Ministère de la Fonction publique et de la Réforme administrative

PricewaterhouseCoopers

"Human Resources management strategies to support organizational changes"

Luxembourg, June 2005

Survey for the 44th meeting of the Directors general responible for Public Administration of the EU member states

Table of contents

Executive Summary

This report outlines some key issues surrounding the field of human resource management in EU member states. The study has been conducted in the Human Resources Working Group (HRWG) under the Luxembourg Presidency of the European Union. It aims at getting a picture on current Human Resources (HR) management strategies, practices and outcomes.

The issue of *""Human Resources strategies to support organizational changes"* is vast. Therefore, this report does not claim to address all of the issues related to how much value people add to an organisation. Nonetheless, it is an attempt to share key findings between EU member states. Furthermore it would be sensible if the study could be completed and enriched in future EU presidencies.

The main issues are briefly detailed below, along 3 main parts:

Strategy – HR strategies:

In HR literature, a number of various models and approaches try to demonstrate how a strategic approach to HR can be translated into a set of coherent HR processes and practices. These models have value in highlighting some fundamental issues and demonstrating the importance of a strategic approach. However, they are generally focused on the development of HR strategies with an implicit assumption that the organization is relatively autonomous in developing its own strategy.

According to the survey results, HR strategies are generally aligned with governmental strategies, supporting to a certain extent the organizational changes. Yet, in the public sector, HR strategy is not autonomous and needs to take into account a range of different stakeholder perspectives and to be focused at national level as well as lower local level.

Thus, the results of this study give positive information on a general national perspective, where we see that HR strategies are "people oriented", formalized and aligned with government strategies. However, on the level of the various local administrations (not tackled in this survey), HR strategies formulated on a central level might be distant from the actual HR processes and practices in place. In other words, HR might be in line with certain government strategies on a more "conceptual" level, yet, at a local level, these strategies are not automatically developed. It is the ability to build a strategy appropriate to local requirements and to implement it effectively that is also essential. It would be interesting to look more closely at this important issue in future EU surveys.

Furthermore, the survey shows that although HR strategies are aligned with government strategies, HR is not yet a generator of changes. The HR function does not anticipate on its agenda important social or economical changes like for instance demographic changes.

Operational - HR processes and practices:

By looking at the operational side of the HR function, the report details that HR services in the public sector are going through an ongoing evolution and modernization. HR actors have realized how important the people issue is. Numerous and various types of HR projects are led and planned in order to improve the HR function, its processes and practices.

Furthermore, the survey addressed more particularly recruitment and career management processes. Various aspects of these 2 HR processes have been explored, where we see strong public sector specificities combined with the use of new HR methods and tools. For instance, in the recruitment process, written and oral examinations are still very important to ensure transparency and equality for all citizens to apply for a job. However, methods such as behavioral tests, assessment centers, job databases are being developed and used.

On that point again, the EU member states gave the information they had on their national level. Therefore, the global picture on how these processes are practiced on a local level is still missing.

Additionally, in order to bring some more tangible and measurable information on how the "operational" side of HR creates value and is aligned with government strategies, other key questions would have to be addressed in the future such as:

- What are the most appropriate measures of effectiveness for the public sector HR function?

- On what does HR services actually report? HR functions ought to report more on key people issues in order to show even more clearly its impact on organizational changes and on government strategies;

- How the HR function is practically organized: the HR team; HR actors' competencies; the size of the team: the number of civil servants per HR full-time equivalent (FTE); are HR executives members of the highest-ranking leadership team in their ministry;

- Evaluate on the local level how central HR strategies are developed;

HR services and technology

Outsourcing services and HR information technology are being extensively used now in the public sector. Correctly implemented, these solutions remain key levers to enhance overall HR service levels and reduce costs. These means can help redefining the HR role and assist HR in becoming a real strategic partner.

Future HR challenges…

Sufficient attention has to be given to human resources management issues. Even if the results show general positive trends, it is necessary to be cautious and not to be excessively optimistic that once HR strategies are set and documented, the process of realization is quite simple and straightforward. It is a long way and an ongoing evolution in developing effective HR strategies and implementing them at all levels (central and local).

To be successful, the HR function must develop both an operational and a strategic HR capacity. It is important for HR to support organizational changes and to act as a strategic partner, yet it has to find an equilibrium between being a "strategic partner" and the operational, day-to-day reality, which forms the core of the profession. HR is in constant balance between:
- Strategy and daily operations,
- Being proactive and less reactive,

- Implement tailored HR solutions for its specificities (there are multiple situations where "off the shelf" solutions are not applicable),
- Combining skills as a specialist (solutions expert) but also as a generalist in order to cover all HR aspects and dimensions.

"The HR function should not try to run before it can walk". Sound HR policies and practices should be developed before attempts at more radical changes in employment practices are to be pursued.

HR equilibrium between…

Strategy	←——→	Operational
Proactive	←——→	Reactive
Tailored	←——→	Off the shelf
Government driven	←——→	Personnel driven
Specialist	←——→	Generalist
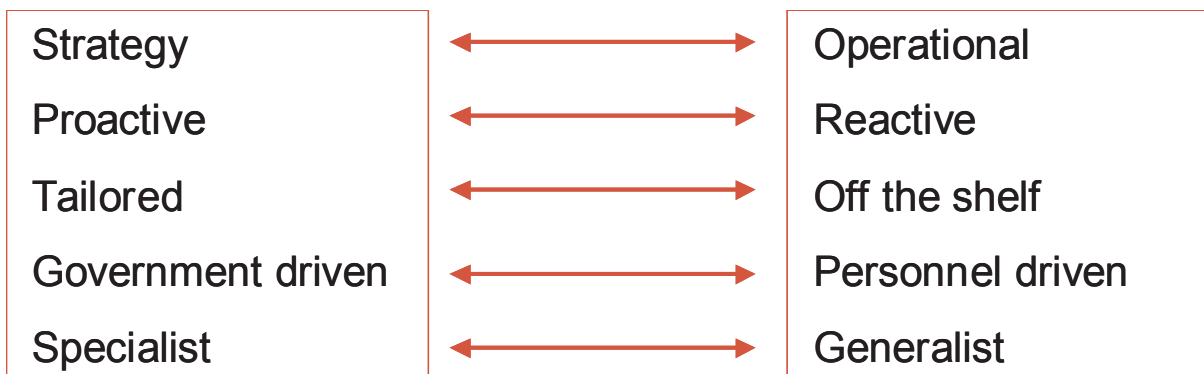
1. Introduction

1.1 Context

This report is based on the results of the questionnaire prepared for the Luxembourg Presidency of the European Union. More specifically, it is part of a survey carried out in the area of "human resources" across all 25 member countries and 4 candidate countries of the European Union.

At the request of the Luxembourg Ministry of Public Service and Administrative Reform, PricewaterhouseCoopers has developed the questionnaire and analyzed the answers provided. The questionnaire theme was *"Human Resources strategies to support organizational changes"*.

1.2 Methodology and participants

Questionnaire:

In January 2005, the on-line questionnaire has been launched and distributed to the 25 member countries of the European Union, 4 candidate countries and to the European Commission. A meeting in February gave the opportunity to clarify the approach adopted and the questionnaire structure. The participants had 2.5 months to provide their answers. The data collection and analysis began in March 2005, once the on-line questionnaire has been closed.

The results are presented to the HRWG on April the 18th and to the Directors General in June 2005.

The questionnaire focused on the following dimensions:

- The strategy of HR departments and Governments to identify guidelines and anticipated changes
- The current organization and structure of the HR department in the public administrations
- HR common processes and practices relating to recruitment and career management (other HR topics which have already been dealt with in the last previous presidencies have not been considered)
- The use of HR services and information technology tools

Response rate:

Out of the 30 questionnaires distributed, we received 25 completed questionnaires, which is *a global response rate of 83%.* According to the EU member states, we received 24 questionnaires out of 25 that is a response rate of 96%; for candidate countries 1 questionnaire out of 4, that is a response rate of 25%.

Participating countries were given the possibility to complete the questionnaire, either by hard or by electronic copy. 15 participants completed the electronic version of the questionnaire. Moreover, some of the countries gave very detailed answers to the questions providing additional information, which have been taken into account in the present document.

1.3   Report format

In order to facilitate the reading and the comprehension of the report, ***the key points and results have been highlighted in bold.***

The report consists of 4 main sections.

- *Section 1*: this section addresses the issue of HR strategic agenda. It evaluates the level of integration of HR into global government improvement strategies (alignment gap). It outlines the main HR projects that support the strategies targeted and looks at the formalization of the HR strategies.

- *Section 2*: this section analyses the current HR organization of HR departments in European public administrations. It underlines the most common HR organizational model of "a mix between a centralized and a decentralized organization".

- *Section 3*: this section analyses current trends in HR practices and policies with regard to recruitment and career management. It shows how HR strategies are supported by the "operational" processes.

- *Section 4*: this section analyses the use of outsourcing and technologies by the HR function, and how these solutions remain key levers to enhance overall HR services.

In order to be able to make interesting cross-national comparisons of the various EU member states, we have finally chosen to look at the notion of career-based and position-based systems that was more relevant than the country size or the geographical zones.

Most countries were able to provide good quality data. The results are based on this validated data set, although it needs to be stressed that some participants did not answer all of the questions. In these instances, we have used valid data where appropriate, but excluded missing responses on a question-by-question basis. Yet, we have tried as much as possible to give general trends for all the questions.

We would like to thank warmly everyone who took part in this survey. We are grateful for the time taken by all participants to provide us with valuable information and data.
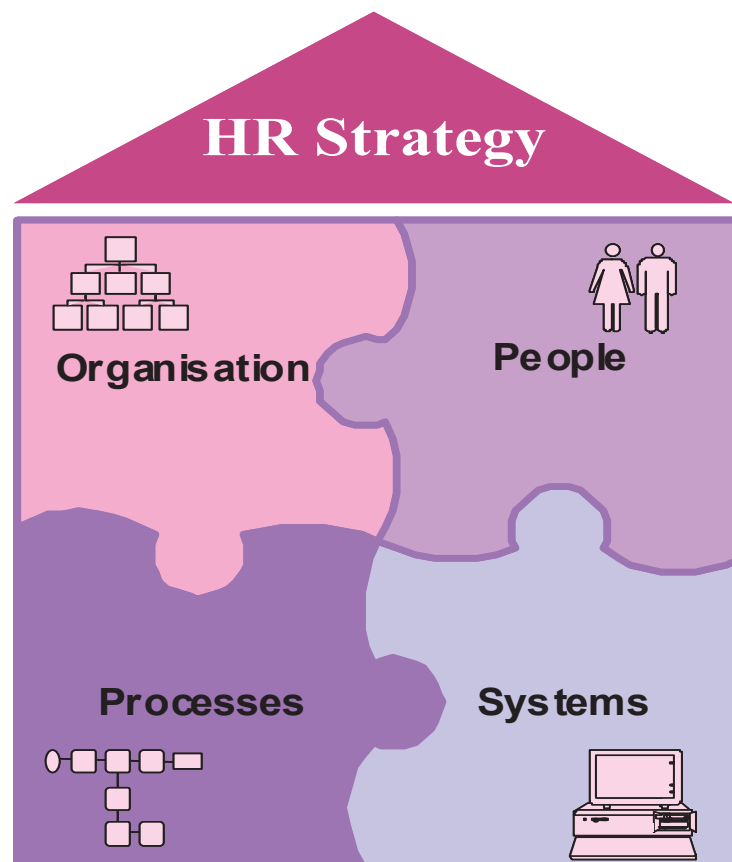
2.   HR Strategies

Key external factors are driving radical changes to the way organizations work and shape the strategic context for managing people at present and in the coming years. These factors are for instance social and economical changes, technological evolution, operational environment, etc. In this context of major people challenges, the role of the HR function is more than ever at the centre of the action.

Administrations have now realized that success of the organizational changes depend on how they design and implement a people strategy. *87 % of participants claim that their HR strategy is integrated within their governmental plan and policies*. The starting point for HR staff to position itself as a strategic partner is to have their HR strategy linked to their government policies.

When addressing the issue of HR management strategies, it is essential to understand and analyze all the HR dimensions: Organization, People, Processes and Systems. HR strategy includes all of these dimensions (see picture beneath).

This report will first address the HR strategies, and will then look at the other HR dimensions that support this strategy: organization, processes and systems. The people dimension has not been addressed directly by the survey and is therefore not depicted in detail in the report.
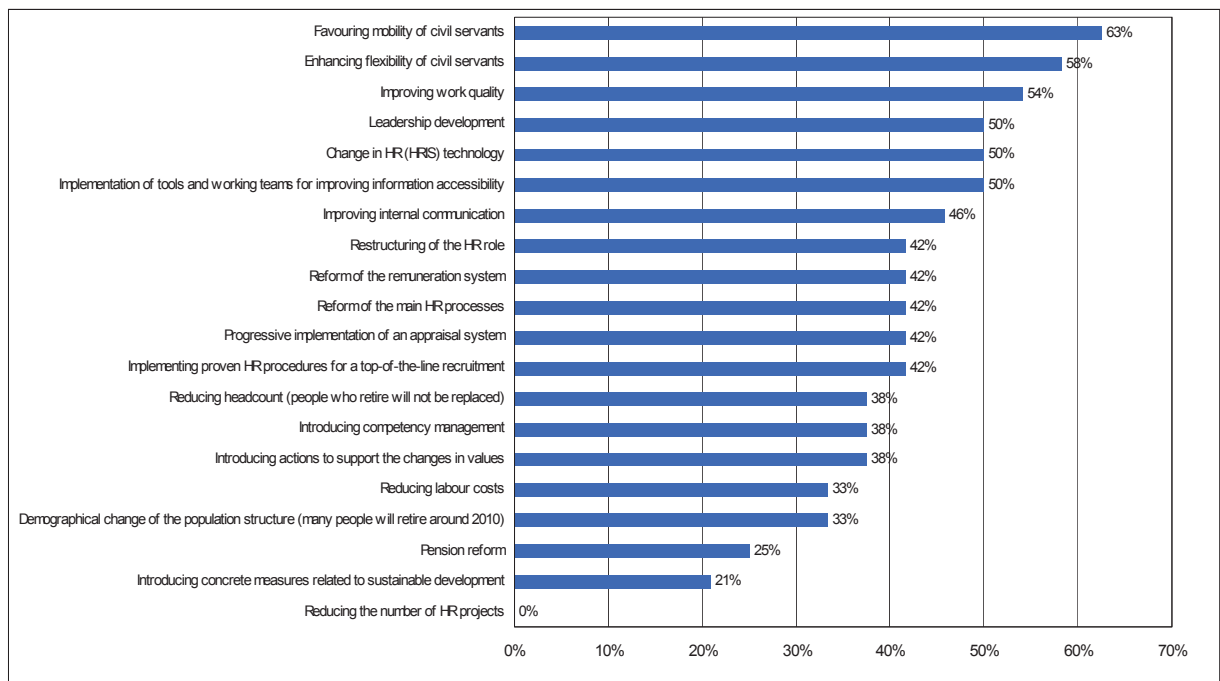
2.1 **HR strategies**

The survey results translate the trend that in recent years, it has become commonplace for institutions to advocate that human resources are their most important asset. Thus, it involves developing a rational HR approach with full support of the management and with a strong link between HR and government policies. As shown in graph 3.I, favoring mobility of civil servants is one of the main HR strategies with 63%, followed by enhancing flexibility of civil servants with 58%, improving work quality with 54% and leadership development with 50%. *On the top of the HR agenda, there is an emphasis on "people issues", that is favoring mobility, flexibility and efficiency of civil servants.*

HR actors have realized that direct organizational pay-offs are possible if specific configurations of "people policies" are adopted. These HR policies mainly aim to:
- Secure the commitment of the workforce,
- Ensure highly flexible and innovative working practices,
- Establish a high quality of work by developing a skilled workforce.

This evolution focusing on adopting a more strategic approach to HR suggests a developing consensus that human resources are the key source to competitive advantage because *it is the skills, behaviors and values of staff that are principal in an organization's success*. Institutions doing well are those that systematically identify, use, develop and renew their core competences.

Graph 3.I. Main HR strategies[1]

Strategy	Percentage
Favouring mobility of civil servants	63%
Enhancing flexibility of civil servants	58%
Improving work quality	54%
Leadership development	50%
Change in HR (HRIS) technology	50%
Implementation of tools and working teams for improving information accessibility	50%
Improving internal communication	46%
Restructuring of the HR role	42%
Reform of the remuneration system	42%
Reform of the main HR processes	42%
Progressive implementation of an appraisal system	42%
Implementing proven HR procedures for a top-of-the-line recruitment	42%
Reducing headcount (people who retire will not be replaced)	38%
Introducing competency management	38%
Introducing actions to support the changes in values	38%
Reducing labour costs	33%
Demographical change of the population structure (many people will retire around 2010)	33%
Pension reform	25%
Introducing concrete measures related to sustainable development	21%
Reducing the number of HR projects	0%

---

[1] There is no significant difference between the years 2003, 2004 and 2005: HR strategies and priorities have not dramatically changed for the last three years.

Furthermore, ***better accessibility to information*** (i.e.: HR technology, tools for improving information accessibility) ***and HR reforms*** (i.e.: reform of the remuneration system, reform of the main HR processes) ***confirm that HR is taking into account these important strategic issues.***

The next graph 3.II depicts the HR strategies according to the type of HR organization (centralized/decentralized). Issues like "implementation of tools for improving information accessibility", "restructuring of the HR role", "reform of the HR processes" or "enhancing flexibility of civil servants" are more important in an HR organization mixing centralization and decentralization. It can be explained by the fact that as HR is on 2 levels, a central and a local:

- More efforts are developed on handling an efficient communication between a central body and local administrations (see graph 3.II "information accessibility")
- In a mix HR organization, there is often a move from a very centralized model to a decentralized model, implying some changes like restructuring of the HR role and reform of HR processes

When it is fully decentralized, HR services can dedicate more time on very precise processes such as recruitment and sustainable development (see graph 3.II "HR procedures for a top-of-the-line recruitment" & "Introducing concrete measures related to sustainable development").

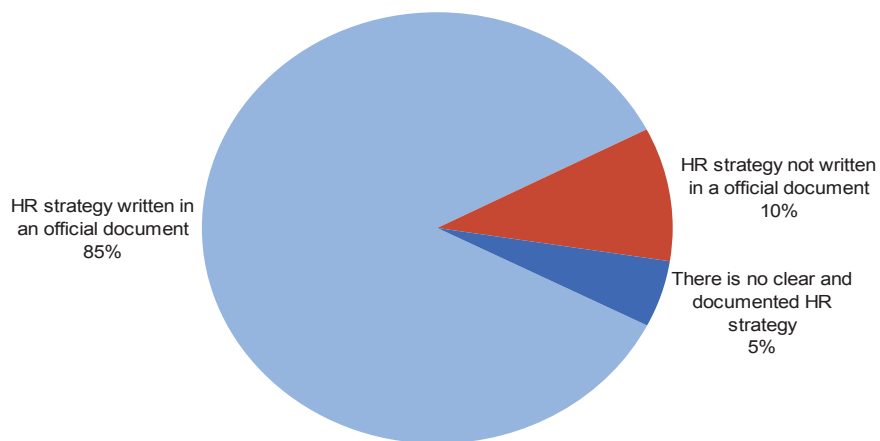**Graph 3.II. Main HR strategies / Type of HR organization**
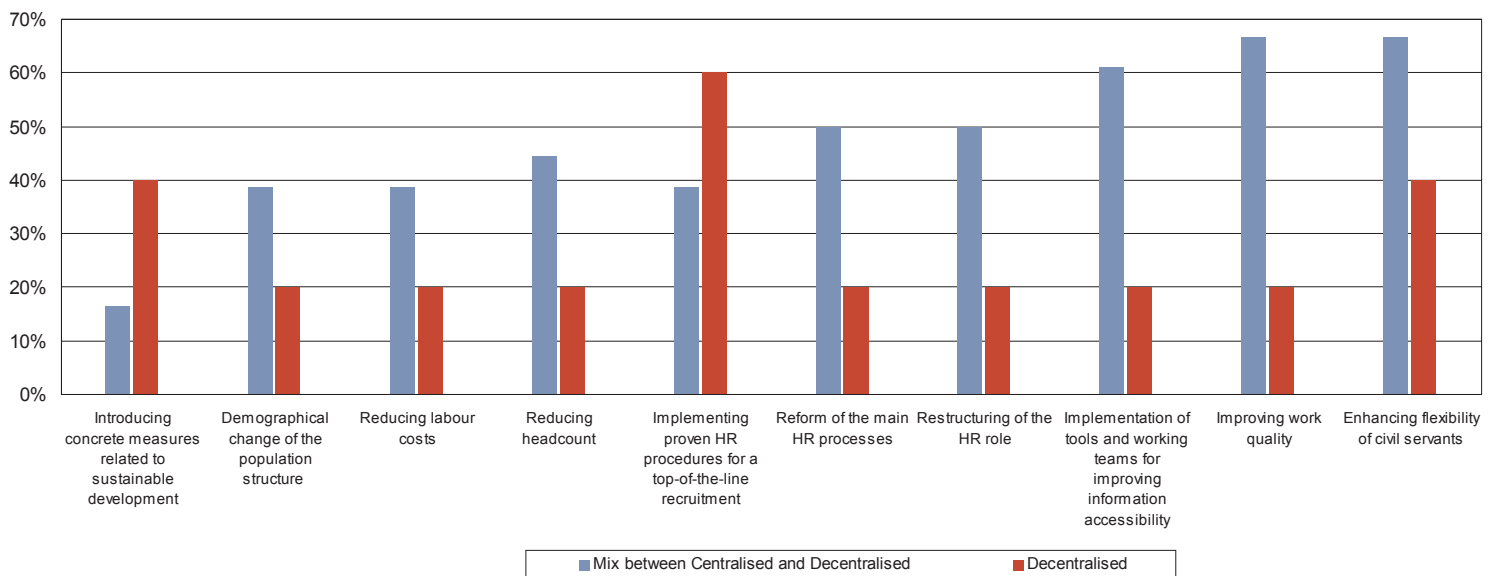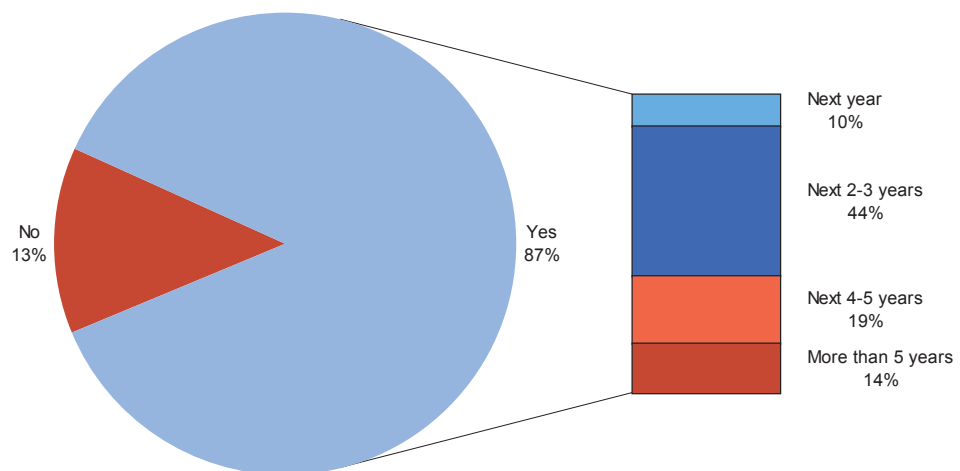
Formalization of HR strategies

It is not only a matter of talking about a conceptual view of HR strategic issues, but also to examine in practical terms if HR strategy is formalized in a government plan, with a precise timeframe, or if it is not documented at all.

For a majority of respondents, **HR strategies are included in a government plan. As shown in graph 3.IV, most of the respondents (87%) gave a positive answer to this question**. Moreover, this graph reveals that HR strategy is formalized on a timeframe basis.

Graph 3.III. HR strategies documented

HR strategy written in an official document 85%

HR strategy not written in a official document 10%

There is no clear and documented HR strategy 5%

Graph 3.IV. HR strategies are included in a government plan

No 13%

Yes 87%

Next year 10%

Next 2-3 years 44%

Next 4-5 years 19%

More than 5 years 14%

In graph 3.III above, *85% of respondents have indicated that their HR strategies are supported by official written documents*. On the one hand, *this could reflect the specificity of the public sector, in which HR strategy appears as an integrated part of legal documentation and regulations*. On the other hand, this data may *confirm the fact that HR strategy is on the way of growing recognition in the public administrations* of EU member states.

Formalization of HR strategy could be seen as one of the most efficient ways to make it more understandable for civil servants and, consequently to make them ready to follow it.

Nevertheless, for some countries, it was difficult to answer the questions because they were not connected to their specific case. For instance in the **United Kingdom**, HR strategy is not time-limited. HR strategy is not in a form of a written document, but there are written rules and regulations specifying the overall HR strategy.

Considering the **Netherlands**, there is no clear and documented HR strategy; in **France**, the existing HR strategy is not supported by a written document or any specific legal regulations.

Going down more on the "operational field", it is important to examine how each of the HR strategies is underpinned by a series of enabling projects.

HR related projects[2]

Analyzing the open questions related to the "HR projects" and to the "HR challenges and issues", we have summarized the results underneath. The numerous projects that have been stated by the respondents are regrouped along the HR dimensions mentioned in the introduction of this report.

- *Strategic HR projects*: competency development, reform of civil service tenure, decentralization topics, equality/diversity promotion, strategic role of HR, etc. In **Austria**, first steps towards the unification of the employment status of all federal public servants and employees through a new Federal Staff Law (with function-related protection against dismissal) have been taken. Furthermore, promoting mobility to the institutions of the EU and its member states is one of the projects".

- *Operational HR projects*: training, learning, recruitment projects, research on personal motivation and development, analysis of administrative issues in HR management. In **Germany** for instance, there is a reform of the career advanced system.

- *HR information technology projects*: implementation of various HRIS tools, such as PeopleSoft HR package, SAP HR, teleworking, national web page creation, etc. For example, in **Denmark**, an eGovernment project has been initiated by the central government and the regional and local administrations in order to promote and to coordinate the transition to eGovernment in the public sector. In **Germany**, the implementation of an electronic HR organization system is being done.

- *Remuneration projects*: they regroup development of new payment systems, performance related and career progression programs as well as flexible payment possibilities.
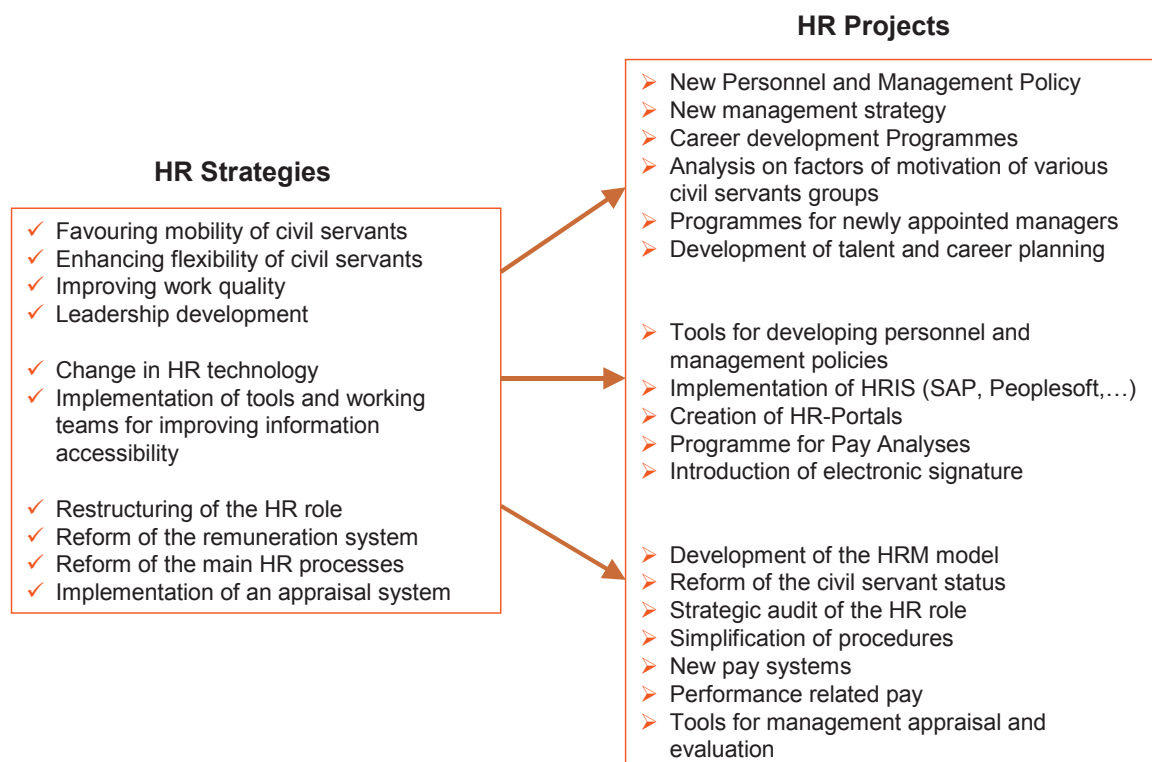
---

[2] Tables indicating the details of these questions are included in annex.

- *Pension projects*: they include online program for pension calculation, reform and harmonization of pension systems. **Austria**, for example, has successfully finalized the harmonization of the pension system in the federal civil service with the pension system in the private sector at 1st January 2005. Thus, the pension system for federal civil servants/employees now is the same as for any person working in the private sector.

Regarding the time line, some projects have been initiated earlier than five years ago, but represent ongoing activities. This is the case, for example, of **Italy**, where the legislative reform process for Human Resources Management has started in 1997. It concerned, progressively, the reform of relations with the unions, the privatisation and new negotiations for civil services, the new discipline of the assessment and control systems and, finally, the management reform.

The numerous projects confirm the motivation of HR to become real partners for civil servants. Interestingly, most operational ***HR projects reveal the practical implementation of guidelines coming from strategic projects. There are real links between the "strategy" and the "operation"***.

Analyzing this large scope of HR projects, it is interesting to underline that ***HR actually translates its strategies on an "operational level"***. The graph below gives some examples of projects that support the strategies in place:

HR Projects

HR Strategies

✓ Favouring mobility of civil servants
✓ Enhancing flexibility of civil servants
✓ Improving work quality
✓ Leadership development

✓ Change in HR technology
✓ Implementation of tools and working teams for improving information accessibility

✓ Restructuring of the HR role
✓ Reform of the remuneration system
✓ Reform of the main HR processes
✓ Implementation of an appraisal system

➢ New Personnel and Management Policy
➢ New management strategy
➢ Career development Programmes
➢ Analysis on factors of motivation of various civil servants groups
➢ Programmes for newly appointed managers
➢ Development of talent and career planning

➢ Tools for developing personnel and management policies
➢ Implementation of HRIS (SAP, Peoplesoft,…)
➢ Creation of HR-Portals
➢ Programme for Pay Analyses
➢ Introduction of electronic signature

➢ Development of the HRM model
➢ Reform of the civil servant status
➢ Strategic audit of the HR role
➢ Simplification of procedures
➢ New pay systems
➢ Performance related pay
➢ Tools for management appraisal and evaluation

Regarding HR issues and challenges, interestingly the results show no real differences between issues and challenges. Issues that HR face at present become challenges in the future. Below are some examples of mentioned issues and challenges:

- Organization: centralization, more flexible structures, sharing services, competitiveness between public and private sectors, reforms and modernization of the public sector,
- Processes: harmonization of procedures, modernization of remuneration systems, obtaining sufficient process quality, introduction of competency management and professionalization of HR services,
- People: improving flexibility of civil servants, demographic changes and citizen satisfaction, the development of leadership and individual accountability, …
- Systems: introduction of HRM information system, technological modernization and e-government

2.2   Government strategies

As already mentioned before, public administrations today are increasingly realizing the need to undertake significant changes in order to modernize public sector and to get it more flexible and efficient. In this scope, they understand just how important human capital issues are becoming. A tight coupling between HR and government strategies is needed in order to go through organizational changes with success.

The governmental strategy must not only be in accordance with legislation norms and regulations, but also take into account a large variety of factors, such as economic growth, demographic situation, human factor and technological progress. In other words, *governmental strategy is a result of a balance between legal regulations and non-legal factors which are able to impact the existing patterns within organizations*.

In the light of the March 2005 European Union Summit in Brussels, where enormous efforts were focused on the re-launch and reinforcement of the Lisbon Strategy, some of the following survey results seem to be in accordance with the idea of modernization, flexibility, accessibility of information, quality of services, etc. The governmental strategies indicated beneath go in the same direction.

The graph 3.V below shows the major areas of changes and the supporting governmental strategies over the last 3 years:

- *Economical changes*: the **implementation of overall cost-reduction programs** have been an area of major change.

- *Organizational/Structural changes*: the main governmental strategies have focused on **decentralization of tasks, harmonization of procedures, accessibility of information and improvement of quality of services**. All these **issues are supported by HR strategies and are in line with European Union guidelines**.

- *Social changes: **demographic changes*** come across as one of the most important issues over last years. In the same way, public administrations become aware of the need to **reinforce the government image in the labor market** in order to assume competitiveness with the private sector.

- *Technological changes*: last but not least, **technological modernization of the public sector becomes a new reality**, which implies the critical analysis of the existing organizational structures and methods of management and the search of appropriate IT solutions. Moreover, technological modernization does not only mean the implementation of IT tools, but also the ability to **share knowledge trough various collaborative interfaces**.

Graph 3.V. Main areas of changes of governmental strategies between 2003 and 2005

2003   **2004**   **2005**

Type of change	Strategy	Trend
Economic	Implementation of an overall cost-reduction programme	++
Environmental	Sustainable development	=
Legal/Administrative	Administrative reform	-
Organisational/Structural	Improving internal communication	=
Organisational/Structural	Centralising/Decentralising certain tasks	++
Organisational/Structural	Harmonising procedures	++
Organisational/Structural	Accessibility of information to support decision-making	++
Political	Improving the quality of services provided (efficiency, process optimisation)	++
Political	Satisfaction of the citizen	-
Social	Demographic changes of the population structure (many people will retire around 2010)	++
Social	Government Image in the labour market	++
Social	Changes in values (balance between private and professional life)	--
Technological Modernisation / Innov	Integration and use of information technologies	+

As shown in this next graph, *survey participants indicate modernization and innovation, improving the quality of services and satisfaction of the citizen, administrative reform and accessibility of information on the top of their government agenda. It confirms the wave of change and modernization impacting the public sector*. It is also interesting to see that the various strategies evolve over time and that between 2003 and 2005, the focus has been different.

Graph 3.VI. Main governmental strategies
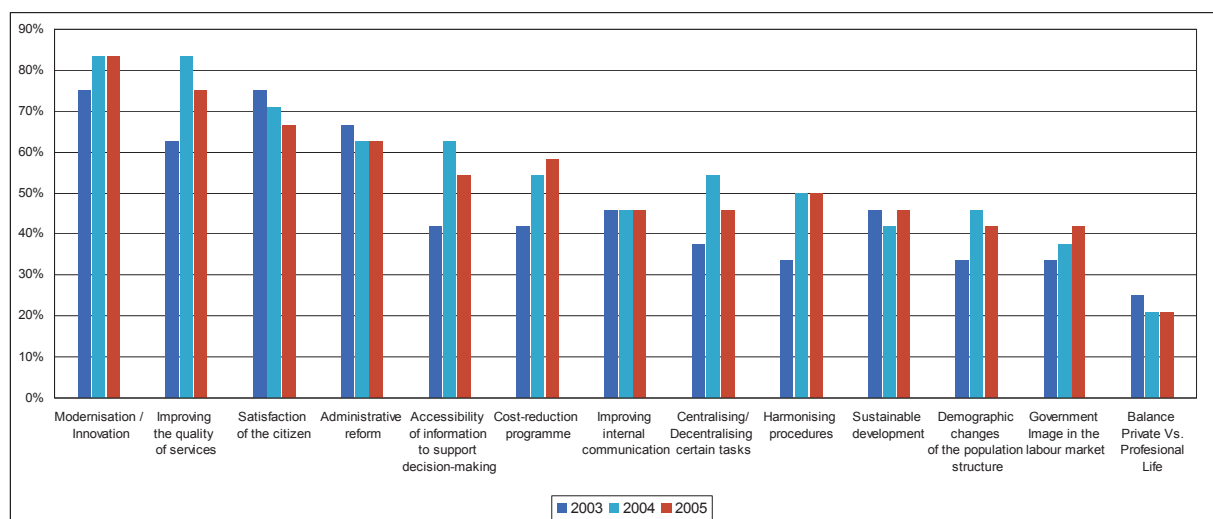
Supporting the above analysis, as an example, the **Danish** Government has initiated modernization of the public sector through a modernization program. The aim is to ensure that the public sector is based on the free choice of the citizen, open, simple and responsive and that the sector gives a sustainable added value. This modernization program includes a number of initiatives to support various types of change.

The **Swedish** Government has a policy for the government administration as a whole. In the year 2000, the government decided on an action plan that manifests the government's basic values of a "Public Administration in the service of Democracy". The purpose is:
-   To stress the further development of democracy,
-   To support legal rights,
-   To insure effectiveness in the public service.

Today the 4 issues which have been prioritized by the **Swedish** Government are as follow:

-   The government administration should be an example in the political efforts to reduce sick leave in the labor market,
-   The government administration should be an example for the work to improve diversity in working life,
-   The government administration should progressively provide more services to citizens through the use of ITC. Agency services will increasingly be open to the public 24 hours a day, 7 days a week.
-   The government management of agencies shall develop progressively to promote democracy, effectiveness and legal rights.

Among other government strategies supporting the various types of changes, survey respondents indicate building service centers to increase the efficiency of support functions including HR services and career development (**Finland**), or competency based HR management (**Latvia**).

2.3   Alignment gap

In order to ensure the success of organizational changes in the public sector, HR strategy must be aligned with the governmental strategy. This synergy relies on the alignment of the following factors:

- Vision
- Objectives
- Culture & Values change
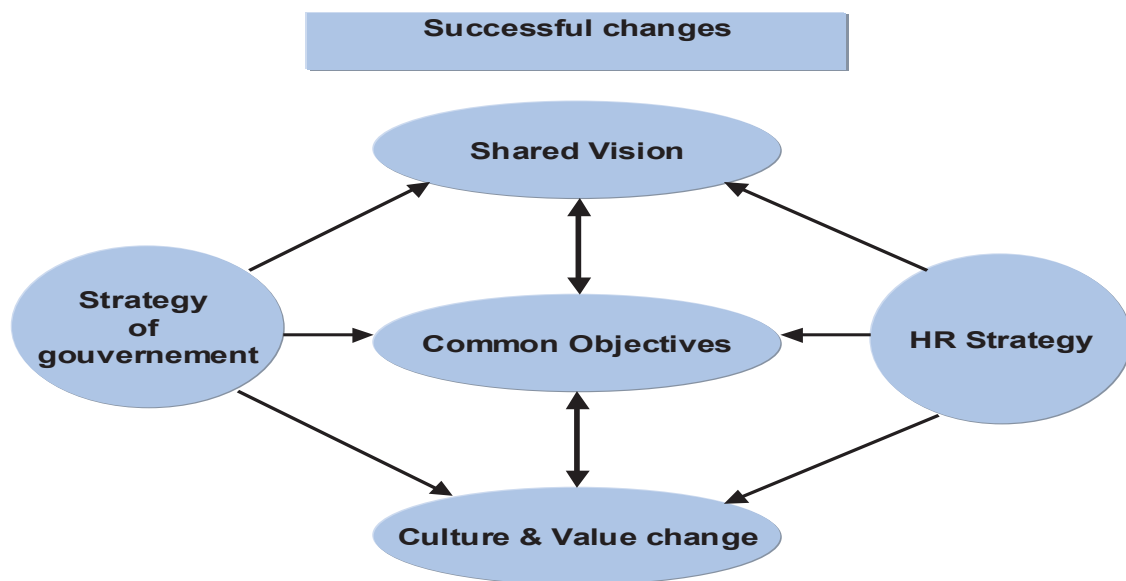
According to the above scheme, sharing common vision gives the possibility to move in the same direction and to set up common objectives. Although these objectives could be supported by different action plans, all of them should meet the shared vision. Only by realizing how important the role of human capital is in the context of organizational changes, even while dealing with non-HR related issues, governments will be able to meet their ambitious goals.
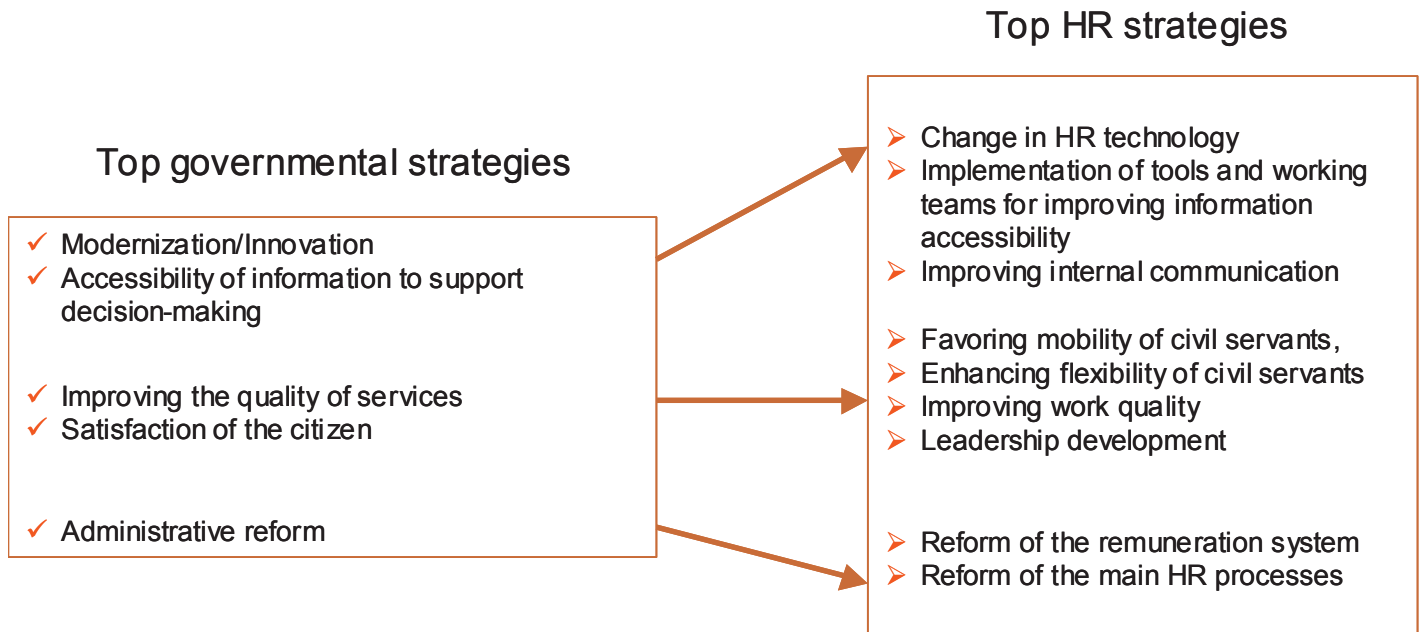
Indeed, organizational changes imply critical review and redefinition of some of the existing values, and this process, before it becomes common, starts at individual level. That is the reason why the individual flexibility and accountability of civil servants could be seen as a response to support organizational changes.

According to the results of the survey, and as already mentioned before, ***HR strategies are generally aligned with the governmental strategies***, ***supporting thus the organizational changes.***

However, on the level of the various local administrations (not tackled in this survey), HR strategies formulated on a central level might be distant from the actual HR processes and practices in place. In other words, HR might be in line with certain government strategies on a more "conceptual" level. Yet, at a local level, these strategies are not automatically developed. It is the ability to build a strategy appropriate to local requirements and to implement it effectively that is also essential.

Summarizing the results of the survey, it is interesting to point out that main HR strategies, such as favoring mobility of civil servants, enhancing flexibility of civil servants or improving work quality go hand in hand with the governmental strategies, such as modernization/innovation of public sector, improving of quality of services or satisfaction of the citizen. Moreover, introducing actions to support the changes in values, mentioned among main HR priorities, clearly confirm the idea that HR strategies are actively supporting the organizational changes as well as the modernization of public administrations.

Alignement gap

Top HR strategies

Top governmental strategies

- ✓ Modernization/Innovation
- ✓ Accessibility of information to support decision-making

- ✓ Improving the quality of services
- ✓ Satisfaction of the citizen

- ✓ Administrative reform

- ➢ Change in HR technology
- ➢ Implementation of tools and working teams for improving information accessibility
- ➢ Improving internal communication

- ➢ Favoring mobility of civil servants,
- ➢ Enhancing flexibility of civil servants
- ➢ Improving work quality
- ➢ Leadership development

- ➢ Reform of the remuneration system
- ➢ Reform of the main HR processes

Pursuing the idea of supporting the organizational changes within the public sector, HR strategy may play a more strategic role in the future than it does today by advancing some important tendencies, such as demographic changes or technological evolution. In this context, governments and public administrations will be better prepared to anticipate a possible redesign of their strategy in order to be able to face fast growing and continuously changing environment. In other words, *HR strategy may be seen not only as an efficient support to organizational changes, but also as a generator of changes.*

3.   HR Organization

As the graph below shows, the ***most common type of HR organization is a mix between a centralized and decentralized structure***. The responsibilities are divided between a central body and local ministries, administrations and public institutions.

Graph 4.I. HR Organization model
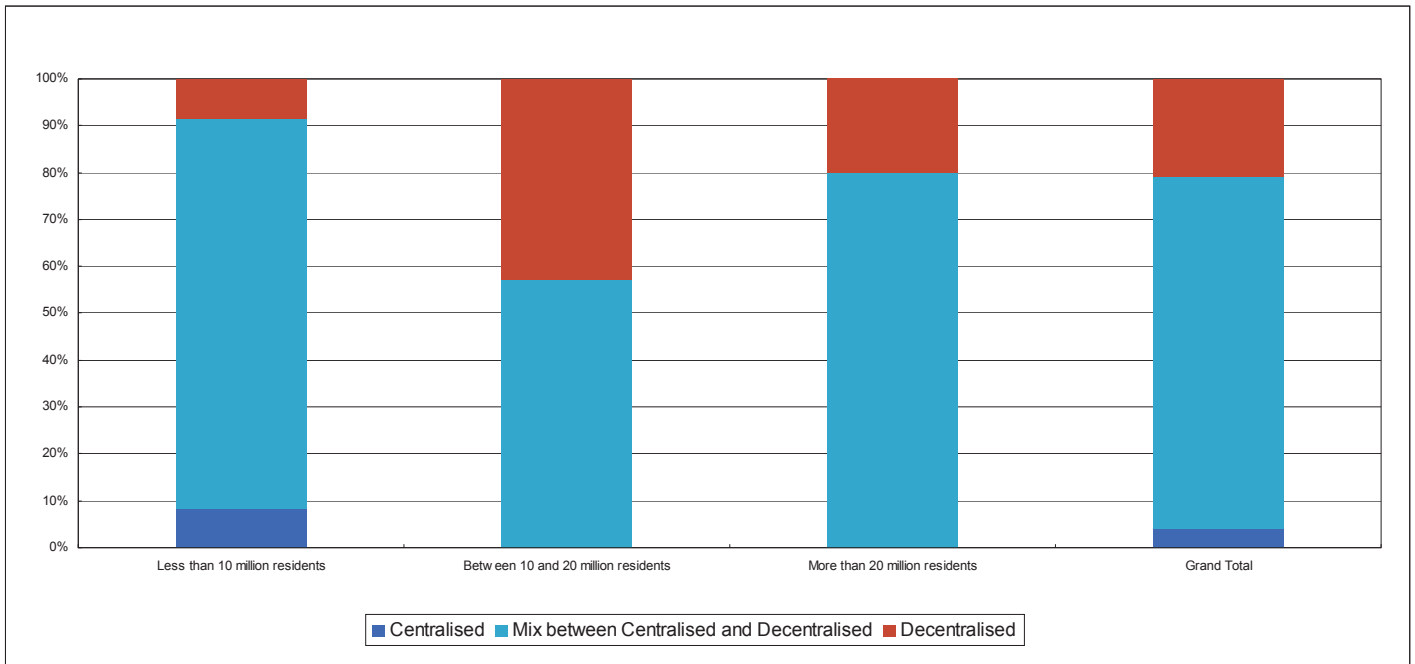
There is a sharing of HR responsibilities:

- The central body has a more strategic role regarding HR by being responsible of HR strategies and directions. For instance, it plays an important role in changing civil service systems, in ensuring that public expenses and performance objectives are met.
The HR policies and guidelines are developed and controlled centrally. Policies and guidelines concern mainly HR processes such as recruitment, performance appraisal, career management and training.

Apart from its more strategic role, the central body is still involved at a practical level in the running of processes like remuneration and pensions and in the management of Senior Civil Service. Various countries (the **Netherlands, UK and Sweden:** the Swedish Directors general and some other top executives are managed by the government itself through the government office) manage their top managers in a different manner from the rest of the civil service. In the **Netherlands** for instance, the Senior Executive Service is responsible for managing senior civil servants on a centralized way.

- The local ministries and administrations have the responsibilities of the HR daily management. In **Germany** and **Austria** for example, it is entirely decentralized in ministries, administrations and public institutions.

The most common type of public-sector bodies are ministries, like the Ministry of Interior, the Ministry of Finance, the Ministry of Administrative Reform or Cabinet Office.

In general, *HR management has been extensively decentralized*. Most of the EU member states have moved towards some degree of decentralization of HR responsibilities, from central public-sector body to local ministries and public administrations. There is a tendency to delegate HR practices to local public administrations. This allows the various public administrations more autonomy and flexibility in their daily HR management. Local public administrations can deal with their HR issues and tools following the central body strategies and regulations. The structure of the **Austrian** HR organization is not entirely decentralized, but a mix between a centralized and a decentralized system. In the future, the main challenge for governments will be to find ways of maintaining consistency while transferring on some HR responsibilities.

Yet, the extent and rapidity of delegation is different between the various EU member states because there are differences between position-based systems (Denmark, Finland, Sweden, UK, Austria) and career-based systems (Luxembourg, Germany, France, Spain, Greece, Hungary). *The variety of environments (political, economical, culture) has an impact on the way HR has been decentralized*. A position-based system, being more decentralized than the career-based system, gives more flexibility and allows an individualized approach to Human Resources Management. There are also countries characterized by a "hybrid system", presenting elements from the position-based and career-based systems (like **Italy**). In these countries there is a relatively high level of delegation, giving a lot of responsibilities to line ministries in the definition and practices of Human Resources Management policies, and a relatively low level of individualization in the approach to Human Resources Management. The various forms of political and economical models across Europe have an influence on the management of relations between workers and employers. These differences influence Human Resources Management.

Sweden has a particularity as the system is very decentralized and the Human Resources Management is the responsibility of each Swedish government agency. Each local agency develops its own strategy and policy within the regulations set up by law and relevant agreements between the social partners. The central body for coordinating government employer policy and central negotiations is the Swedish Agency for Government Employers (SAGE). The relationship between heads of agencies and the Government is both informal and formal. There are formal steering documents for each agency. There also is a strong tradition of loyalty and informality between heads of agencies and the Government such as, for instance, the annual individual meeting of each minister with his/her subordinate Directors General. The scope of these talks is on general business matters, budget and use of resources including HR matters such as development of staff, competence needs, etc.

As mentioned in the previous chapter, the HR and government strategic issues of decentralization of certain tasks, of harmonizing procedures, of conducting administrative reforms, of improving accessibility of information to support decision-making are some of the major types of changes over the last couple of years (see graphs 3.I, 3.V, 3.VI - pages 7 & 13). All these issues encourage more efficiency and flexibility for instance by transferring some HR

responsibilities to local administrations, simplifying rules and procedures, developing more flexible HR processes, …

4.   HR Processes and Practices

As specified previously, the survey results indicate that government and HR strategies are focused towards modernization, improving the quality of services, satisfaction of the citizen, mobility and flexibility of civil servants, work quality, leadership developments…. HR processes such as recruitment and career management are therefore essential in supporting these strategies. The recruitment of skilled staff and their subsequent career management focus on "selecting" and "developing" people who bring to public institutions the skills and competences to attain the strategies decided.

In fact, in order to reach a certain level of quality of services and innovation, the right people should be found and developed. As stated by the President of the European Commission, José Manuel Barroso, "our clear aim is to achieve more and better jobs in a more dynamic, innovative and attractive Europe. With this strategy I believe we now have the right tools to achieve our goals."

4.1   Recruitment

Recruitment is important because other HR policies are heavily dependent on the effectiveness of this process. One of HR challenges is identifying, motivating and retaining talent. Recruitment is attracting the right skills to do the job. Yet, the public service, just like the private sector, has to compete in the "search for talent" in the face of demographic change. The public sector has to compete with everyone else for attracting talent. The "search for talent" is not to compete for a mass of numerous talents but rather to target for key individuals, focusing then on continued development of people who are going to be the leaders of the future. The society is asking people to do more efforts to prevail over enormous organizational and economical challenges. Unfortunately today fewer people have the combination of right skills that institutions need. Thus HR has
-   To have a good understanding of government issues,
-   To locate talent that can help achieve the goals,
-   To develop and retain that talent.

Recruitment difficulties:

As the next graph illustrates, *42% of the respondents state that they have some recruitment difficulties*. Interestingly, *80% of them have difficulty recruiting specialized profiles. These profiles are for instance in information technology, legal skills, lawyers, etc*. In general, specific expertise in various domains is difficult to recruit. Yet, this could progressively have an effect on the governmental and HR strategies targeted. It can affect for instance modernization or innovation. For some countries, the recruitment at the level of senior management and senior government officials may represent a problem.

In countries with very decentralized and flexible HR organization, in general in position-based system, recruitment difficulties are less critical (i.e.: **UK, Sweden, Denmark**, **Austria**…)
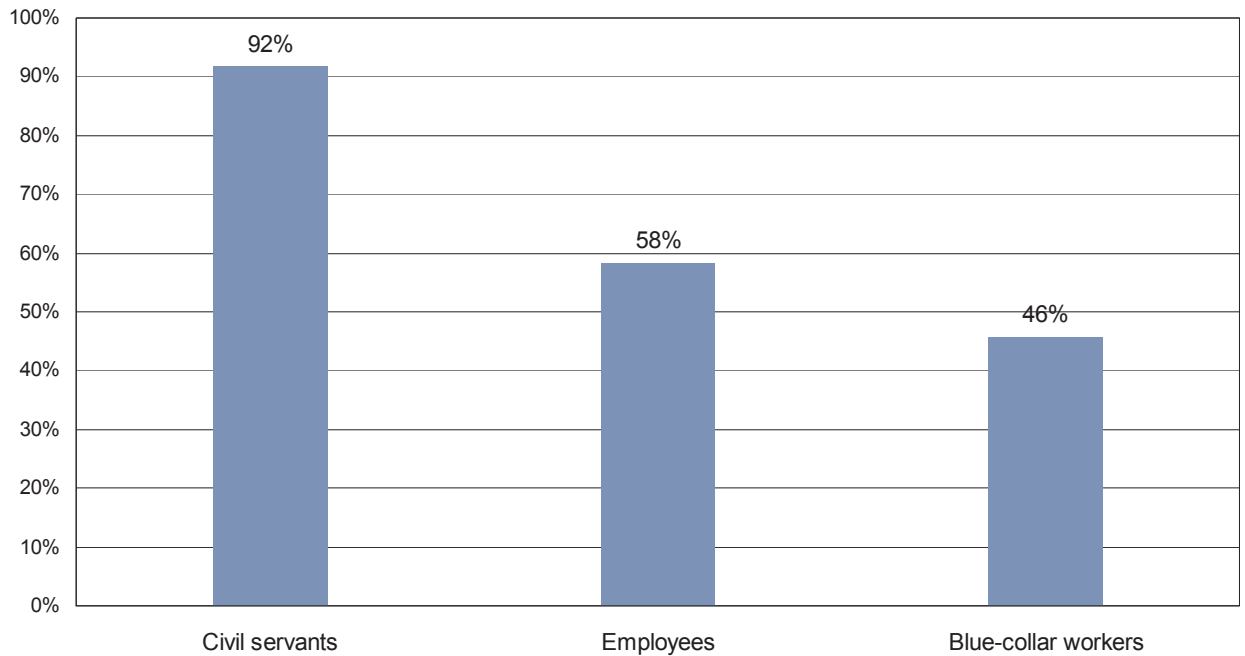
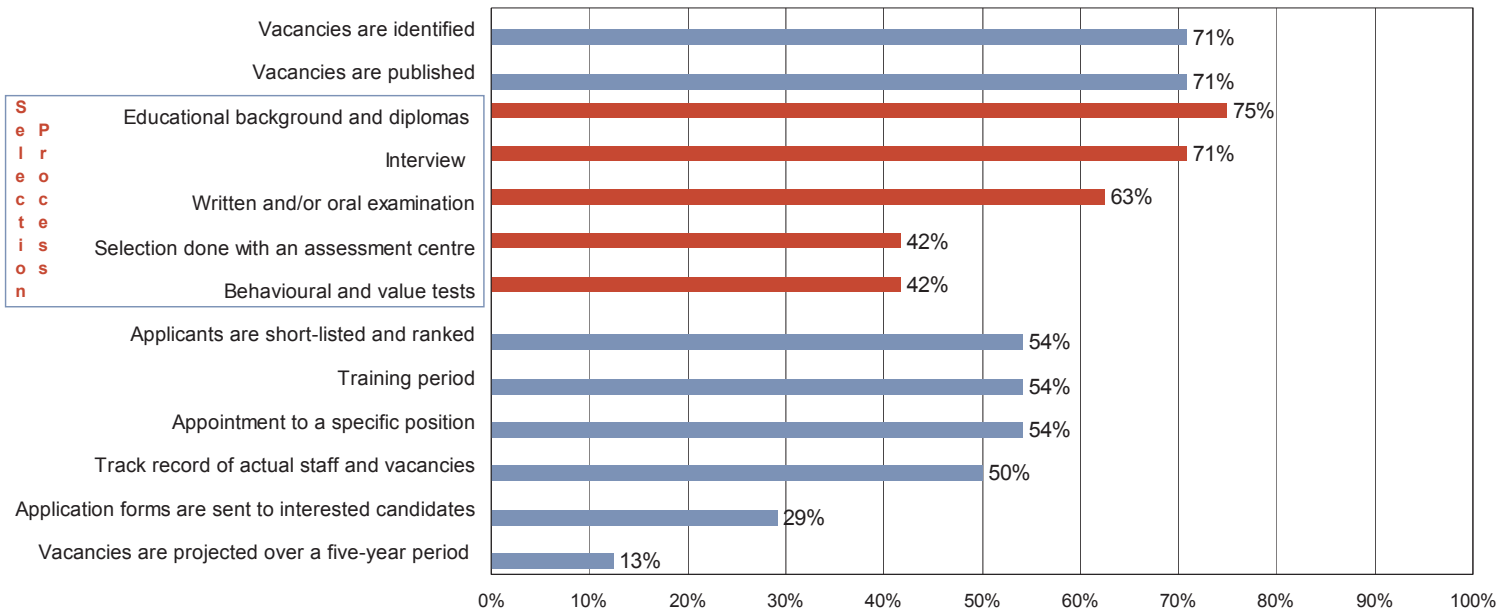# Graph 5.I. Recruitment difficulties
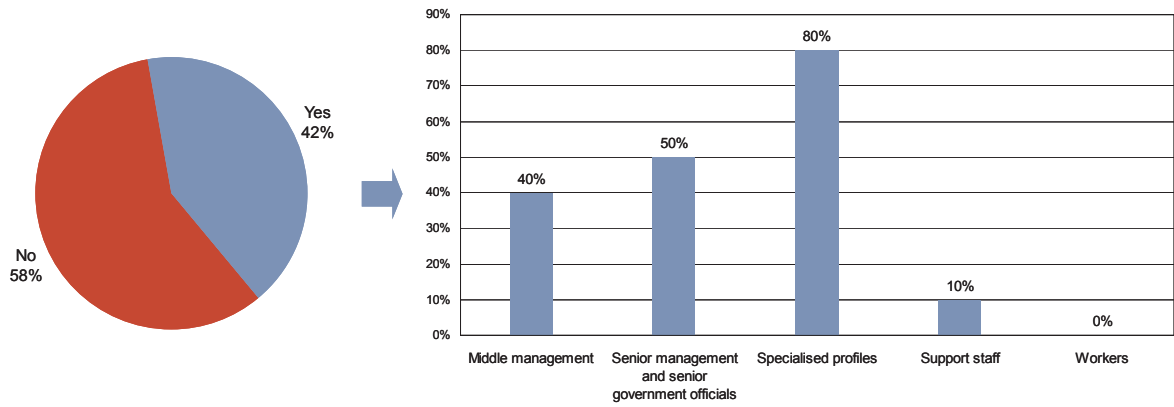
Recruitment methods and steps:

The next 2 graphs give an idea about the legal requirements to publish vacancies and the steps of the recruitment process.

Graph 5.II. Legal requirements to publish vacancies

Graph 5.III. Different steps of the recruitment process

Step	%
Vacancies are identified	71%
Vacancies are published	71%
Educational background and diplomas	75%
Interview	71%
Written and/or oral examination	63%
Selection done with an assessment centre	42%
Behavioural and value tests	42%
Applicants are short-listed and ranked	54%
Training period	54%
Appointment to a specific position	54%
Track record of actual staff and vacancies	50%
Application forms are sent to interested candidates	29%
Vacancies are projected over a five-year period	13%

(Educational background and diplomas, Interview, Written and/or oral examination, Selection done with an assessment centre, and Behavioural and value tests are grouped under "Selection Process".)

92% of the respondents state that they are required by law to publish vacancies for their civil servants. Employment in the state sector is, as a rule, based on public notice of a vacant position. This is to ensure transparency so that all citizens who fulfill the required conditions have the opportunity to apply for the job. The governments have laid down rules for notices of vacant jobs. This might also partly explain the recruitment difficulties, as the highly regulated recruitment process is usually longer and less flexible in the public sector than in the private sector.

In **Spain** for example, it is compulsory for the various public administrations to announce a public convocation of all selection processes in their respective official gazettes. The process is initiated by the public convocation, and done by the department to which the particular staff corps is assigned. The department concerned also establishes the requirements candidates need to comply with for being selected as well as the rules that will govern the selection process.

For 75% of the respondents, the educational background and diplomas is a key in the selection process. Interview (71%) and written and/or oral examination (63%) are also extensively used. Interestingly, some selection is also done via assessment centers and behavioral and value tests for 42% of the respondents. Some countries such as **Cyprus, Estonia, Finland, Slovakia, Poland** or the **Netherlands** have mentioned aptitude tests, psychological tests, language tests or panel interviews. In **Germany** and **Austria**, the selection process is done through assessment centers.

In order to attract and retain the right skills, more and more efficient and varied selection methods are used. The use of technology to streamline the hiring process is not surprising, given the direction the society in general is heading to. Many public administrations have taken steps to keep up with the use of the Internet by such methods as putting job application materials online, the use of assessment centers …

In **Denmark**, the state sector has set up a general job database – www.job-i-staten - where all vacant jobs are advertised. In Ireland, the recruitment process is demand-led, that is vacancies are advertised and processed online. In general there is a 2 years probationary period (but no 'trainee' status).

The **Austrian** Federal Chancellery has built up a general job-database (www.bundeskanzleramt.at/job-boerse), where all vacancies (including leading positions) in the federal service are published. Citizens can also find links to the relevant websites of the regional authorities (governments of the *Länder*).

In the **UK**, the various recruitment steps apply in different cases. Local ministries and departments are free to choose their own recruitment processes and will use a combination of application forms, interviews and assessment centers. Educational background is not of great importance except for specialist jobs. Candidates applying for the Fast Stream Program (graduate program) from outside the civil service must have a University degree. The most crucial criteria are those which indicate evidence of ability to do the job – for example, tests are not set except in the skills required at the level of the post advertised.

Regarding recruitment, and the way it is handled, it is important to look at the various European HR systems. In fact, as specified in the chapter on HR organization, *there are some differences between the career-based system and the position-based system*.

The career-based system puts emphasis on educational background and competitive written/oral examination (i.e.: **France, Luxembourg, Greece, Czech Republic**). In this system, the decisions about recruitment and selection are frequently handled by a central government body using staff ratios that are often inadequately linked to local administrations' requirements. The selection procedures are part of a formalized recruitment process where official exams have little links with the particular job vacancies.

In this system civil servants are usually recruited at the start of their career and remain in the public service more or less through all their professional working life. There are in general limited possibilities for entering the civil service in the middle of a career. Furthermore, career development is very important. It can explain why in some EU member states, recruitment of senior management may be problematic (see Graph 5.I - page 20).

The position-based system puts more emphasis on competition for posts and professional experience (i.e.: **Finland, Denmark, UK, Sweden, Austria**). It is a more decentralized system encouraging recruitment linked to local requirements, increasing the authority and accountability of local managers. It rationalizes the process, allows to go quicker and to attract the best candidates in the search for talents. It focuses on selecting the best-suited candidate for each position. Position-based systems allow more open access and lateral entry is relatively common.
A related issue, not tackled by this study, is the criteria used to select staff. The use of targeted selection methods is driven by the competency framework. Coupled with problems of recruitment and retention it makes sense to use more flexible recruitment methods.

To face recruitment difficulties, internal mobility can be a key to being competitive in the future. Focusing on developing internal talent to meet future needs can be a good way to recruit people. The various ministries and administrations must work in close cooperation to share

resources and information about internal candidates. Sharing information and developing talent is essential. ***The data collected were not sufficient to examine the percentage of external recruitment compared to internal mobility. EU member states seem in general to use both ways to fill in vacancies***.

Graph 5.IV. Measures implemented to facilitate and support internal mobility
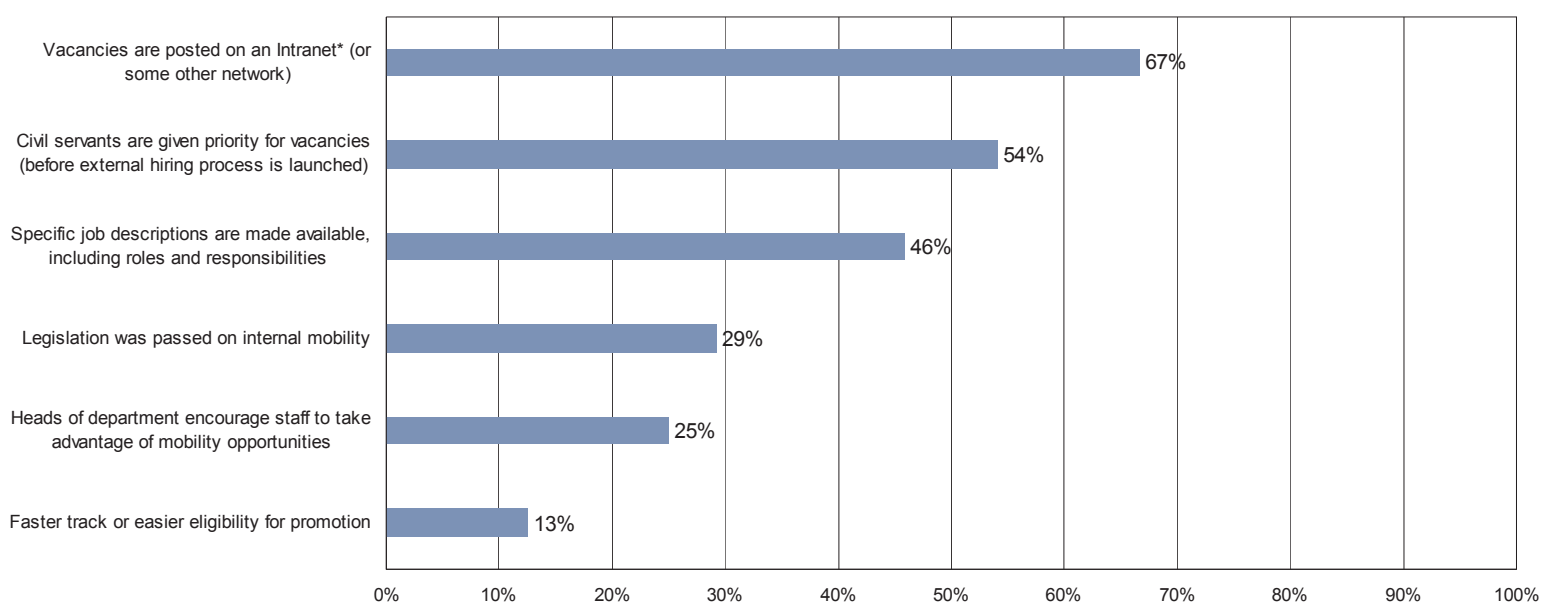
Amongst the most implemented measures to facilitate and support internal mobility are vacancies published on an Intranet (or some other network). Civil servants are given priority for vacancies (before external hiring process is launched). ***The use of technological tools (such as an Intranet) in order to sustain the internal mobility process, supports HR and government strategies like modernization and better accessibility to information.***

In **Luxembourg,** local administrations can decide to open vacancies exclusively for internal recruitment. In the **UK**, internal mobility is high. Vacancies are published across the civil service for posts in many ministries and some smaller departments rely heavily on staff on secondment from other areas of the service.

In order to foster internal mobility, the **Austrian** authorities are under the duty to ascertain if a post can be assigned to a qualified federal public servant/employee before the vacancy is published. Therefore, internal vacancies are published via the Federal Chancellery on the federal intranet. Additionally, the Federal Chancellery offers a special newsletter-service to all interested federal public servants/employees in order to further disseminate internal vacancies.

Yet, in some EU member states, internal mobility programs appear to be rare. In **Sweden** since all vacancies should be filled through open competition, internal mobility programs are relatively rare except from agencies with formal corps, like the armed forces, police force, the customs service etc. Judges and prosecutors follow a formal mobility pattern as well. In **Finland**, the situation resembles that of Sweden. To encourage mobility, a top civil service

reform has been proposed to include obligatory change of duties after five years of tenure. International mobility is encouraged by financial support (travel and accommodation costs for a limited period). In **Cyprus**, according to the Public Service Law (1990-2004) there are 2 categories of offices that are interchangeable and non- interchangeable. In the latter (which counts for more than 80% of the total number of offices) internal mobility is not applied, with the exception of secondment.

The promotion of internal candidates, the enhancement of promoting the government image by attending forums and students fairs, the design of a special website to present government jobs (see next graph 5.V.), as well as the improvement of the recruitment procedures (see next graph 5.VI.) are ways to keep up with the private sector as the job market becomes more competitive. With a shrinking labor market, employers must be more aggressive.

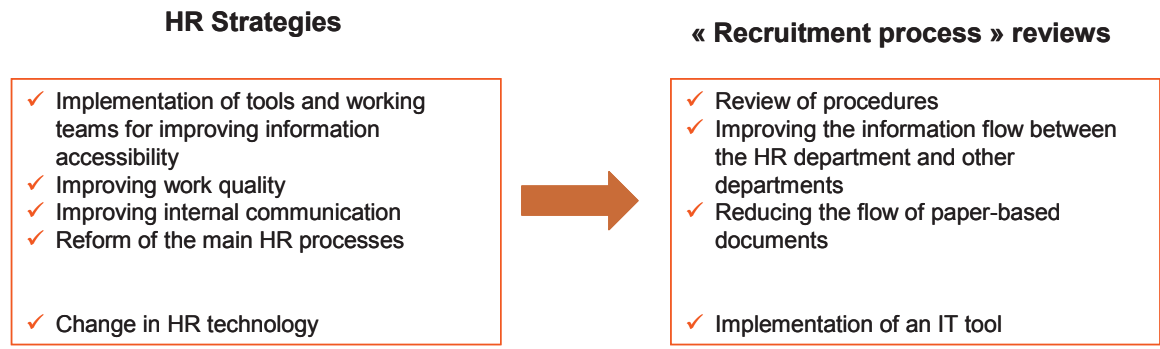*Reviews of the recruitment process and government image on the labor market:*

In order to promote the image of the government on the labor market and to increase future recruitment chances, 71% of the respondents state that they attend forums and student fairs, 67% design special websites to present government jobs and 50% give information on benefits of government jobs. In some countries, like the **Netherlands**, the **UK** or **Latvia**, campaigns are launched in newspapers, television and radio to improve the image of the national government, practical trainings for university programs are organized in public institutions, visiting universities, various promotion campaigns are done, etc.

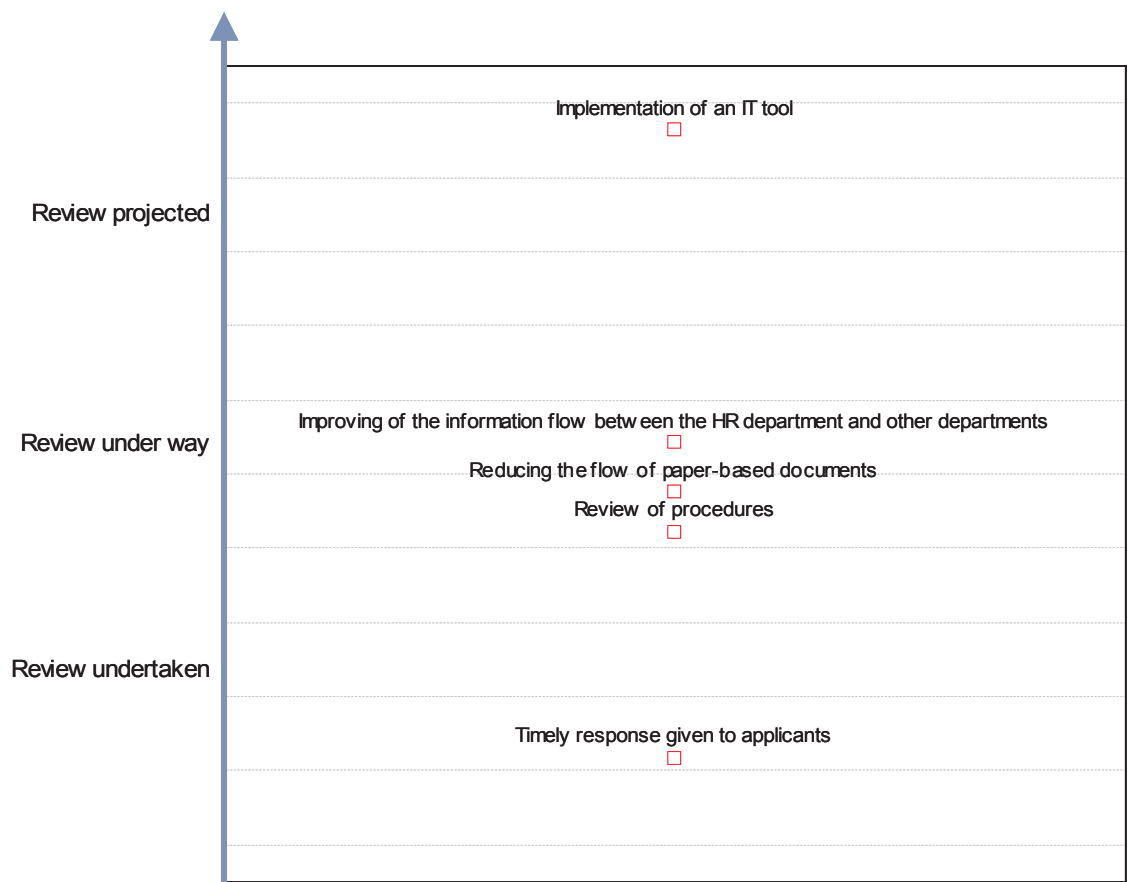**Graph 5.V. Actions to promote the image of Government on the labor market**
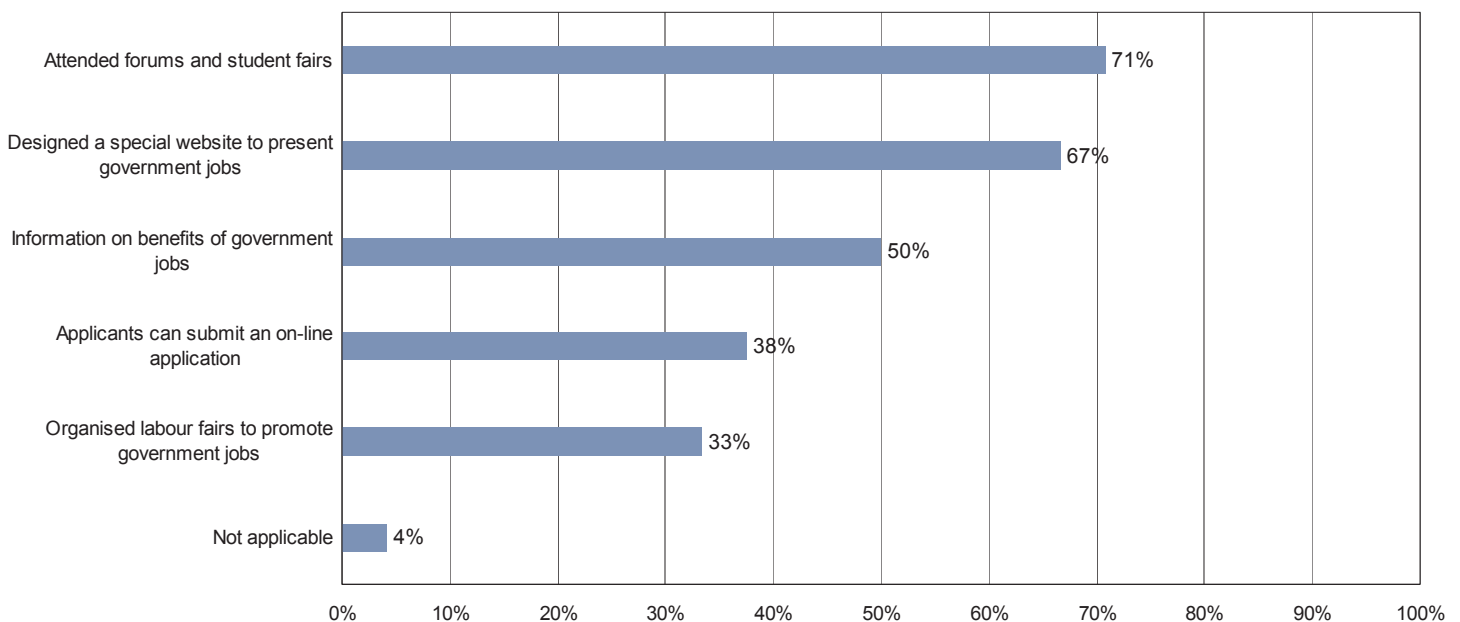
Pursuing the idea of the complexity of the future demographic situation in Europe, public administrations will not only face problems of retaining highly skilled civil servants, but also problems of attracting talented graduates in public sector. In this context, the image of public service should be reinforced and/or maintained on an adequate level.

***The initiatives of the HR agenda are in practical terms supported by the recruitment reviews under way and projected**.* EU member states realize the importance of an efficient recruitment process by reviewing their procedures, improving the information flow, reducing bureaucracy and paper-documents and implementing IT tools. The 2 graphs beneath underline this tendency.

HR Strategies

- ✓ Implementation of tools and working teams for improving information accessibility
- ✓ Improving work quality
- ✓ Improving internal communication
- ✓ Reform of the main HR processes

- ✓ Change in HR technology

« Recruitment process » reviews

- ✓ Review of procedures
- ✓ Improving the information flow between the HR department and other departments
- ✓ Reducing the flow of paper-based documents

- ✓ Implementation of an IT tool

Graph 5.VI. Reviews of the recruitment process

Implementation of an IT tool

Review projected

Improving of the information flow between the HR department and other departments

Review under way

Reducing the flow of paper-based documents

Review of procedures

Review undertaken

Timely response given to applicants

Headcount reduction program:

As previously shown in graph 3.VI (page 13), the implementation of an overall cost-reduction program is one of the major government strategies that have been developed since 2003. This point is still on the agenda of governments today. According to the HR agenda (graph 3.I – page 7), "reducing headcount" (38%) and reducing labor costs (33%) are not top priorities. ***Consequently there is a discrepancy between government and HR on the "cost reduction" point***. As the graph below shows, ***only 50% of the EU member states have announced or scheduled a headcount reduction program***.

Graph 5.VII. Headcount reduction programs
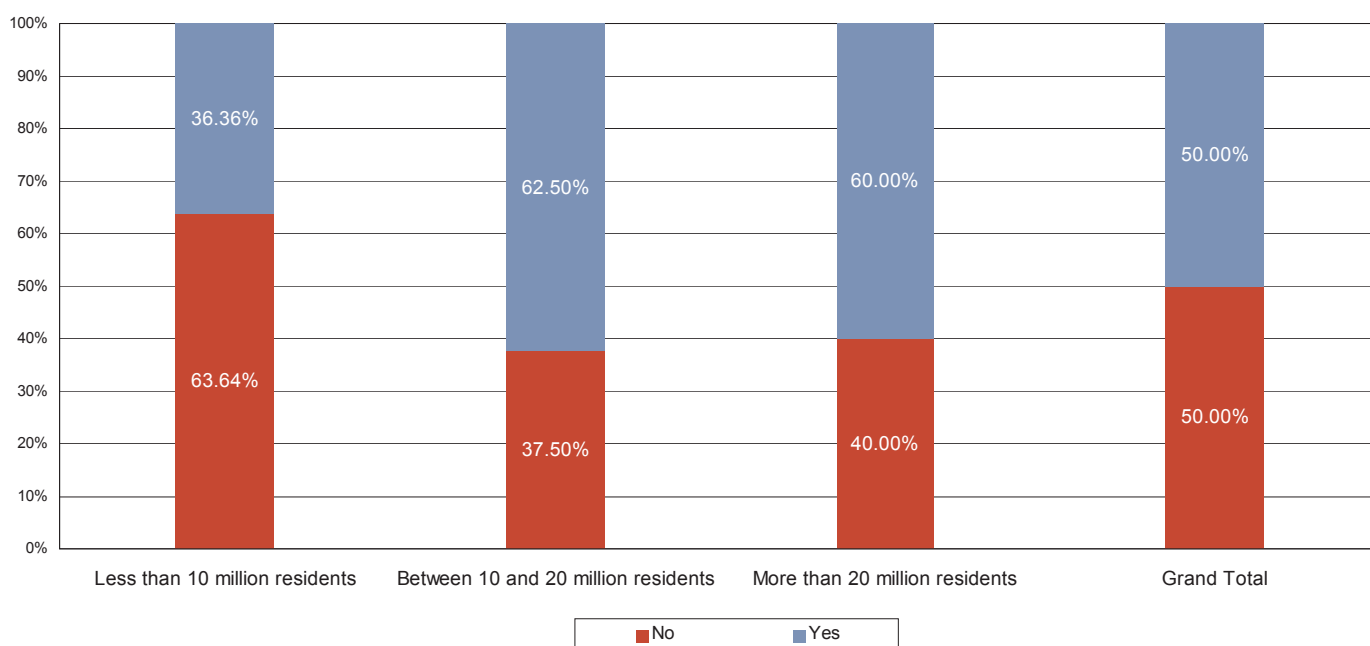
In **Sweden**, the headcount reduction policy covers all public sectors, not only the State administration. A single post ceases as soon as the person in place leaves the organization. All public organizations are supposed to verify every new recruitment regarding to needs, economic effectiveness, etc. At this point the employer has to examine whether the position will be staffed again or if the freed resources may be transferred to use somewhere else in the local agency. The headcount reduction is built into the system, so it is not a program, merely a policy known and widely used.

In **Austria**, the reduction of headcount is one of the main priorities in HR management. The governmental HR policy of the last years is strongly characterized by the re-dimensioning of the federal service. Through the definition of concrete target figures for staff reduction and the establishment of simultaneous HR-Controlling, a reduction of the workforce of the Austrian federal service by 15.955 full-employment equivalents (9,4 %) could be reached between 1999 and 2003. Furthermore, a reduction of 10.000 established posts from 2004-2006 was announced. This headcount reduction program covers all public sectors at the federal level (exception: schools) and all categories of staff. As a consequence of this program the workforce in the Austrian public sector is constantly decreasing whereas – due to various

modernization projects within the framework of the Public Administration Innovation Program (e.g. e-government-offensive, implementation of the electronic file, e-payment and further extension of the one-stop-shop) – the quality of the services delivered is constantly improving.

All staff categories are targeted in the headcount program. In **Ireland,** a reduction of 5000 was announced in 2002 for the whole public service. Health Services, Police and elements of Education are excluded. In **Finland**, all ministries and their spheres of administration are preparing productivity programs which will be based on not replacing all the retiring civil servants.

Regarding the workforce evolution (that is the difference between the numbers of recruitments and departures), it is difficult to give trends due to the complexity of getting accurate data. Some countries had difficulties to answer on the number of recruitments and departures. This can be due to the decentralized HR organization where getting figures from various local administrations is not easy. Yet, we can say that globally*, **there are more countries where an increase of the workforce is noticed (that is more recruitment than departures).***
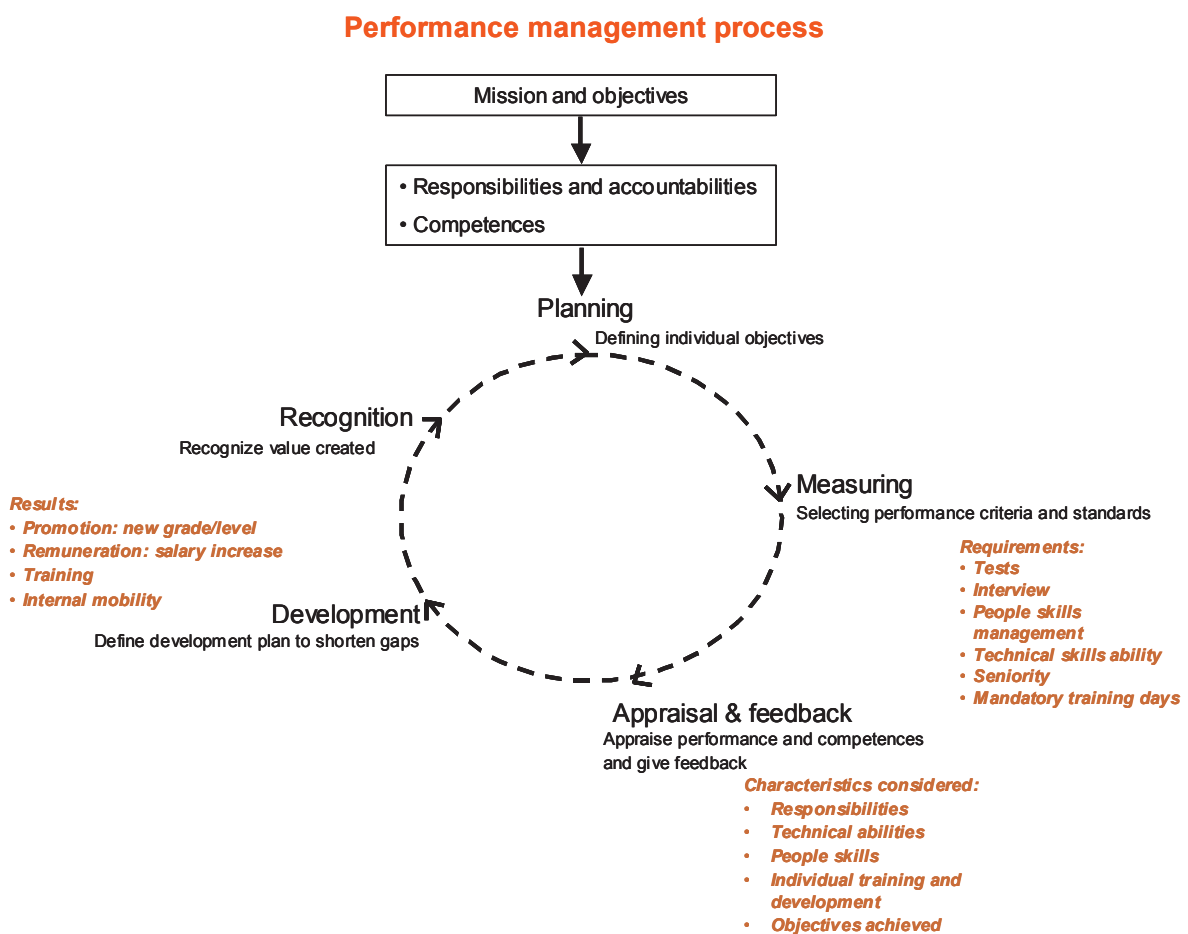
Interestingly, the question was also complex to answer because in many countries the categories of government employees and government blue-collar do not apply. The name of people working in public administrations varies a lot from one country to another. In some countries there is no distinction for the personnel of the state sector as a whole.

4.2 Career Management

In order to achieve the status of an employer of choice, the public sector must provide challenging work, progressive human resources policies and opportunities for promotion and career development.

As mentioned before, 80% of respondents state that they experience difficulties to find some specific profiles, such as specialists in information technology and legal matters. Indeed, this problem concerns not only the public sector, but also private companies, because skilled employees are hard to find in many professional areas. Sometimes, they even could be in short supply due to the high demand.

Best practice companies and administrations try to create and to implement specific career management programs for high skilled people in order to retain them and to reinforce the image of the company/administration on the labor market. Most of them qualify the internal promotion as one of the incentives able to assure to the civil servant the recognition of his/her personal involvement in the ministry/administration activities. An approach to career management can consist in the implementation of a performance management cycle as indicated by the diagram.

Performance management process

Mission and objectives

• Responsibilities and accountabilities
• Competences

Planning
Defining individual objectives

Recognition
Recognize value created

Results:
• Promotion: new grade/level
• Remuneration: salary increase
• Training
• Internal mobility

Development
Define development plan to shorten gaps

Measuring
Selecting performance criteria and standards

Requirements:
• Tests
• Interview
• People skills management
• Technical skills ability
• Seniority
• Mandatory training days

Appraisal & feedback
Appraise performance and competences and give feedback

Characteristics considered:
• Responsibilities
• Technical abilities
• People skills
• Individual training and development
• Objectives achieved

Performance management system and appraisal:

Comparing public and private sectors, the main difference generally consists in different approaches to career management. Although seniority and experience are considered as ones of the main career advancement factors in the private sector, a significant part of its career management relies on performance-based systems.

Today, a majority of public administrations have introduced appraisal systems and performance assessment, changing progressively their career system. Performance appraisals have an important role to play in ensuring that civil servants are aware of the expectations and objectives required and that transparent promotion criteria are developed.

This HR process also forms an important element of the general HR strategy because it provides important information for HR planning and training purposes and can also help communicate key messages. The emphasis is more on individual performance. *As the survey results underline, the public sector in EU member states indicates that performance assessment and appraisals are extensively used supporting thus HR strategies like:*
- *Mobility and flexibility of civil servants*
- *Improving work quality*
- *Leadership development.*

The HR strategies (stated at the beginning of this document) are in practical terms translated in HR departments. The underneath graph confirms this idea and indicates that *75% of respondents already use the performance management system*. The performance management system is usually applied to middle management positions (67%), followed by senior management or senior government officials (63%) and support staff (50%). Not surprisingly, management is in general primarily concerned by settling and achieving objectives; therefore when introducing a performance management system, the management is first concerned, then it is in general extended to the rest of the staff. The survey reveals that in some EU member states a performance related pay is being introduced, with performance pay contracts for senior management also.

**Graph 5.VIII. Performance management system**
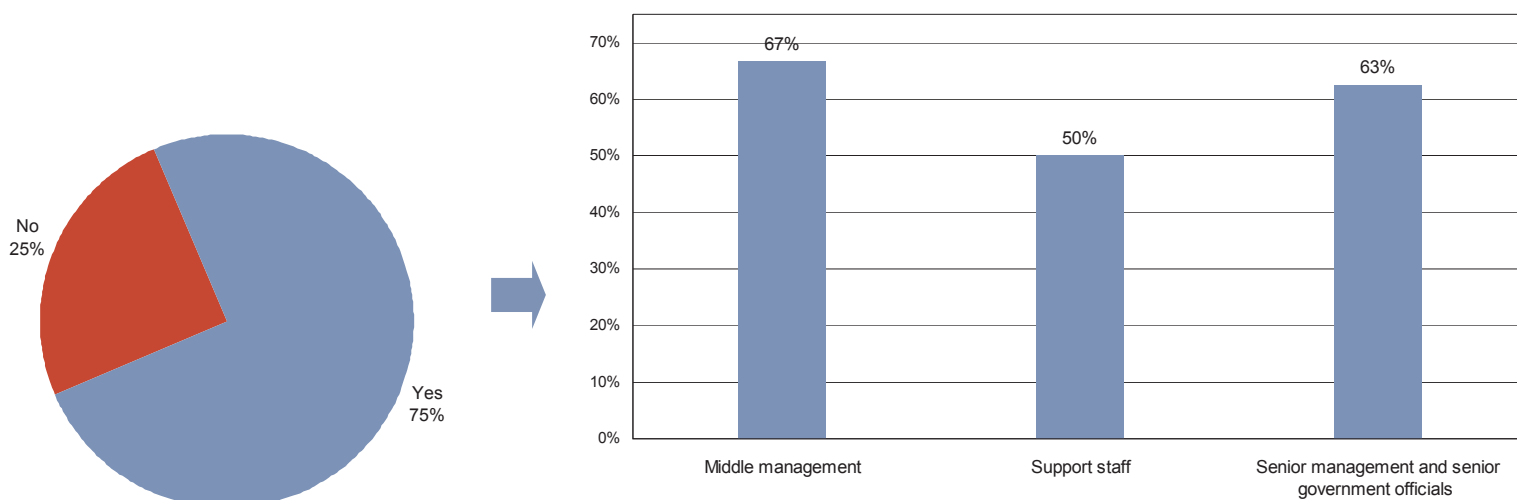
In **Denmark**, performance assessment management is applied to all civil servants, like in **Poland**, where the assessment system applies to all civil servants without any distinction of grade.

In the **United Kingdom**, some ministries may consider appraisal reports in their promotion systems. Appraisal reports may also be used as a mean of identifying eligible civil servants for internal mobility and training needs. In most ministries, the appraisal system and the performance related pay system are already closely linked. In addition to that, it is important to point out that all civil servants must set yearly objectives on which they are appraised. Different competences and skills are appraised in the different departments.

In **Sweden**, as the HR organization is decentralized, different systems are used in the diverse agencies. Each agency may choose or develop any system that fits the actual needs. Most agencies use more informal systems such as yearly development and pay talks between each employee and his/her immediate supervisor.

In **Portugal**, career advancement is based both on seniority and on performance assessment. Promotion is subject to fair and open competition, which may include multiple existing assessment methods or public examinations, such as curriculum vitae assessment, qualifications, training hours as well as personality assessment tests.

Graph 5.IX. Influence of the performance assessment on HR aspects[3]

---
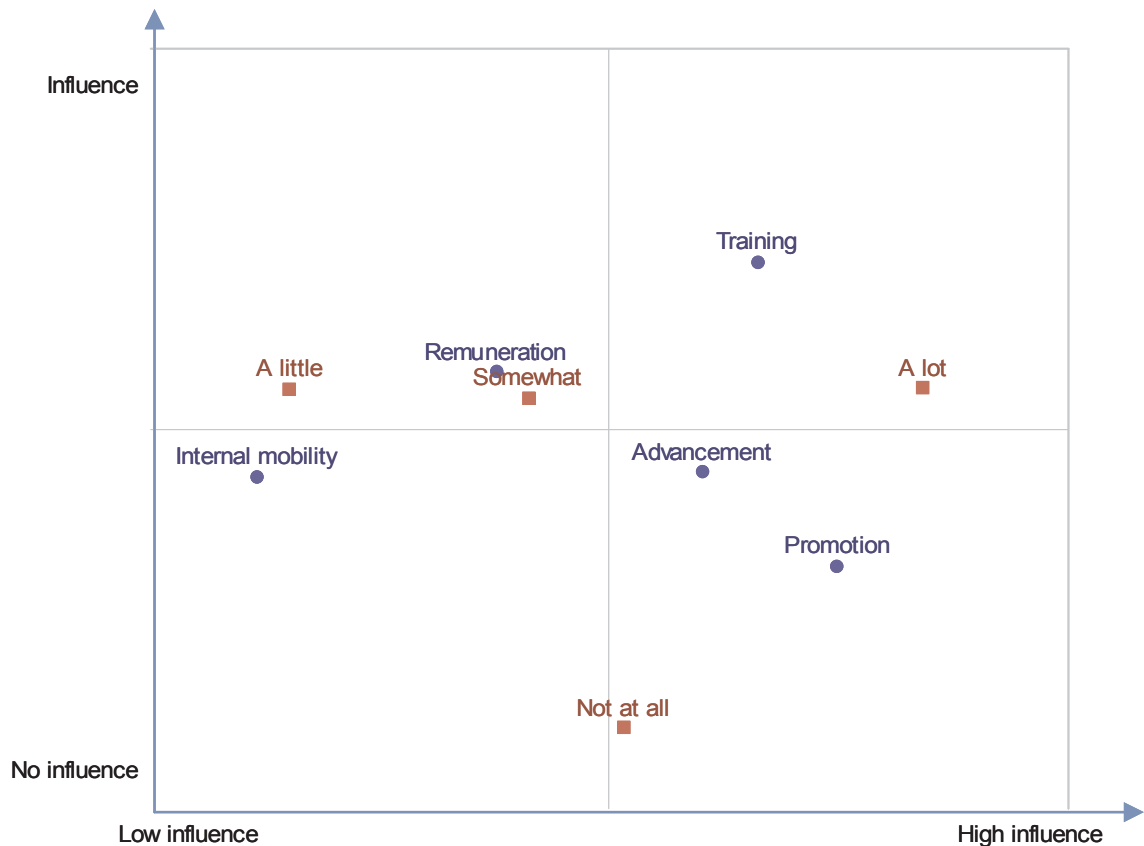
[3] Horizontal axe: the level of influence – low or high
Vertical axe: the fact that there is influence – NO or YES there is influence

The performance assessment influences, in a greater or lesser extent, training, advancement/promotion, remuneration and internal mobility the latter being of less influence.

As the above graph indicates, *training emerges apart. This is not surprising as training is seen as a way to improve the person's competence in order to help him/her in achieving the desired objectives*.

It is possible to distinguish 2 blocks, on one side "remuneration", on the other side "advancement/promotion". This can again be explained by the differences between position-based and the career-based systems. The emphasis on remuneration for good performance is relatively stronger in position-based systems, while the emphasis on promotion is stronger in career-based systems.

Regarding the *appraisal process* a scale of assessment criteria is established in order to get more objectivity. Obviously, some of them may be considered as more important than others. Interestingly, the graph 5.X. indicates that survey respondents gave the same priority to *responsibilities, people skills and objectives achieved with 75% for each of them*.

Graph 5.X. Characteristics to be considered in the appraisal
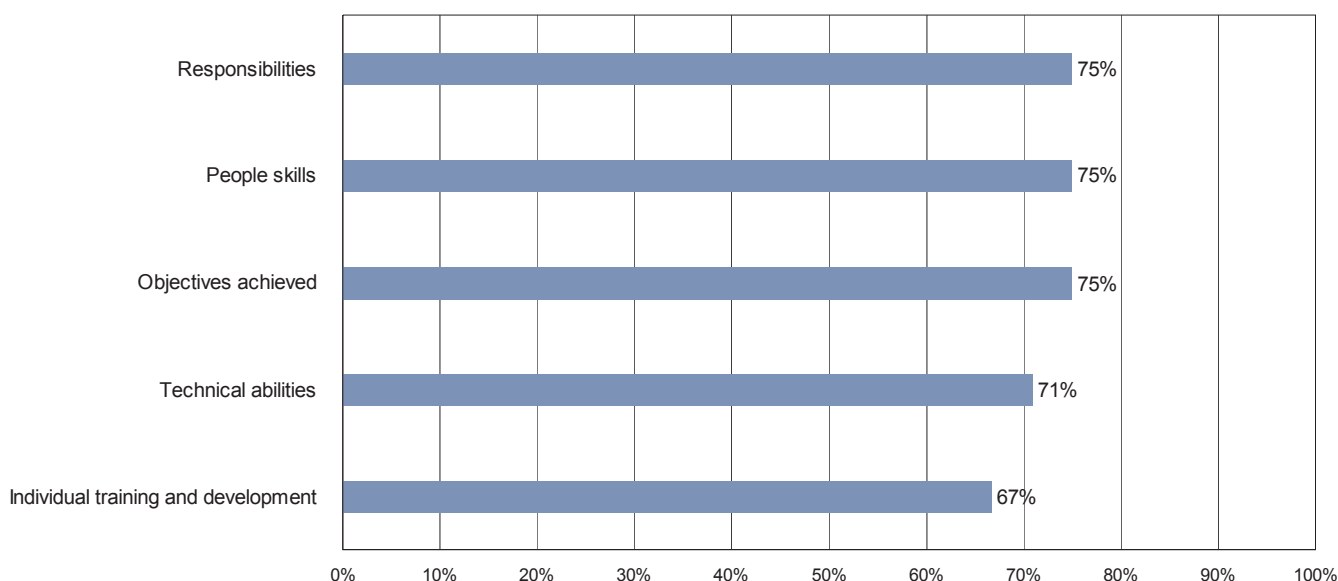
The alignment of these criteria is not surprising and complies with the *efforts of public administrations to reinforce individual accountability of civil servants, further recognition of the importance of human capital as well as the promotion of performance management*. Flexibility of civil servants and improvement of work efficiency (i.e.: which are HR strategies) can be achieved if every civil servant meets his/her responsibilities and objectives.

Among other criteria mentioned by respondents, it is interesting to point out: strategic skills in order to find out successful ways of reaching the objectives (**Sweden**), initiative and

cooperation (**Cyprus**), code of ethics (**Slovakia**), creativity and organization (**Slovenia**), judgment & analysis, working with others (**United Kingdom**).

Promotion:

As far as the survey results are concerned, ***the promotion in public administrations means both a new grade/level and a salary increase. Indeed, as the graph below shows, 67% of respondents confirm this fact***. For only 8 % of respondents, the promotion is not linked to the change of grade or salary increase.

**Graph 5.XI. When civil servants are promoted, this means…**
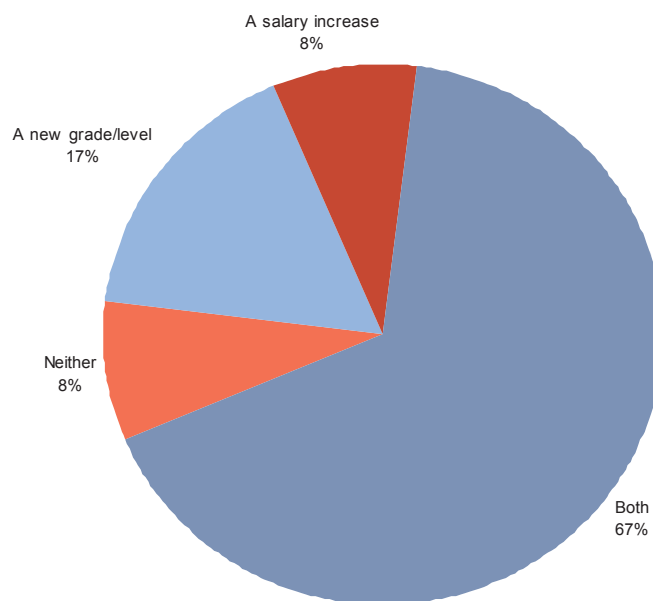
In **France**, the promotion may lead not only to the grade change or salary increase, but also to an internal ranking (i.e.: concours interne, liste d'aptitude).

In **Poland**, the decision regarding the change of grade and salary increase is flexible and depends very often on budgetary resources, but there is also a possibility to promote a civil servant without a new grade or salary increase. For **Finish** civil servants, promotion means not only salary increase, but also an appointment to a new more demanding job. In **Latvia**, in addition to a bonus attribution and a higher position, the promotion usually means public appreciation and recognition (public thanksgiving). In **Germany**, performance is an important requirement for promotion.

In this context, it is interesting to put into light, that in **Ireland**, promotion could also correspond to a move to a new ministry. Indeed, 40% of promotions involve mobility between ministries and this tendency is going to increase to 50% in 2007.

The decisions for granting a promotion are usually based on specific requirements as indicates the graph below.

Graph 5.XII. Specific requirements for promotion and career development of civil servants
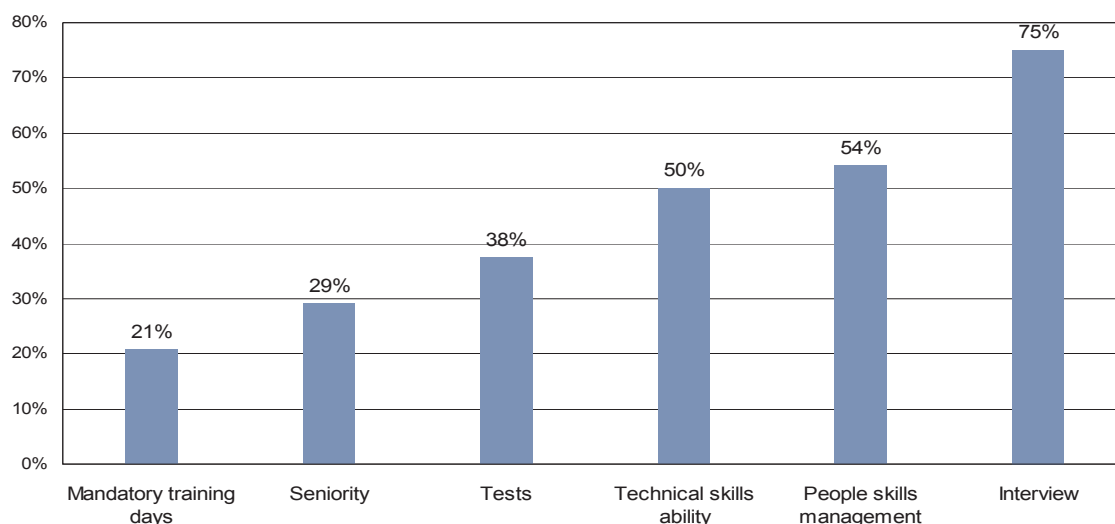
75% of respondents gave the priority to interview, followed by people skills management (54%) and technical skills ability (50%).

Indeed, during the interview, there is a possibility to emphasize strengths and weaknesses of the civil servant who is candidate for a promotion. Interestingly, people skills management is more significant than technical skills ability, which confirms the increased importance of the human factor over the last years. Furthermore, the main goal of this requirement is to detect the ability to manage individuals and teams in a most appropriate manner in order to make them reach common objectives.

As for recruitment, *differences between the various EU member states can be found on the basis of differences between the career-based and the position-based systems*.

When the *promotion system is based on the career, it can include several requirements and criteria, such as passing exams, mandatory training days and seniority*. As an example, in **Cyprus**, according to the Public Service Law, the claims of officers to promotions are considered on the basis of merit, qualifications and seniority. In **Slovakia**, the promotion depends mainly on the successful results of the qualification and nomination exams. In **Italy**, the professional progressions are regulated by collective agreements and general selection criteria are established in accordance to them.

In **Spain**, officials in the public administrations essentially can advance professionally:
- Through being promoted to higher positions in the official service, which entails greater responsibility and higher remuneration;
- Through being promoted from a staff division that forms part of a particular qualification group, to another which forms part of a higher qualification group;

In a position-based system, as in the UK, promotion is usually based upon a combination of factors such as interviews, assessment centers and recommendations by managers. These factors must be considered in the light of the individual's ability to carry out the higher grade job. Being a civil servant in a **Swedish** agency often means meeting built in demands on personal development. Therefore individual development talks between managers and their subordinates are widely used in order to identify needs and ambitions for personal development during the forthcoming years.

Personal and leadership development programs:

The promotion process is not only linked to change of grade, internal mobility or financial incentives, but may also include non financial initiatives, as for example, programs focused on personal development of civil servants or leadership programs.

In EU member states, ***leadership development is a top HR strategy (graph 3.I – page 7). In recent years, many governments have positioned leadership development as a high priority. Personal and leadership development programs enhance the individual potential of civil servants in order to help them better respond to the professional situation and consequently to deliver high quality services to the citizen (see graph 3.VI – page 13).*** Furthermore, in a more decentralized organization, with local administrations working independently, there is a need to ensure sound coherence and coordination between central government policies and local administrations. Therefore, sound leaders must be recruited and trained.

The graph 5.XIII shows the most common approaches of EU member states to promote leadership development programs. Not surprisingly, ***leadership training is placed by the survey respondents on the top of ranking with 71%, followed by people skills training with 67% and performance appraisal feedback with 54%***. 16% of the respondents state that they do not have any leadership development program.

Training is still the most utilized method. E-learning solutions and 360° feedback are less favored. These methods, highly used in the private sector, have to enter progressively in the culture of the public sector and be adapted to its specificities.

The focus on leadership, people skills performance, appraisal feedback as opposed to on-the-job training or e-learning shows that, for the leader level, the importance is very much on the ability to manage people, to provide colleagues with a constructive feedback during appraisal process as well as the capacity to assume the role of leader. It is less on the individual way of working.

Graph 5.XIII. Leadership development
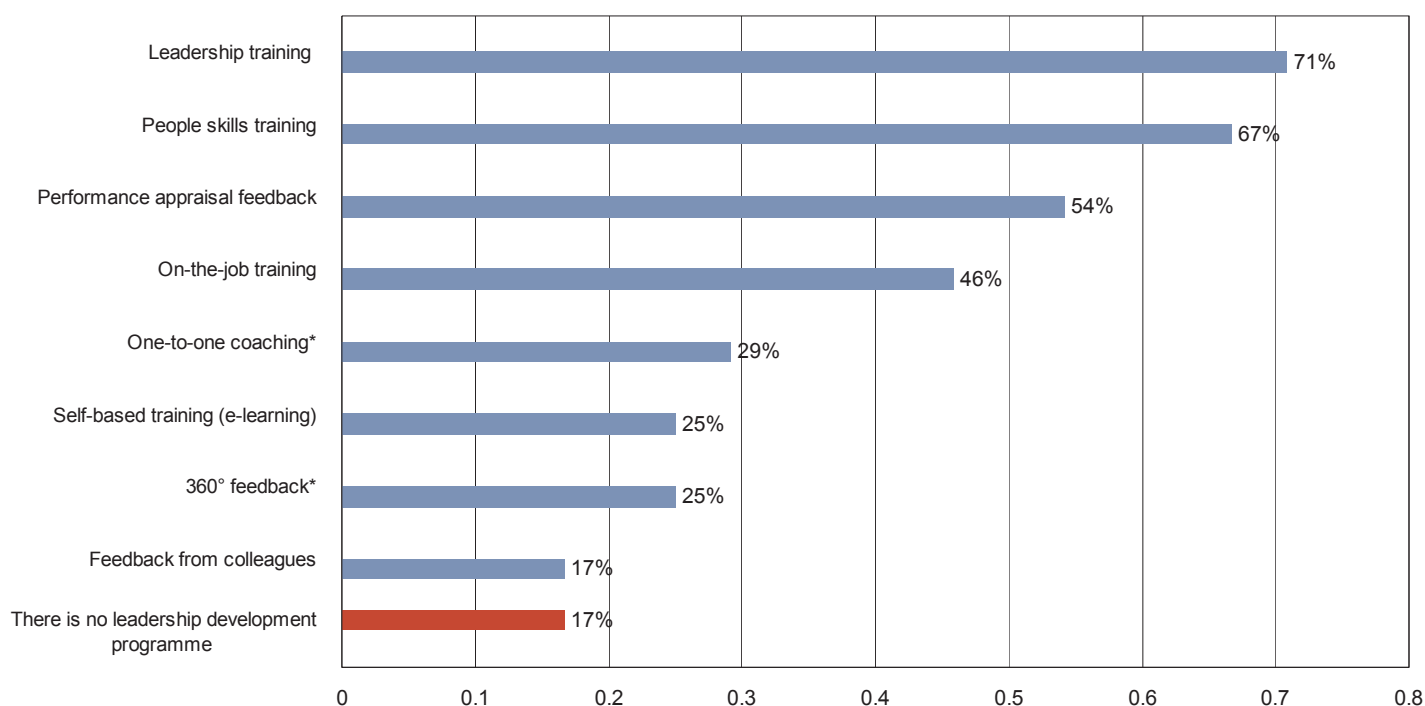
As far as personal development programs for civil servants are concerned, they remain in **Swedish** agencies, as one of the most important subjects of discussion between managers and their subordinates. They are widely used in order to identify needs and ambitions for personal development during the forthcoming years. Therefore, the different agencies may use different strategies and tools for their leadership development (some agencies use 360° feedback, but the method is not yet common).

The **Austrian** "Centre for administrative management" (ZVM – Zentrum für Verwaltungsmanagement) offers a special management program which especially targets public service leaders. The management program offers a variety of courses, seminars and trainings. Furthermore, special attention is given to topics of high priority and current developments in the public service (e.g. good governance, public private partnership).

In the **United Kingdom**, there are a number of different leadership programs implemented at senior level, combining the methods like performance appraisal feedback, leadership training, feedback from colleagues, etc. Other approaches include mentoring programs, Action Learning Sets, etc.

In **France**, several training programs regarding individual competences and leadership approaches have been set up to promote personal development of civil servants.

Finally in **Ireland**, there is no formal leadership development program confined to senior management, however elements of leadership development apply to all staff in management positions.

Being a leader in the public sector is not easy; many challenges have to be faced. As specified in a Financial Times/PricewaterhouseCoopers study titled "Mastering Leadership"[4], executives in the public sector face challenges like:
- Developing strategies that create benefits, as opposed to profits, at an acceptable rate of return on "political capital employed",
- Navigating the dynamics of power and politics,
- Harnessing the power of organizational mission and shared values.

Public-sector executives face a variety of obstacles and challenges when implementing strategies. For example, measures of success and service effectiveness are notoriously difficult to establish, making evaluation and accountability problematic. They face unique obstacles in leading organizational change, in part because of entrenched civil service bureaucracies, procedural constraints such as managing performance and firing people, and dealing with many different stakeholders with competing priorities.

---

[4] Financial Times / PricewaterhouseCoopers – « Mastering Leadership » – The Public Spirit

5.   HR Services and Information Technology

The persistent pressure to enhance service (both internally and externally), to modernize the work environment, to ensure good accessibility to information and maintain efficient first class systems seems incessant. Government and HR both realize these challenges (graph 3.I & 3.VI) and have accepted the notion that they need to decrease the percentage of effort devoted to utility functions and increase the time spent on partnering and value added activities. The concepts of outsourcing and HR technology address this issue, by helping HR professionals in lightening their administrative burden. Correctly implemented, these solutions remain key levers to enhance overall HR service levels and reduce costs. These means can help redefining the HR role and help HR in becoming a real strategic partner.

5.1   HR Services

Outsourcing brings in some flexibility as it can be used only when needed and for defined time intervals, from short to longer periods. The flexibility it provides, allowing controlling costs in a better way, is a means favored by HR services. Outsourcing is not only an emerging trend anymore, but is present in HR practices. The HR function has realized that outsourcing is a major channel to free up more time for value added activities and to improve its efficiency on the road towards real strategic partnership.

According to the results, when used, this channel serves mainly two purposes:

-   ***Outsourcing of administrative tasks*** such as maintenance of HRIS, allowing to free more time for the HR function to focus on delivering quality service to the employees. It allows companies to assign high-performing personnel to critical initiatives. In **Italy** for instance, they benefit from a helpdesk service for IT.

-   ***Outsourcing of activities where specialist expertise is needed***: such as training delivery or assessment centers is a means to benefit from high-level external expertise services.

    A majority of respondents seem to use mainly the external services of HR consulting companies and training centers. In **Poland**, opinion poll companies are used. In **Cyprus**, a consulting company has been appointed for the introduction of a new appraisal system. In **Sweden** all kinds of outsourcing services are used. A supporting agency in Sweden, the Swedish Agency for Quality and Development, carries tasks to support local agencies with quality management, courses about being a civil servant, advices through seminars and networks in the field of competence management.

In fact, interestingly in the public sector, as the organization is often a mix between central bodies and local administrations, the outsourcing can be done "internally". That is local administrations benefiting from the services of a central body, specialized in a type of service such as payroll or training. For instance, the **Cyprus** Academy of Public Administration (CAPA), which falls under the competence of the Public Administration and Personnel Department, is the main body responsible for designing and implementing training programs in the Cyprus civil service, aiming at contributing to the efficiency and effectiveness of the civil service through the development of the capabilities/skills of civil service staff and the enhancement of the ability of organizations and individuals to learn. This central body in the framework of its activities also uses external outsourcing (i.e. uses HR outsourcing Consulting

companies and training organizations from the private sector, to design and deliver specific training programs for civil servants). In **Portugal**, the National Institute of Administration is used.

5.2   HR technology

As mentioned various times in this document, *EU public administrations are further experiencing an increase in the use of technology, whether web-based tools or integrated HR information systems (HRIS).* The survey results indicate that the change in HR technology and the implementation of tools for improving information accessibility stated as top HR strategies are supported by various HR IT projects like:
- Tools for developing personnel and management policies
- Implementation of HRIS (SAP, Peoplesoft, Oracle)
- New electronic personnel organization system
- Implementation of electronic file
- Creation of HR portals
- Introduction of the electronic signature

These initiatives are in line with the eEurope, and more precisely the eGovernment program promoting the information society and a better use of technological tools. As mentioned on the Europa web site, "eGovernment is defined as the use of information and communication technologies in public administrations combined with organizational change and new skills in order to improve public services and democratic processes and strengthen support to public policies. Advanced technology is needed to provide for smarter, personalized, time-saving interaction with clients." Indeed, by promoting innovation and quality of services, governments reinforce the efficiency of day-to-day activities and consequently the delivery of services to the citizen.

As shown in graph 6.I, *a majority of respondents, 94%, use IT tools: 35 % of the survey respondents deploy software applications; 31% indicate the implementation of ERP systems and 28% currently develop database tools.*

Graph 6.I. Use of HRIS in European public administrations

Enterprise Resource Planning (ERP) 31%

Database Tool 28%

No tool 6%

Software application 35%
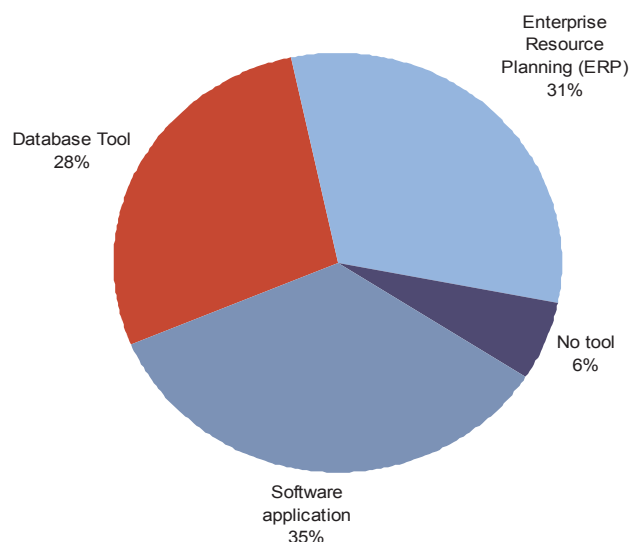
Among the ERP used, the survey respondents indicate mainly SAP, Peoplesoft and Oracle. This is not surprising since these companies are leaders on the market offering a wide range of possibilities all across the various functions of the organization.

For instance, SAP-HR is currently implemented in **Luxembourg**. Moreover, SAP system comes across as a tool used for harmonizing HR processes and facilitating administrative tasks. In **Austria**, an HR integrated technological tool is used. In the **UK**, it is up to each local department to decide which IT tools to use. Most departments are moving towards SAP or Oracle solutions. In **Ireland**, the Peoplesoft HR package is being implemented.

However, with the multiple sets of tools available on the market, it is necessary that HR departments select the most appropriate system for their specific needs. Parameters such as administration size, process complexity, work philosophy, existing systems, etc…must be closely looked at before moving to system implementations, which can be time-consuming and unmanageable.

6. Conclusion

This report has outlined some major issues surrounding the field of human resources management in Europe. It aims at helping participants to get a clear picture of current HR trends, practices and outcomes.
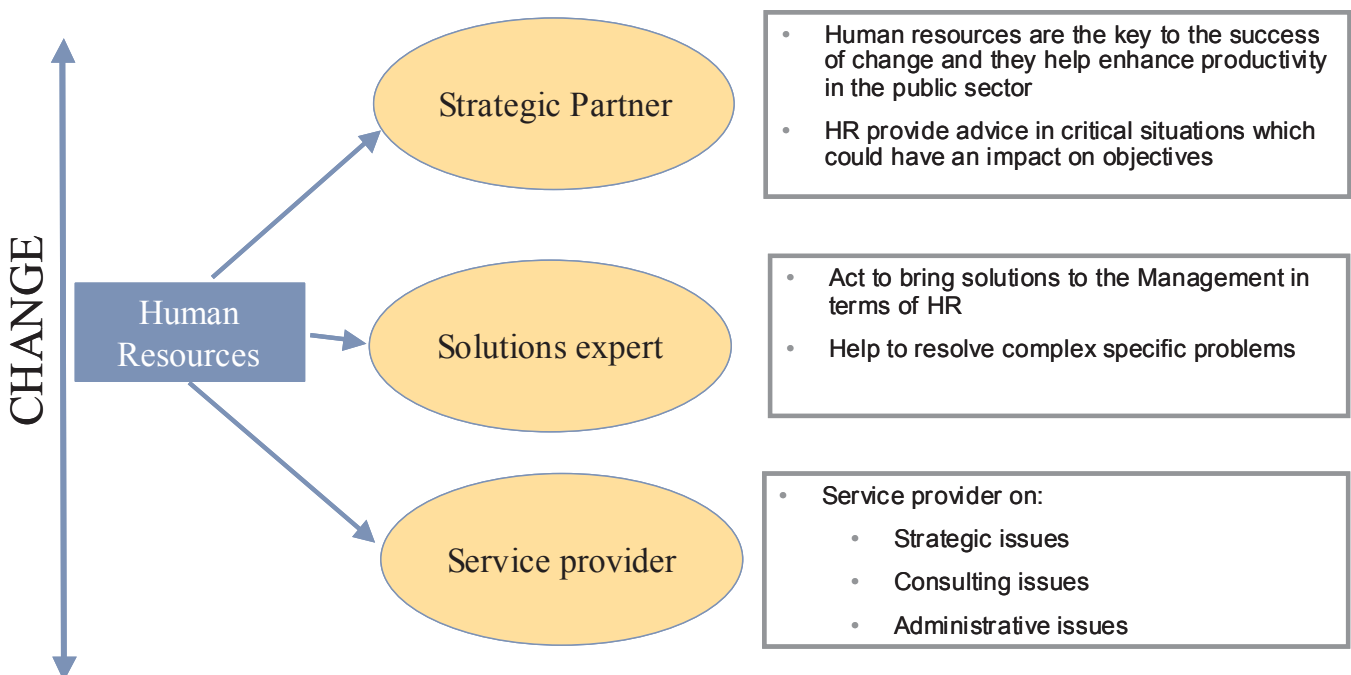
The subject of "human management strategies to support organizational changes" is vast and complex; the Luxembourg Presidency has therefore tried to approach it from a certain angle. This report does not claim to address all of the issues related to how much value people add to the public sector. Nonetheless, it is an attempt to share some findings and ideas, and give a broad view in terms of HR strategies in Europe.

The key points are:

- By implementing its strategies, HR services support organizational changes. HR actors have realized that direct organizational pay-offs are only possible if specific configurations of "people policies" are approved. Therefore, the main policies are "people" oriented towards mobility, flexibility and efficiency of civil servants.

- HR strategies are generally aligned with the governmental strategies, supporting thus the organizational changes. Yet, even if HR is an efficient support to organizational changes, it is not yet a generator of changes. Furthermore, on the level of the various local administrations (not tackled in this survey), HR strategies formulated on a central level might be distant from the actual HR processes and practices in place. In other words, HR might be in line with certain government strategies on a more "conceptual" level, yet, at a local level, these strategies are not automatically declined.

- Formalizing HR strategy and linking it to the overall government plan is done by 87% of the countries. A documented HR strategy represents the "backbone" of effective people management with mutually supporting HR policies and practices. However, it is the ability to build a strategy appropriate to local requirements and to implement it effectively that is also essential.

- The HR strategies are in practical terms translated into numerous HR projects and they do not "become a dead letter". They have furthermore a direct impact on the HR organization and the way HR is practiced like recruitment and career management.

- HR organization has been extensively decentralized in some EU member states. The main common HR organization is a mix between a central body and local administrations. It ensures more flexibility and efficiency, supporting thus the HR agenda. Yet, the extent and rapidity of delegation is different between the various EU member states because there are some differences between position-based systems and career-based systems.

- A combination of strong public sector specificities and new HR tools and methods can be seen in recruitment and career management. This reinforces the public sector diversity and ongoing evolution and modernization.

- There are recruitment difficulties on specialized and high-level expertise profiles. In order to attract and retain the right skills, more and more efficient and varied selection methods are implemented. The use of technology to streamline the hiring process is very common.

- Performance assessment and appraisals are extensively used supporting thus HR strategies like mobility and flexibility of civil servants, improving work quality or leadership development. 75% of respondents use a performance management system.

- Leadership development is a top HR strategy. In recent years, many governments have positioned leadership development as a high priority. Personal and leadership development programs enhance the individual potential of civil servants in order to help them better respond to the professional situation and consequently to deliver high quality services to the citizen.

- There is no best way to deliver HR service. Outsourcing services are however becoming more important, helping HR to improve its service delivery. Furthermore, HR information technology is today extensively used in the public sector, supporting HR services in modernizing and becoming real strategic partner.

To continue gaining a strategic positioning within the public sector, HR executives need to develop a strategic HR architecture which clearly shows employees and management *how people create value* and *how the value creation is measured*. HR actors can only become strategic partner if the administrative issues are implemented and working. HR actors have various roles to assume in an intelligent equilibrium (see picture below).

CHANGE

Human Resources

Strategic Partner
- Human resources are the key to the success of change and they help enhance productivity in the public sector
- HR provide advice in critical situations which could have an impact on objectives

Solutions expert
- Act to bring solutions to the Management in terms of HR
- Help to resolve complex specific problems

Service provider
- Service provider on:
  - Strategic issues
  - Consulting issues
  - Administrative issues

The HR function is still facing major change challenges. It can still be seen as a peripheral activity. It therefore needs to always balance its role between operation and strategy and be less influenced by generic "off the shelf" HR models, and more influenced by what civil servants and government need from a professional function to promote the highest achievable level of contribution from its people.

To conclude this report, we would like to thank all participants again for the time and efforts they spent on this survey.

7. Appendices

Supplementary graphs and tables:

Main government strategies per country size
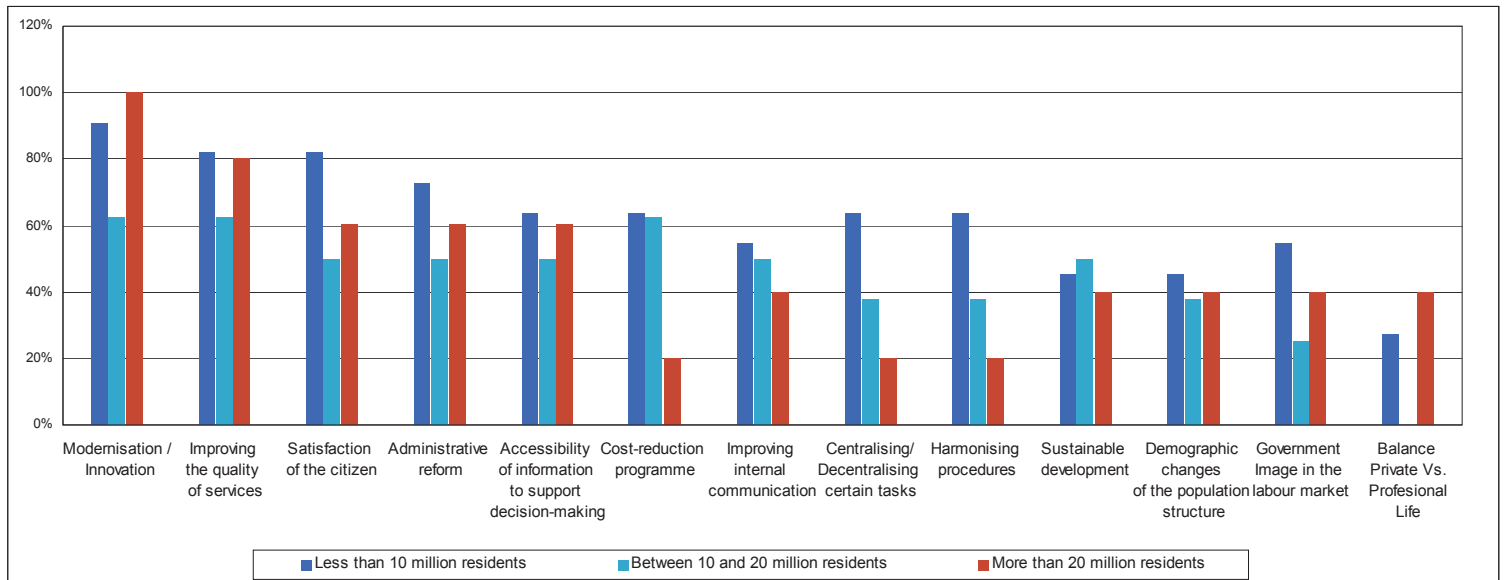
Main government strategies per HR organization
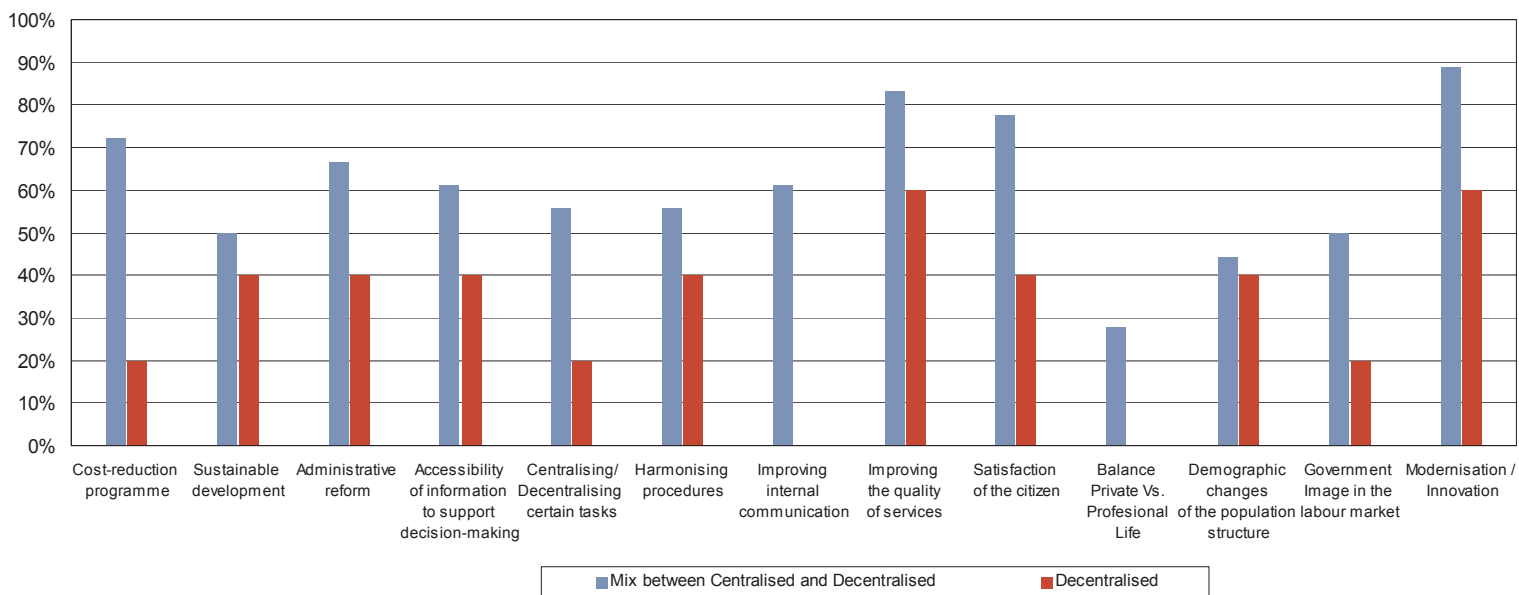
Domains that fall under the scope of HR management (relating to laws and regulations)

Domain	Percentage
Disciplinary procedures	83%
Status of civil servants	79%
Salaries and wages	79%
Working hours	75%
Training	75%
Recruitment	75%
Holidays	75%
Careers of civil servants	75%
Retirement	71%
Internal mobility	71%
Status of government employees	67%
Pensions	63%
Status of government blue-collar workers	58%
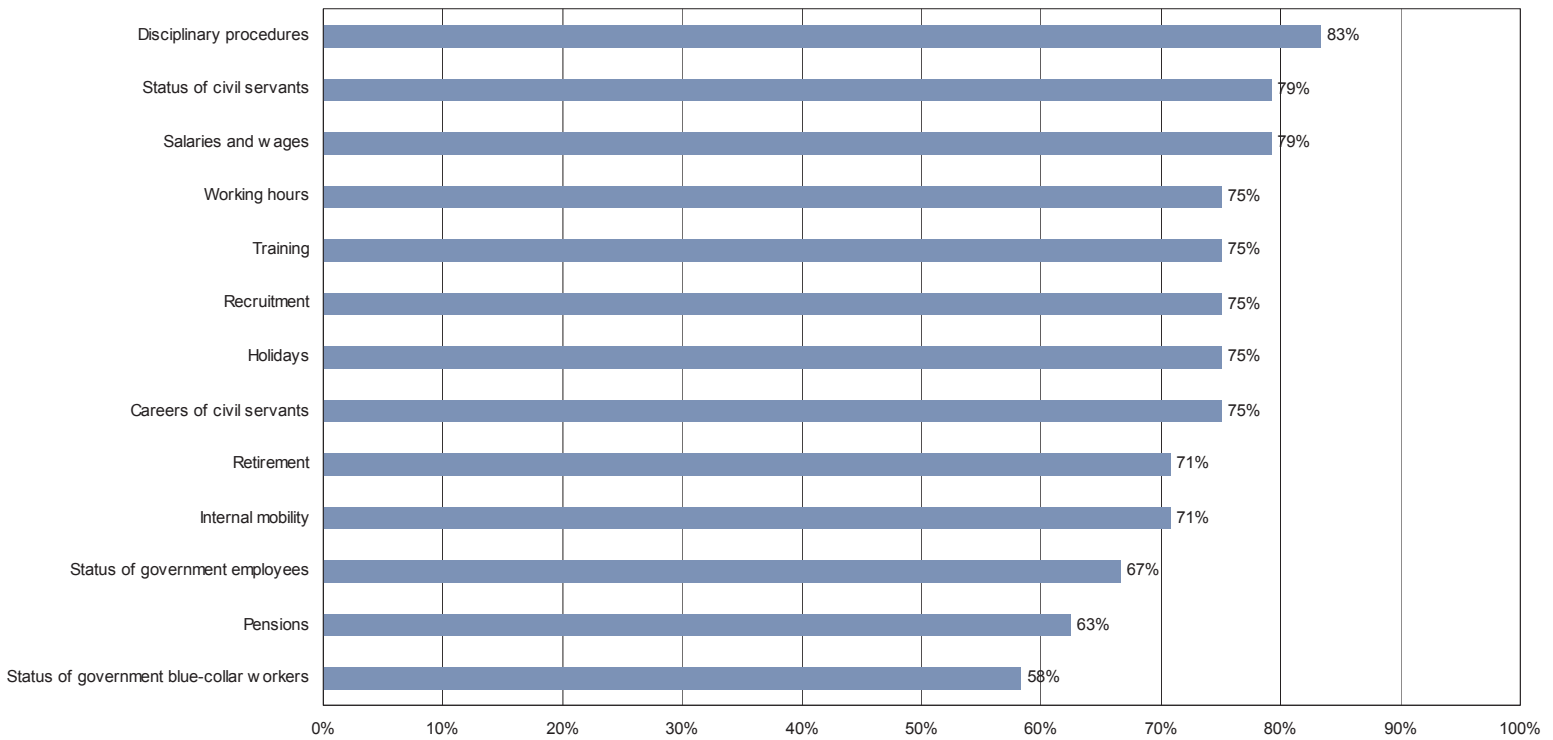
Top issues and challenges (as indicated by the respondent member states):

The top issues and challenges
Organization
Decentralisation
Competitiveness of public sector to private sector
Low productivity /competitiveness
Review of the HRM Strategy
Identifying the crucial common employer policies through a bottom-up strategy
Reform of the public sector (structural change)
E-government
Developing more flexible organization structures: Public Agencies
Adopting more flexible structures and processes in order to reduce bureaucracy
Deregulation/Decentralization/Outsourcing
Modernizing government
Carry out the transactional aspects of HR
Transforming the way to work in HR, according to the Dave Ulrich model: HR as a strategic partner building the organization; HR as a change agent, making change happen; HR as an employee champion, managing and developing talent; HR in an administrative role, getting things done better and more efficiently
Processes
Establishment of mechanisms for increasing salaries in the state administration
Introduction of centralized selection for the positions of Secretary General
Introduction of mobility within the state administration
Harmonization of employment status
Modernization of remuneration systems: Implementation of the new salary system
Making line managers and supervisors to take responsibility for the local pay setting according to the possibilities in the new pay agreement
Greater transparency in remuneration, pay more connected to performance and improvement of performance management systems
Change-Processes in HR: flexibility and improvement of the existing HR
Obtaining sufficient quality
Training program: overall capacity building of civil servants, more proactive role of training in policy implementation and in the support of change
Improvement of training system (both universities and in service training)
Government image in the labor market
Recruitment/Retention of quality staff: maintaining the ability to recruit competent personnel
Recruitment to civil service
Adopting more long-term, strategic approach in HRM in the public service, accompanied with improved coordination and implementation of common principles across the public service within the overall decentralized system of management
Reinforcing ethics and integrity in the public sector
Providing education and training that would support the flexibility and employability of the labor force and providing opportunities of lifelong learning for all
Competitiveness of national public sector to EU job market
Competency management: securing competence according to demographic change and other factors
Strengthening the possibilities to lay off competence that is out of date
Career progression based on merit
Creating and implementing competency-based and integrated Development Centre

Assessment Centre
Induction procedures
Relocation Program
Raising Performance standards (Performance Appraisal, Training, Under-Performance) Performance-based remuneration/salary system - Implementation of performance appraisal system
Regionalization of government functions
Harmonization with good administration practices/standards in the EU
Improving productivity while retaining costs
New appraisal system
Pension Reform
Reducing headcount with simultaneous quality-improvement
Leadership development
Succession planning
Common competency framework for recruitment and selection to top positions in the civil service
Professionalisation; this is not just a question of making HR services more professional, but also of how HR itself can help in making the rest of the civil service more professional
Managing the effects of moves towards greater efficiency, in line with Lisbon aims; this relates particularly to the measures under way as a result of our Efficiency Review to reduce the size of Civil Service
Ensuring that civil servants have skills needed for the future (particularly leadership)
Simplification of collective agreements
Simplification of administrative procedures
Introducing concrete measures related to sustainable development
People
Improving flexibility of civil servants
Ageing of society (solving the problems of demographic changes of the population) Extending the retirement age (also a challenge)
Improving mobility civil servants
Increasing Labor productivity
Determination the principal motivating factors for members of the Civil Service Corps, as a basis for strategic HR decision-making and planning
Decreasing sick leave rates in the government administration
Collecting support functions into service centers
More transparent and near-the-citizen Public Administrations: personalized attention
Qualification of Human Resources
Improving health at work
Exchange programme with industry and between various administrative levels
Systems
Introduction of HRM information system
Reform of top management
Technological modernization of the State's General Administration: "Conecta" Plan
New electronic personnel organisation system (EPOS)
IT-Support of all HR-processes with standard-software

Main HR projects (as indicated by the respondent member states):

Type of project	Name/Description of the project	Year
Strategic HR projects *E.g.: <u>strategic audit of the HR role</u>*	New pay systems	1998
	Initiatives regarding social responsibility	1997
	Equality/diversity (e.g. gender, ethnicity, age)	2000
	Competence Package, an agreement regarding strategic and systematic competence development in government institutions	2002
	Work environment, physical and psychological work environment	2000
	Simplification of regulation and collective agreements	2002- 2005
	New Personnel and Management Policy, vision for the state sector as a workplace	2003-2005
	Strategic audit of the HR role (training)	2001-2004
	Introducing the government personnel policy line	2001
	Reform of pay systems	Not specified
	New management strategy	Not specified
	Ethics and values project	Not specified
	HR information management project Tahiti	Not specified
	Reform of Civil Service Tenure and employment status	2003-2005
	Implementation of State Civil Service Law	2000
	Specialised civil service (police, fireguards, borderguards, state revenue service)	Not specified
	Career based CS changed to position based CS	Not specified
	General Status of Civil Servants reform	2003
	Development of the HRM model in public administrations	2003
	Realignment of Training	2002-2003
	Reducing Headcount/established posts	Ongoing
	Promotion of disabled persons	2003
	Introduction of the new occupational image "Team Assistant"	2004
	Performance appraisal, pay and career progression in the State administration	2001-2004
	Strengthening the capacity of the Institute for Public Administration and European Integration" funded by the PHARE Programme of the European Commission	2001-2002
	Decentralised topics; SES-evaluations regular action	Not specified
	The Employer Policy Investigation (check of the delegation of responsibilities for employer policies)	Not specified
	Law on the Enforcement of equality between men and women	Not specified
	Extended Career Development Programme for higher intermediate civil service	Not specified
	Reform of relations with the unions	1997
	Privatization, new negotiations for the civil service	1998
	New discipline of the assessment and control systems	1999
	Management reform	1998-2002
Operational HR projects	Training/Learning projects	2001

E.g.: review of HR procedures	Research on motivation and analysis to gain systematic knowledge on the factors of motivation of various groups	2000
	Integration of ethnic minorities	2001
	Project of Women Leaders, case study and network	2001
	Analysis of personnel management	2002
	Tools of assessment/tests regarding recruitment and management, overview of products	2002
	Guideline of procedures on dismissal, principles of good practise	2002
	Tool for management evaluation	2003
	Tools for developing personnel and management policy in State sector institutions	2003
	Programme for newly appointed managers	2003
	Programme for HR advisers	2003
	Project "Springboard" aiming to help young academics to employment in the private sector through a temporary employment with a wage subsidy	2004
	Annual award of the best personnel manager of the State	2004
	A number of tools to the development of talent and carrier planning	2004
	Investigation and case study on competence development of Clerical Employees	2004
	Simplification of collective agreements	2001
	Case study on personnel management regarding the organisation of work	2004
	Forum for Top Executive Management	2003
	Periodic evaluation of civil servants by evaluation and competition committees	2000
	Review of in-service training provided in central government organisations	2001
	Common principles for public service training and development	2001
	Creation of a central public service database	2002
	Introduction of Performance Appraisal system (PMDS)	2001-2002
	Code of Standards and Behaviour for Civil Servants	2002-2003
	Reform of Recruitment process to allow DGs/ Ministries to recruit directly	2004-2005
	Phare project "Improvement of Civil Service Management"	2003-2005
	Recruitment in Public sector	2004
	Public Administration Reform	2003
	Analysis of the administrative burdens in the HR field	2003
	Decentralisation of the operational HR administration and the relating proceedings	2002
	Implementation and ongoing improvement of a central personnel controlling system	Ongoing

	Central coordination, monitoring and financial support of the various reform-projects in the ministries (Personnel Development, Management Programmes, Balanced Scorecard in HR)	Ongoing
	Implementation of Federal Service Traineeship	2003
	Preparing for civil service reform funded by the World Bank, Japan PHRD Trust Fund	2004
	Starting networks of employers in order to facilitate exchange of staff, strategic competence planning	Not specified
	New personnel development concept	Not specified
	Improved recruitment procedure for junior and senior civil servants	Not specified
	Enhancement for team-oriented management (Dialogue 2001)	2001
HR information technology projects *E.g.: <u>implementation of an HRIS</u>*	Pre-analysis of HR information technology systems of the State, analysis of business case	2001-2003
	Tool for evaluating influence of employees	2003
	People Soft HR package	2002-2004
	Elaboration of demands for information technology system for public sector HR management and public institutions	2004
	Worlds Bank financed project	Not specified
	Implementation of an Integrated System for HR Management for government	2002 - ongoing
	Implementation of SAP-HR	2004
	PIS/ Personal Information System (pilot runs)	2004
	Choosing an appropriate HRIS tool	2004
	Telework	2004
	Implementation of an HRIS	Ongoing
	Implementation of the electronic file (EiB - Elak im Bund)	2001-2004
	Creation of HR-portal for the Ministry of Transport, Public Works and Water management	2004
	The Agency for Government Employers (SAGE) has developed and provides a new programme for Pay Analyses based on data from SAGE's database of all government employees	Not specified
	Creation of national web page (National Labour Market Board) for matching jobs with job seekers and employers with employees	Not specified
	Introduction and development of electronic signature in several procedures	2003

"Remuneration" projects	Development and consolidation of new pay systems	2000
	Guide to new pay systems	2003
	Performance-related pay/pay contracts	2000
	Evaluation of performance related pay, report and inspiration material	2001
	Performance Audit of the State Audit Office: Utilization of Payroll Funds Allocated for the Payment of Performance Wages	2002
	Benchmarking – major review & comparison of public service and private sector pay levels	2001-2002
	Civil service job classification system and remuneration system in public sector (Job Catalogue)	2004
	Worlds Bank financed project	Not specified
	Pay system agreement	2000
	Transformation the old salary system	2004
	Reform of the remuneration system of university teachers	2000
	Reform of the remuneration system of school supervisors	2000
	Employee pension fund instead of dismissal pay	2002
	Performance appraisal, pay and career progression in the state administration	2001-2004
	Flexible Pay possibilities	2000-2003
	Systems and policies improvement	Not specified
	Framework Agreement on Pay for the Government Sector including the possibility for the local social partners possibilities to conclude local agreements about setting pay in direct talks between the employee and the nearest supervisor/line manager	Not specified
	Reform of remuneration for university professors	2002
	Reform of performance related pay	2002
	Reform of annual special bonuses (holiday, Christmas)	2003
"Pension" projects	Online programme for calculation of pension for civil servants	2003
	Amendments to Public Service pension schemes – removing mandatory retirement limits for future entrants	2004
	General Status of Civil Servants reform (pensions)	2003
	Pension System Reform	2004
	Pension Reform	2001-2003
	Harmonisation of Pension systems	2004
	Pension agreement shifting pensions from being grant securing to being based on the actual fees from the individual employee	2003
	Gradual introduction of deduction of pension entitlements in case of early retirement	2000
	Reduction of increase of pension benefits	2001
	Postponement of terms of pensions for public and private employees	2004

	Implementation of an additional collective social security program, along with the obligatory public social security	2004
	Pension Scheme for State Civil Servants	2004
Other projects: *please specify*	Humans resources development plan for EU structural funds administrative institutions	2004
	Training needs assessment for improvement of capacity of administrative institutions of structural funds	Not specified
	Teleworking	Not specified
	New working time regulation	2001
	Increase of the attractiveness of unpaid leaves; Unpaid leaves and time-dependant rights	2001-2004
	Increase of voluntary discharge from public-law status	2001
	Amendment of the Federal Act on Equal Treatment	2004
	Phare project "Modernization of the central state administration"	2002-2003
	Training and Education	Not specified
	Adhoc temporary redundancy measures (57+) in the framework of downsizing Government	2004
	Making HR function more effective (Modernising People Management Programme in the Cabinet Office)	2003-2004
	Open and competitive recruitment	Not specified
	Competitive selection for top positions	Not specified
	Structured training	Not specified
	Performance appraisal	Not specified

List of interesting websites (as indicated by the respondent member states):

Topics	Country	Website address	What kind of site is it?
General information	Cyprus	www.psc.gov.cy	Public Service Commission website. It provides information on vacancies in the public service, relevant legislation, application form for employment etc.
	Cyprus	http://www.mof.gov.cy/mof/capa/cyacadem.nsf/links_gr/links_gr?opendocument	Cyprus Academy of Public Administration website. It is the main body responsible for designing and implementing training programs in the Cyprus public service. The Public Administration and Personnel Department, which is the body responsible for formulating and implementing the HR strategy and policy of the public service and the wider public sector, is now in the process of developing its own website.
	Denmark	http://www.perst.dk/1024/visArtikel.asp?artikelID=9914	State Employer's Authority's official website
	Denmark	http://www.fm.dk/1024/default_eng.asp	Ministry of Finance's official website
	Estonia	www.riigikantselei.ee/avalikteenistus	State Chancellery maintained public service information website
	Finland	http://www.vm.fi/vm/liston/page.lsp?r=2634&l=enhttp://www.vm.fi/vtml	Not specified
	Ireland	www.finance.gov.ie	Ministry of Finance website
	Ireland	http://www.bettergov.ie/	Public Service reform programme
	Ireland	www.irlgov/cpmr	Public Management and Research
	Ireland	www.irlgov/taoiseach	Prime Ministry website
	Latvia	http://www.mk.gov.lv/	Government website
	Latvia	http://www.fm.gov.lv/	Government website
	Latvia	http://www.vcp.lv/	Government website
	Latvia	http://www.lddk.lv/index.php?pid=111	NGO
	Luxembourg	www.etat.lu	State website (Luxemburg)
	Luxembourg	www.gouvernement.lu	Gouvernement website (Luxemburg)
	Luxembourg	www.fonctionpublique.public.lu	Ministry of Public Affairs and Administartive Reform (Luxemburg)
	Luxembourg	www.inap.public.lu	National Institute of Public Administartion
	Malta	www.opm.gov.mt	Prime Minister's Office - Information on Public Service
	Malta	www.mpo.gov.mt	Management and Personnel Office - Central HR Agency
	Malta	www.psc.gov.mt	Public Service Commission
	Malta	www.sdo.gov.mt/	Staff Development Organisation - Training Agency
	Slovakia	http://www.upss.sk/	Civil Service Office
	Slovakia	http://www.employment.gov.sk/	Ministry of Employment
	Slovakia	http://www.eures.sk/	The European Job Mobility portal
	Slovakia	http://www.istp.sk/	Integrated system of type positions

General information	Slovenia	http://www.gov.si/ksv/	Home site of Personnel Department of Government
	Slovenia	http://e-uprava.gov.si/e-uprava/en/portal.euprava	E-government portal
	Austria	www.bundeskanzleramt.at/publicservice	Website of the Federal Chancellery
	Austria	www.bundeskanzleramt.at/publications	Federal Chancellery
	Bulgaria	http://sadocs.government.bg/sa/	Not specified
	Netherlands	www.werkenbijdeoverheid.nl	Website providing information about public sector employers and HR-facilities
	Netherlands	www.internetspiegel.nl, www.wetten.nl	Website providing information about self assessment
	Sweden	www.arbetsgivarverket.se	Official homepage of SAGE
	Sweden	www.kkr.se	Official homepage of the National Council for Quality and Development
	Sweden	www.24-timmarsmyndigheten.se/DynPage.aspx?id=186	Homepage of the Swedish Agency for E-government
	England	http://www.civilservice.gov.uk/management_information/people_management/modernising_people_management/index.asp	Not specified
	England	http://www.civilservice.gov.uk/index.asp	Not specified
	England	http://www.civilservice.gov.uk/improving_services/delivery_and_reform/efficiency_review/index.asp	Not specified
	England	http://www.diversity-whatworks.gov.uk/	Not specified
	Germany	http://www.bund.de	Not specified
	Germany	http://www.bmi.bund.de	Not specified
	Italy	www.governo.it	Government web site (Italy)
	Italy	www.funzionepubblica.it	Civil Service Department web site
	Italy	www.gazzettaufficiale.it	Public sector job portal
	Poland	www.usc.gov.pl	Official website of Office of Civil Service with all kind of information on civil service in Poland
	Spain	http://www.administracion.es	"Citizen gateway". Contains information on legislation, procedures, telematic registers, statistics, the civil service, public employment, links (Spain)

Legislation	Denmark	**www.retsinfo.dk**	**Information on Danish legislation**
	Estonia	www.riigikantselei.ee/avalikteenistus	State Chancellery maintained public service information website
	Estonia	http://www.legaltext.ee/indexen.htm	Estonian Legal Language Centre maintained website includes Estonian (public service) legislation in English
	Finland	http://www.vm.fi/vm/liston/page.lsp?r=2634 &l=en http://www.vm.fi/vtml	Not specified
	Ireland	http://www.codpearsanra.gov.ie/	Civil Service Personnel Regulations Code
	Latvia	http://www.likumi.lv/	Government
	Luxembourg	www.legilux.lu	Public Sector Legal website (Luxemburg)
	Malta	www.justice.gov.mt	Laws of Malta
	Slovenia	http://www.gov.si/vrs/index.php?vie=cnt&gr 1=zkn	Not specified
	Austria	www.ris.bka.gv.at	Legal Information System (Rechtsinformationssystem) run by the Federal Chancellery
	Bulgaria	http://sadocs.government.bg/sa/	Not specified
	Netherlands	www.juridisch.nl	It provides laws and jurisprudence.
	Netherlands	www.rechtspraak.nl	Not specified
	Netherlands	www.cbpweb.nl	Not specified
	Netherlands	http://www.integriteitoverheid.nl/	Integrity
	Portugal	n,kmm	Not specified
	Sweden	http://www.lagrummet.se/index.htm?pages/l ogo.htm&0	Webpage in Swedish with all kinds of legal documentation
	Sweden	http://www.riksdagen.se/english/work/docu ments.asp	Webpage of the Swedish Parliament
	Italy	www.gazzettaufficiale.it	Official journal
	Spain	https://www.administracion.es	Not specified

Statistical data	Denmark	www.oes.dk	Data only available in Danish
	Estonia	www.riigikantselei.ee/avalikteenistus	State Chancellery maintained public service information website
	Estonia	www.stat.ee	Statistical Office of Estonia website (also in English)
	Finland	http://www.vm.fi/vm/liston/page.lsp?r=2634 &l=en http://www.vm.fi/vtml	Not specified
	Latvia	http://www.csb.lv/	government
	Luxembourg	www.statistiques.public.lu	Portail des statistiques
	Luxembourg	www.fonctionpublique.public.lu	Ministère de la Fonction Publique et de la Réforme Administrative
	Malta	www.nso2.gov.mt/	National Statistics Office
	Slovakia	http://www.statistics.sk/	Statistical Office Slovak Republik
	Slovenia	http://www.gov.si/ksv	home site of Personnel Department of tge Government
	Slovenia	http://www.stat.si/eng/index.asp	Not specified
	Austria	www.statistik.gv.at	Statistics Austria
	Austria	http://www.bundeskanzleramt.at/docs/2005/ 3/8/Personaljahrbuch2003.pdf	Personnel Yearbook of the Federation 2003 (in German)
	Bulgaria	http://www1.government.bg/ras/	Register of administrative structures
	Netherlands	www.cbs.nl	Not specified
	England	http://www.civilservice.gov.uk/management _information/statistical_information/statistics /	Not specified
	Italy	www.istat.it	Statistical resources website
	Italy	www.contoannuale.tesoro.it	Statistical resources website
	Spain	https://www.ine.es	National Statistic Institute
	Spain	https://www.administracion.es	Not specified

Others	Denmark	http://www.moderniseringsprogram.dk/visArtikel.asp?artikelID=4965	Modernising Danish Government
	Denmark	www.e.gov.dk	Project of E-government
	Denmark	www.integration-i-staten.dk	The State Employer's Authority website etnical opportunity
	Finland	http://www.stat.fi/index_en.htmlhttp://www.valtiokonttori.fi/nc/viewarticle.asp?language=EN	Not specified
	Ireland	http://www.publicjobs.ie	Public Appointments Service – main recruitment portal for the public service
	Luxembourg	www.education.lu	Education
	Luxembourg	www.lifelong-learning	Formation professionnelle continue
	Malta	www.gov.mt	Government of Malta portal for services and information
	Slovakia	http://www.foreign.gov.sk/	Ministry of Foregn Affairs
	Slovakia	http://www.euroinfo.gov.sk/	EU Membership portal
	Slovakia	http://www.government.gov.sk/	SR Government Office
	Slovenia	http://www.gov.si/vrs/index.php?lng=eng	government sites
	Austria	www.bundeskanzleramt.at/job-boerse	Career Network run by the Federal Chancellery (Vacancies are published on this site)
	Austria	www.bundeskanzleramt.at/eu-jobs	EU-Job Information run by the Federal Chancellery
	Italy	www.italia.gov.it	General information
	Italy	www.welfare.gov.it	Ministry of Labour
	Italy	www.italialavoro.it	General information about jobs
	Italy	www.sspa.it	Training institute for the public admin.
	Spain	https://www.map.es	Ministry for Public Administrations website