andalusia enjoy competences on Tourism.

As a consequence of the dispersion of the competences in Tourism within three Public Administrations, many public organisations were created through the years. Also, other competences related to the Tourism sphere but not included within the promotion and planning competences, as coastal competences, influence indirectly the touristic activity. The public organisations related to these latter competences were not considered while conducting the research since they are not in a direct relationship.

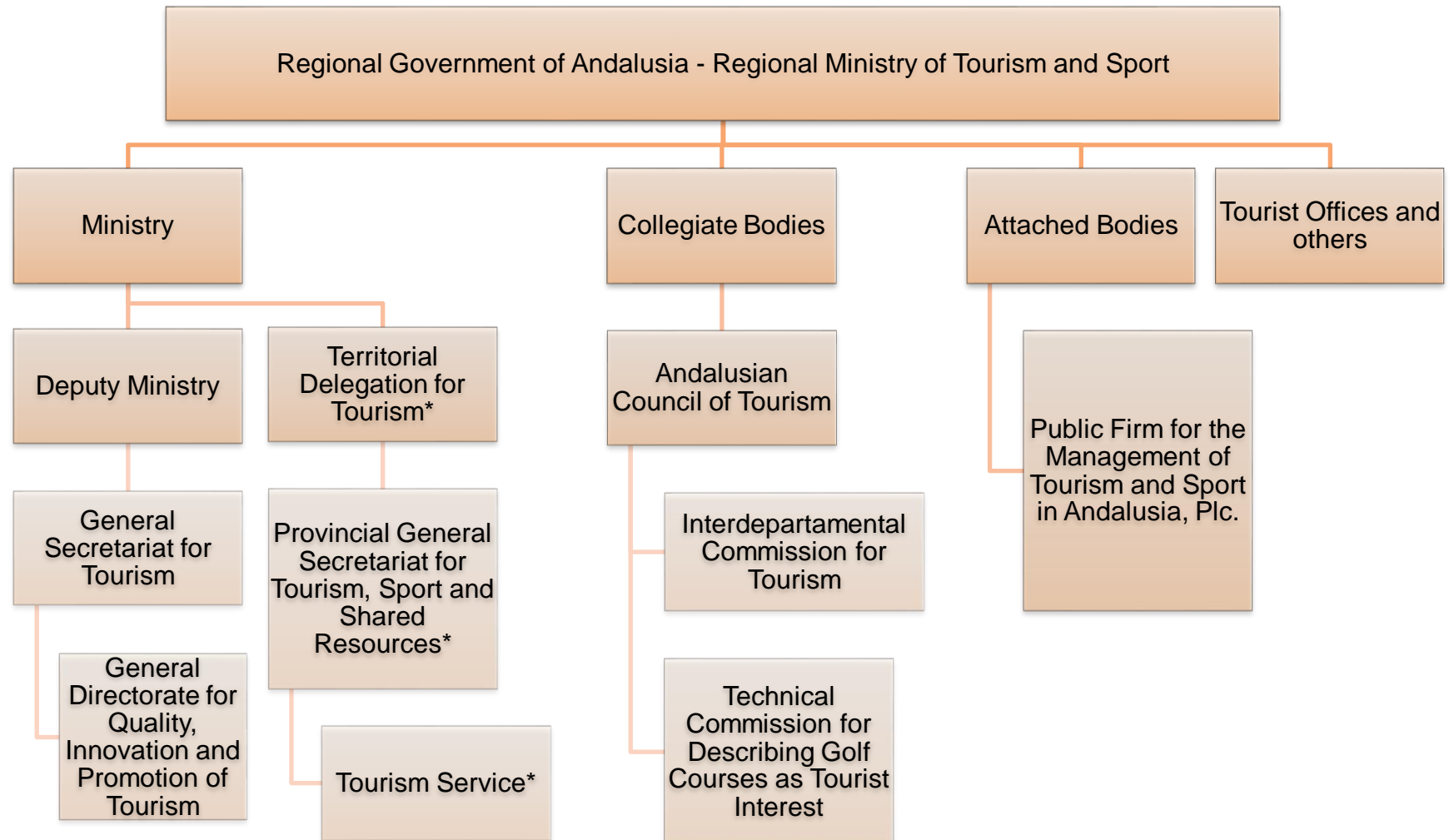
So, once all the Public Administrations with competences in Tourism in Andalusia are known, a couple of setbacks were discovered. On the one hand, identifying how many offices, where they are and to which Administration they are subordinated turned out to be quite difficult since there is not an official list of them. On the other hand, discovering how many employees work in each of them in order to be able to conduct a survey -which is developed in the next section- became impossible due to a marked lack of transparency and the merger of several competences in the same organisation -so their Schedule of Positions

are joined no matter, for instance, that staff in charge of Sports is not involved in Tourism issues.

Regarding such scene, little can be done but trying to approximate the number of public sector employees working within the sphere of Tourism in Andalusia. To do that, diagrams of the current Public Administrations related to the Tourism sector are displayed and grouped according to the main Administration they belong to. It must be remarked that such diagram shows only those offices and organisations directly related to Tourism, avoiding others that provide general services -such as a General Technical Secretariat- or perform activities in other areas -such as a General Secretariat for Sports- in order to save space and put the focus on the Tourism area exclusively.

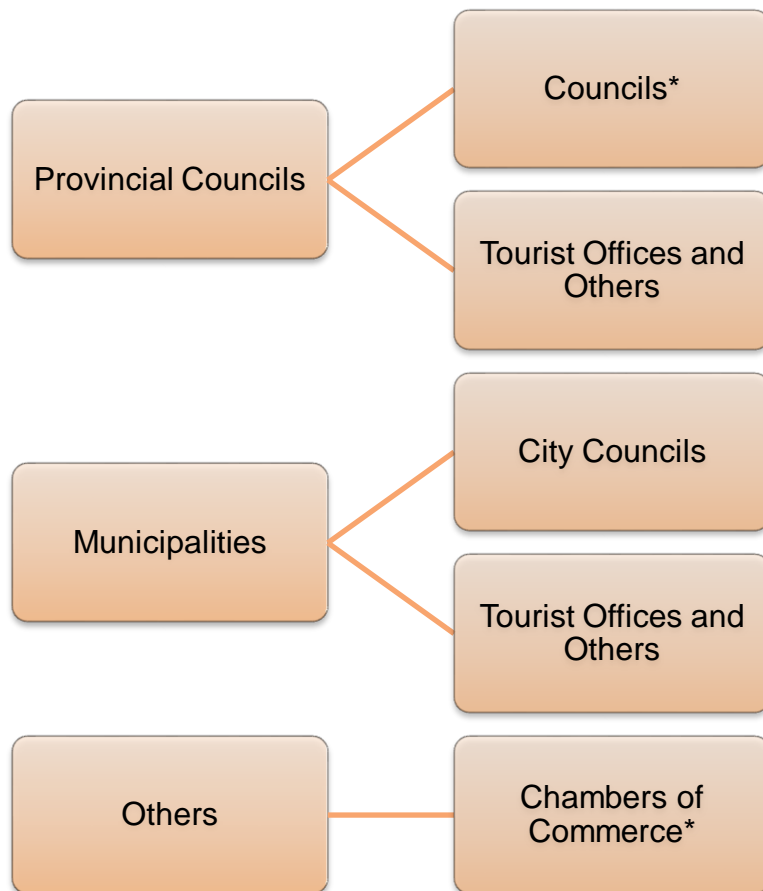
Moreover, some extra indications are needed for a better understanding of the following diagrams. In the first place, some offices are marked with an asterisk, what means that there is one of them in each province. Secondly, the branch containing the Attached Bodies only shows the *Public firm for the Management of Tourism and Sport in Andalusia, Plc.*, which is currently the only one related to Tourism that belongs to the Regional Ministry of Tourism and Sport. Some time ago, *Cetursa, Plc.* and *Promonevada, S.A.* belonged to this Regional Ministry but, nowadays, they both belong to the Regional Ministry of Treasury, Industry and Energy. Also, *Promonevada, S.A.* is currently into a liquidation process.

Diagram 4: Regional Government of Andalusia's Bodies related to Tourism



Source: Personal collection

Diagram 5: Provincial Council and Municipalities' Bodies and Other Institutions related to Tourism



Source: Personal collection

Table 3: Quantification of the public sector employees' in the area of Tourism in Andalusia

Ministry	Provincial General Secretariat for Tourism, Sport and Shared Resources	Andalusian Council of Tourism	Public enterprise for the Management of Tourism and Sport in Andalusia, Plc.	
12	<i>Not found</i>	<i>Not found</i>	180	
Deputy Ministry	Tourism Service	Interdepartmental Commission for Tourism		
47	<i>Not found</i>	<i>Not found</i>		
General Secretariat for Tourism	General Directorate for Quality, Innovation and Promotion of Tourism	Technical Commission for Describing Golf Courses as Tourist Interests		
92	44	<i>Not found</i>		
	Territorial Delegation for Tourism	Provincial Councils	Chambers of Commerce	Tourist Offices and Others
Almería	121	27	<i>Not found</i>	85
Cádiz	146	<i>Not found</i>	11	123
Córdoba	153	<i>Not found</i>	34	110
Granada	154	<i>Not found</i>	23	75
Huelva	140	16	<i>Not found</i>	68
Jaén	140	25	<i>It does not exist</i>	75
Málaga	159	72	37	145
Sevilla	158	132	69	90
Total	1.171	272	174	771
	Regional Government of Andalusia	Provincial Councils	Municipalities	Others -T.O. & C.C.-
Total	1.546	272	578	945
3.341				

Source: Personal collection

As stated previously, it is not easy to gather the information contained in the diagrams and table showed above. In consequence, some gaps appear within them due to the following reasons:

- Despite administrative decisions and their official address are found, no data about employees or even their purpose are found for the Provincial General Secretariat for Tourism, Sport and Shared Resources and the Tourism Service. Both of them belong to the Territorial Delegation for Tourism of the Regional Ministry of Tourism and Sport, so there is one of them in each province.
- Regarding the Collegiate Bodies, the Andalusian Council of Tourism, the Interdepartmental Commission for Tourism and the Technical Commission for Describing Golf Courses as Tourist Interests, they all appear to not have hired employees. They consist of representatives already counted as senior positions within the Ministry offices, according to their regulatory laws: Articles 7 and 8 of the Law 13/2011 (LTA, 2011) in the first two cases and Article 30 of the Decree 43/2008 -which regulates the conditions of establishment and functioning of golf courses in Andalusia (D 43/2008, de 12 de febrero)- for the latter. No evidence showed additional employment for these bodies.
- In the case of the Provincial Councils, Cádiz, Córdoba and Granada ones do have available their Schedule of Positions but it is not clear the information displayed. Cádiz Provincial Councils does not divide its Schedules of Positions into Areas, while Córdoba and Granada ones do so, but not displaying Tourism one.
- Finally, the Chambers of Commerce of Almería and Huelva do not show how many people work for them, but they do show how much they spend on salaries. Depending on how many executive positions they would have, the number of employees may vary but it may be inferred a range of employees from 23 to 37, regarding other Chambers of Commerce -Granada and Málaga respectively- expenditure on salaries. However, such numbers are not considered because of the variability of the range. The Chamber of Commerce of Jaén existed but it is currently waiting for a liquidation process due to a huge debt.

Regarding the data contained in the table, some explanations are needed too because, while in some cases the number of employees is explicit and exact in many cases it does not:

- The Schedule of Positions of the Ministry, the Deputy Ministry, the General Secretariat for Tourism and the General Directorate for Quality, Innovation and Promotion of tourism are exact since they only count their own staff. On the contrary, the Territorial Delegations are named as Territorial Delegations for Tourism, Regeneration, Justice and Local Administrations, so they include in the same list all employees not differentiating their areas. To avoid making mistakes, it was only subtracted those employees which seem evident that they do not work in the Tourism area such as drivers, cleaners or maintenance staff. This is also the case for the Public firm for the Management of Tourism and Sport in Andalusia, Plc. In consequence, when regarding such data, it must be considered that the numbers shown are probably fewer.
- In the case of the data for the Provincial Councils and the Chambers of Commerce, these numbers are exact and directly extracted from their respective Schedule of Positions.
- Regarding the Municipalities, to achieve an approximation of the number of employees working on them in the Tourism area, an inference is needed. Such inference is based on the experience of the author of this piece of paper when conducting the survey shown in the next section, as well as the number of accommodation places, which is considered commonly as an indicator of tourist development. So, all Andalusian municipalities were ordered by their hotel accommodation places, using SIMA database (Instituto de Estadística y Cartografía de Andalucía, 2017), which showed that 504 out of 786 municipalities do have accommodation places, 47 of them having more than 1.000 and 9 of them having more than 10.000. Then, it was carried out a search looking for how many employees are employed in the biggest municipalities -usually, from 5 to 10- and the ones in the smallest municipalities -generally, 1 or any. Consequently, an average was calculated considering a mean of 5 employees for those offices in municipalities with more than 1.000 accommodation places and 0.75 in those with less than 1.000, resulting in an average of 1.15, which was the multiplier applied to the number of municipalities.
- Finally, regarding the Tourist Offices and Others, which include Visitor Centres, Information Points... from all Administrations - Regional Ministry, Provincial Councils and Municipalities. They were considered together since the information of how many of them exist is given in that way by the search tool used (Empresa Pública para la Gestión del Turismo y del Deporte de Andalucía, S.A. , 2019). However, the information retrieved is the number of offices -308- but not the number of employees so, as previously, an

inference was necessary by following the same method. In this case, since the Schedule of Positions of many Tourist Offices is almost impossible to find, the inference is based exclusively on the experience of the author of this piece of paper when conducting the survey mentioned before. Therefore, it was considered that big municipalities have around 7 people working on the biggest ones and about 2 or 3 employees in the smaller ones, and the small municipalities have -generally- only 1 employee. Consequently, the multiplier used is 2.5, applied to the number of offices.

Eventually, it turned out that a total of -approximately- 3.341 employees work among all the Public Administrations in the sphere of Tourism in Andalusia. Therefore, all of them are considered public sector employees but it is noteworthy that, after reviewing the Schedules of Positions, it is found that a majority of them are not hired as civil servants but as permanent or -sometimes- temporary staff.

CHAPTER 4 SURVEY

4.1. METHODOLOGY AND VALIDATION OF THE SURVEY

At this point, once Talent Management has been studied, explained and applied to the Tourism sphere within the Public Administration, and an overview of such Administration has been shown, it seems necessary to delve into it. In order to do that, it is essential to assess what do public sector employees think about this issue.

4.1.1. Methodology

Such assessment can only be made by two methods since the object of study is qualitative: via survey or via interviews. Considering the estimated pool of public sector employees -which is about 3.300 employees- previously calculated, conducting interviews would be a greater expense of time than conducting surveys. As a result, a fact-finding questionnaire was designed to shed light on this field of study, which is currently understudied.

This questionnaire was designed trying to make it easily understandable and not time consuming. It is made up of 21 questions that are answered by selecting a number from 1 to 5 to express his/her agreement with each question. Such system is a Likert scale from 1 to 5, which is quite commonly used for this kind of questionnaires. The estimated time spend in answering this survey is 5 minutes as a way to try to get a lower level of rejection.

Therefore, it was sent only to a pilot group of 100 public sector employees to try to validate it, from 12th to 21st March 2019. Nevertheless, it is noteworthy the difficulties experience to get these 100 responses. Even considering that 100 is a high number considering a maximum pool of 3.300 employees -which may be lower taking into account the constraints previously mentioned. The reason for that rejection in responding this questionnaire seems to be an overload of surveys: research surveys, quality surveys...

In addition, the information related strictly to Talent Management issues, socio-occupational information was also gathered with the objective of achieve a better understanding of the pool of public employees and, if applicable, compare it with similar ones in other territories, organisations and spheres.

4.1.2. Validation of the questionnaire

Firstly, it is necessary to assess the consistency and internal coherence of each item of the questionnaire, so a psychometric study of reliability was conducted using the Statistical Package for the Social Sciences (SPSS). To assess the validity and reliability, three complementary processes were used: the Cronbach alpha coefficient, a composed reliability analysis and the average variance extracted (AVE).

According to Nunnally & Bernstein (1994), the Cronbach alpha coefficient, as an acceptable reliability value to assess correlations between the variables, must be higher than 0.8. In the case of this study, the result is 0.886, so it proves that it is reliable.

Table 4: Cronbach alpha coefficient

Cronbach alpha coefficient	Number of elements
0,886	13

Source: Personal collection

Secondly, a composed reliability analysis shows which variables provide a higher reliability to the questionnaire and which of them do not. Such method is quite useful to remove those variables which do not contribute to improve the questionnaire, that is, to increase its reliability. By eliminating these useless variables, future problems are avoided while processing and interpreting the extracted data. So, after applying this analysis, three variables retrieved a value lower than 0.3, which is the minimum value of reference (Werts et al., 1974): "Autonomy and freedom while performing tasks"; "Adjustment of the design of the job positions" and "Necessity to assess performance".

Table 5: Composed reliability analysis

Reliability statistics	Corrected total correlation of the elements	Cronbach alpha coefficient if the item is removed
Do you feel autonomous and free while performing your tasks?	,020	,895
Do you feel competent to develop your work?	,635	,875
Are you able to improve your professional skills through your current job?	,466	,883
Does your job require initiative and creative performance?	,646	,874
Do you think that you are properly trained by your Institution?	,710	,870
Are you able to grow personally through your current job?	,799	,867
In general, do you feel satisfied with your current job?	,597	,877
I think that the current selection process through the Public Employment Offer is accurate	,764	,867
I think that the current internal promotion model is accurate	,656	,873
I think that the adjustment of the design of the job positions is accurate	,163	,896
I think that it is necessary a performance assessment as stated in the <i>Estatuto Básico del Empleado Público (EBEP)</i>	,203	,893
I consider important to set a strategic approach to my job	,816	,866
I feel satisfied in my job	,816	,866

Source: Personal collection

The correlation between variables confirms that the questionnaire is internally consistent, so the scale is highly homogeneous. Finally, the convergent validity is analysed, so the average variance extracted (AVE) is used. Fornell & Larcker (1981) suggest that 0.5 is the minimum acceptable value so, in consequence, the adjustment of the variables of this study is significant and highly correlated:

Table 6: Average Variance Extracted

Average Variance Extracted	Number of elements
0,57868023	13

Source: Personal collection

4.2. RESULTS

To have a general overview of the pool of employees, socio-occupational graphic data is analysed in the first place. Some anomalies are detected with respect to the statistics provided by the National Institute of Statistics of Spain (INE) in relation to public employees at a State level and, sometimes, when the available data is disaggregated, at Autonomous Communities level.

4.2.1. Socio-occupational results

Firstly, the gender of the people surveyed is interested to be highlighted since the percentage of women hired in the Public Administration within the sphere of Tourism -67%- is significantly higher than men. According to the data retrieved from the National Institute of Statistics through the Labour Force Survey (Instituto Nacional de Estadística, 2019), within the Public Administration it is usual a major presence of women -55.71% at a State level- although some differences appear along different territories. In some Autonomous Communities, such as Navarra, this percentage is quite higher -64.69%- while, in others, men are the majority. This latter situation only occurs in Andalusia -48%-, Ceuta -36.89%- and Melilla -41.03%-, so that is why this data is relevant, because Andalusia is not supposed to have such figures. It may suggest that public employment in the public sector within the sphere of Tourism in Andalusia is mainly hold by women so, in consequence, the number of women within the Public Administration in other areas in Andalusia may be quite smaller.

Secondly, surveyed employees' ages follow the same dynamic that the one at a State level, what results in quite aged staff. Nevertheless, the percentage of public employees elder than 45 years old is smaller than at a State level, which

is 58.47% (Instituto Nacional de Estadística, 2019), while the ones surveyed only entail 45.9%. In this sense, there may be a possible relation with the time that many of them have spent working for a public organisation in the Tourism area, since 32.1% of them have been working there for 10 to 20 years and 17.4% of them have been working for more than 20 years. On the contrary, only 32.7% of them declare to have promoted throughout their careers.

In addition to the socio-occupational data, the educational attainment of the surveyed employees is significantly high, considering that only 11% of them stopped studying at secondary studies while 79.8% is university graduate or greater -even PhD.

Finally, the contractual relationship of the surveyed employees with their Institution is, considering the proportions, quite similar to the ones of the public employees at a State level. The survey revealed that only 23.9% of them are civil servants while 45% is permanent staff and 31.2% is temporary hired. As mentioned, at a State level this proportion is constant since 74.6% are permanent hired in contrast with 25.4% of temporary ones (Instituto Nacional de Estadística, 2019).

4.2.2. Job performance and Human Resources Management perception

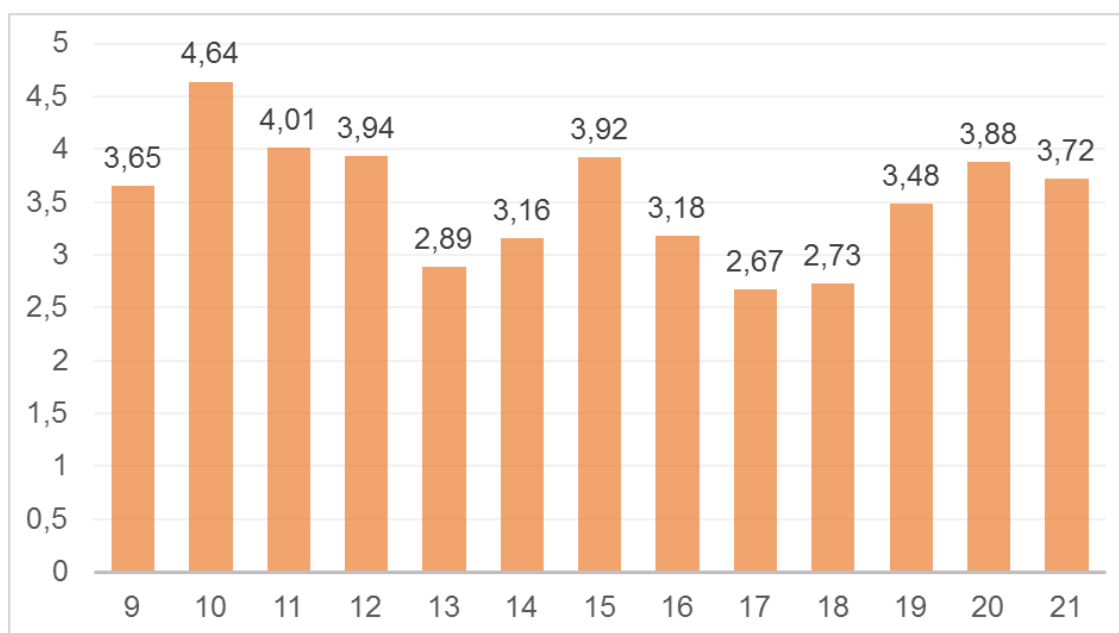
Next, perception of job performance and Human Resources Management is analysed. In general, surveyed employees declare feeling quite satisfied with their job performance and they consider themselves very competent to develop their tasks. However, when asked about certain aspects of the performance of their tasks, their opinions differ slightly. Hence, the majority of them maintain that their jobs require having initiative and that a creative performance is needed, as well as it allows them to improve their professional skills. Nevertheless, there are fewer employees that consider they have autonomy and freedom while performing their tasks and even fewer that think they can grow personally throughout their jobs. In the end, the worst score given to the training offered by the public organisations they work for in relation to their jobs.

Straightaway, surveyed employees were asked about their perception of the Human Resources Management within their area. This battery of questions starts by asking about their thoughts about the current selection process model through the Public Employment Offer. Opinions in this regard are very divided. However, the worst score within this battery of questions is given to the internal promotion process: just 2.67 out of 5, which is probably influenced by the previously mentioned scarce promotion possibilities and the lack of a proper

professional career through the Tourism area. Moreover, a very low score is also given to job positions design -just 2.73 out of 5.

Finally, they do consider necessary a performance assessment in the terms stated by the *EBEP* and consider quite important to set a strategic approach to their jobs. At last, asked about their job satisfaction, they declare -in general- being highly satisfied.

Chart 1: Average score of each variable of the survey



Source: Personal collection

4.2.3. Estatuto Básico del Empleado Público

Previously, it is mentioned within this piece of work and survey the performance assessments stated in the *EBEP* (RDL 5/2015, de 30 de octubre). Chapter II of this regulation establishes some interesting issues for Talent Management, including professional career and internal promotion, and performance assessment. In the next chapter, many of these issues are addressed but, up to this point, the primary actor is Article 20.

In sum, this Article establishes what the Public Administration understands as performance assessment, ordering itself to develop assessment systems to implement it. Of course, such systems must respect the core ideas of transparency, objectivity, impartiality and no-discrimination. In addition, it includes the recognition of benefits -such as incentives via complementary salaries- but, also, the possible termination of employment as a result of an

unsatisfactory performance. However, while benefits are given -usually- automatically, terminations of employment do not, being necessary to hear the person concerned first. This latter consequence is not common within the Public Administration.

Nevertheless, this is only applicable to civil servants since permanent or temporary staff are regulated by their specific collective agreement. Each office within the Public Administration may have its own collective agreement, and it is not warranted a performance assessment is reflected in it. For instance, the Regional Government of Andalusia's one (Junta de Andalucía, 2002) mentions it in Article 12, and develops it in another regulation (Servicio Andaluz de Empleo, s.f.). Same situation with the Provincial Councils and Municipalities, which are the other Public Administration bodies contained within this piece of work. As an example, the Provincial Council of Malaga approved in the same plenary session a framework agreement for its civil servants, a collective agreement for its permanent and temporary staff and, in both of them, it refers to another document also approved in such plenary session, in which performance assessment is developed. All these documents are contained in (Diputación Provincial de Málaga, 2013). However, Malaga city council -also selected as an example- neither have performance assessment regulated nor included in its collective agreement (Diputación de Málaga, 2017) but it seems that CSIF Trade Union presented a proposal for taking it into account -but only in relation to civil servants (CSIF Ayuntamiento de Málaga, 2018).

CHAPTER 5 STRATEGIC TALENT MANAGEMENT

5.1. ACCESS SYSTEMS

Previously, in Chapter 3 of this piece of work, different ways of accessing a public sector job position in Spain was explained. In consequence, no further explanation is given in this section but a comparison with other systems is done in order to analyse it as a factor that may influence in how talented people is attracted and retained. As drawn from the conducted survey, access method is an issue that worries public sector employees, even when they have already passed the tests.

The Spanish system is based on a *closed model*, that is, a linear career model. Accessing a job position in a public organisation -no matter as a civil servant or permanent or temporary staff- is not by applying for a certain job position but passing some tests that may give access to one of the positions offered. Since all candidates do the same entry exams, what is tested is general knowledge but no specific knowledge of the area in which candidates will work because each one of them -the successful candidates- will work in a different place. They are just entering the “*Body*” (Pérez et al., 2011). In consequence, at best, they must acquire specific knowledge once they get the job, at worst, they may not fit with the job position.

Such generalist profile, in addition to a lack of transference with the private sector, the stiffness in the hierarchy and a weak management profile as a result of the linear career model, may be incompatible with the generation of talent. But such problem is not just a Spanish issue. This model is also used in France, Ireland and Portugal, and it seems that they have a similar situation.

On the contrary, other countries -such as Great Britain, Switzerland and Holland- have *open systems*, that is, systems based on direct methods of hiring employees. So, selection processes are adapted to the needs of the Public Administration at that specific moment. New employees are employed specifically for a certain job position, but his/her professional career is not regulated as in a *closed model* (Areses-Vidal, et al., 2017). In consequence, each employee is responsible for his/her job performance and professional career. Also, since they are specialised in their areas, generalist profiles are relegated and, in case they promote, they would be better prepared managers than in a *closed model*.

Nevertheless, both systems are not uniquely implemented in any country because they both have been evolving as society has done but they represent the main system in the countries mentioned.

Finally, there is another access system which is used by the European Union to select their civil servants and general staff. It is based on the premise that employees' performance is linked to their skills and attitudes no matter their previous knowledge -when accessing a position like an administrative, not when applying for a lawyer or scientific position. All candidates who wish a job in any of the European Union organisations must pass three eliminatory phases in which their skills -including two languages- are tested. The first two phases are online in an assessment centre. The first one is composed of verbal, numerical, abstract and situational judgement interactive tests. If passed, the second one is called "e-tray", which is a *"computer-based simulation of a real work situation and replicates an email inbox which contains information relating to a particular issue"* (European Personnel Selection Office, 2019). Finally, only 2 to 3 people for each available job position (which are about 100 each year) pass to the last stage, which are taken physically in Brussels and include a group exercise, an oral presentation, a case study and a personal interview. At any of the stages is necessary previous knowledge about any topic. However, for those job positions like experts in law or scientists, these three phases selection procedure is complemented by their job experience and curriculum.

Regarding the current system to access the Spanish Public Administration and comparing it to the other available systems, it may be the best option to adapt it gradually to a system slightly similar to the European Union's one since benefits are obvious:

- Current access tests are memory-based ones what involves that future employees are quite good at memorising, but their additional skills remain a mystery until they start working.
- Public Employment Offer calls are massively answered so a huge expenditure in conducting tests is made. Since the first two phases are online, the pool of candidates would be dramatically reduced what would result in saving time and money.
- In the case of specific job positions, as in the European Union does, curriculum and previous experience would also be part of the selection process.

In sum, there is space to improve the actual access system in order to be able to attract talented people that may improve the functioning of the public organisations, in particular within the sphere of Tourism, considering its

consequent impact in the economy and the society. Prioritising skills over generalist knowledge may be the driving force needed to make the Public Administrations able to keep up with the private sector and the pace the Tourism market goes. Stability should no longer be the main incentive to apply for a job in a public organisation because it attracts people who is capable enough to get it but also potentially lazy.

5.2. STAFF PROMOTION AND RETENTION

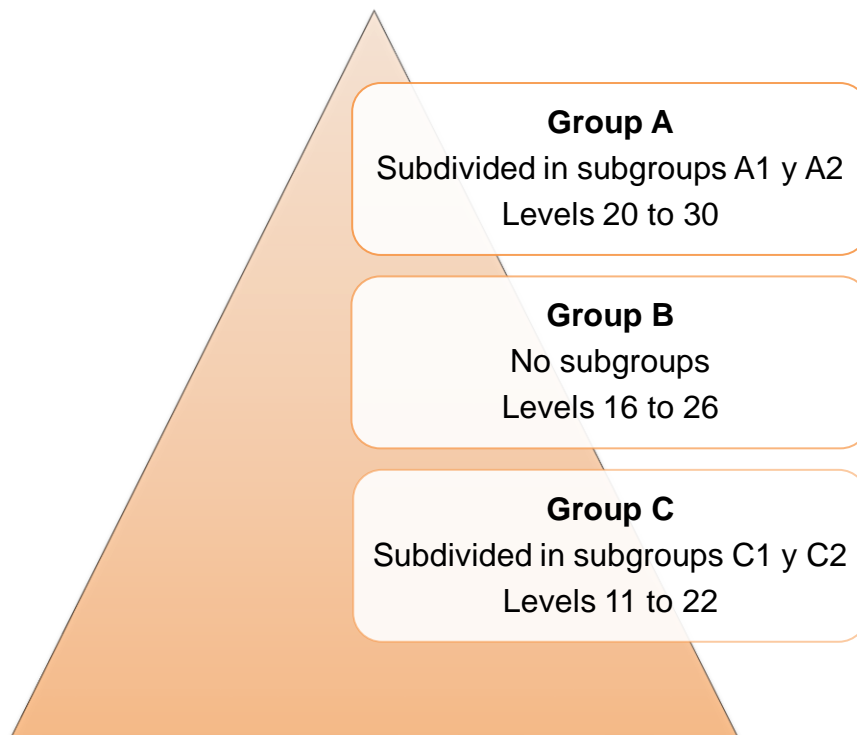
As drawn from the literature review, retaining staff is the major issue in the Talent Management literature and in the Tourism and hospitality area in particular. Also, it was deduced in some of the papers compiled that good professional career prospects may influence quite positively in reducing turnover rates. In consequence, it is absolutely necessary to deal with promotions as a way to retain talented employees. Even more regarding that the current internal promotion process got the worst score in the survey, just 2.67 out of 5.

Such low score may be motivated by two main factors, which are scarce promotion possibilities and a lack of a proper professional career through the Tourism area. Indeed, while 32.1% of the surveyed public sector employees have been working in a public organisation for 10 to 20 years and 17.4% of them have been working in one of them for more than 20 years, only 32.7% of them declare to have promoted throughout their careers.

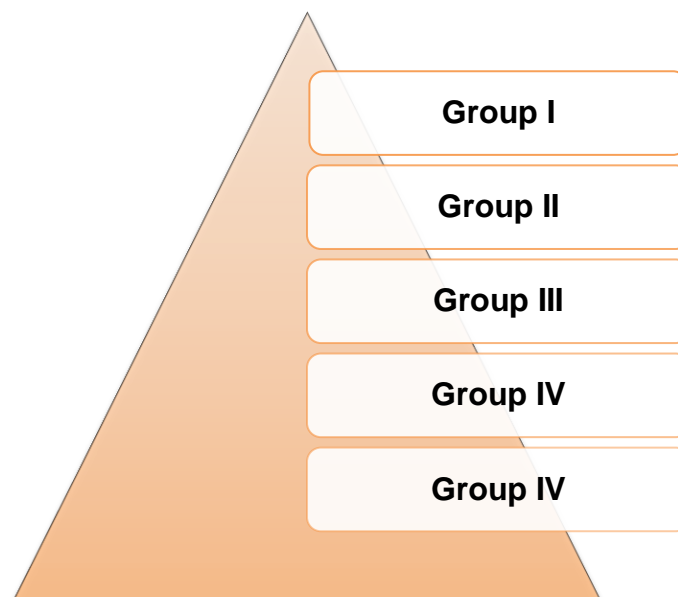
That percentage of promotions may appear to be not so bad but there may be a bias since the response rate of the survey was higher within managers. Also, such results also contrast with the opinions and information given by some of the surveyed employees. Some of them told that such professional itineraries were actually non-existent and promotion possibilities were only available out of the Tourism area, that is, taking again selection procedures tests and moving to other Public Administration in order to improve his/her salary, work conditions, etcetera.

This issue is a worrying one that may be a cornerstone of retaining talented employees in the public sector since it ends-up weighing the pros and cons: work stability versus promoting. It is also reflected in the answers of the survey, which show a very low score to job positions design -just 2.73 out of 5. However, it is disconcerting that, even though they complain about the latter, they declare being highly satisfied with their current job, what may be sign of conformism or just a wish to improve within their professional careers but compatible with being comfortable at work.

Finally, since in the next section specific actions are explained, including those in relation to promotion systems, an explanation of how they are carried out in the Public Administration is given onwards. Note that this explanation is civil servant focused because it is based on the processes implemented in the *EBEP* (RDL 5/2015, de 30 de octubre), which is applicable to all civil servants independently of the Institution they work for. However, permanent workers ones are displayed onwards with some limitations because promotion processes are subjected to each public organisation's collective agreement -Article 77 of the *EBEP* (RDL 5/2015, de 30 de octubre). To illustrate, it is shown Regional Government of Andalusia's one (Junta de Andalucía, 2002). So, since they used to follow the same structure as the civil servant ones, the diagram shown onwards would be applicable to permanent employees too -different names would be given to groups and levels.

Diagram 6: Employment ladder for Spanish civil servants

Source: RDL 5/2015, de 30 de octubre and RD 364/1995, de 10 de marzo

Diagram 7: Employment ladder for permanent staff in the Andalusian Public Administrations

Source: Junta de Andalucía, 2004

On the basis of the diagrams shown above, and considering both civil servants and permanent workers when referring to groups, promotion processes go as it follows:

Table 7: Promotion systems in the Spanish Public Administration

Horizontal professional career

- It is that aimed to allow public sector employees to improve without changing to other job position. This promotion is between levels in the same group (or subgroup) and it is called horizontal promotion. Promotion system is an internal competition. Specific competition is the way to promote in the horizontal career.

General competition

- It is that in which no specific position is targeted. Candidates -they must be already into the Administration- take part in a competition and then select their preferred option between the available job positions regarding to the order of precedence. They maintain the same group and level.

Specific competition

- It is that in which a specific job position is targeted. Candidates -they must be already into the Administration- take part in a competition and then they write a report about the job position they would work in. They maintain the same group but they may reach higher levels among it.

Vertical promotion

- It is that in which candidates opt to promote between groups. They must be already into the Administration but they also have to take a public examination and, if passed, a competition.

Source: RDL 5/2015, de 30 de octubre

5.3. STRATEGIC TALENT MANAGEMENT TOOL

At this point, Talent Management literature has been displayed, Public Administration structure has been analysed and the results from the survey have been compared with other statistics and the available literature on the topic. Therefore, by using the extracted information, a set of actions to successfully implement Talent Management within public organisations in the Tourism area is propounded onwards. Of course, these actions are defined within the context of the Theory of Value, which gives support to them since it is applicable to diverse organisations, that is, to private and public organisations.

Firstly, it is essential for a considerable progress in managing talent in the public organisations to have a pool of talented candidates. Previously in this piece of paper, it was shown how Public Employment Offer calls are massively answered but it does not mean that the majority of those candidates are talented or good enough. Or, even if they do, they may not fit the job position offered. So, it may influence positively in getting better candidates to publicise better Public Employment Offer calls. Unifying these Calls in the same website –dividing them by areas such as Tourism or by Administration-, providing sample tests as wells as practical examples and, of course, detailing the specific features of the job position. Nowadays, this information is available online, but it is usually hard to find, confusing and scattered. In consequence, a user-friendly governmental website would be so beneficial for both candidates and the Public Administration. Lastly, it is strongly advisable to highlight in each Public Employment Offer call and in the hypothetical website that performance assessments are carried out within the public organisations, that getting a job in it does not involve getting a lifelong job.

Secondly, as introduced in the first section of this chapter, a change in the access system is necessary to improve the quality of the candidates but also the future public sector employees. Assessments based on skills rather than the current ones based on memory would be highly advisable. Then, knowledge-based exams may be relegated to the last phases of the selection process. In doing so, the best candidates would be selected since they are the most skilled and the ones better prepared in terms of knowledge. Such access system would filter the massive pool of candidates and act like a predictor of job performance.

Next, talented candidates have been selected and they are public sector employees now. Currently, the actual system would place them directly in their new office, being their training limited to the spontaneous one given by their colleagues, who would tell them briefly about their tasks and how to proceed with them. That can no longer be possible if the aim of the Public Administrations is to create and capture value. What is proposed is to carry out a mentoring process which would be done by a colleague –not a manager- but it must be properly defined in time and contents. Rewards may be given to these employees who perform mentoring actions such as monetary incentives or a reduction of working time. Also, the mentoring process results in an early detection of talented employees, including their strengths and weaknesses. This mentoring process should also be applicable when employees are promoted, being even more important not only in terms of detecting talent but considering a higher degree of responsibility. The latest result of these processes may be a better managerial staff prepared to deal with their tasks and subordinates.

Other key element arises if some manifestations of talent are not considered as immutable. For instance, initiative is may be immutable as it is the

nature of the person but acquired ones -like typewriting- may no longer be as valuable as they used to be if changes occur. One example in the field of Tourism can be given for illustration:

Sanction filings are usually written one by one using a template, so typewriting is a wonderful skill to fill as many of them as possible in a minimum time. But, if a new method is developed in which the data of the sanctioned firms are added in a database and it generates all the sanction filing instantly, typewriting may not be as useful as computer skills.

So, in order to keep talented employees always up-to-date and valuable for the organisation, training seems to be a key element in managing talent. Actually, when public sector surveyed employees were asked about training, they showed not being satisfied with the one received, giving a score of 2.89 out of 5 to this question. A proper training would motivate employees since they would feel they grow professionally and personally. In addition, they would be specialised in a certain area and job positions' design would fit to the employees working in them, at the same time that they improve as employees, setting the stage for promoting. Consequently, it is advisable to design training routes to achieve the objectives proposed here.

In this regard, the following and natural step would be promoting. So, developing well-designed promotion routes seems to be necessary, specially in order to retain talented employees since it has been shown that a lack of professional career possibilities generates frustration among surveyed employees. However, not so much innovation might be done in this issue because the current system is capable of supporting small changes that may improve it.

On the basis of the system shown in the previous section, the main change is aimed to use performance assessment methods as a key to incentive employees to work as they are expected to. It is about changing how horizontal promotion is perceived. Nowadays, it is perceived as a way to promote within the Public Administration while not changing the place the employee works in. This promotion is based on a competition process in which one of the items considered is the result of the performance assessment. What is proposed at this point is to use the result of the performance assessment not only in horizontal promotion but give it a twist and consider a negative result in the performance assessment as an indicator to act on this employee. So, a public sector employee with a negative one would be obligated to take part in a competition process in which he/she may eventually move from its place of work to other one in an attempt to improve his/her performance. Also, this would be a dissuasive measure to

prevents others to underperform and a way to motivate hard-working ones as lazy workers are punished and so their work is valued.

Finally, the last stage of the set of Strategic Talent Management actions is about employees' loyalty. Considering how expensive the investment in recruiting and training is, it would be worthwhile to keep talented employees, to retain them (Izurieta-Sosa et al., 2018). In this sense, it is advisable to implement what (Thompson, 2002) calls a Total Reward strategy. Such strategy includes economic and non-economic rewards that may satisfy employees, building such loyalty to the firm.

On the one hand, economic rewards may be productivity incentives or any kind of extra payment as a bounty for their work. On the other hand, non-economic rewards are those such as free-days, flexible hours, a nice office/place of work to work in, sport facilities, health service, social assistance, volunteering as part of the organisation's Corporate Social Responsibility -some public institutions such as public universities do have these programs- or mobility programs. All these non-economic actions are not directly payed to the employees, but they are a cost for the organisation. Nevertheless, they are currently well established within the Public Administration. In addition, emotional salary is another key factor involved in leveraging talented employees. As stated by (Pérez-del-Prado, 2018), it is contributing to each employee's personal welfare by taking care of them personal and professionally, as an indirect way to improve competitiveness and productivity.

So, putting all the puzzle pieces of rewards together might be highly relevant in leveraging talented employees and improving Public Administration performance in the Tourism sphere through its productive employees.

CHAPTER 6 CONCLUSIONS

Along this piece of work, the importance of Tourism has been highlighted several times, as well as the key role of the Public Administration in the area of Tourism. In particular, it has been highlighted the importance of attracting and retaining talented people as a first step to improve the positive impact of Tourism in the economy.

The review of the literature conducted showed a lack of academic research on the topic of Talent Management in the public sector. In this sense, this piece of work is innovative and provides a first approach to the topic by combining existing works in related fields -particularly valuable is (Sparrow & Makram, 2015) Theory of Value- and an own research conducted via questionnaire.

Such questionnaire has been properly validated and may be used as a starting point to deep in the role of public sector employees in different areas, no matter that, in this piece of work, it has only been applied to Tourism. Despite the main objective when conducting the survey was to validate the questionnaire to provide such starting point for future research, some interesting conclusions have been reached. In particular, those related to how they feel in their job positions, if they are able to grow personal and professionally and if they can develop their skills, because it can be directly applied to the theoretical proposals gathered from the literature review.

It is also quite interesting the result of the investigation conducted to guess the structure of the Public Administration in the area of Tourism in Andalusia, how it is organised and how many people work in there. Cross-matching the data collected from such research with the one got in the survey results in a very accurate picture of the public organisations among Andalusia but specially of the public sector employees hired on them.

In this regard, public sector employees' main concerns were about training, access system and the design of the job positions. Consequently, measures on this regard are proposed since they are key stages in the generation and retention of value. But more actions have been proposed in other issues because Talent Management policies cannot be carried out in some areas as if they were hermetic. Talent Management must be considered as an integral strategy to improve an organisation's competitive advantage.

On this matter, it has been emphasised the necessity to carry out changes in the access methods as a first step to attract and select talented people. But taking care of the current staff is also required so incentives based on positive results in the performance assessment should be strongly considered. On the contrary, negative results in the performance assessment might have consequences such as the obligation to take part in a competition process that may eventually result in moving from its place of work to another. In addition, non-economic rewards should be considered in two aspects: as a way to improve employees' welfare and as a way to build loyalty to the firm through it.

So, a Strategic Talent Management set of actions applied to the Public Administration is propounded as a way to reconsider the actual system by giving an alternative to it. In general, these actions are easy to apply because no dramatic changes are needed. The only big change would take place in the accessing method, but it would be worthwhile in the middle term to invest in implementing it since the quality of the new public sector employees would increase and so the outcome of the public organisations would do.

It is a matter of urgency to implement Talent Management policies effectively in the public sector organisations as a way to face the dynamism typical of sectors like Tourism one and considering its direct and indirect impacts in the economy of regions like Andalusia. Removing the scourge of inflexibility, underperformance and unproductivity within the Public Administrations is compulsory and now it is the moment to do that. A huge generational replacement will take place in the medium term and labour markets need to be prepared to face it. It is a golden opportunity for Public Administrations to perform important changes that may adapt them to the new, unstable and dynamic reality.

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APPENDIX I GLOSSARY OF TERMS

- **Andalusian Council of Tourism:** Consejo Andaluz de Turismo.
- **Attached Bodies:** Órganos adjuntos.
- **Chamber of Commerce:** Cámara de Comercio.
- **City Council:** Ayuntamiento.
- **Civil servant:** Funcionario.
- **Collegiate Bodies:** Órganos colegiados.
- **Competition:** Concurso.
- **Council:** Diputación (en referencia a la Delegación en cada provincia).
- **Deputy Ministry:** Viceconsejería.
- **General Directorate for Quality, Innovation and Promotion of Tourism:** Dirección General de Calidad, Innovación y Fomento del Turismo.
- **General Secretariat for Tourism:** Secretaría General para el Turismo.
- **Interdepartmental Commission for Tourism:** Comisión Interdepartamental en Materia de Turismo.
- **Ministry:** Consejería.
- **Municipality:** Municipio.
- **Permanent staff:** Personal laboral indefinido.
- **Professional managerial staff:** Personal directivo profesional.
- **Provincial Council:** Diputación Provincial.
- **Provincial General Secretariat for Tourism, Sport and Shared Resources:** Secretaría General Provincial de Turismo, Deporte y Recursos Comunes.

- **Public Employment Offer:** Oferta de Empleo Público.
- **Public Firm for the Management of Tourism and Sport in Andalusia, Plc:** Empresa Pública para la Gestión del Turismo y del Deporte en Andalucía, S.A.
- **Public examination:** Oposición.
- **Regional Government of Andalusia:** Junta de Andalucía.
- **Regional Ministry of Tourism and Sport:** Consejería de Turismo y Deporte.
- **Schedule of positions:** Relación de puestos de trabajo.
- **Technical Commission for Describing Golf Courses as Tourist Interest:** Comisión Técnica de Calificación de Campos de Golf de Interés Turístico.
- **Temporary civil servant:** Funcionario interino.
- **Temporary staff:** *Personal laboral temporal o Personal eventual*. The first acceptance only appears beside *Permanent staff*, while the second one only appears in Table 2, page 26.
- **Territorial Delegation for Tourism:** Delegación Territorial de Turismo.
- **Tourism Service:** Servicio de Turismo.
- **Tourist Offices:** Oficinas de Turismo.

APPENDIX II QUESTIONNAIRE

Socio-occupational data

1. Gender

- a. Female
- b. Male

2. Age

- a. Younger than 26
- b. 26 to 35
- c. 36 to 45
- d. 46 to 55
- e. Elder than 55

3. In which Public Administration do you work?

- a. Territorial Delegation for Tourism (Regional Government of Andalusia – Regional Ministry of Tourism and Sport)
- b. City Council. Area of Tourism
- c. Provincial Council. Area of Tourism

4. Where do you work? Select province and area:

- a. Capital
- b. Coastal town
- c. Rural town

5. How long have you been working in the Area of Tourism of your Institution?

- a. Less than 6 months
- b. From 6 months to 2 years
- c. From 2 years to 5 years
- d. From 5 years to 10 years
- e. From 10 years to 20 years
- f. More than 20 years

6. Educational attainment

- a. Secondary education/High school
- b. Baccalaureate
- c. Intermediate-Level Vocational Training
- d. Advanced Vocational Training
- e. Undergraduate studies
- f. Postgraduate studies
- g. Doctorate

7. Have you ever promoted since you work in the Area of Tourism

- a. Yes
- b. No

8. Contractual form

- a. Civil servant
- b. Permanent staff
- c. Temporary staff

Job performance perception**9. Do you feel autonomous and free while performing your tasks?**

1	2	3	4	5
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10. Do you feel competent to develop your work?

1	2	3	4	5
---	---	---	---	---

11. Are you able to improve your professional skills through your current job?

1	2	3	4	5
---	---	---	---	---

12. Does your job require initiative and creative performance?

1	2	3	4	5
---	---	---	---	---

13. Do you think that you are properly trained by your Institution?

1	2	3	4	5
---	---	---	---	---

14. Are you able to grow personally through your current job?

1	2	3	4	5
---	---	---	---	---

15. In general, do you feel satisfied with your current job?

1	2	3	4	5
---	---	---	---	---

Human Resources Management perception

16.I think that the current selection process through the Public Employment Offer is accurate

1	2	3	4	5
---	---	---	---	---

17.I think that the current internal promotion model is accurate

1	2	3	4	5
---	---	---	---	---

18.I think that the adjustment of the design of the job positions is accurate

1	2	3	4	5
---	---	---	---	---

19.I think that it is necessary a performance assessment as stated in the *Estatuto Básico del Empleado Público (EBEP)*

1	2	3	4	5
---	---	---	---	---

20.I consider important to set a strategic approach to my job

1	2	3	4	5
---	---	---	---	---

21.I feel satisfied with my job

1	2	3	4	5
---	---	---	---	---