



Determinants of Turnover Intention: An Analysis of the Influence of Organizational Justice, Perceived Organizational Support, and Work Engagement

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ABSTRACT

This study aims to examine and analyze the effect of Organizational Justice (OJ) and Perceived Organizational Support (POS) on Turnover Intention (TI) by placing Work Engagement (WE) as a mediating variable among millennial Civil Servants (PNS) at Government Agency X. This research uses a quantitative approach with an explanatory research design and a cross-sectional study. The research sample consisted of 301 respondents selected through a proportional stratified random sampling method. Data collection was carried out through an online questionnaire instrument using a Likert scale, while data analysis was processed using the Partial Least Squares-based Structural Equation Modeling (PLS-SEM) method with the help of SmartPLS 4 software. The results showed that Organizational Justice and Perceived Organizational Support had a direct negative and significant effect on Turnover Intention. The two independent variables were also proven to have a positive and significant effect on the formation of Work Engagement. Furthermore, Work Engagement was proven to have a negative and significant effect on Turnover Intention while simultaneously being the variable with the strongest influence coefficient in the model. In the indirect effect test, Work Engagement partially mediates the effect of Organizational Justice and Perceived Organizational Support on Turnover Intention. The findings of this study conclude that organizational justice and support are able to independently suppress millennial employees' intention to leave, but the effectiveness of their resilience will be much stronger if these instruments succeed in generating employees' emotional work engagement beforehand.

INTRODUCTION

The dynamics of the management of the State Civil Apparatus (ASN) in Indonesia are currently in a fundamental transformation phase. The turning point of this change was marked by the passage of Law Number 20 of 2023 concerning the State Civil Apparatus. This regulation marks a paradigm shift from just personnel administration to a more competitive, professional, and results-oriented human capital management. In a bureaucratic environment that is increasingly demanded to *be agile*, organizational stability and performance are now highly determined by the ability of agencies to manage and maintain the contributions of their best talents. Therefore, the issue of the effectiveness of employee management is no longer just an administrative problem, but a factor that affects the success of the state in answering increasingly complex public service challenges.

As an institution that has the main authority in national personnel management, the Government Agency X occupies a strategic position as a *center of excellence* as well as an "architect" for every technical policy of talent management in Indonesia. However, the agency's responsibilities are not limited to the role of regulator, this agency also bears the burden as a *role model* for other government agencies in Indonesia. This means that the implementation in government agencies in Indonesia will refer to the practices carried out by the agency on its internal talents so that they are required to be the first party that succeeds in proving the effectiveness of the system internally.

This success will ultimately depend heavily on the stability of human resources (HR) that drives the agency as an organization. A comprehensive policy will not be achieved optimally if it is not supported by qualified employees who have a strong commitment to their organization. Therefore, maintaining the stability and loyalty of their human resources internally is no longer just an administrative matter but a strategic need to ensure the sustainability of transformation nationally. Without a solid human resource foundation within the agency, the effectiveness of every technical personnel policy has the risk of being hampered because the driving institution actually loses its own operational stability.

Over the past few decades, the profession of Civil Servant (PNS) in Indonesia has been seen by most Indonesians as a job position that offers very high career security and economic stability, making it almost impossible for anyone who is already in it to choose to leave. In this paradigm, loyalty to the agency is seen as a lifetime of service that is exchanged for the certainty of retirement and the protection of permanent employment status. The main focus of the workforce at that time was stability which placed civil servants as *the top of mind* as a job target above other professions.

Behind the narrative of career stability, there is a paradox in the social environment that is often overlooked in the formal discussion of ASN management but is greatly influenced by the psychological condition of employees. In the midst of Indonesian society, the civil servant profession is still surrounded by a strong stigma as a group that is 'very capable' financially. This public perception often creates high economic expectations, both from the family environment and social in the community. Civil servants are considered to have unlimited access to financial facilities, which ultimately backfires on the employees concerned with lifestyle standards and social contribution demands that often do not even line up with their real income growth.

Ironically, this welfare stigma often brings real losses that cannot be avoided for civil servants. This social pressure is manifested in other public policies, for example, the determination of the single tuition fee (UKT) category for civil servants in higher education institutions. It is not uncommon for them to be automatically charged at the highest level of UKT only based on their parents' employment status without going through in-depth verification of the financial burden faced by the family. This is just one

example that creates a greater burden of expenses for civil servants than other community groups with an equal level of income, so that the status as a proud 'servant of the state' is actually a very high factor in reducing welfare for their families.

This inequality also creates a psychological condition in civil servants who feel that there is a distance between what they receive in real terms and what is socially considered 'supposed' to be what they have. For the millennial generation who are '*Generation Disrupted*' that is, a generation that is disrupted by very rapid social and technological changes, economic inequality and the unfair distribution of social burdens are actually sensitive issues so that they tend to judge whether their devotion to the nation still provides logical economic value for their survival in the future (Deloitte, 2019).

In the context of talent management at The agency, this paradox is a latent factor that is feared to affect employee loyalty. When high economic pressure is met with a detrimental social stigma, the intention to move away from one's job (*turnover intention*) is no longer just a matter of dissatisfaction with salary, but a rational response to seek economic justice that is personal to oneself in another place that is considered more humane. Employees are starting to evaluate whether sticking to their job is a *worthwhile decision* with all sorts of 'disadvantages' being trade-offs for their profession and whether it's the best decision for their future.

The real evidence of the collapse of the attractiveness of the current status of civil servants is clearly seen in the national CPNS selection process in 2024. This phenomenon has become a major anomaly in the history of bureaucracy in Indonesia where it was recorded that as many as 1,967 selected CPNS chose to resign out of a total of 16,167 participants who were declared to have passed the selection. The resignation rate, which touched the level of 12.17% at the beginning of their careers, sends a strong message that status as a government employee is no longer a 'dead price' that must be met for young talents. The decision to resign even before officially starting work shows that the personal evaluation process has now been carried out by prospective employees since the initial administrative stage.

This problem also turns out to be a real internal part of the agency as a central institution for personnel management. There are 11 CPNS of their new recruits out of 377 candidates selected in the 2024 selection who decided to cancel their careers. 9 of them actively resigned, while 2 others were declared to have resigned because they did not complete the curriculum vitae by the specified deadline. This is an early form of withdrawn behavior that shows that their interest in the organization is lost before they actually touch the work atmosphere.

Information from the Chief states that this mass resignation boils down to the clash between the placement of the territory and the balance of life (*Work-life balance*), where in 2024 candidate optimization was implemented to meet the required positions so that many of the applicants received assignments in locations far from their domiciles, and created obstacles from the logistical side to threats in terms of economic and emotional stability because they were far from *Support System* (Near, 2025). This triggers a dilemma, on the one hand they want a stable career, but on the other hand they are not willing to sacrifice closeness to family or the comfort of the social environment for the sake of their job status. This phenomenon confirms that the factor of location and flexibility is one of the *trigger* of the problem of *withdrawal behavior* even before their service period officially began.

Symptoms of declining employee attachment are not only seen in the early phase of recruitment, but also begin to be detected in employees who are already actively carrying out their duties. Based on the review in their internal performance report, there

was a significant fluctuation in the number of disciplinary violations as many as 28 cases in 2023 and 26 cases in 2024. Although it looks statistically small when compared to the total number of employees, the existence of disciplinary cases that appear consistently every year means that there are problems with motivation and a latent decrease in commitment. Violations of workplace rules are often not a matter of individual behavior, but rather a signal that there is something inappropriate between the employee's expectations and the conditions of his or her work environment.

This indication of decline is also reflected in their internal attendance recapitulation data in 2025 which recorded a total accumulation of 7,323 incidents of late attendance and 1,644 incidents of non-attendance that occurred throughout the year.

Table 1. Agency X Internal Attendance Recapitulation 2025

Month	Number of Delays	No Attendance
January	140	23
February	580	24
March	494	19
April	983	14
May	400	11
June	394	22
July	573	15
August	633	20
September	480	15
October	452	967
November	1010	286
December	1184	228
Total	7,323	1,644

Source: Government Agency X internal documents, processed by the author

A sharp spike in delays occurred at the end of the year, namely November and December of 1,010 and 1,184 incidents respectively, indicating a decrease in employee commitment to obligations in the organization that must be used as an alarm for agencies before risking increasing the actual turnover of their best talent.

From the perspective of organizational behavior, the number of violations that tend to persist is interpreted as a form of *withdrawal behavior* that explains that employees do not necessarily resign from their jobs, but through a progressive withdrawal stage starting from small actions such as tardiness, absenteeism, decreased level of compliance with applicable regulations or procedures. This is a form of "passive protest" from employees who lose a sense of justice or meaning in their work.

In these conditions, employees tend to separate themselves psychologically. For the agency, the number of disciplinary penalties and the fact of the number of delays and absenteeism must be an "alarm" at the strategic level. If this phenomenon is only seen as an administrative problem that can be solved with sanctions alone, agencies could potentially miss the opportunity to dissect the more essential root of the problem regarding the real triggers of declining loyalty among employees.

The millennial generation was chosen as the subjects in this study based on their strategic position as the backbone of national productivity. Based on data from the National Employment Survey (Sakernas) of the Central Statistics Agency (BPS) as of August 2025, the age group representing the millennial generation has the highest Labor Force Participation Rate (TPAK) in Indonesia, which is 78.94% for 25-34 years old and 81.40% for 35-44 years old (Central Statistics Agency, 2025). This composition is also reflected in Agency X with the majority of the agency employees currently in that age

range and now some of them serve in mid-level manager positions that connect the strategic vision of higher leadership with execution at the operational level.

The dominance of this number is overshadowed by the psychological characteristics of millennials who are very sensitive to the organizational climate and are different from previous generations. As a generation that prioritizes value (*Purpose Driven*), millennials tend to find a balance between meaning in their work and well-being. The report also mentions that millennials are currently at the peak of pressure as "*Sandwich Generation*" where they have to bear the financial burden and take care of the generation above and below at the same time (IDN Research Institute, 2025). The combination of these characteristics and high pressure makes them very sensitive to their organization and have real expectations. If these expectations are not met, the commitment to the agency will be threatened to drop dramatically.

Therefore, research focused on the millennial generation of the agency is needed as a first step in mitigating greater strategic risks. Failure of organizations to retain this group will have a major impact on leadership vacancies at the mid-level as well as hampered knowledge *transfer* that is essential for the sustainability of digital transformation.

The intention to leave a job (*turnover intention*) among millennials is not just an administrative problem. For them, this threat is multidimensional. Economically, every employee who ultimately decides to leave will bring substantial losses to the agency. The recruitment process for civil servants will be costly, coupled with a long series of basic training and other technical trainings, so it is inefficient if the talent does not last for a productive period of time. In addition, the agency also risks losing *tacit knowledge* in the form of specific expertise and contextual understanding of the personnel system that is inherent in employees and is difficult to document in formal documents.

The potential loss for the agency does not stop there, this phenomenon is also a threat to the agency's *employer branding*. As an institution with the main authority in national personnel management, the agency bears the burden of public expectations to be the ideal standard in the management of its own talent. If the agency is considered incapable of maintaining its own talents, it can certainly create a bad perception in the eyes of the public as well as other ministries and institutions. The credibility of every policy produced by the agency as a regulator will also be questioned for its effectiveness.

Another danger that is no less important is if the phenomenon of *reluctant stayers* occurs in the agency. This phenomenon refers to a condition where employees actually have a strong desire to leave their jobs, but are forced to survive due to administrative or financial constraints, for example, they still have dependents or just because there are no other job alternatives. Employees like this tend to work half-heartedly and will ultimately damage team morale and lower the standard of organizational performance that has been painstakingly built. The existence of individuals who lose emotional attachment to the agency will become a contagious 'psychological poison' if left unchecked, and will ultimately thwart the bureaucratic transformation ambitions carried out by the agency.

Given the complexity of this phenomenon, the organizational behavior literature has identified various determinants that simultaneously trigger the emergence of *turnover intention*. Among these factors are Organizational Justice (OJ), Perceived Organizational Support (POS), Work Engagement (WE), Job Satisfaction (JS), Organizational Commitment (OC), and Work-Life Balance (WLB) (Chen et al., 2023; Pei et al., 2025).

To see how far these factors are volatile in the internal environment of the agency as well as to confirm which variables are the most crucial for further research, the

researcher has conducted a preliminary study (pre-research) through a short survey using a simple questionnaire adapted from a measurement instrument *Single-Scientifically* validated items (Dolbier et al., 2005; Efthymiopoulos & Goula, 2024; Jordan & Turner, 2008; Kulikowski, 2018; Kurtessis et al., 2017; Meyer, J. P., & Allen, 1991; Spector, 1985; Wayne et al., 2021). This instrument contains a statement with a closed answer format (yes/no) to capture the global perception of respondents on each variable for 38 millennial employees in the environment. The summary of the results of the respondents' answers to the questionnaire is as follows:

Table 2. Preliminary survey results

Variable	Answer	
	Positive	Negatives
<i>Organizational Justice (OJ)</i>	44.74%	55.26%
<i>Perceived Organizational Support (POS)</i>	47.37%	52.63%
<i>Work Engagement (WE)</i>	39.47%	60.53%
<i>Job Satisfaction (JS)</i>	57.89%	42.11%
<i>Organizational Commitment (OC)</i>	60.53%	39.47%
<i>Work-Life Balance (WLB)</i>	81.58%	18.42%

Source: Author's Work

The numbers depicted in the preliminary study are not a random phenomenon but a reflection of the current ongoing structural reality. The percentage of dissatisfaction with the variables of *organizational justice* and *perceived organizational support* indicates a profound disruption of perception among millennial employees. These figures are a representation of the latest HR management policies that are directly impacted at the operational level.

An interesting phenomenon can be seen from the results of the pre-research which shows a paradox in organizational behavior. On the one hand, respondents reported a *very good work-life balance* rate of 81.58% and *job satisfaction* of 57.89%. This means that in general, employees feel that their comfort in working at the agency is well fulfilled. However, it turns out that it is not in harmony with other factors.

Inversely proportional to this figure, the majority of respondents actually showed negative sentiment on other variables. As many as 60.53% felt that they did not have *strong work engagement*, as well as low perceptions of fairness and organizational support at 44.74% and 47.37%, respectively.

The high rate of dissatisfaction with the *organizational justice variable* is a reflection of an ongoing meritocratic paradox. On the one hand, the 2023 ASN Law echoes the strengthening of the merit system as the main pillar that ensures justice based on competence, qualifications, and performance. However, on the other hand, the policy of structuring honorary personnel that is massive through the PPPK selection route in a closed manner without any rivals from the outside creates the perception of systematic facilities that are deliberately provided for honorary personnel who incidentally the majority of them enter because they have a kinship relationship with officials of their time. Employees who enter through the CPNS selection route with super strict meritocratic standard selection and tiring national competence, now find that the entrance to become ASN is easier for other groups to meet the target of employee restructuring regulations. This condition is also exacerbated by the space provided by the 2023 ASN Law for PPPK to be able to fill managerial positions. This policy is procedurally seen as a threat to the sense of justice for millennial civil servants who take career paths through strict selection and long ranks.

This sentiment of justice is also influenced by the distributive aspect, where there is a real disparity in compensation between civil servants and PPPK. Although both are part of the State Civil Apparatus (ASN), it turns out that there is a significant difference in income for the equivalent level of position because although the allowances imposed at the same level of position are made equal, the basic salary structure between the two shows significant differences. As an illustration, based on internal data as of May 2025, civil servants with the first level of functional positions in the agency amounted to 624 ASN with a composition of 576 civil servants with an average of groups III/a and III/b with a basic salary level of Rp. 2,785,700 to Rp. 4,768,800 for the range of service period of the 0-32 Year group based on Presidential Regulation Number 5 of 2024 concerning Civil Servant Salary Regulations, and 48 PPPK people in functional group XI with a basic salary level of Rp.3,203,600 to 5,261,500 for the working period of the 0-32 years group.

Table 3. Example of comparison of basic salary of PNS and PPPK at entry level

Comparative Aspects	PNS		PPPK
Group	Group III/a	Group III/b	Group IX
Starting Basic Salary	IDR 2,785,700	IDR 2,903,600	IDR 3,203,600
Legal Basis	PP No. 5 of 2024		PP No. 98 of 2020

Source: Author's Work

For millennial civil servants, this condition is not just a matter of numbers on paper, but a message that their investment in education and their struggle in pursuing career paths that are considered "permanent" are not rewarded proportionately. The characteristics of millennials who strongly uphold the principles of transparency, equality, and merit-based recognition make them more sensitive to this and no longer see loyalty as a blind obligation without good reciprocity from the organization to their personal interests.

This is confirmed through the results of informal discussions and observations of researchers in the work environment. Many colleagues expressed the sentiment that the contributions made were not directly proportional to the awards they received. There is concern that civil servants now seem to be "second-class citizens at home". Growing aspirations indicate that the identical workload, especially with the opening of managerial position opportunities for PPPK, is actually accompanied by unequal material awards. The inequality between *inputs* in the form of a selection system and workload with *outcomes* in the form of salary and career certainty triggers negative social comparisons. When the principle of the merit system is felt to exist only on paper as an administrative slogan while practice in the field is not enforced, then the motivation to persist will slowly collapse. This accumulation of injustice can backfire when employees finally consider seeking professional justice outside the agency.

An indication of the problem that was also in-depth in the preliminary study was found in the perceived *organizational support* (POS) variable, where as many as 52.63% of respondents felt that the organization had not provided adequate support. This figure indicates the perception that agencies have not been present as a "safety net" for employees in the midst of increasingly dynamic work demands. The low POS is greatly influenced by the transformation of the performance management system which is now based on leadership expectations as stipulated in Permenpan RB Number 6 of 2022 concerning Performance Management of State Civil Apparatus Employees.

Although in principle this system aims to provide flexibility, in practice in the field, this mechanism actually creates a psychological burden for employees. The determination of monthly and annual performance predicates on a qualitative scale such

as "Good" or "Excellent" often ignores the fact of the performance report that exceeds the performance agreement at the beginning of the period. This opens a wide gap in the perception that there is an assessment bias in the form of favoritism. Millennial employees, who value professionalism and *fairness*, tend to feel that this is not objective. They feel that their careers are not determined by the quality of real contributions, but by the factor of personal closeness or the ability to manage their impressions in front of leaders.

This gap is also validated through informal discussions, the sentiment arises that the organization leaves the fate of employees entirely to the subjectivity of individuals who occupy leadership positions without a strong mechanism to limit this subjectivity. The sentiment circulating that the current system makes employees feel alone in their work. The demand to meet the expectations of the leadership is positioned as the expectations of the agency, but the final assessment is very subjective and vulnerable to "like and dislike" conditions. Agencies are considered less than optimal in being present to support the hard work of employees.

In addition to the problem of the work appraisal system, the low *perceived organizational support* is also triggered by flexible work policies that have not been balanced with adequate facility support. The *Work From Home* (WFH) policy on Mondays and Fridays, which is implemented for the reason of the agency's operational efficiency, in fact causes *cost-shifting* to employees. The demands of intensive online coordination meetings during WFH require information technology facilities and large data quota consumption as well as independent energy costs that are fully borne by employees without adequate assistance from agencies. This is felt as a form of neglect of the needs of employee work infrastructure which is a basic operational need in the midst of undiminished performance demands so as to reinforce the perception that agencies prioritize budget efficiency over welfare and support for their employees.

The selection of *work engagement* as a mediation variable in this study is based on the argument that *turnover intention* in millennial civil servants in the agency is the end result of a long psychological degradation process. Not ideal conditions for the factor of fairness and organizational support felt by employees do not necessarily trigger the decision to leave their jobs, but rather first damage the employee's sense of emotional attachment and work spirit.

In theory, this mechanism is explained through *Social Exchange Theory* (SET) which states that the relationship between workers and employers is a reciprocal exchange. This certainly also applies to the agency and its employees, good support and fair decision-making and procedures will increase employees' attachment to the agency so as to suppress employees' desire to leave their jobs. Conversely, if the agency fails to provide a sense of justice such as subjectivity bias in performance appraisals and others, and fails to provide support for employees in doing their work, employees tend to lose enthusiasm and pride in themselves as part of the agency, before they really decide to look for other job alternatives that "respect" them more and eventually leave their jobs at the agency.

Pre-research data also strengthens this justification. The low energy and work enthusiasm reported by respondents showed that work attachment was in a declining stage. For the millennial generation, work is not only administrative status, but also a means for self-actualization. When the principles of the merit system are ignored through the practice of favoritism and the workload is shifted to personal burden, *work engagement* will collapse and then potentially become an employee's decision to seek "professional justice" outside the agency.

The selection of this mediator is also more evident if correlated in empirical findings in the field through informal interviews with a number of employees. One of

the informants even revealed that he was in a phase of psychological withdrawal by stating, "currently I am still carrying out my obligations, but the spirit is gone. Good work is free, the evaluation remains unaffected. I just work reasonably". This expression gives an idea that an employee's intention to completely resign, there is a phase that is passed in the form of a weakening of dedication and enthusiasm for work first.

Empirically, the urgency of this variable is strengthened by the findings of Winarno et al. (2022) in the context of public organizations in Indonesia which reveal that organizational support factors often have an influence that directly affects employee exit intentions. This means that improvements in the aspects of fairness and support do not automatically hinder the employee's desire to leave the agency if it is not accompanied by the employee's emotional attachment to his work first. Similarly, Li et al. (2022) emphasized that in transition conditions and high workload, POS acts as a work resource that triggers the *work engagement process*, which then becomes the main determinant in suppressing *turnover intention*.

Although the relationship between *organizational justice*, *perceived organizational support*, *work engagement*, and *turnover intention* has been extensively researched in the human resource management literature, especially organizational behavior, most of the research is still dominated by the context of the private sector or organizations in developed countries. In the context of the public sector, especially in Indonesia, studies that integrate these four variables simultaneously are still very limited. In addition, most previous studies tend to focus on the direct influence between the variables of fairness and organizational support on *turnover intention*, the role of work engagement as a mediating variable in this relationship still shows inconsistent findings, especially in the context of public bureaucracy with different structural and regulatory characteristics from the private sector.

On the other hand, the change in the dynamics of personnel policy in Indonesia through the implementation of a *dual-track system* between civil servants and PPPK after the enactment of the 2023 ASN Law also presents a unique organizational context that has not been widely explored. The characteristics of the millennial generation as the dominant working group that have high expectations of justice, organizational support and meaningfulness in work have also not been specifically used as a focus in studies related to *turnover intention* in the Indonesian public sector.

Based on these limitations, this study is expected to be able to fill the literature gap by empirically examining the influence of *organizational justice* and *perceived organizational support* on *turnover intention*, by placing *work engagement* as a mediating variable, in the context of millennial generation civil servants in the agency as a representation of the *dual-track* staffing system which is currently being enforced in Indonesia.

This research is important to carry out because the dynamics of public sector human resource management in Indonesia can no longer be understood just through an administrative approach, but must be seen as a strategic issue that is directly related to the success of bureaucratic transformation nationally. The implementation of the 2023 ASN Law, which strengthens the dynamics of the *dual-track personnel system* between civil servants and PPPK, has created a new configuration for organizations, including the agency as the regulator of national personnel policy. This has the potential to give rise to psychological consequences in the form of social comparisons among employees, especially regarding their perception of justice and support provided by the organization. If not understood and managed properly, this dynamic risks increasing the potential for a decrease in work attachment to an increase in employee intention to leave the organization.

This condition is even more crucial if it is associated with the dominance of the millennial generation in the workforce structure at the agency. As a generation that has high expectations for transparency, fairness, and personal well-being, the mismatch between expectations and realities in the field has the potential to trigger a decrease in employees' attachment to their organization and increase the tendency to leave their jobs. If not managed properly, this can potentially weaken the stability of human resources in the agency.

As a national ASN management agency, the impact of increased *turnover intention* is not only in the form of potential talent loss, but also disrupts the work process and knowledge transfer inherent in each employee in the organization. In addition, for employees who remain without a strong attachment to the organization (*reluctant stayers*) have the potential to damage the performance of the system and hinder the effectiveness of the implementation of their own policies.

Therefore, this research is expected to contribute practically as an input in the formulation of a more effective HR management strategy, especially through strengthening the perception of fairness and organizational support to increase work attachment in an effort to reduce *turnover intention*. The findings of this study are also expected to be a reference in the development of ASN management policies that are more adaptive to the dynamics and changes in the organizational structure that are generational.

RESEARCH METHOD

This research is planned to take place from May to June 2026. The time range is allocated systematically including the stages of refinement and testing the validity of research instruments, distribution to target respondents, *real-time* data collection, to the stage of data processing and analysis using statistical software to test pre-built structural models.

This research was carried out at the Government Agency X as a non-ministerial government institution that plays an important role in the Management of the State Civil Apparatus (ASN) in Indonesia. The selection of the agency as the research locus is based on the strategic position of the agency as the center for the formulation and development, control, and evaluation of national ASN Management policies. In the context of this study, the agency is a very relevant subject to study the phenomenon of *turnover intention* in the millennial generation, especially in the midst of the transformation of *the dual-track* career system and the implementation of dynamic ASN management policies, where the perception of fairness, organizational support, and attachment to work are determining factors in terms of talent retention.

The primary data collection process will be carried out online through the distribution of structured electronic questionnaires. This method was chosen to facilitate respondents from various geographically dispersed work units, including employees at the central offices in Jakarta and Bogor, as well as their regional offices spread throughout the Republic of Indonesia. This approach was chosen with the aim of expanding the range of access, increasing the level of representation of samples from various work unit backgrounds, and providing benefits in the form of efficiency and flexibility for researchers and respondents in recording objective data without any distance barriers.

RESEARCH FINDINGS

The data analysis in this study uses a *variance-based* Structural Equation Modeling approach (*Partial Least Squares* – PLS-SEM) with the help of SmartPLS software version 4. The analysis stage includes the evaluation of the measurement

model (outer model) to test the validity and reliability of the instrument, as well as the evaluation of the structural model (inner model) to test the relationship between variables and research hypotheses.

Evaluation of the Outer Model (Measurement Model)

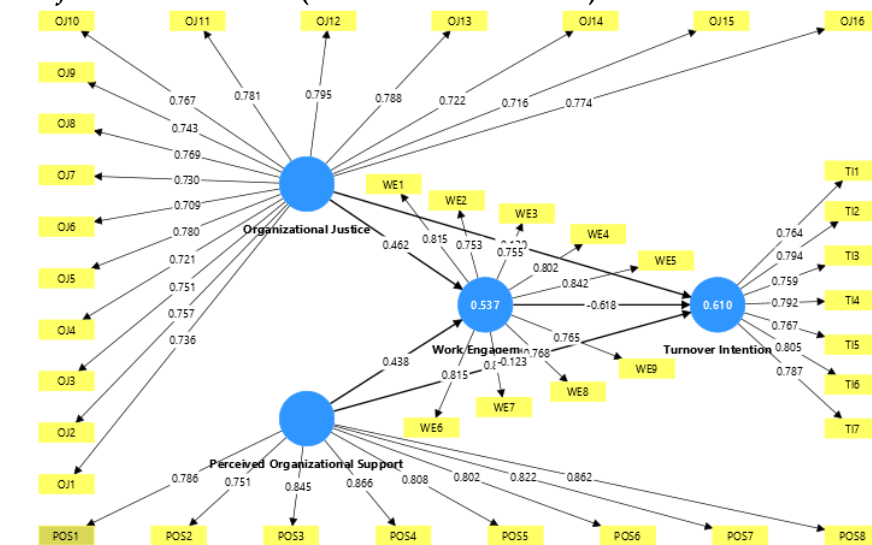


Image 1. Analysis Results PLS Algorithm (Evaluation Outer Model)

Source: Author's Work

The evaluation of the outer model (measurement model) aims to measure the level of validity and reliability of the research instrument (questionnaire) used. This testing is essential to ensure that each indicator item precisely and consistently measures the latent variables being studied before stepping into structural hypothesis testing (Hair et al., 2022). The outer model analysis in this study was carried out by evaluating three test indicators, namely:

a. Convergent Validity Test

Convergent validity evaluates the extent to which an indicator item is strongly correlated positively with other indicators in the same latent construct. This test is based on two main parameters, namely the outer loading value and the Average Variance Extracted (AVE). Based on the PLS-SEM rule, an indicator is declared to be eligible for convergent validity if it has an outer loading value above 0.708 (or rounded to 0.70), and the AVE value for each latent construct must be greater than 0.50 (Hair et al., 2022). An AVE value of > 0.50 indicates that the construct is able to explain more than half of the variance of its indicators.

Table 4. Convergent Validity Test Results (Convergent Validity)

Variable	Indicator	Loading	Cut off	Verdict	AVE
Organizational Justice	OJ1	0.736	0.7	Valid	0.567
	OJ2	0.757	0.7	Valid	
	OJ3	0.751	0.7	Valid	
	OJ4	0.721	0.7	Valid	
	OJ5	0.780	0.7	Valid	
	OJ6	0.709	0.7	Valid	
	OJ7	0.730	0.7	Valid	
	OJ8	0.769	0.7	Valid	
	OJ9	0.743	0.7	Valid	
	OJ10	0.767	0.7	Valid	
	OJ11	0.781	0.7	Valid	
	OJ12	0.795	0.7	Valid	
	OJ13	0.788	0.7	Valid	

	OJ14	0.722	0.7	Valid	
	OJ15	0.716	0.7	Valid	
	OJ16	0.774	0.7	Valid	
<i>Perceived Organizational Support</i>	POS1	0.786	0.7	Valid	0.670
	POS2	0.751	0.7	Valid	
	POS3	0.845	0.7	Valid	
	POS4	0.866	0.7	Valid	
	POS5	0.808	0.7	Valid	
	POS6	0.802	0.7	Valid	
	POS7	0.822	0.7	Valid	
	POS8	0.862	0.7	Valid	
<i>Work Engagement</i>	WE1	0.815	0.7	Valid	0.630
	WE2	0.753	0.7	Valid	
	WE3	0.755	0.7	Valid	
	WE4	0.802	0.7	Valid	
	WE5	0.842	0.7	Valid	
	WE6	0.815	0.7	Valid	
	WE7	0.822	0.7	Valid	
	WE8	0.768	0.7	Valid	
	WE9	0.765	0.7	Valid	
<i>Turnover Intention</i>	TI1	0.764	0.7	Valid	0.611
	TI2	0.794	0.7	Valid	
	TI3	0.759	0.7	Valid	
	TI4	0.792	0.7	Valid	
	TI5	0.767	0.7	Valid	
	TI6	0.805	0.7	Valid	
	TI7	0.787	0.7	Valid	

Source: Author's Work

From the table above, it can be seen that the indicators of each construct provide a high *convergent validity* value, which is all above 0.70 and the AVE value above 0.5. The results listed in the table above using the SmartPLS application provide the meaning that each item shows good *convergent validity*.

b. Discriminant Validity Test

Discriminant validity aims to ensure that a latent construct is truly unique and empirically different from other constructs within the model. In the PLS-SEM approach, this test is carried out by comparing the correlation values between constructs using the *Fornell-Larcker* criteria. A model is declared to have good discriminant validity if the square root value of AVE of a construct is greater than its correlation value for other constructs. In addition, the test in this study was also strengthened with the *Heterotrait-Monotrait Ratio* (HTMT) criterion which is required to be below the threshold of 0.90 to ensure that there is no problem of inter-variable collinearity (Hair et al., 2022).

Table 5. Results of the Discriminant Validity Test (Cross Loadings)

Indicator	<i>Organizational Justice</i>	<i>Perceived Organizational Support</i>	<i>Work Engagement</i>	<i>Turnover Intention</i>
OJ1	0.736	0.227	0.461	-0.420
OJ2	0.757	0.226	0.489	-0.417
OJ3	0.751	0.230	0.463	-0.403
OJ4	0.721	0.249	0.423	-0.366
OJ5	0.780	0.242	0.467	-0.388
OJ6	0.709	0.171	0.379	-0.331
OJ7	0.730	0.286	0.434	-0.400
OJ8	0.769	0.184	0.413	-0.314

Indicator	<i>Organizational Justice</i>	<i>Perceived Organizational Support</i>	<i>Work Engagement</i>	<i>Turnover Intention</i>
OJ9	0.743	0.224	0.426	-0.367
OJ10	0.767	0.253	0.459	-0.428
OJ11	0.781	0.287	0.483	-0.485
OJ12	0.795	0.304	0.526	-0.486
OJ13	0.788	0.232	0.466	-0.437
OJ14	0.722	0.272	0.432	-0.424
OJ15	0.716	0.197	0.437	-0.395
OJ16	0.774	0.271	0.483	-0.431
POS1	0.273	0.786	0.450	-0.381
POS2	0.297	0.751	0.489	-0.477
POS3	0.252	0.845	0.479	-0.407
POS4	0.258	0.866	0.499	-0.483
POS5	0.242	0.808	0.460	-0.409
POS6	0.276	0.802	0.459	-0.459
POS7	0.222	0.822	0.469	-0.386
POS8	0.289	0.862	0.532	-0.438
WE1	0.552	0.459	0.815	-0.655
WE2	0.437	0.398	0.753	-0.529
WE3	0.466	0.511	0.755	-0.601
WE4	0.452	0.470	0.802	-0.614
WE5	0.504	0.487	0.842	-0.648
WE6	0.468	0.526	0.815	-0.630
WE7	0.476	0.473	0.822	-0.640
WE8	0.451	0.399	0.768	-0.578
WE9	0.499	0.463	0.765	-0.581
TI1	-0.446	-0.385	-0.595	0.764
TI2	-0.432	-0.445	-0.641	0.794
TI3	-0.331	-0.344	-0.568	0.759
TI4	-0.450	-0.451	-0.609	0.792
TI5	-0.457	-0.406	-0.599	0.767
TI6	-0.447	-0.469	-0.620	0.805
TI7	-0.397	-0.374	-0.567	0.787

Source: Author's Work

From the table above, it can be seen that the loading *factor* value for each indicator of each latent variable has the largest *loading factor* value compared to the loading value of other latent variables. This means that each latent variable has a *good discriminant validity*.

Table 6. Results of the Discriminant Validity Test (HTMT and Square Root of AVE)

Method	Variable	<i>Organization al Justice</i>	<i>Perceived Organization al Support</i>	<i>Work Engageme nt</i>	<i>Turnove r Intention</i>
HTMT	<i>Organization al Justice</i>				
	<i>Perceived Organization al Support</i>	0.340			
	<i>Work Engagement</i>	0.640	0.631		
	<i>Turnover</i>	0.583	0.574	0.842	

	<i>Intention</i>				
<i>Square Root Of AVE</i>	<i>Organizational Justice</i>	0.753			
	<i>Perceived Organizational Support</i>	0.323	0.819		
	<i>Work Engagement</i>	0.604	0.588	0.794	
	<i>Turnover Intention</i>	-0.543	-0.528	-0.769	0.782

Source: Author's Work

From the table above, it can be seen that the highest HTMT value is $0.842 < 0.9$ and the *square root* value of AVE along the diagonal line is greater the correlation between one construct and another, so it can be concluded that the construct has a good level of validity

c. Construct Reliability

Construct reliability serves to measure the internal consistency of the research instrument. This test ensures that an instrument will provide consistent and stable measurement results even if used repeatedly on the same subject. The parameters used to measure this reliability are *Cronbach's Alpha* and *Composite Reliability* (CR) values. A latent variable is declared reliable and meets internal consistency standards if the resulting *Cronbach's Alpha* and *Composite Reliability* values are greater than 0.70 (Hair et al., 2022).

Table 7. Construct Reliability Test Results

Variable	<i>Cronbach's Alpha</i>	<i>Composite Reliability</i>	Verdict
<i>Organizational Justice</i>	0.949	0.954	Reliable
<i>Perceived Organizational Support</i>	0.929	0.942	Reliable
<i>Work Engagement</i>	0.926	0.939	Reliable
<i>Turnover Intention</i>	0.894	0.917	Reliable

Source: Author's Work

The table above shows that *Cronbach's alpha* and *composite reliability* values > 0.7 which indicates that all constructs in the estimated model meet the criteria (*reliable*).

Evaluation of Inner Model (Structural Model)

After the measurement model (*outer model*) is declared valid and reliable, the next step is to evaluate the structural model (*inner model*). This stage aims to test the research hypothesis as well as assess the model's predictive strength. The evaluation was carried out through a series of tests as follows:

a. Determination Coefficient Test (R^2)

Value R^2 measures how much of the percentage of variance of endogenous variables can be explained by exogenous variables in the model. According to Hair et al (2022), value R^2 by 0.75; 0.50; and 0.25 were respectively categorized as strong, moderate, and weak. The following is a summary of the value of the determination coefficient for the variable *Work Engagement* (Z) and *Turnover Intention* (Y):

Table 8. Value R-Square

Models	<i>R-square</i>	<i>R-square adjusted</i>
<i>Work Engagement</i>	0.537	0.534

<i>Turnover Intention</i>	0.610	0.606
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Source: Author's Work

Based on the results above, the Work Engagement variable has an adjusted r-square value of 0.534. This shows that 53.4% of the variation in Work Engagement can be explained by Organizational Justice and Perceived Organizational Support, while the remaining 46.6% can be explained by other variables that were not included in the research model. Furthermore, the Turnover Intention variable has an adjusted r-square value of 0.606. This means that 60.6% of the variation in Turnover Intention can be explained by Organizational Justice, Perceived Organizational Support and Work Engagement as mediating variables, while the remaining 39.4% are influenced by other factors outside the research model.

b. Effect Size Testing (f^2)

Effect size (f^2) analysis was carried out to determine the magnitude of the substantive influence of exogenous variables on endogenous variables, complementing the significance test. Values of 0.02, 0.15, and 0.35 were categorized as small, moderate, and large influences (Hair et al., 2022). The results of calculating the amount of substantive influence between variables are as follows:

Table 9. Effect Size Value (f^2)

Relationships	f -Square	Categories
<i>Organizational Justice → Work Engagement</i>	0.414	Strong
<i>Perceived Organizational Support → Work Engagement</i>	0.372	Strong
<i>Organizational Justice → Turnover Intention</i>	0.028	Weak
<i>Perceived Organizational Support → Turnover Intention</i>	0.025	Weak
<i>Work Engagement → Turnover Intention</i>	0.454	Strong

Source: Author's Work

Based on the results of the effect size (f^2) analysis, it is known that the influence of *Organizational Justice* and *Perceived Organizational Support* on *Work Engagement* has f^2 values of 0.414 and 0.372 which are included in the strong category. This shows that *Organizational Justice* and *Perceived Organizational Support* make a meaningful contribution in increasing *Work Engagement*. Furthermore, *Organizational Justice* and *Perceived Organizational Support* for *Turnover Intention* have f^2 values of 0.028 and 0.025 which are included in the weak category. This shows that *Organizational Justice* and *Perceived Organizational Support* make a less significant contribution in increasing *Turnover Intention*. Meanwhile, *Work Engagement* to *Turnover Intention* has an f^2 value of 0.454 which is included in the strong category. This means that *Work Engagement* makes a meaningful contribution in increasing *Turnover Intention*.

c. Predictive Relevance Testing (Q^2)

The Q^2 or Stone-Geisser test is performed to assess the model's predictive ability. A value of $Q^2 > 0$ indicates that the model has predictive relevance to endogenous variables, whereas $Q^2 \leq 0$ indicates that the model has less predictive relevance (Hair et al., 2022). The Predictive Relevance value of this research construct is as follows:

Table 10. Predictive Relevance (Q^2)

Endogenous Variable	Q^2 Predict
<i>Work Engagement</i>	0.530
<i>Turnover Intention</i>	0.424

Source: Author's Work

Based on the results of the *Predictive Relevance* (Q^2) test, the Q^2 Predict value for *Work Engagement* was 0.530 and *Turnover Intention* was 0.424. Both values are greater than zero ($Q^2 > 0$), which indicates that the research model has good predictive ability of both endogenous variables. The structural model built in this study has strong predictive capabilities and is suitable to be used to explain the relationship between *Organizational Justice*, *Perceived Organizational Support*, *Work Engagement* and *Turnover Intention*.

d. Model Fit Testing (Goodness of Fit)

An evaluation of the overall suitability of the model is carried out to ensure that the structural model has a good match with the empirical data. The main focus of evaluation in PLS-SEM remains on the predictive ability and significance of inter-construct relationships. The value of the suitability indicator of the research model is presented in the following table:

Table 11. Results Model Fit

Table of Contents	Saturated model	Estimated model
SRMR	0.049	0.049
d_ULS	1.935	1.935
d_G	1.016	1.016
Chi-square	1585.954	1585.954
NFI	0.825	0.825

Source: Author's Work

The value of the fit model can be seen from the NFI and SRMR values. An NFI value close to 1 and a small SRMR of 0.8 indicates that the model is well formed and acceptable. From the results above, an NFI value of 0.825 was obtained which is close to 1 and an SRMR value of $0.049 < 0.08$. Thus, it can be interpreted that the model formed is good and acceptable.

Significance Value Test (*P-Value* and *T-Statistics*)

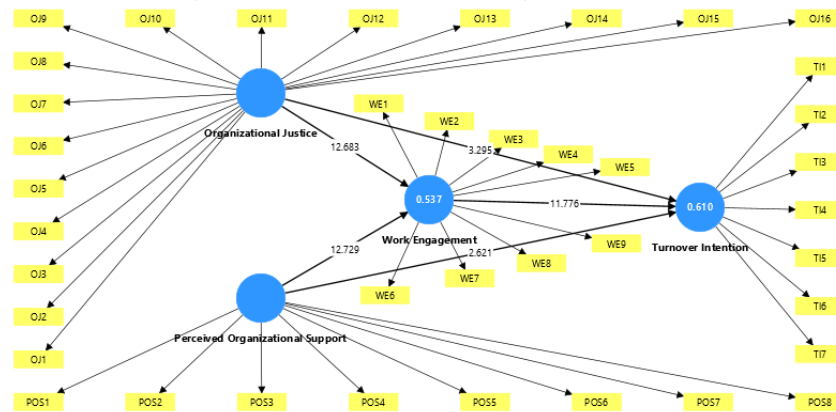


Image 2. Analysis Results Bootstrapping (Hypothesis Testing)

Source: Author's Work

This is a crucial stage to answer the research hypothesis through a procedure *Bootstrapping*. The influence hypothesis is immediately accepted if it has a *P*-value of < 0.05 and a *T*-statistic of > 1.96 (Hair et al., 2022). The summary of the results of testing the research hypothesis is as follows:

Table 12. Hypothesis Testing Results

Hypothesis	Original Sample (O)	T statistics	P values	Verdict
Organizational Justice -> Turnover Intention	-0.130	3.295	0.001	Significant

Hypothesis	Original Sample (O)	T statistics	P values	Verdict
<i>Perceived Organizational Support -> Turnover Intention</i>	-0.123	2.621	0.009	Significant
<i>Work Engagement -> Turnover Intention</i>	-0.618	11.776	0.000	Significant
<i>Organizational Justice -> Work Engagement</i>	0.462	12.683	0.000	Significant
<i>Perceived Organizational Support -> Work Engagement</i>	0.438	12.729	0.000	Significant
<i>Organizational Justice -> Work Engagement -> Turnover Intention</i>	-0.286	7.606	0.000	Significant
<i>Perceived Organizational Support -> Work Engagement -> Turnover Intention</i>	-0.271	8.756	0.000	Significant

DISCUSSION

The Influence of Organizational Justice on Turnover Intention

The results of the first hypothesis test (H1) show that *Organizational Justice* has a negative and significant effect on *Turnover Intention* in Millennial Civil Servants in the Government Agency X, with an *original sample* value (β) of -0.130 and a *P-value* of < 0.05 . These findings provide empirical evidence that the perception of justice felt by employees, including aspects of distributive, procedural, and interactional justice, is an important predictor that is able to suppress employees' intention to leave the agency.

The Effect of Perceived Organizational Support on Turnover Intention

The results of the second hypothesis test (H2) showed that *Perceived Organizational Support* (POS) had a negative and significant effect on *Turnover Intention* in Millennial Civil Servants in the Government Agency X, with an *original sample* value (β) of -0.123 and a *P-value* of 0.009 ($p < 0.05$). These findings provide strong empirical evidence that organizational support felt by employees serves as an effective protective mechanism in suppressing employees' intention to leave their jobs.

The Effect of Work Engagement on Turnover Intention

The results of the third hypothesis test (H3) showed that *Work Engagement* had a negative and significant influence on *Turnover Intention* in Millennial Civil Servants in the Government Agency X, with an *original sample* value (β) of -0.618 and a *P-value* of 0.000 ($p < 0.05$). These findings are the influence with the strongest path coefficient in the research model, which substantively affirms that work attachment is the main determinant in reducing employees' intention to leave the agency.

The Influence of Organizational Justice on Work Engagement

The results of the fourth hypothesis test (H4) show that *Organizational Justice* has a positive and significant effect on *Work Engagement* in Millennial Civil Servants in the Government Agency X. This finding is supported by an *original sample* value (β) of 0.462 and a *P-value* of 0.000. Substantively, these results confirm that a high perception of justice in the organizational environment is one of the main catalysts that is directly able to boost employee work engagement ($p < 0.05$).

The Effect of Perceived Organizational Support on Work Engagement

The results of the fifth hypothesis test (H5) show that *Perceived Organizational Support* (POS) has a positive and significant effect on *Work Engagement* in Millennial Civil Servants at the Government Agency X, which is evidenced by the original sample value (β) of 0.438 and *P-value* of 0.000. These findings provide empirical confirmation that employees' beliefs about the extent to which agencies value their contributions and care about their well-being are important determinants in generating work attachment ($p < 0.05$).

The Influence of Organizational Justice on Turnover Intention through Work Engagement

The results of the sixth hypothesis test (H6) show that *Work Engagement* significantly mediates the influence of *Organizational Justice* on *Turnover Intention* in Millennial Civil Servants in the Government Agency X. This finding is evidenced by the value of the original sample path coefficient (β) of -0.286 and the *P-value* of 0.000. Because the direct influence of *Organizational Justice* ($p < 0.05$) on *Turnover Intention* (H1) is also significant, the role of *Work Engagement* in this model is categorized as *partial mediation*. This means that organizational justice is able to reduce the intention of employees to leave directly, but the deterrence becomes much stronger and more effective when the justice succeeds in arousing employee attachment first.

The Influence of Perceived Organizational Support on Turnover Intention through Work Engagement

The results of the seventh hypothesis test (H7) show that *Work Engagement* is proven to significantly mediate the influence of *Perceived Organizational Support* (POS) on *Turnover Intention* in Millennial Civil Servants in the Government Agency X. Empirical testing recorded an original sample value (β) of -0.271 and a *P-value* of 0.000. Because the direct influence path of POS on *Turnover Intention* (H2) is also proven to be statistically significant, the existence of *Work Engagement* in this framework is categorized as *partial mediation*. This means that organizational support is able to independently suppress employees' intention to leave, but its effectiveness becomes much more optimal and multiplied if the support is successfully translated into work attachment first.

CONCLUSION

This study aims to test and analyze the determinants of *Turnover Intention* in the millennial generation of Civil Servants (PNS) within the Government Agency X. The main focus of this study is to evaluate the empirical influence of *Organizational Justice* and *Perceived Organizational Support* on *Turnover Intention*, both directly and through the *Work Engagement mediation mechanism*. Based on the results of testing and data analysis that has been carried out, it is concluded that *Organizational Justice* and *Perceived Organizational Support* directly have a negative and significant influence on *Turnover Intention*. This conclusion confirms that the implementation of a transparent justice system and the provision of real functional and emotional support by agencies have been proven to effectively suppress the intention of millennial civil servants to look for other job alternatives outside the agency.

This study also concludes that *Organizational Justice* and *Perceived Organizational Support* are important predictors that have a positive and significant effect on the formation of *Work Engagement*. Employees who feel treated fairly, interpersonally respected, and fully supported by their organization respond to this treatment with higher levels of *vigor*, *dedication*, and *absorption* at work. This increase in *Work Engagement* is very vital, considering that the results of the study also prove that work attachment has a negative and significant influence as well as being the path with the strongest coefficient on *Turnover Intention*. This confirms that psychological bonds and

work meaningfulness are the main anchors that bind the loyalty of the millennial generation.

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