



Ministry of the Interior and
Kingdom Relations

Top Public Managers in Europe

Management and Employment in Central Public Administrations



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Foreword

Dear Ladies and Gentlemen,

We are pleased to introduce the comparative study on Top Public Managers in Europe. The study shows that the globalised world demands new and different public leadership, especially as top public managers have a crucial role in bringing forward and implementing reforms in the public administration. Issues that public administrations deal with have become more global and complex, and interconnected with networks and participative society, as well as other policy areas and sectors. Therefore, different qualities in top managers and in their recruitment, selection, employment and development are required.

This comparative European study shows the use of different approaches towards management, selection and employment, training and development, mobility and working conditions of top public managers across the EU Member States and in the European Commission. By learning each other's approaches, we can improve our own policies and ways of working.

The *Top Public Managers in Europe* is an update of the study *Top Public Managers in Europe: Management and Working Conditions of the Senior Civil Servants in the European Union Member States*, which was written during the French EU presidency of EUPAN in 2008. We had the pleasure of providing the opportunity for this new and updated study during the Dutch EU Presidency of EUPAN in 2016. The study was written by two employees from our Directorate General, Herma Kuperus and Anita Rode. EUPAN is a European Union Public Administration Network for EU Member States and the European Commission to share and exchange ideas and approaches in order to improve the performance of public administrations.

Being top public managers ourselves, we know all about the challenges facing public administrations today – from the impact of the economic crisis and unemployment rates to global environmental and security threats and rapid IT developments. As we are in charge of designing and implementing policies for all central public administration employees in the Netherlands, we greatly appreciate the latest findings and trends in the recruitment and employment of top public managers in the European Member States.

We highly recommend this report. It provides excellent insight into how Top Public Management is organised and how it is developing in central public administrations in the European Member States and the European Commission. We hope that it will be used to learn from common trends and approaches and to apply each other's methods to improve our top public managers and public administrations.

Simone Roos

The Director-General for Public Administration

Bram de Klerck

The Director-General, Office for the Senior Civil Service

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Key

- BE: Belgium
- BG: Bulgaria
- CZ: The Czech Republic
- DK: Denmark
- DE: Germany
- EE: Estonia
- IE: Ireland
- EL: Greece
- ES: Spain
- FR: France
- HRV: Croatia
- IT: Italy
- CY: Cyprus
- LV: Latvia
- LT: Lithuania
- LU: Luxembourg
- HU: Hungary
- MT: Malta
- NL: The Netherlands
- AT: Austria
- PL: Poland
- PT: Portugal
- RO: Romania
- SI: Slovenia
- SK: Slovakia
- FI: Finland
- SE: Sweden
- UK: The United Kingdom

- EC: The European Commission

Introduction

Now more than ever, worldwide developments have an impact on society and the political agenda in each country. With the economic crisis, high unemployment rates, migrant issues, environmental and security challenges across Europe and the wider world, the role and responsibilities of public administrations are also changing. This globalised world demands new and different public leadership. Public management is a uniting force between developments in society, political governance and the civil service.

This study focuses on the Top Public Managers (TPM) in Europe, exploring how their role and characteristics are changing together with the global challenges over the last seven years since the original study was published in 2008. TPM have a crucial role in bringing forward and implementing reforms in public administration. Issues that public administrations deal with have become more global and complex, and interconnected with other policy areas and sectors. Therefore, different qualities in top managers are required. Also, Top Public Management is the interface between politicians and public administration, and they protect the ethos of politically neutral public administration. Therefore their capacity and skills are increasingly important in leading national public administrations towards better services for their citizens.

“Modern civil service has its roots in merit values requiring civil servants to be recruited, selected, supervised, promoted and dismissed on the basis of merit by that assuring professionalism, impartiality of public authority, and civil service independence from political processes. Merit principles form a basis of contemporary civil service systems with the aim to enhance integrity, performance, transparency and good governance, opposed to patronage, favouritism, politicization, and corruption. Merit principles – which include such axioms as appointment based on qualifications and competence, non-discrimination in all aspects of employment, and due process for termination – are enduring and hard to dispute.” (Randma-Liiv, 2016)

According to Tiina Randma-Liiv (2016), however, there is a challenge today in how to operationalise the merit civil service systems under contemporary circumstances that require more flexibility and adaptability to change from the civil service, compared to decades ago when the foundations of meritocratic civil service systems were established.

This implies that civil service reforms entail the need for a variety of trade-offs between employment security and flexibility, where an optimal balance should be sought. These trade-offs regarding merit values include the following:

- *Employment security vs. performance*: finding a proper balance between employment security and holding civil servants accountable
- *Transparency vs. managerial autonomy*: ensuring transparency of recruitment, promotion and dismissal, especially when managerial autonomy is increased
- *Employment security vs. merit recruitment*: when reducing employment security, even more attention should be paid to guaranteeing the presence of merit principles in recruitment and promotion in order to reduce the opportunities for arbitrary action and political intervention
- *Motivation of civil servants vs. employment security*: introducing supplementary ways of motivating civil servants in case employment security is reduced (Randma-Liiv, 2016).

Top public managers are expected to lead their organisations in this way, but are also role models for a merit-based organisation and HR policy. Therefore, the way the top managers themselves are treated is very important for guaranteeing high quality public administration and civil servants/employees. They are accountable for ‘good governance’, permanent modernisation and improvement of the public administration and implementation of the government’s reform policies.

National contexts and history, diversity in systems and levels of democracy, freedom of the press, economic growth and social welfare, integrity and trust, as well as professionalism of the civil service, including the top managers, have an impact on the performance of public administrations in Europe. There is no uniform solution for the challenges ahead. But strong top management is needed everywhere and Member States can learn from each other to further improve their own system for top management. This starts with knowing each other’s approach, to which this comparative European study seeks to contribute.

DEFINITIONS

Due to still existing confusion with the term ‘Senior Civil Service’, which was used in the original report (2008)¹, it is replaced in this study with the term ‘Top Public Management/Managers’ (TPM). The word ‘senior’ in Senior Civil Servant was still occasionally understood as referring to the individual’s age and seniority. TPM seems to be a more commonly understood and used term by Member States when referring to the top management group in their civil service systems. The term ‘top public management/

¹ Kuperus, H. and Rode, A., Top Public Managers in Europe: Management and working conditions of the Senior Civil Servants in the European Union Member States. Study commissioned by the French EU presidency. EIPA: Maastricht, December 2008.

managers' also immediately indicates that the topic of discussion refers to managers at the top of the organisation, and in this case 'public' refers to the central public administration sector.

Top Public Managers/Management: The definition of TPM remains the same as in the original report, defining TPM as a system of personnel for high and top level management positions in the Central Civil Service:

“Top Public Management is a system of personnel for high and top level management positions in the national civil service, formally or informally recognised by an authority, or through a common understanding of the organisation of such a group. It is a framework of career-related development providing people to be competitively appointed to functions that cover policy advice, operational delivery or corporate service delivery.”

Central Civil Service/Central Public Administration: the study will focus on the central level of Public Administration, meaning ministries and agencies.

Information in the study is based on Member States' answers to the fact sheets and questionnaire sent by the authors².

The separate management summary is available on www.eupan.eu

² As regards Poland, this study relates to the legal status prior to the amendment of the Civil Service Law, which came into force at the end of January 2016.

³ This includes supervisory bodies or inspectorates and operational management (IT, HR, facilities etc).

1

Main concepts

1.1 Civil service employment systems in Europe

Traditionally, there are two types of civil service employment systems: career-based and position-based. In a career-based system a group of candidates is recruited by competition or examination for a career in the civil service. Promotion is steered and based on the number of years working in the civil service and mandatory training. Salary grades are more related to a person and years of service and less to specific positions. High-level positions are only filled by internal career civil servants. This differs from position-based systems, where an open competition for all qualified (internal and external) applicants is organised for each vacancy and is based on required competences for the specific position. Promotion is dependent on the existence of a vacancy and the result of a competitive recruitment procedure, based on merit. Salary grades are mainly related to a specific position and not to an individual person. Career planning is difficult in this system as a guarantee of promotion to a higher level position or salary grade cannot be given. Training and development is mainly related to individual needs and not mandatory.

With time, in order to improve the performance of the civil service, the elements from both systems are being interchanged in Member States, creating a hybrid civil service system. In addition, the study results showed that a political hybrid model exists for some TPM positions in a few countries. In this case, a country has a career-based recruitment system, with an exceptional political appointment for specific (highest) TPM levels/positions, which can be chosen from internal or external candidates but is not done through a merit-based recruitment procedure but rather by a political appointment.

Similar to the case in 2008, a table placing Member States in a relevant employment system, separately for civil servants in general and top public managers, was created. Thanks to the extra information on the elements of civil service systems in the Member States in 2015, a hybrid system is more clearly defined. The new table shows five types of employment systems: 1) mainly career-based systems, 2) career hybrids: career systems with some elements from the position-based system, 3) real hybrids, where elements from both systems are truly mixed in equal proportions, 4) position hybrids: position-based systems with some elements from a career system, and 5) mainly position-based systems. Within the real hybrid system (No. 3), a typical concept of 'political hybrids' was developed, which focuses specifically on the highest-level top managers who are politically appointed by their minister.

For purposes of comparison, the layout of the tables on recruitment systems in 2008 was changed to resemble that in 2015.

Table 1: Civil Service Employment systems in Europe for civil servants in general (2008 and 2015)

	Mainly career-based (No.1)	Career-based + position elements (No.2)	Real hybrid (No.3)	Position-based + career elements (No.4)	Mainly position-based (No.5)
Civil servants in general (2008)	BE DE IE EL ES FR CY HU LU AT PT RO EC (13 MS)		BG IT LV LT MT PL SI SK (8 MS)		CZ DK EE NL FI SE UK (7 MS)
Civil servants in general (2015)	DE IE EL ES FR CY LU EC (8 MS)	BE IT HU PT RO (5 MS)	HRV MT (2 MS)	BG DK LT AT FI PL> SI> (7 MS)	CZ EE LV NL SK SE UK (7 MS)

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

The simple distinction between career-based, hybrid and position-based systems is generally not appropriate anymore. Purely career-based systems no longer exist in the EU Member States. For **general civil servants (CS)**, several countries still have a largely career-based system, but most of the original career-based systems (from 2008) have included several elements of the position-based system. On the other hand, a similar number of Member States have a largely position-based system for general CS, but have also included some elements of the career system. Only two Member States can be said to have a proper hybrid system with a 50/50 mixture of elements from career- and position-based systems (MT, HRV).

In comparison to the situation in 2008, the group of countries with some sort of mixture of systems ('hybrids') has grown. Hungary, Italy, Greece, Portugal and Belgium adopted some elements of the position-based system in their career systems. Bulgaria, Lithuania and Slovenia moved towards a more position-based system while still keeping some elements of the career-based system. From 2008 on, Denmark and Finland have added several elements of the career-based system to their original position-based civil service systems. Latvia and Slovakia moved from a hybrid system to a mainly position-based system.

For the **General Civil Service**, the countries with largely career-based systems (No. 1) and the first three Member States from the group of countries with a career system plus some position elements (No. 2) (RO, HU, IT) still use a career-based system for entry recruitment, with a focus on educational credentials and with entry examination at the lowest level. Promotion is mainly based on a system of grades attached to the individual rather than to a specific position, and on defined career paths with mandatory trainings, related to the number of years in a position. People are often placed in positions at the will of the organisation and there are limited possibilities to enter the civil service in mid-career. Work experience outside the civil service is not (highly) relevant but possible in some cases.

In countries with a largely position-based system (No. 5) and a position-based system plus some career elements (No. 4), civil servants are mainly recruited on the basis of the candidate's knowledge, and entry in the civil service is possible at any stage of one's career. Career development is based on the availability of open positions with internal and external recruitment. Training is based on individual needs rather than a mandatory training plan to reach the next career step. All work experience is relevant. In several countries with a position-based system plus some career elements (No. 4) (BG, DK, LT, SI, FI), the initial entry into the Civil Service is partly based on education credentials. In Denmark, Finland, Slovenia and Poland, more steering on career development takes place. These elements are more like those in career-based systems.

The picture for **top public managers** (see Table 2) has changed even more drastically since 2008. All Member States that previously had a career-based and/or hybrid system have adopted some elements of the position-based system. There is no longer a strict career-based system for top public managers in the EU Member States and the European Commission. Most of the countries with a hybrid system for TPM in 2008 now have a position-based system for their top managers. It is rather clear that the predicted tendencies of 2008 to have Member States' TPM systems move towards a position-based system have taken place to a larger degree and faster than expected.

For **top public managers** in the countries with a career-based system plus position elements (No. 2) the initial entry is still based on education credentials rather than position-related competences; experience is also important in selecting candidates and they tend to promote collective values upon entry in specific subgroups of the civil service ('corps') rather than cross-organisational values. Some elements of the position-based system are introduced, mainly for career development; at the same time, there is still steered placement towards positions. Also, more possibilities are being introduced for entering the top management positions from outside of the civil service (position-based element).

Table 2: Civil service employment systems in Europe for top public managers (2008 and 2015)

	Mainly career-based (No.1)	Career-based + position elements (No.2)	Real hybrid (No.3)	Position-based + career elements (No.4)	Mainly position-based (No.5)
Top Public Managers (2008)	DE EL FR LU EC BE>> AT>> PT>> IE> ES> RO>		BG LV SI SK LT> IT> MT> <PL -->CY -->HU		CZ DK EE FI SE UK <NL
	(11 MS)		(10 MS)		(7 MS)
Top Public Managers (2015)	DE>	LU RO EC EL>	ES FR <HU All 3 are political hybrids!*	BE BG HRV IT LT MT SI	CZ EE IE CY LV AT PL PT SK FI SE UK <DK <NL
	(1 MS)	(4 MS)	(3 MS)	(7 MS)	(14 MS)

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

* TPM systems in these three countries can be called political hybrids. They have a mainly career-based civil service system (also for TPM at lower levels), but on the highest level(s) political appointments of candidates that are chosen internally or externally are made. These appointments are not done through a merit-based recruitment procedure but through a political appointment.

Member States with a position-based system plus some career elements (No. 4) often broaden the channels for career development towards a position-based system by introducing recruitment for a specific position, from internal and external backgrounds, and by focusing training on individual needs rather than having mandatory trainings. At the same time, these countries with a position-based system plus some career elements continue to place importance on education credentials and 'corps' values, which are career-based system elements.

Denmark and Portugal, which are listed as having largely position-based systems (No. 5) for TPM, also have more defined career pathways, mandatory training (only in Portugal) and a system of grades attached to individual levels rather than to a specific position, which are career-based system elements.

To summarise, it can be said that the need for changing CS systems and conditions has been greater for top managers' positions than for general CS. The trend is clearly towards a more position-based system or elements of position-based systems in (traditionally) career-based systems. The main reason behind this trend is the necessity:

- to recruit top managers also from outside the civil service or from other organisations within the public service; and
- to recruit based on relevant competencies and experience for a specific position or group of positions rather than on education credentials alone.

This is due to permanent and fast changes and reforms taking place in public administrations, where top managers are required to have new and different competencies and broader experience. A long career within the traditional career system does not provide the necessary competencies quickly enough to implement such reforms. On the other hand, traditional position-based systems face the problem of lack of career-development opportunities for their workforce. This could be overcome by encouraging cross-organisational mobility for TPM. The lack of collective values to promote cross-organisational mobility and limited career possibilities are the main reasons why many EU countries have adopted a hybrid system or have added career-based system elements to their largely position-based system.

To conclude, for the general civil service, the number of Member States using one of the two main civil service systems are still in balance in Europe. For top managers, the majority tends to be moving to a 'new' system, which is mainly position-based but has some elements of the career-based system. If the convergence trend observed so far in the recruitment and development systems of Member States continues in the future, it could become much easier to exchange civil servants within Europe, between Member States and potentially with the European Commission, if wishes so, starting with the top managers.

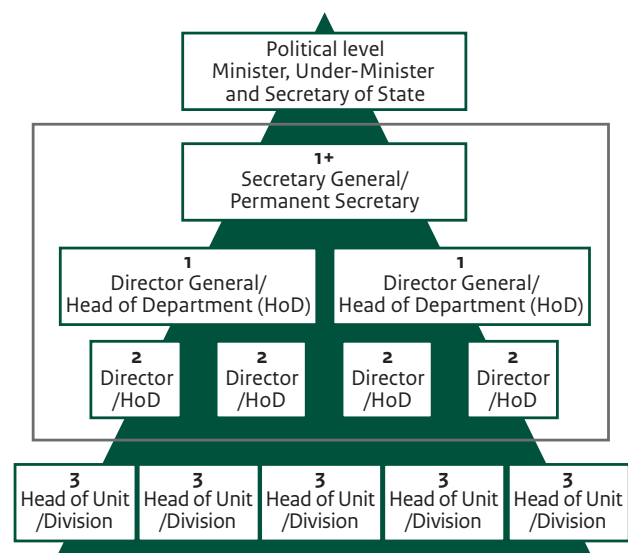
1.2 TPM status and levels

- Scope of the TPM

In the original study on Top Public Management (2008), TPM functional titles were distributed across the five functional levels that were most common in the Member States. Due to translation from other languages and the wide variety of public administration organisational structures in the EU, it was occasionally still unclear whether Level 1+ was part of the civil service or the elected political level. To avoid any misunderstandings, it is emphasised again that this study will not focus on the political roles in the Central Civil Service, and further definitions and distinctions are made between the political (elected) top person(s) in the ministry and the top public managers, who can be politically appointed but not elected.

The term 'State Secretary' will be used for an elected politician who oversees the work of the ministry and TPM, and the term 'Secretary General' or 'Permanent Secretary' will be used for a top civil servant who is carefully and transparently selected for this position and can be appointed by a political figure for a certain period of time upon conclusion of a selection procedure. In the study, TPM functions were accordingly divided across the following functional levels and with the following functional titles as shown in the graph below. Levels 1 and 2 are seen as the core levels of the TPM.

Graph 1: TPM functional levels and titles



Some definitions from the Cambridge and Oxford English dictionaries are given below in regard to some of the main functional titles of TPM.

- State Secretary / Secretary of State

In the United Kingdom, a Secretary of State is a cabinet minister in charge of a government department. The Secretary of State has an overall responsibility for the work of that particular department. Secretaries of State change with a change of government, and their positions are seen as political posts. In this study therefore the term Secretary of State or State Secretary will refer to political top government positions, where the person in this position is elected or appointed on the basis of political affiliation and leaves the position when the government changes.

- Permanent Secretary

In the British government, Permanent Secretaries are the most senior civil servants of government departments, who generally hold their position for a number of years at a ministry as distinct from the changing political Secretaries of State to whom they report and provide advice. The permanent secretary is the 'accounting officer' for his or her department, reporting to Parliament. In Germany, the equivalent office is called Staatssekretär (state secretary).

- *Secretary General and Director General*

Oxford dictionaries define Secretary General as a title given to the principal administrator of some organisations. In Ireland, for example, the non-political civil service head is titled Secretary General. In Italy the highest Civil Service official in a ministry or department is either a Secretary General or a Head of Department. Namely, the Head of Department is the highest administrative authority in the department and interacts with the political level (represented by the minister or the undersecretary of state).

In every Member State the functional titles of top managers and the amount of functional levels for top management positions differ. Sometimes the same names of functions apply to different levels of top managers. In general, political positions are not part of the TPM, except in DE and HU⁴. Top managers on level 1+ can be (partly) politically appointed by hand picking. Often they are appointed officially by the government or a minister; however, that alone does not imply that candidates are politically appointed, as governmental approval is only a formality. In the table below and in the study, the political level was excluded from the TPM levels, as not being in the scope of this research.

The overview below shows that in 2015 all Member States, except LT, had a group of functions defined as belonging to TPM. This is a bit more than in 2008. But the chosen combination of TPM functional levels still differs a lot. Nearly all, 27 MS, include Directors General (level 1) and most of them include Secretaries General and Permanent Secretaries (level 1+) (23 MS) and/or Directors or Deputy Directors (level 2) (22 MS). Only 10 MS also include heads of units/divisions (level 3) in TPM. Compared to 2008, level 1+ and 1 are now included more often and the range is getting smaller, showing more convergence in Europe. Mainly Directors and higher positions are considered to be top public managers.

In most of the Member States, level 3 and below are not part of top management, but middle management. Although countries that include level 3 positions in their TPM group are shown in the table below, they are not further analysed in the study, as middle management positions were not in the scope of the study.

Table 3: Diagram of TPM functional level

							In total 2015	In total 2008
Level 1+	9 MS	8 MS	5 MS	1 MS			23	20
Level 1					1 MS	4 MS	27	25
Level 2							22	22
Level 3							10	11
2015	9 MS	8 MS	5 MS	1 MS	1 MS	4 MS	28 MS	
2008	7 MS	10 MS	3 MS	1 MS	3 MS	1 MS	26 MS	

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe, 2016*

* LT has not defined TPM, but refer to categories' 18-20 civil servants, where 20 is the highest civil service category. LT is not included in the table.

** DE and HU: political level (Minister/Secretary of State) is also part of TPM, but not part of this study; research definition.

*** In CZ there was also identified level 1++ (Deputy Minister for the Civil Service) who is the highest apolitical TPM.

- **Typology of TPM organisational models**

As in 2008, the Member States are grouped into five TPM models. The five models are explained below.

No. 1 – Centralised TPM organisation: this model suggests that top public managers (TPM) are formally defined in a national piece of law or regulation as a separate and special group of civil servants. Furthermore, this particular group is managed by a central office created for the support and administration of senior civil servants. Such an office provides a support service for TPM and it administers the recruitment, management, remuneration, evaluation and promotion of the TPM. In this model special conditions apply to TPM which distinguish them from other civil servants.

No. 2 – Formalised TPM status with special conditions: this model suggests that TPM are formally defined in a national piece of law or regulation as a separate and special group of civil servants, however, there is no central office administering and supporting top public managers. TPM are usually administered by the same office(s) as that which administers the civil service in general. Furthermore, this model implies the existence of special conditions for TPM which distinguish them from other civil servants.

⁴ TPM on a political level were excluded from the table No. 3.

No. 3 – Formalised TPM status without special conditions:

this model implies that TPM are formally referred to in a national piece of law or regulation as a separate and special group of civil servants. However, they do not enjoy any special conditions in comparison to the general civil service. The only difference between TPM and other civil servants is their status.

No. 4 – Recognised TPM group with special conditions:

this model suggests that top public managers are not formally defined in any piece of national law or regulation, but that high-level civil servants' positions are considered exceptional and have a special social status. This particular group also enjoys special conditions in relation to their recruitment, appointment, support and benefits.

No. 5 – No special TPM recognition or organisation: this model suggests that TPM are not formally defined in any piece of national law or regulation, and also do not receive any special support or enjoy special conditions in comparison to other civil servants. This means that TPM positions are considered as an equal part of the general civil service and the same conditions and benefits must therefore apply as for the general civil service.

Furthermore, the following are considered special conditions for TPM:

- A different recruitment procedure from the general civil service
- The need to sit a special exam or undertake special training before entering the senior civil service
- A different employment system for the TPM, as opposed to the general civil service (career-based or position-based)
- A difference in the period of appointment for TPM in comparison with the general civil service (permanent or limited-term appointment)
- Special support for top public managers (e.g. a special committee dealing with the TPM, special mobility or training programmes for TPM only etc.)
- Special benefits and advancements in the form of payment, working times etc. for TPM

If one or more conditions apply to a Member State, it is considered to have special TPM conditions.

On the basis of these model descriptions, similar to 2008, Member States were plotted in the table below showing to which model Member States belonged in 2015. See the tables for 2008 and 2015 below.

Table 4: Grouping of Member States by typology of TPM models in 2008

	Formal SCS status	No formal SCS status
Special conditions for SCS	No. 1 With central SCS office: NL, UK	AT, DE, EL, ES, FR, LU, IE, DK, FI, SE, SI, EE, LV, SK
	BE, IT, MT, PL, PT, RO	
No special conditions for SCS	BG, CY, EC	CZ, HU, LT
	No. 2	
	No. 3	No. 5

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe: Management and working conditions of the senior civil servants in the European Union Member States, 2008*

Table 5: Grouping of Member States by typology of TPM models in 2015

	Formal TPM status	No formal TPM status
Special conditions for TPM	No. 1 With central TPM office: EE, NL, UK	DK, DE*, ES, FR** (level 2), SL, CY, LV, LT, HU*, AT, SK*, SE, EC
	BE, CZ, IE, FR** (level 1), IT, LU, MT, PL, PT, RO, FI	
No special conditions for TPM	BG	HRV
	No. 2	
	No. 3	No. 5

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe, 2016*

* In a number of countries the selection of the highest level TPM differs from the rest of the civil servants (including other TPM levels) in a way that these few TPM are politically appointed without a regular selection procedure. As it is the case only for a very few positions/members of TPM, these countries are indicated with a *, but further on it is not considered to differ in special conditions for TPM and general civil servants.

** In France there is a clear division of two groups of TPM that differ in the way of recruitment. Level 1 and level 2 have fundamentally different procedures for selecting TPM. In the general overview, France will be counted towards model 4, in order not to be counted twice.

From the table for 2015, it can be seen that there are three countries in model No. 1, which is one Member State more than in 2008. The role of a specific TPM office differs per country, but its main goal is to create a public administration-wide top public managers' network with similar values, competences and skills. Such an office provides support services to TPM and it administers the recruitment, management, remuneration, evaluation and promotion of the TPM.

The TPM organisation in **the Netherlands** is the most centralized. The central office for TPM – 'The Office for the Senior Civil Service' (ABD = Bureau ABD) – facilitates and monitors the whole recruitment process, and has developed detailed procedures for recruitment and selection, including the involvement of specific persons or organisations in several steps of the procedures. The Dutch Office for the SCS also invests in TPM training, development and mobility. It also acts as the delegated formal employer of the SGs and DGs and some equivalent positions (level 1+and 1).

In the **United Kingdom**, similar to 2008, top 200 are the Senior Civil Service, which have specific rules (and conditions) for their recruitment, contracts of employment and performance assessments. The Cabinet Office provides coordination and guidelines to the individual departments that employ these Top Public Managers⁵. Departments and agencies may determine which posts are included in the Senior Civil Service, and they hold the responsibility for management of TPM. However, some terms and conditions are determined centrally: the Cabinet Office assists departments and agencies in developing expertise and promoting cohesion across the Senior Civil Service, through a common broad management framework and by encouraging mobility between departments and agencies. (Cabinet Office of the UK, 2015)

The new Member State in this model is **Estonia**. The Top Civil Service Excellence Centre of the Government Office (TCSEC) is responsible for organising the recruitment and selection of TPM, organising the work of the selection board of TPM and the performance assessment of TPM. It also advises top executives on their self-development, organises relevant training and development activities, and maintains records on candidates for top civil service. The formal goals for setting up such an independent unit were not explicitly formulated in any governmental document, but the underlying arguments for the establishment of the TCSEC at the Government Office were the following: 1) the need to have close proximity to the strategic policy-making level – the secretary of state, the Strategy Bureau and the EU Secretariat (all located at the Government Office) and 2) a neutral and central position vis-à-vis all the ministries.

It can be summarised that in all three countries with a central TPM office the focus is on creating a group of top executives with similar core values and the right competences, and the central office's main role is to support the recruitment, assessment, training and development of these TPM to ensure a certain standard for this group of civil servants.

In model No. 1, TPM are seen as a group of civil servants who have the same core values for the public administration, and not just the particular ministry/institution where they work. Generally, there are several Member States that have centralised the recruitment and selection of (highest-level) TPM through a centralised selection commission (e.g. IE, DK), but other aspects of TPM employment remain decentralised in the ministries. These countries are part of model No. 2, as these recruitment and selection procedures separate the TPM group from other civil servants.

⁵ Senior Civil Service consists of Top 200 posts, defined as SCS Pay-Band 3 and above. For appointments to the Top 200, departments and agencies must follow the Top 200 protocols published by the Cabinet Office. Some departments, however, have not yet onboarded the Executive Recruitment service offering in CSR conduct and are responsible for their own recruitment of TPM.

In 2015, 14 Member States have a formal status and special conditions for their TPM and therefore model No. 1 or No. 2. The next biggest group is Member States that do not have a formal status for TPM, but have some special conditions for them. This model No. 4 is represented in 13 countries⁶. *In comparison with 2008*, seven MS (CZ, EE, IE, EL, FR (level 1), LU, FI) that didn't have a formal status for TPM introduced such a status for their TPM by 2015⁷. Since 2014, the Czech Republic has introduced both a formal status and special conditions for top public managers, and is placed in model No. 2.

By 2015, three out of five Member States that did not have special conditions for TPM in 2008 changed this by moving to model No. 4. Now TPM have some special conditions in their recruitment and selection procedures, training etc. New Member State Croatia belongs to model No. 5, where no special conditions apply for TPM.

In a large number of Member States (14), the TPM status is formalised, often in a specific act or regulations, sometimes in specific procedures. In 13 Member States TPM have no formal status, but they consider certain positions as top management. See table below on the typology of TPM models.

Table 6: The main trends in MS movement in the TPM typology models 2008 – 2015

	Formal TPM status	No formal TPM status
Special Conditions	No.1: 3 MS No.2: 11 MS	No.4: 13 MS No.5: 1 MS
No Special Conditions	No.3: 1 MS	No.5: 1 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

To summarise, a movement towards special status and special conditions for TPM (models 1 and 2) is seen, especially towards more centralised elements in TPM recruitment and selection. Furthermore, few countries have also moved from 'no special conditions' to 'special conditions' for their TPM, which shows the acknowledgement of the differences in TPMs' work, and therefore the necessity to differentiate their recruitment and other organisational matters from that of other civil servants.

In the cases of the European Commission and Cyprus, the apparent shift from 'formal status and no special conditions' to 'no formal status, but special conditions' should not be interpreted as a fundamental change from the TPM system in 2008 but rather as the result of a better understanding of the conceptual framework of the study in 2015. In conclusion, on the one hand, a clear development towards more formalized TPM is

⁶ Note: France is represented in both model No. 2 and model No. 4 with different levels of TPM. It is counted towards model No. 4.

⁷ Note: France has introduced special TPM status for level 1 TPM.

seen in the group of Member States with special conditions. On the other hand, generally few changes can be seen for Member States without special conditions for TPM, and they concern only two countries.

- The responsibility for TPM

The responsibility for the functioning of the public administration in many European Member States is divided over different ministries or at least over different Directorates General of a ministry in regard to the central government level and the local/regional level. On the central level, the ministry or DG can have 1) a coordinating role only for the federal states or ministries and their agencies, or 2) it can have a central role for coordinating laws and regulations for the whole civil service or 3) it can have a central role in policy-making regarding the central public administration (e.g. HR, organisational development, IT, operational management). These differences notwithstanding, an overview of typical grouping according to the **responsible authority** for the central public administration is provided in table No. 7. The European Commission is not included because they are only responsible for their own civil service (no local or regional levels exist).

Most commonly used authority for the **central** public administration is the State Chancellery or Prime Minister's Office (half of them located in eastern European countries) or a specific Ministry of Public Administration, Reform or Modernisation of Public Administration (in many career-based countries).

Furthermore, in seven countries this is the responsibility of the ministry of finance (all Scandinavian countries plus three southern

Member States), and in only five Member States the Ministry of the Interior (three out of five are eastern European countries).

In nearly all Member States the ministry responsible for the central public administration is also responsible for the civil service law. Only in Estonia is it the Ministry of Justice.

In half of the Member States, the same authority is also the coordinating body for the whole public administration (including local and regional public administration), although this is often another DG or department within the ministry or it is responsible only for the civil service in general. In the other half of the Member States, a different ministry is responsible. In four cases this is the ministry of the interior, in some cases the ministry for the environment and/or regional/local public administration or the federal, local and regional authorities themselves.

In many Member States, the **responsible political person** differs for the central public administration and the general or local/regional Public Administration. Ministers of finance or the interior are most often responsible for the civil service on the central and decentralised level (only the Netherlands has two ministers at the Ministry of the Interior, one for the coordination of civil service in general and one specifically for the central public administration⁸). Prime ministers or their deputies, state secretaries and ministers for public administration/reform/modernisation are mainly responsible for the central public administration. In those Member States, other (federal) ministers are in charge of their own civil service and administration (see overview in table No. 8).

Table 7: Responsible authority for (central) public administration

		Prime Minister's office/ State Chancellery	Ministry of Finance	Ministry of Interior	Ministry of PA/ Reform/ Modernisation
Responsible for central PA (28 MS)		BG, IT, LV, MT, AT, PL, SK, UK 8 MS	DK, EE, ES**, CY, PT, FI, SE (Agency) 7 MS	CZ, DE, LT, HU, NL 5 MS	BE, IE, EL, FR, HRV, LU, RO, SI 8 MS
Same (coordinating) institution/DG for the whole PA	Yes	BG, MT, UK	DK*, CY, PT, FI, SE*	CZ, LT, HU, NL	FR, HRV, RO, SI
	No	IT, LV, AT, PL, SK	EE, ES**	DE	BE, IE, EL, LU

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

* DK and SE: only for Civil Service in general

** In Spain the responsible authority for Central PA is the Ministry of Finance and Public Administration

⁸ This is specific for the current government.

Table 8: Responsible political person for the (central) public administration

	Prime Minister's office/ State Chancellery	Ministry of Finance	Ministry of Interior	Ministry of PA/ Reform/ Modernisation	Others
Responsible political person for central PA	BG: Deputy Prime Minister IT: Minister simplification + PA LV, MT: Prime Minister AT: State Secretary for PA PL: Prime Minister + Minister for Admin. & Digitalization PT: Secretary of State for PA SK: Chairman of Gov. Office UK: Cabinet Secretary + Head of Home CS	EE, CY: Minister of Finance	CZ, DE, LT, HU***: Minister of Interior	BE, EL, HRV, LU, SI, SE FR: Decentralisation & Civil Service IE: Public expenditure & Reform ES**: State Secretary of PA NL: Housing & Central PA RO: Regional dev. & PA	DK: different Ministers FI: Transport & Local PA
(28 MS)	9 MS	2 MS	4 MS	11 MS	2 MS
Responsible political person for the whole of PA or CS	BG, LV, MT, PL FR: Prime Minister + Decentralisation* & CS	EE, CY, ES, PT	CZ, EL, HU***, LT, LU, NL, SK	SE RO: Regional development & PA	BE: Federal Minister DE: Federal Ministers DK: different Minister IE, HRV, IT: others AT: this responsibility is on the regional level FI: Transport & Local PA
(26 MS)	5 MS	4 MS	7 MS	2 MS	8 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

* In France, for central public administration only the Minister for decentralisation, and for the whole public administration (all levels) also the Prime Minister.

** In Spain responsible authority for central public administration is in the Ministry of Finance and Public Administration.

*** In Hungary the responsible authority for (central) public administration is the Ministry of Interior and the Prime Minister's Office.

Being responsible for the public administration or the civil service in general does not mean that the same authority is the **official employer** of the civil servants or the top managers. In most Member States, a specific ministry, agency or body is the employer of top managers. In a minority of countries, and in some only for a specific level of TPM, a central authority is the official employer of TPM. In Austria, the official employer of civil servants is the state itself, not the specific ministry or directorate general. In Belgium, the federal authority is the employer of TPM, and this question is not relevant for the specific case of the European Commission (therefore both Belgium and the European Commission are excluded from table No. 9).

Table 9: Official employer of the top public managers

Central	Each ministry or agency
CZ, EL, FR (level 1), CY, LU, MT, NL (level 1+ & 1), AT, SI (level 1 & 2), SK, FI, UK (partly)	BG, DK, DE, EE, IE, ES, FR (level 2), HRV, IT, LV, LT, HU, NL (level 2), PL, PT, RO, SI (level 1+), SE

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

2

Appointment and employment

2.1 Appointment of top public managers

When talking about the appointment of top managers in the public administration, one of the most discussed elements is top managers' link with politicians. As they work directly together, it is important to find a way to maintain the neutrality of TPM while also achieving acceptance and confidence from the politicians. According to Matheson A. et al. (2007), it is commonly a recruiter's job to balance these qualities, as both the neutrality and merit-based selection, as well as the political compatibility and acceptance by the politician(s), are equally crucial for TPM roles, especially on the highest level, in order to be able to do their job.

Max Weber's model of bureaucracy is frequently used as a starting point in the discussions about the relationship between bureaucrats and politicians. Weber saw administrators as technical experts who should advise and efficiently execute the decisions of politicians as the sovereign representative. He saw 'neutral competence' as a determining characteristic of the administrator. Weber, however, also pointed out that career civil servants might dominate politicians through their superior knowledge, technical expertise and longer experience, in contrast to the frequently changing ministers. Furthermore, Rose (1976) offered the criticism that historically career civil servants were often not responsive enough to changes in the priorities of their political leaders. Responsiveness to the elected officials is now widely seen as a legitimate way of being responsible to the citizens. The 'neutral competence' of civil servants is therefore complemented by the somewhat contrasting value of 'responsive competence'. (Matheson, et al., 2007)

According to the literature, in industrialised democracies, the main reason for political involvement in top management appointments is politically responsive policy and its implementation, rather than patronage in the form of jobs to party faithful or family members. Moving too far down the path of politicised appointments opens up the risk that responsiveness will be achieved at the expense of the other key behaviours of the public service. In countries with weaker governance systems, politicisation in civil service recruitment and management presents greater risks and exposes the system to the associated problem of senior officials lacking the competence to carry out their functions. (Ibid.)

Similarly, according to Prof. Dr. Tiina Randma-Liiv⁹, countries with a long democratic tradition can afford to possibly have more political involvement in TPM appointment than countries with new democratic traditions because in older democracies the democratic values and meritocracy are better embedded in the society's values and understanding, and also because there are better control mechanisms to detect undemocratic moves by the politicians. In new democracies, political involvement in top managers' work can be very dangerous, as there is no strong societal network with embedded democratic values that could counter-balance such actions from the politicians.

⁹ Tallinn University, Estonia.

Furthermore, according to the European Commission Toolbox for practitioners on the quality of public administration (2015), different strategies can be used to create and ensure highly competent and professional senior management. One aspect is attracting the 'right people' into leading positions (by opening up recruitment, boosting the attractiveness of public service careers etc.). The second scenario is to strengthen the competency and professionalism of the public sector leaders by investing in tailor-made training and development. Professional leadership is demonstrated in the day-to-day management of public sector organisations. Moreover, it is even more needed in periods of 'change' (new mission and tasks, re-orientation, downsizing, outsourcing, introduction of new/other ways of working etc.). Leadership is identified as being crucial in managing change.

The creation of a separate Senior Civil Service helps to break down the silo structure of the civil service (Pollitt and Bouckaert, 2004). By creating a hierarchy of status within the civil service, it reinforces the boundaries between civil servants and politicians by defining the top tier of recruited (not elected) officials as professional and highly qualified advisers. (European Commission, 2015)

Different EU member countries have found different ways to deal with the issue of neutral competency and responsiveness to the elected officials. The analysis of fact sheets showed a number of models used for appointment of TPM.

Table 10: TPM appointment models: Who appoints TPM at each level?

No.	Short description of the model	Member States
1.	Political appointment: Candidate has to be in agreement with political aims of the government; appointment term is often linked with the term of Minister in charge, and the TPM can be dismissed at any time.	Used only for the highest level of TPM: DE (1), ES (1+&1), FR (1), IT (1+), HU (1), SK (1+) = 6 MS
2.	Formal political appointment: Minister(s) takes the final appointment decision from a shortlist of candidates selected/ recommended.	BE, CZ, EE, IE, HRV, LU, MT, AT, PT, SI, FI, UK, EC = 13 MS
	2.1. Only for the highest level TPM	BG*(+1), DK(1+), LV(1+), NL(1+), RO(1+), SE(1) = 6 MS
	2.2. Only for the lowest level TPM	FR(2), IT**(1) = 2 MS
3.	Appointment by the higher-level civil servant: A higher-level civil servant, the future direct boss of the TPM appoints the candidate.	Used only for the lower levels of TPM positions: BG (1-2), ES (2), LV (1), NL*** (1-2), HU (2), PL (1-2), RO (1-2), SK (1-2) = 7 MS
4.	Appointment by a Selection Commission: A selection committee selects and appoints the candidate.	EL (1-2), CY = 2 MS
5.	No appointment: There is no appointment, just a regular selection or promotion process	DE (2), LT = 2 MS

Source: H. Kuperus and A. Rode, Top Public Managers in Europe, 2016

* In Bulgaria, the proposed candidate by the Selection Committee should be approved by the body of state power.

** In Italy the appointment of Directors General (level 1) within the Ministries is substantially operated by the Minister who makes a proposal (upon a selection of internal, and in some specific cases, external candidates) to the President of the Council of Ministers in order to adopt a decree of appointment.

*** But minister still formally appoints the selected person.

Several tendencies can be seen from table No. 10:

First of all, the majority of countries (13) use model No. 2, where the minister makes a formal appointment decision from a shortlist of candidates. Plus, in six more countries the minister makes a formal appointment decision for the highest-level TPM (model No. 2.1) and in two Member States on the lowest-level TPM appointments (No. 2.2). In this way the selection committee selects one to three of the most professionally suitable candidates, and politicians can make the final decision from the shortlist to assure that they have no major disagreements with the selected TPM. In addition, in some countries (NL, UK) ministers and/or state secretaries are consulted during the recruitment and selection process in determining the professional profile the candidate should have. Furthermore, in two countries (DE, SI) a **probationary period** is determined for TPM for one to two years. During this time, TPM can be dismissed if cooperation between TPM and politicians is not going well. In Germany, though, the focus is mainly on developing the right skills and knowledge during this probationary period in order to become a better TPM.

In six Member States politicians can choose someone of political confidence as the highest-level top manager of their own choice following few legal rules and conditions for the candidates. In these countries this is the way to guarantee political acceptance and the ability for TPM and politicians to work together. In two of these countries (FR, IT), where politicians appoint the highest level of TPM, formal political appointment is sufficient for the lower level of TPM.

Generally, there is more political involvement in appointing TPM to the highest-level positions than to the lower ones. This is understandable, as politicians are the immediate superiors of the highest-level TPM and work most closely together.

Finally, models 3 and 4 – appointment by the higher-level civil servant and by the Selection Committee – are interesting because there is no (official) political involvement in appointment/selection of TPM at all in the countries belonging to these models. The reason for this can be that countries coming from weaker governance systems have tried to implement neutral appointment rules for the neutrality and professionalism of top public managers. For example, Lithuania, which was governed by non-independent and totalitarian regime(s) in the past, is in the process of establishing democratic and stable institutions and public administration. Exclusion of any form of (political) involvement in appointment of TPM could be a good approach for them to establish the most professional top public managers.

To summarise, generally there tends to be some involvement by politicians in appointing the highest-level top public managers, as a measure to ensure the TPM's competence of responsiveness to the elected officials. The levels of political involvement, however, differ a lot among the various countries. This is related to each country's history and public administration structure as well as the civil service recruitment system that it has adopted.

Country case: Slovenia

During the first year of TPM entering office, the functionary or body responsible for appointments may dismiss a top manager according to article 83 of the Civil Service Act. It is necessary to assure optimal working relations between the functionary and the acting manager due to the necessity for confidence between them. This first probationary year is a period to show the agreement or the unresolvable differences between the two parties regarding the vision and methods of working.

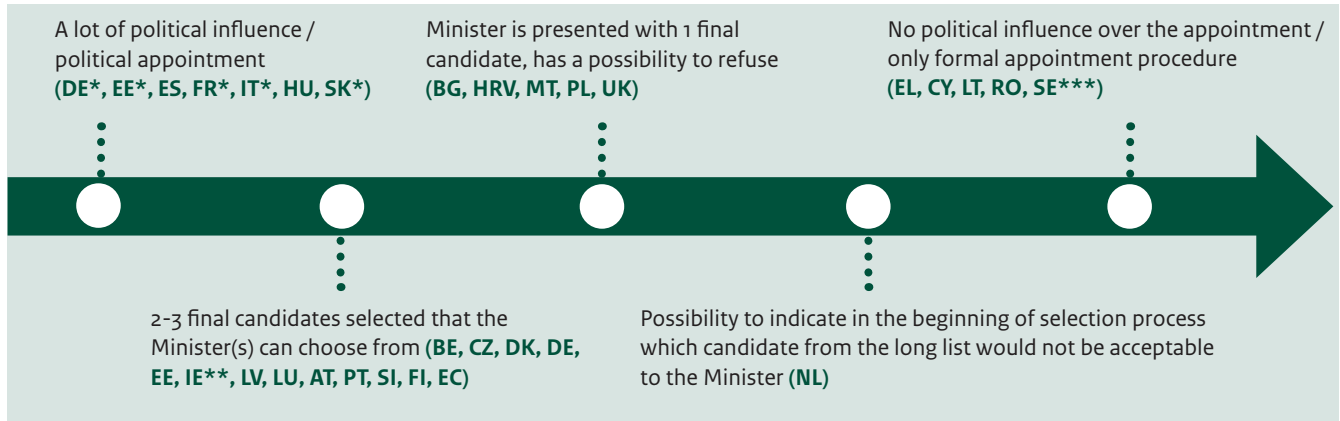
Country case: Germany

In Germany the higher-level TPM positions have to pass a probationary period of approximately two years in order to evaluate and enhance their management and leadership skills. The appointment is put into effect through issuance of a certificate that designates the holder as a civil servant.

2.2 How is political acceptance guaranteed in the selection process?

The question of political acceptance of selected TPM is mainly relevant to the highest-level TPM positions: level 1+ and 1, because they have to work directly with the minister(s). The involvement of minister(s) can take place at different stages of the selection and differ in the intensity of the involvement per country. The scale below shows the level of political involvement and influence during the selection and appointment of TPM, according to the legislation in the Member States and the official information provided by the country representatives. Whether this theoretical framework fits the practical actions in the Member States was difficult to evaluate.

Table 11: Scale of political influence during selection & appointment of TPM (mainly level 1+ & 1)



Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

* Refers to level 1+ (or the highest level) TPM positions only.

** In Ireland when selecting a TPM for level 1+ position, minister can choose from 3 candidates; for levels 1 and 2, only formal appointment by the minister of the one final selected candidate.

*** In Sweden can be transferred to another position.

The main models of political involvement in TPM selection are:

- Minister selects and appoints a TPM. There are certain conditions and requirements here that the minister has to follow, such as education, experience and skills.
- Minister is presented with 2-3 candidates and can choose between them based on an interview.
- Minister has a legal possibility to refuse the one final selected candidate, but must give a reason for the objection. The Selection Committee decides whether it is a good reason to restart the whole selection process.
- Minister can be involved in determining the required competences, skills etc.
- Minister can see the long list of candidates and indicate if there is any person he/she would not be able to work with. The minister has no further influence on the selection process and is required to formally appoint the final selected candidate to the TPM position.
- Selection committee selects one candidate and government/ minister officially appoints this person to the TPM position.

It can be concluded that wealthy and developed countries with a long democratic tradition can possibly afford to have more political involvement in TPM appointments than less developed countries with new democratic traditions. In older democracies there are different standards of social values and freedom of the press, and politicians are less likely to overuse their power because of this counterbalance in the society. In new democracies,

certain less merit-based principles can be very dangerous, while in strong older democracies the same principles provide the benefit of better professional cooperation between politicians and civil servants.

2.3 The difference between employment contract and appointment to the position

There may be a difference between terms of contract and terms of appointment. A person can have a permanent contract (or be appointed for a lifetime) at the civil service, but have a fixed-term appointment in a specific position.

Appointment to TPM positions is not the only difference that TPM have in comparison to other civil servants. Their employment contract(s) and conditions often also differ. This is due to the above-mentioned relationship with the elected politicians, and the necessity for the latest professional knowledge and skills regarding new challenges in the world and public administration.

By creating a separate TPM group, public administrations can work better towards breaking silos within one institution, as the managers have to find new positions after their appointment ends (internal mobility); it also encourages managers to have universal and broader employable knowledge and skills as top managers and leaders, making them better employable across the public administration (as well as the private sector), as well as creating common shared values for all TPM across the public administration institutions. The sharing of values has implications for the relationships between the TPM and other relevant stakeholder groups in the provision of public services (European Commission, 2015). All these elements create an opportunity to network and exchange ideas between TPM and enhance the creation of cross-departmental and cross-sectoral perspectives (ibid.).

For example, as with the creation of the TPM Office in **the Netherlands**, where TPM are general managers for the whole central public administration and not experts in a specific area, this

has helped in breaking silos between the ministries and between policy departments and executive and supervisory organisations, as people can and must work in different ministries. This further creates a more integrated policy approach to managers and leaders as a separate group with similar values and ideas.

In addition to the above-mentioned factors, the need for flexibility in recruitment and employment conditions for the top public managers is often cited as an important reason for creating a separate TPM group.

In various countries the type of employment contracts and method of appointing top public managers differ. But there are few common models. In many cases top public managers have a permanent (open-ended) contract as a civil servant in general, and they can apply and be chosen for a TPM post, to which they are appointed for a certain number of years by the higher-level TPM or the minister(s).

The fixed years of appointment in a TPM position is a necessary requirement in order to ensure that TPM stay politically neutral, as well as professionally qualified for the new challenges and tasks. This can be ensured by assessing TPMs' performance annually and at the end of their term in position. In several countries they can be reappointed for another term if they meet the performance expectations.

In a number of countries, TPM positions are open to a broader spectrum of candidates, including from the private sector. This also requires the administration to create a new set of employment terms and conditions for TPM, so that both civil servants and candidates from the private sector have comparable terms of employment. For example, a person can have a permanent contract (or is appointed for life) in the civil service, but has a fixed-term appointment in a specific TPM position. Once the term of the TPM position is finished, they have to find a new position within the civil service. Candidates from the private sector often receive a temporary contract for the term of their appointment, and afterwards can apply for a different position in the civil service or return to the private sector.

Therefore, it is often the case that a TPM who is a civil servant has a permanent contract and a fixed-term appointment in a TPM position, while a TPM coming from the private sector has a temporary contract for the term of his/her appointment in the TPM position.

Taking into account these different employment contract models, it is important to clarify some of the terms mentioned above.

Permanent or open-ended contract: a contract without an end date. This means there is no indication of any intention to limit the duration of the contract - such as 'for the duration of the project'. (Rijswijk municipality, 2013)

Temporary contract: a contract has an ending date and it is mentioned in the employment contract.

Appointment: the act of appointing or designating someone for a specific office or position. (The free dictionary, 2016)

Performance agreement: supports a management by objectives approach. This is where managers help staff understand how their roles fit into the larger picture of organisational success. From there, each staff member develops specific performance goals and targets that are aligned with the company's strategic goals. Performance agreements set up a good communication system to regularly discuss individual performance. An effective performance agreement reflects business needs, is achievable and relevant, outlines authority and accountability, can be evaluated or measured, is fair, and holds people to account. (Mind Tools, 2016)

2.4 TPM employment

According to the European Commission Toolbox on Quality of Public Administration (2015), in recruitment the goal is to attract the best and the brightest, irrespective of whether they come from the private or the public sector. Direct lateral entry of outsiders should be possible and seniority (in the sense of years of service) in a particular department should not be required. In addition, externally recruited members of the TPM may bring different sets of skills. Flexibility of employment conditions, especially pay and contract arrangements, may be used as a reason for the creation of TPM in three different ways:

- Payment, and tenure or renewal of fixed-term contracts, can be made dependent on results achieved by TPM.
- Political responsiveness can be enhanced if roles and functions of TPM are clarified in the contract, and failing to comply with specified terms has implications for the top manager.
- The pay structure of top managers should differ from other employees in order to retain talent. (European Commission, 2015)

Of course, one approach cannot fit all, as each Member State has a different background and type of civil service system. Other approaches can be found in some countries beyond those outlined in the European Commission's Toolbox. For example, regarding the different pay structures for TPM, this is not the only exclusive way to retain talent. Several Member States use other approaches, such as early talent discovery programmes and knowledge exchange events for TPM that are non-monetary ways to gain their loyalty and interest in public administration. This is especially because the private sector can pay more than public administration in most cases and the TPM candidate needs to have an intrinsic motivation for choosing the public sector.

The nature of TPM employment is determined by the use of special public or civil service law, or general labour law for top managers positions. Historically, public/civil service law defined special employment conditions and rights and obligations of civil servants. Today, most of the EU Member States still have a public (civil service) law regulating TPM employment. This is the case for

the majority of TPM in 24 out of 28 countries and the European Commission. However, in one of these countries, namely Sweden, public (civil service) law and labour law can be equally applied to employment of TPM.

Three countries where TPM employment is regulated largely by labour law are **Denmark, Italy and the United Kingdom**. In some of these there are still few special regulations concerning civil servants and public employees.

In **Denmark**, for example, there are a number of labour market laws which regulate the terms that apply to special groups of employees, such as the Civil Servants Act, the Civil Servants' Pension Act and the Salaried Employees Act, or apply to special situations, such as the Holiday Act, the Equal Treatment Act, the Equal Pay Act, the Working Environment Act and the Act on Entitlement to Leave and Benefits in the Event of Childbirth. These laws cover employers and employees in both the public and private sectors. (Danish Agency for the Modernisation of Public Administration, 2011)

In **Italy** the Code of Labour establishes what the public administrations are and identifies civil servants, who are regulated by private labour laws, and public employees who have not been privatised. The civil service reform which started in February 1993 instituted contract based relations between public employees and the State (this process is also known as the "privatisation of public employment"). Therefore, civil servants are governed by private labour laws and by provisions of collective agreements, while some categories of personnel (magistrates, State advocates, university professors, armed forces and the police force, diplomats and prefects) have not been privatised in order to guarantee their independence. These categories are under public laws.

In **the United Kingdom** departments and agencies must require individuals to sign a personal contract before taking up: a) a first appointment in the Senior Civil Service; b) any post which involves both a step change in responsibilities and an automatic pay increase payable under departmental or agency rules in recognition of those responsibilities; or c) a first post in the Top 200. (Cabinet Office of the UK, 2015)

Until 1 January 2015, there were also no specific regulations for civil servants and TPM in **the Czech Republic**. However, with the implementation of the Civil Service Law, there are some changes and special conditions for employment of civil servants. For example, there is now a specific government regulation on the system of performance-based civil servants' evaluation and on the link between results of the service evaluation and the civil servants' personal benefits (8 June 2015), as well as regulation stipulating civil servants' salaries (8 December 2014).

Furthermore, in **Sweden** laws regulating public and private employment are very similar, and both are equally applied. There are additional laws regarding the misuse of public power that apply to the public sector.

The focus of table 12 below is to show whether top public managers have civil servant status and the possibility to fall back to a lower-level civil service position once the fixed-term appointment to the TPM position ends.

Table 12: The type of employment law and contract for top public managers in the EU Member States

Type of contract	Public (Civil Service) Law	Labour Law
Permanent contract 100%	BE, BG, DE, EL, FR, HRV, CY, LV, LU, HU, MT, NL, PL, RO, SI, SE*	IT, SE*
Permanent contract 80 - 90%	CZ, IE, ES, FR, LT, AT***, PT****, SK****, EC**	UK
Temporary contract 10 - 20%	CZ, IE, ES, FR, LT, PT, SK, EC	UK
Permanent contract 10 - 20%	DK	AT
Temporary contract 80 - 100%	EE, FI	DK*****

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

* In Sweden employment legislation is very similar for the public and private sectors, therefore Public and Labour Laws are applied equally to the civil servants (100/100%).

** In European Commission temporary contracts are for Temporary Agents positions.

*** In Austria permanent contract for 75-80% of TPM positions. There are two types of public employees: permanent contracts for the contract staff (under special Labour Law), and lifelong contract for appointed tenured civil servants. TPM on level 2 may be contract staff or civil servants. TPM on level 1 and 1+ may come from the private sector or may already work in the PA and will receive a fixed-term appointment to a TPM position.

**** In Slovakia for level 1+ TPM positions the contract is temporary.

***** In Denmark mainly used collective agreements under the Labour Law and temporary contracts; there is Public Law for some special TPM positions, and all permanent secretaries are offered permanent contracts whereas most directors general and division heads are offered temporary contracts/fixed-term appointments.

***** In Portugal TPM, once appointed, can retain their civil service contract (permanent) and receive additional fixed-term mandate appointment for 5 years, and if doesn't find a new TPM position at the end of his/her term can return to the previous civil service position/grade.

All countries apart from **Estonia and Finland** offer permanent (open-ended) contracts to (the majority of) their top public managers. Such contracts can be supplemented with an additional fixed-term (formalised) performance agreement between both parties for the specific TPM position (MT, LT, UK) or with a fixed-term appointment to a particular TPM position (e.g. LV, NL, PT), which is decided upon by the authority.

It is also possible to be hired for a certain position as a temporary employee and not be appointed as a (top) civil servant. This can be used as an alternative in career civil service systems, when there is a need to hire external candidates with specific managerial and leadership knowledge and skills (e.g. ES, FR, EC). These models are visualised in table No. 13 below.

Table 13: Differentiation between fixed-term appointments and temporary contracts for TPM

Permanent employment contract + Fixed-term appointment to TPM position	Temporary contract (for the duration of the TPM post)
<p>Appointed in the TPM position for a defined, fixed period. Often just a formal procedure in position-based civil service systems (BE, CZ, IE, HRV, LV, LT (for Heads of institutions), LU, MT, NL, AT, PT, SI, UK (level 1+)) = 13 MS</p> <p>- Few MS also make a kind of performance contract with TPM before they start the position (LT, MT, UK).</p>	<p>For a majority of TPM positions are used only in fully position-based civil service systems (DK, EE, FI, SE) = 4 MS</p>
<p>Or an organisation places civil servants in TPM position by own choice (IT), or through an internal selection process (EL, FR (level 2)): mainly in career civil service systems = 3 MS</p>	<p>For a small number of TPM positions – often on the highest level - both in career (ES, FR (level 1), EC) and position-based systems (IE, PT, SK (level 1+)), as a way to recruit external candidates and have more flexibility in employment conditions with the top executives.</p>

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

Note: In Bulgaria, Cyprus, European Commission, Germany, Hungary, Poland, Romania, Slovakia (apart from level 1+), Spain and the UK (apart from level 1+) TPM are appointed for an unlimited period in the position.

In several countries there is a small group of TPM (about 10-20%) who receive a temporary contract for the length of the TPM appointment – in many cases these are candidates coming from the private sector and once their term in the TPM position is completed they can apply for another position in the civil service or go back to the private (or public) sector.

The wide use of collective agreements is specific to **Denmark**. There are a few groups, such as some groups of managers, judges, some police, prison and defence staff, that are employed as civil servants. Other groups are typically employed under collective agreement terms pursuant to the Labour Law. **Estonia and Finland** have distinctly different employment conditions for their

TPM: while under a public (civil service) law, TPM receive temporary contracts. This could be explained by the need to set certain rules and limits on civil servants' and TPMs' positions through public law, while keeping the TPM and civil service positions flexible. In future, this could make it more difficult to attract employees in these countries, as the public law provides more rules for TPM while offering less secure employment conditions.

It used to be typical for **career systems** that civil servants would be placed in those TPM positions where they were regarded as most valuable. This is still the case in **Italy**, where each individual organisation can choose a relevant candidate to fill the TPM position from the pool of centrally selected civil servants. This is also the case in **Germany**, where public managers are appointed for life, which ensures that civil servants fulfil their constitutional task and guarantees the neutrality of public administration.

In other, traditionally typical career systems, such as **France and Greece**, internal selection does take place, but civil servants are required to apply for the TPM post and meet the qualification requirements.

In countries with position-based civil service systems, both internal and external candidates can apply to the vacant TPM positions. Also, in some countries with hybrid and career systems external applicants are able to apply to certain vacancies that are open to everyone (e.g. Malta, Luxembourg, European Commission).

In position-based systems, TPM are recruited for a specific position through a recruitment procedure, where one person is selected for the vacant position. In the majority of Member States, they are offered a **permanent contract** and **appointed to a TPM position for a fixed period of time**. After the appointment term expires, in some countries **TPM appointment can be renewed** for the same position, or they have to apply for a new position elsewhere.

Country case: TPM appointments in Finland

Since 1 May 2015 there has been a new TPM appointment system in Finland which defines the TPM appointment term as five years. The term of five years was chosen in order to give certain job security for TPM, because elections are held every four years. It is a strictly legislated system. A TPM can only be laid off if the minister loses trust in him/her.

After the five-year term ends, a TPM can apply for the same position again. If he/she is not chosen there are some possible scenarios:

- Often the candidates come from middle management posts, and in that case they can go back to their previous position (by taking a leave of absence for the five years of the TPM appointment term).
- However, after the five years of TPM appointment these candidates from middle management posts have to decide whether they will go back to their previous position or not. Five years is the maximum leave of absence that they can take.
- In case TPM are not selected again, and they no longer have the option to go back to the previous position, then they can be offered an exceptional position for two years. If such a position cannot be found then they receive a ten-month salary pay-out and leave the public administration.
- TPM have management agreements where they have agreed on the goals and results that they will achieve during their term in the position, and the performance assessment is based on these achievements.

2.5 Term of appointment for TPM

Fixed-term appointments for TPM positions are preferred due to the necessity to ensure the political neutrality of the TPM, as well as to ensure that their professional knowledge has developed according to the new challenges and developments in the world. It is also a good way to assess one's performance and achieved goals during the term in office.

Fixed-term appointments also help to increase mobility among top managers. By changing their positions regularly, they are required to be more aware of the challenges outside their office, and experience the exchange of views and ideas with different groups of people. By learning new perspectives and overcoming recruitment and selection hurdles, TPM are able to develop professionally. According to the United States study on future trends in leadership (Nick Petrie, 2014), progressing through stages of mind-sets that grow through life experiences is the only way of becoming a better leader. Top public managers' mobility therefore could be a solution to the challenge of transforming a leader's mind-set from one level to the next.

In **18 Member States** TPM are **appointed or hired for a fixed period of time**. In the UK and Slovakia this is the case for the highest level TPM (level 1+), while in Denmark it is the case only for director-general positions (level 1). It can also be said that the term of appointment for a TPM varies between three and seven years among the Member States, and there are some differences for different TPM levels. In the tables below, the most common terms of appointment (and agreement/contract terms) for TPM positions are shown, providing division for the highest-level positions (table A) and lower-level TPM positions (table B).

Table 14: Length of TPM appointment and type of employment model used

A) For TPM level 1+ (Secretary General/ Permanent Secretary):

Term in TPM post (years)	Fixed-term appointment	Temporary contract
3	MT	
4	HRV, LT (1+&1)¹⁰	
5	CZ (1++&1+)¹¹, EL, LV¹², AT, PT, SI	EE, FI
6	BE	SE
7	NL, LU, IE	
3-6	IT	
No official term but is decided by the organisation	UK ¹³	
Unlimited	BG, CY, EC¹⁴, HU, PL, RO	
Linked to political confidence	DE, ES (1+&1), SK, FR (1)	

B) For TPM level 1 – 2 (Director General – Director / Head of Division):

Term in TPM post (years)	Fixed-term appointment	Temporary contract
3	FR (2), MT	
4	HRV	
5	EL, PT (1), SI, AT (1)¹⁵	EE (1), FI
6	BE	SE
7	LU, NL (1)	
3-5 (-6)	IT	DK ¹⁶
Unlimited	BG, CZ, DE¹⁷, IE, ES, CY, LV, LT¹⁸, HU, NL (2), PL, RO, SK, UK, EC¹⁹	

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

Note: Formatting in **bold** indicates that the same length of appointment term for all TPM levels.

¹⁰ Four-year tenure is in place for head of institution positions, which are most often TPM on level 1+ and 1.

¹¹ Refers to the highest TPM positions: level 1++ (Deputy Minister for the Civil Service) and 1+ (Director of Human Resources of the Civil Service Section and State Secretaries)

¹² Planned reform to increase to seven-year term for the head of the institution.

¹³ In the UK there is no set procedure and it is left to the discretion of the individual and the organisation.

¹⁴ However, the type of contract for the jobholder makes a difference: for temporary agents there is a limit on their contract – a maximum of six years.

¹⁵ Only TPM on level 1+ and 1 are appointed for a fixed term. This regulation does not apply to TPM on level 2. Heads of department are normally appointed once and will hold this position until they apply for another, possibly higher-level position.

¹⁶ Although a majority of directors general (level 1) receive a temporary appointment of three to five years, a small proportion may receive a permanent contract. Permanent secretaries (level 1+) receive a permanent contract.

¹⁷ In Germany, TPM at the director general level (level 1) are civil servants with lifetime employment; however, at this level they can remain in a particular position only as long as they have the confidence of the politician(s).

¹⁸ There is no official limit, but stimulated to change after five to seven years.

¹⁹ However, the type of contract for the jobholder makes a difference: for temporary agents there is a limit on their contract – a maximum of six years.

Table 15: Is a top public manager's appointment renewable?

Is it renewable?	Level 1+ (Secretary General / Permanent Secretary)	Level 1 – 2 (Director General – Director / Head of Unit)
Yes	In 10 MS	In 11 MS
Once (based on performance results, no recruitment procedure)	BE LT PT SE	BE FR (2) LT PT SE DK (can be renewed 3 times)
Unlimited No. of times (but need to re-apply and be selected again in the recruitment procedure)	EL ²⁰ LU MT FI LV ²¹ (decision to extend the term, no need to re-apply) AT ²² (depends on the performance evaluation by the Re-appointment Board)	EL LU MT ²³ FI AT (only for level 1; depends on the performance evaluation by the Re-appointment Board)
No (These are countries where TPM are appointed for a determined term in office, but their appointment is not renewable)	In 8 MS CZ, EE, IE, HRV, IT, NL, SI, UK	In 6 MS CZ, EE, HRV, IT, NL (level 1), SI

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

Note: Formatting in **bold** indicates that the same length of appointment term for all TPM levels.

²⁰ According to the newly proposed provisions.

²¹ In Latvia TPM can be reappointed for another five years as many times as they are selected. In the Draft Public Service Law (which will replace the State Civil Service Law) it is planned to limit the term in one position (to seven years) and to provide additional methods to favour mobility. This applies to TPM level 1+.

²² In Austria there is a fixed-term appointment for positions on levels 1+ and 1. For both levels a board of review checks the quality and performance of TPMs. If the performance was good, their appointment to the position is extended; if TPM did not perform well, they should receive a notice about this before the appointment term ends, and can re-apply or look for another position. The report has to be prepared by a special Re-Appointment Board. If the relevant TPM is re-appointed the position does not have to be published. If not, the whole selection procedure has to take place.

²³ Assistant Directors need to re-apply and performance evaluation must be taken into account; for other levels the three senior managers' evaluation report serves for reappointing without selection.

To summarise, on level 1+ fixed-term appointments and contracts are in force in **18 Member States**, plus in **four Member States** appointment is for a fixed term and **linked to political confidence**; on level 1 and 2 TPM positions fixed-term appointments and contracts are in force in **14 Member States**.

It can be seen that for both the higher- and lower-level TPM positions the most common term of appointment (or contract) is five years, followed by seven years. There are still many countries that have not introduced fixed terms for appointment of TPM. A fixed-term appointment or contract is slightly more common at the higher-level TPM positions.

In comparison, **in 2008**, the duration of TPM fixed-term appointments ranged from two years in Italy to seven years in the Netherlands. In 2015, the minimum appointment term was three years, and the maximum term is still seven years (IE, LU, NL). The number of years for TPM appointment terms have increased in two countries: in Italy from two years to three to five years, and in Portugal from three years to five years.

The type of mobility that takes place at the end of a TPM's appointment (or in some cases a contract) to a specific position shows how open and flexible the TPM recruitment system is. As many countries have a specific appointment term for TPM positions, it is interesting to see what happens to these people after the appointment ends. This is largely dependent on the type of recruitment system that the country has, i.e. career- or position-based, but also on the administration's motivation to retain these top managers.

As can be seen in the table above, in **ten Member States on the highest level (1+)** and in **11 Member States on the lower levels** of TPM positions, the person **can be reappointed at least once**. It is also observed that in a majority of countries, if the appointment to TPM post is renewable only for one more term, then this decision is made on the basis of the top manager's performance, and a new selection process does not take place. On the other hand, if the TPM can be re-appointed in their position for an unlimited number of times, they generally have to re-apply for this position and go through the selection process again.

Furthermore, there are several Member States (eight in the highest-level positions and five in the lower-level TPM positions), where the law has ruled that top managers cannot be re-appointed in the same TPM position for another term. In many Member States, however, the appointment term is still unlimited and therefore the renewability of their contract is not relevant.

Once the fixed-term TPM appointment ends, in countries where civil servants in general have a career system, even if there is another system for TPM, being a civil servant they have the possibility to fall back on the general civil service system. In countries such as Portugal, France, Greece and Malta, TPM can return to their previous position or another lower-level position.

They can also be transferred to another organisation within the public administration, as they have the right to remain in the civil service. In these countries there is a virtual pool of candidates for TPM posts who can apply and/or be selected for a new TPM position. If the TPM applies and is selected for a higher TPM post then he/she moves to a higher position.

Also in **Lithuania**, a public manager should be transferred to another equivalent position after termination of the tenure or, if there is no equivalent position, to another civil servant position. Lithuania has a largely position-based civil service system with some elements from the career system. In particular, Lithuanian public administration has a central examination centre that selects qualified candidates for TPM-level positions, and TPM are retained within the civil service once the TPM appointment ends. Similarly, in **the Czech Republic** TPM on level 1+ state secretary positions can stay in service after their appointment for the position is terminated. They can be transferred to another service post, and an appropriate and adequate service post should be offered to them.

In both career- and position-based systems, if the TPM was recruited from the private sector then he/she has to leave the civil service or he/she can apply for a new position. For example, in **the Netherlands**, TPM are encouraged even before the end of their term to actively look within the public administration or outside for another TPM-level position.

In position-based civil service systems, TPM are mainly recruited for a specific position and once the term ends they have to apply for another position in the public administration or on the labour market. This is the case in the majority of Member States, where TPM are required to search for a new job. In two position-based systems (Slovenia and Latvia), TPM are encouraged to find a position that matches their qualifications within the public administration; however, if such a position cannot be found then they are dismissed. In Finland, some TPM are able to arrange a leave of absence at their previous post, to which they can return once the TPM appointment is finished.

If the appointment to a TPM post is for an indefinite term, as in the European Commission, in most instances the moves are triggered on the initiative of the official concerned. If temporary agents are recruited to a TPM function with a contract of definite duration, their employment at the European Commission ends with the end of their mandate.

Furthermore, in 13 countries (CZ, EL, FR, CY, HU, MT, NL, AT, PL, SK, FI, SE and the UK) after their appointment ends TPM can apply for a higher-level position. In most of the cases, though, top managers either are offered a position on a lower level (the case in 19 Member States) or on the same level (in 18 Member States). In most of the countries all three options are available, so that once a TPM's fixed-term appointment in a position is finished, he/she can find a position either on the same level, on a lower level or, in fewer cases,

on a higher level if he/she applies and is successfully selected. The conditions and pay when changing positions differ from country to country, often resulting in a lower salary if they go to a lower-level position after the TPM appointment ends (e.g. PT).

In the original study (2008) it was mentioned that at least in a couple of countries (NL, PL), TPM at the end of their appointment in a TPM position remain within a virtual 'pool' of candidates for TPM positions, from which they can be further selected for another TPM post. In 2015 this was still the case in seven countries: EL, FR, IT, HU, NL, SE, UK.

Country case: TPM appointments in Portugal

As of 2011, TPM are appointed for five years. This term was chosen to avoid politicisation, clientelism and patronage in relation to the terms of elected politicians. TPM can be dismissed in the case of reorganisation or dissolution of the organisation or if the government decides on a different orientation of service for the organisation. TPM can also be dismissed if their performance is not good. The maximum mandate in the same organisation is ten years. If they do not apply for a new TPM position, they have to return to their career position under the same conditions (including status and salary) as before becoming TPM.

At the beginning of the appointment term, the TPM agrees on a mission chart, which is checked every year based on strategic goals.

Despite this regulated system, there is some political interference in the work of TPM.

It can be concluded that generally more Member States use fixed-term appointments for TPM positions, and appointment term is fixed for a longer time period than before. In several Member States that have introduced fixed-term appointments TPM can be reappointed unlimited number of times. It is important to emphasize that the intention of a fixed term appointment is that the same person cannot stay in the position for an unlimited period of time, therefore limits to reappointment term are crucial. There is still room for improvement in limiting political influence on TPM appointments, and Member States could learn from each other's approaches how to have more neutral selection process at the same time guaranteeing acceptance of the new TPM by politicians. Creation of independent selection bodies is one of the ways how to do this.

3

Recruitment and selection

Recruitment and selection procedures in public administration are very important elements, not only in ensuring professionalism and the right competencies of (top) civil servants, but also to ensure the neutrality, objectivity and professionalism of top public managers (from politicians and the external world). This is especially important on the TPM level because they have more influence and decision-making power within the public administration and on society. The use of merit principles in recruitment in civil service is crucial for ensuring society's trust and acceptance of policies.

Recruitment and selection methods are the main criteria that determine whether a country has a career- or position-based civil service recruitment system. Career systems recruit only internally, and positions are not open for candidates from other departments and organisations. In position-based systems all vacancies are published openly and all interested candidates may apply. However, sometimes the vacancies are first published internally to give the employees a chance to climb the career ladder.

3.1 How are vacancies announced?

On the one hand, public administrations can be required by law to publish their vacancies, even if only internal civil service candidates can apply. This allows the society to see what happens in the public administration and is part of open information for the public. On the other end of the spectrum, public administration organisations can choose to publish vacancies as openly and in as wide a range of sources as possible in order to reach a specific target group of external candidates, or to reach as many qualified candidates on the labour market as possible.

In most of the countries there is a requirement to openly publish the vacancy announcement. In a few countries – European Commission, Germany, Malta, Slovakia, Slovenia – the vacancy is not published if internal recruitment, transfer and/or promotion takes place. In several other countries – France, Malta, Spain – vacancies are not announced for a few of the highest level positions, which are closely selected by the politicians on a trust basis. In Hungary there is no legal requirement for an opening to be published, but all posts are open to external applicants, so ministries can decide for themselves how to reach and recruit their TPM.

The vacancy announcements are generally published in the Official Gazette and/or on the internet, often on the public administration's or particular institution's website. In some countries vacancies are also published in newspapers and otherwise commercially promoted.

Country case: Vacancy announcement in the UK

Vacancies are advertised in the 'Civil Service Jobs' e-recruitment system, incorporating all vacancies in one place. The media chosen to advertise job opportunities must be suitable for attracting a diverse field of strong potential candidates. Jobs advertised on the external labour market can be listed in newspapers, online publications, LinkedIn, job centres, or on the Civil Service, departmental and other internet sites. Advertisements can be job specific, for a number of jobs or for a rolling recruitment programme. Under such a programme, jobs may be advertised continuously and candidates assessed at intervals for particular vacancies.

Source: Civil Service Commission, 2012

Furthermore, the distinction needs to be made between countries where external candidates from outside the public administration are allowed to apply for TPM posts and countries where only internal recruitment is possible.

Generally, external candidates may apply for TPM positions in the majority of EU countries, except for **France**²⁴, **Germany**, **Greece**, **Italy** and **Spain**²⁵ where only internal recruitment takes place.

In addition, there is also a category of countries where, depending on the position that is vacant and/or organisation where it is located, an internal selection takes place first and the vacancy is only open to external candidates if no appropriate candidate is found. This is the case in the Czech Republic, Slovenia, and the United Kingdom (for certain positions).

And finally, in some countries (EE, ES, PL, SK, UK, EC) the recruiting organisation can decide whether to open the position for external candidates or perform internal recruitment.

However, according to the Member States' information, in several countries the criteria required for TPM candidates assume the recruitment of internal candidates, e.g.:

Bulgaria – a minimum of professional experience in various administrations is required.

The Czech Republic – only civil servants and officials of a territorial self-governing unit working at certain level positions are allowed to apply, and there is a requirement to have experience in a managerial position in an administrative authority, a territorial self-governing unit, an EU institution or an international organisation.

²⁴ Apart from discretionary appointments.

²⁵ Apart from level 1+ positions (discretionary appointments).

Table 16: A scale of open and closed recruitment systems for TPM positions



Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

* In CZ mainly civil servants and employees of the municipalities can be selected for TPM positions; but the second round of competition for state secretary positions (in their case: level 2) is open to external candidates.

Malta – TPM are selected from Public Officers holding a substantive grade not below salary scale 7.

Luxembourg – seniority taken into account when recruiting TPM.

Poland – experience in public finance sector required.

From the information available from the country fact sheets it is known that even if positions are open to external candidates, they are often filled with internal candidates, possibly due to their relevant experience and knowledge of working in the public administration. This is often the case, for example, in Hungary, Luxembourg and Portugal.

In summary, it can be remarked that only internal recruitment for TPM positions takes place in the few somewhat career-based countries. Other countries are more or less open to recruiting external candidates to TPM positions. However, there is also a possibility to opt for internal recruitment (firsthand), depending on the decision of the recruiting authority.

3.2 Who makes the selection?

Some kind of body or committee for recruiting or advising on the best candidates for senior civil service positions are often used as the main tool in ensuring political neutrality and objectivity in the recruitment process of top public managers. At the same time, the acceptance of TPM candidates by the political level, with whom they will have to work on a daily basis, is very important, and therefore has to be taken into account during the TPM selection process. In three Member States (EE, NL, UK) where there is a **special TPM office**, this supporting body **has at least a coordinating role in the recruitment process** and can take part in the selection process, but it is not a selection committee.

Generally, European Member States have chosen several strategies for TPM recruitment that work in their particular country. In five Member States (DK (level 1+), IE, CY (level 2), NL (level 1+ & 1), EC) there is a **pre-recruitment committee** that pre-assesses and pre-selects a short(er) list of candidates for the further selection process. In Denmark the pre-recruitment committee is only used for recruiting Permanent Secretaries, while in Cyprus there is a pre-selection committee for level 2 and level 3 TPM positions, but the level 1+ and level 1 top managers are exempt from the pre-selection procedure. The pre-selection mainly takes place on the central level, with the exception of the European Commission, where the recruiting Directorate General sets up a pre-selection panel to examine all applications and to determine a list of best-qualified candidates to the post to be put forward for further consideration by the central committee.

After pre-selection, the next step in the selection process is either selection on the ministers' level (DK) or through another round of selection on the central (IE, EC) or decentralised level (NL), to come up with a short list of final candidate(s).

Furthermore, in most of the other Member States there is **some kind of selection commission or advisory board to the ministers**, which carries out the selection process and chooses one or several final candidates. The table below shows the types of selection committees in the EU countries.

Table 17: TPM selection committees or bodies in the EU Member States

Pre-selection committee	Centralised selection committee	Selection process is decentralised to ministries	No selection committee
DK (level 1+) IE CY (level 2) NL (levels 1+&1) EC = 5 MS	BE, CZ, EE, IE, ES (level 2), FR (level 2), HRV, CY, MT, PL (level 1+), PT, RO, EC = 13 MS	BG, DK (level 1&2), DE, EL, LV, LU, HU (level 2), AT, PL (level 1&2), SK, FI, SE = 12 MS	ES (level 1+&1) FR (level 1) HU (level 1+&1) = 3 MS
Mixed model			
IT, NL, LT, SI, UK = 5 MS			

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

In 12 Member States (BG, DK (level 1 & 2), DE, EL, LV, LU, HU (level 2), AT, PL (level 1 & 2), SK, FI, SE) the selection committee is organised on a **decentralised administration level**. In several of these countries there are official guidelines for selection committees and recruitment criteria that help each administrative unit to execute the selection process according to the national standard. For example:

- Need to establish a permanent or individual selection board; the composition of the board is described in a very detailed way and must include four members: a female and a male member appointed by the relevant ministry, a member appointed by the trade union for public employees and a member appointed by the employees' representation (AT).
- The size and qualifications of the selection committee members are defined (BG, PL).
- The 4275/2014 law, reforming the selection system for TPM, defines three stages of recruitment, and percentage of importance of each stage in the final selection decision (EL).
- A defined list of selection criteria and methods for filling senior management positions; all candidates are assessed using uniform selection principles (FI).
- The process of managers' selection rests on a similar basis, except that some conditions in the selection of heads of institutions (level 1+) are more strictly regulated (LV).

In three Member States with decentralised TPM recruitment (DE, LU, SK) there are no central guidelines for TPM recruitment and selection.

Further, in 13 Member States (BE, CZ, EE, IE, ES (level 2), FR (level 2), HRV, CY, MT, PL (level 1+), PT, RO, EC) the selection process for TPM is centralised with a **centralised selection committee**.

In several other countries (IT, LT, NL, SI, UK) a **mixed selection process** takes place, where the selection process starts on the central level, e.g. through a centrally organised examination (IT, LT) or by organising a central selection commission, and in later stages moves to the particular organisation where the vacant TPM position is located. In the Netherlands, Slovenia and the UK the central body monitors the process through all stages of the selection.

In several countries there is an **independent commission** appointed to ensure independent and fair selection of top public managers. In Croatia, Cyprus, Estonia, Ireland, Malta, Portugal and Slovenia there is a recruitment and selection commission that is independent of the central-government level, which conducts CV screening, tests and/or interviews, and comes up with the (short) list of final candidate. In Italy and Lithuania this first selection stage takes place through **central assessment**. In Cyprus this independent commission (Public Service Commission) is also the appointing body.

In other countries (EL, SI, UK) there is an **independent body that oversees the selection process** and guarantees its objectivity and professionalism. For example, in Greece there is an independent council in each ministry supervising the selection process. And in the UK, there is an independent Civil Service Commission which is ultimately responsible for approving TPM appointments, and consists of members appointed through open competition coming from the private, public and voluntary sectors. Furthermore, in Slovenia there is the Officials Council which is composed of 12 elected or appointed members for a term of six years. The Officials Council appoints a special selection committee which, on the basis of standards of professional qualifications, selects the suitable candidates for the particular civil service position.

Finally, in three Member States there is **no selection committee for TPM positions** (ES, FR, HU). In these countries there are two different selection processes for the higher- and lower-level TPM positions.

In **France**, TPM level 2 ('chef de service') is the highest rank a civil servant can reach as a career civil servant. For these career civil service positions selection follows a formalised procedure, including a call for applications, competitive recruitment, validation by the Prime Minister and the minister(s) in charge. Each employer is responsible for the selection process, vacancies are publicly announced and candidates are to send their applications. The administration selects a final candidate and has to justify its choice to the Prime Minister's office. **Level 1 TPM positions** are filled by a discretionary appointment by the government and are called 'employees by the government's

decision'. Responsible for implementing the government's policies, they are appointed directly by the government, coming either from the civil service's talent pool or outside the civil service. The Constitutional Council considers whether the appointed person has the ability and competence to perform the job.

In **Hungary** the TPM on **level 2** (Heads of Departments) are recruited by a tender procedure, where the procedure is determined by law and includes types of competencies analysis and process rules. For the higher levels of management, such as **Administrative Secretary of State (level 1+)** and **Deputy State Secretary (level 1)**, other rules are applicable. The minister proposes a candidate for the level 1+ and level 1 positions and consults with the minister responsible for quality and staff policy in the public administration, and the Prime Minister takes the final decision.

In **Spain**, TPM **level 2 positions** (deputy directors general) are called 'TPM professional', and they are largely selected through career progression and by assessing whether they fit the professional requirements. **Level 1+ and 1 positions** are called 'government officials' and their appointment is based on political confidence. Government officials shall be appointed by the persons with the right suitability and both academic background and experience will be taken into account in their assessment, with emphasis on the character, complexity and level of responsibility of the offices held that are related to the functions and content of the new office.

Under-secretaries (level 1+) and technical secretaries general (Level 1) shall be appointed from career staff belonging to bodies classified as subgroup A1. This shall also apply to the appointment of directors general (level 1), with some punctual exceptions. There is no vacancy announcement for these posts. Secretaries general (level 1+) are appointed according to their qualifications and experience in the highest management positions in public or private sectors.

In these three countries there is a clear indication that the highest-level top managers need to have a good relationship with the politicians and therefore they can have a say in their selection. Although there are professional requirements for TPM candidates, they are not valued as highly as the political confidence in their superiors. This could be related to a specific political culture in these countries.

It is observed that three out of four countries (IE, CY, NL) with a pre-selection committee also have a centralised selection committee for the further selection process (for the highest levels of TPM). This shows that a pre-selection committee is a compatible tool in a centralised selection process for TPM or, as in the case of Denmark, is used for the highest level TPM as a more centralised selection tool in a generally decentralised recruitment system. In Denmark a number of centralised recruitment criteria for permanent secretaries have also been developed.

The cases of Denmark and the Netherlands show a trend towards centralising the selection process for the highest top public managers in two rather position-based civil service systems. It shows the need for top public managers to be a part of a common, bigger system. An opposite trend can be seen in two career civil service countries, namely France and Spain, where the highest level(s) of TPM are exempted from a centralised selection process. In both models, countries are exploring elements of the other system.

To summarise, in a number of countries the selection process for TPM is more centralised than for other civil servant groups, and there is more focus on assuring an independent and objective selection process through introduction of independent bodies that oversee the merit of the selection process and independent selection committees that focus on the selection of the most professional and suitable candidates for a TPM post.

Country case: TPM recruitment in Latvia

The State Chancellery has been executing a centralised recruitment procedure for TPM since September 2015. The selection procedure includes experts from outside the public administration to assess the candidates' competencies, and non-governmental organisations (NGOs) to observe the procedure. In some cases, NGO members can also be members of the selection commission. The involvement of NGOs is to limit the political factor in the selection. There was strong resistance to the new process in the system at first. There was political support from the Prime Minister, but not in the Parliament.

The new selection procedure is more professional, which was the main goal of the reform. The minister makes the final appointment decision after the State Chancellery has given its best advice on the candidates. The minister can choose one to two final candidates. One of the competencies assessed is political awareness, with regard to the political acceptance of the candidate by the minister.

3.3 Who is in the selection committee?

Generally, in many Member States a higher-level or an immediate manager is present in the selection committee (BG, EE, EL, CY, LT, HU, MT, NL, AT, SI, SK, SE). In the European Commission, the members of the panel occupy at least the same function as the one for which the selection will take place. In several countries the highest-level civil servant – two permanent secretaries (from the Prime Minister's Office and the Ministry of Finance) (DK), State Secretary (EE), Secretary General (NL), or the Head of the Civil Service (PL) – take part in the pre-recruitment committee (DK) or selection committee.

Furthermore, the candidates for the selection committees are chosen from:

- The directorate where the vacancy is (DE, RO, EC)
- A neutral directorate/department/other ministry (DE, EL, NL, EC)
- Private or non-governmental sector (can be experts in a certain area or HR) (BG, EE, IE, EL)

And may include:

- A person with proven legal expertise (BG, EE)
- A representative of the HR unit/personnel department (BG, DE, EL, PL)
- A representative of the Ministry of Public Administration or a similar institution (EL, HRV, RO)
- Representatives of the trade unions (BG) or appointees of the trade union for public employees (AT)
- Member appointed by employee representation (AT)

In regard to the issue of **diversity in selection committees**, few countries include special representatives of the underrepresented groups. For example, in Germany the staff representation, the gender equality representative and the severely handicapped delegation are involved insofar as their tasks are concerned and present at the interview. In the Netherlands, at least one of the selection committee members is female. In the European Commission, when putting forward the members of the pre-selection panel, the Chair will duly respect gender balance. In Austria a male and a female member must be appointed to the Selection Board by the relevant ministry.

3.4 What instruments are used in the selection?

The most common assessment methods in 2015 that are used in the majority of EU member countries are interviews (all 29 MS) and CV screening (22 MS). Written tests and assessments are also very common, with 17 and 15 Member States using these selection methods accordingly. The types of test vary from psychometric and general aptitudes to knowledge on management, public administration and finances to foreign language and IT skills.

During the interview(s) the shortlisted candidates are assessed on their competencies for the TPM position (for example in BE, EE, IT, LT, PT, RO), interpersonal and leadership skills (BE, PT), and their personality (BE, PT) and motivation (PT, RO). In **Estonia** several interviews take place: a thorough focus interview, an interview with the relevant organisation, a competencies assessment interview with experts and a panel interview with the Committee of the Selection of Top Civil Servants. In **Portugal** a **personal interview** takes place, consisting of comprehensive analysis of 12 criteria. In addition, the potential candidate is still requested to complete a **self-classification exercise** based on his/her evaluation perception in relation to the profile of the position for which he/she applies. Please see the full overview below in table No. 18.

Table 18: Selection methods for TPM in European Member States

Selection method	Member States (MS)	In total
CV (and qualification) screening	BE, BG, CZ, DK, EE, EL, ES ²⁶ , FR ²⁷ , HRV, CY, LV, LU, HU, NL, AT, PT, RO ²⁸ , SI, FI, SE, UK, EC	22 MS
Interview(s)	BE, BG*, CZ, DK, DE, EE, IE, EL, ES ²⁹ , FR ³⁰ , HRV, IT ³¹ , CY, LV, LT, LU, HU, MT ³² , NL, AT, PL, PT ³³ , RO, SK, FI, SI, SE, UK, EC	29 MS
Written test	BG* ³⁴ , CZ*, DK, EE, EL, HRV, IT, CY*, LV, LT ³⁵ , MT ³⁶ , PL, PT, RO ³⁷ , SI, SK, SE*	17 MS
Assessment	BE, BG*, DK, EE ³⁸ , EL, FR*, NL, AT*, PT, SI, SK*, FI*, SE*, UK, EC ⁴⁰	15 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

* Indicates that it is an optional method of selection.

In addition to these, several other specific methods were used in selecting TPM in different EU Member States, such as:

- Review of references (SI)
- Use of practical cases/exam (SI, BG)
- Personality tests (EE, IE)
- Case study (BE, LT*)
- Written paper or essay (BG*, EE)
- Screening questionnaire on candidate's work experience (IE)
- Elaboration and argumentation of a strategic management concept (BG*)
- Check of the last three performance reviews (MT⁴¹)
- Use of psychologist in testing candidates (SE⁴², UK)
- Presentation of strategic vision for the development of the specific sector where the vacancy is (LV⁴³)
- Self-assessment (PT⁴⁴)
- Brief presentation in the interview and staff or media engagement exercises (UK*)
- Direct recommendation (MT⁴⁵)

²⁶ For level 2.

²⁷ All assessment methods for France apply only to level 2 positions.

²⁸ For levels 1 and 2.

²⁹ For level 2.

³⁰ For level 2.

³¹ Central competition to access level 3 – the same applies to all selection methods for TPM in Italy.

³² For levels 1 and 2.

³³ Competency interview and personal interview.

³⁴ For Bulgaria five options of selection methods are given; one of the methods or a mix of these is decided on and used for each individual selection process.

³⁵ Centralised test for all candidates to access TPM positions.

³⁶ Psychometric test for level 1 and 2 (DG and Directors) only.

³⁷ Applicable to all levels; however, the types of tests differ per level.

³⁸ Competencies assessment.

³⁹ Competencies assessment.

⁴⁰ Assessment centre method.

⁴¹ For level 1 and 2.

⁴² In Sweden the use of a psychologist in testing candidates is not frequent (mainly by support from external consultants in the procedure)

⁴³ For level 1+ only.

⁴⁴ For level 1+ and 1.

⁴⁵ For level 1+.

Most of the countries, apart from DK, ES, FR, CY, HU, NL, have the same selection procedure for all levels of TPM. Nevertheless, the requirements and selection criteria for higher- and lower-level TPM positions can differ, such as in Portugal where the greater the complexity and responsibility of the position to be filled, the greater the requirements regarding selection of candidates, or in Latvia, where some conditions for the selection of heads of institutions are more strictly regulated, e.g. the selection commission is established by the minister and selection criteria have to be coordinated with the State Chancellery. See table No. 19 below on differences in TPM selection and assessment methods between the highest and lowest TPM levels.

Table 19: Differences among the selection and assessment methods for different TPM levels

	Member States	In total (29 MS)
1. Certain standard methods (choice of) for all TPM	BG, BE, CZ, DE, IE, EL, HRV, IT, LT, LU, AT, PL, SI, SK, FI, SE, UK, EC	18 MS
2. Certain standard methods (choice of) for all TPM + additional criteria/ conditions for level(s) 1+ and/or 1	LV, NL*, PT, RO	4 MS
3. Certain standard methods (choice of) for all TPM + exemptions for level(s) 1+ and/or 1	EE, CY	2 MS
4. Different procedure for level 1+ and/or 1	DK, ES, FR, HU, MT	5 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

* In the Netherlands, the procedure for level 1+ & 1 differs from the rest of the TPM selection procedures, with higher emphasis on the pre-selection phase and limited appointment of seven years.

The entrance criteria per TPM level differ mainly in the type of competencies required and the years and extent of professional experience required. One can see in the table No. 19 that few countries have different or additional criteria for the highest levels (1+ and/or 1) of TPM.

3.5 Selection criteria for TPM positions

In the table below it can be seen that the most common selection criterion for TPM is years of professional experience (20 MS). Other important selection criteria are: qualifications and competencies required for the specific position (14 MS), specific competencies for the TPM role, such as leadership (10 MS) and basic mandatory requirements for all civil servants such as citizenship, clean criminal record etc. (11 MS).

Table 20: Selection criteria for TPM positions in the European Member States in 2015

Selection criteria	Member States	In total
Years of professional experience	BE, BG, CZ, DK, EE, EL, ES (2), HRV, IT ⁴⁶ (2), CY, LV (1+&1), LT, LU, HU, PL, PT, RO, SI, FI, EC	20 MS
Qualifications and competencies required for <u>a specific position</u>	CZ, DK, EL, ES, HRV, CY, LV ⁴⁷ , NL, AT, PL, SK ⁴⁸ , SE, UK ⁴⁹ , EC	14 MS
Core qualifications/competencies for TPM (such as leadership skills)	DK, EE, IE, ES (2), LT, NL, PT, SI, FI, EC	10 MS
Education level, career progression (rank) and performance assessments	BG, DE, ES, FR (2), IT (1), LU, MT, EC	8 MS
Basic mandatory requirements for all CS (incl. citizenship, education level, no criminal record)	BE, CZ, CY, LV, LT, HU, PL, RO, SI, SK, EC	11 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe, 2016*

Furthermore, in most of the Member States (18) **knowledge and leadership skills are both equally important** in TPM candidates, and are assessed during the selection process and taken into account in the selection decision. In **Bulgaria, Denmark and Slovakia** this depends on each individual job position and selection committee.

Also, in **France** a management skills grid is being developed, which will increase the focus on TPM candidates' management and leadership skills. In the rest of the countries (CY, CZ, HRV, HU, IT, LV, RO) knowledge is valued over leadership skills in the selection process. Interestingly, all seven countries here are from the southern or eastern parts of Europe. In **Latvia**, however, for level 1+ the strategic vision, which is one of the leadership criteria, is a strongly important criterion as well. In **Romania**, it was explained that knowledge is more important in the selection process because candidates who do not pass the written exam cannot show their leadership skills, which are tested in the next step: the interview.

In today's complex world it has been acknowledged that more focus should be on leadership for higher-level management positions, and more on management processes at lower levels of management. This trend can also be seen across the European Member States: higher-level TPM positions require more leadership competencies.

⁴⁶ In Italy there are two types of entry into TPM positions: by a public competition exam which requires candidates to have at least five years of managerial experience, including technical managerial skills and results achieved, or by the combination of an examination, a training course at the PA school and an internship in PA.

⁴⁷ Plus basic requirements for all civil servants.

⁴⁸ Plus basic requirements for all civil servants.

⁴⁹ Requirements in each job description are tested against the competency framework's relevant level.

Furthermore, TPM are increasingly required to show broader knowledge and understanding of complex and interlinked issues. This can be checked in the selection process by requiring work experience in various ministries or sectors. For example, in **the Netherlands**, for level 1+ and 1 positions candidates are required to meet at least three out of four general criteria defined by the central TPM's office: 1) international experience, 2) work experience in at least two different ministries, 3) work experience in at least two different contexts, e.g. policy formulation, service delivery, inspection or operational management, and 4) work experience outside the central public administration.

Denmark also has a similar list of entrance criteria that are considered and include, among others: 1) experience from a politically governed organisation; 2) experience and knowledge of financial management and/or management of a business; 3) experience from other sectors or areas, or another ministry, a municipality or a region, or private sector knowledge; or 4) different levels of the steering chain, e.g. policy formulation, service delivery, inspection, operation management or economy, and experience in international relations.

These two cases illustrate the appreciation and need for TPM to have broader experience in different areas and work environments, as well as in different sectors and organisations. Such experience largely contributes to the TPM's overall knowledge and skills for working in such a challenging environment with different topical issues.

4

Competency management and leadership

4.1 Competency management

The focus of competency management is not on today, but tomorrow. As organisations are changing so rapidly, it is important to ask what kind of people are needed in the future. (Op de Beeck and Hondegheem, 2010). Therefore, one of the main roles of competency models is to focus on the organisation’s future needs and on what type of employees and leaders will be necessary in the future.

There is ongoing discussion about the difference between competence and competency management, as the two terms are often used interchangeably. The main difference, which is often mentioned, is that competence management focuses on skills, standards attained and what is being measured, while competency management refers to behaviours, manners of behaviour and how the standard is achieved. Therefore, a competence is knowledge plus skills, but competency is when competence is combined with attitudes or commitment from the individual. (Linkage, 1997; Khanka, 2006) See table below for further explanation.

Table 21: Difference between competence and competency

Competency = Competence + Commitment		
<ul style="list-style-type: none"> • Competence + Knowledge x Skills • Commitment + One’s deep attachment or devotion with passion and faith or belief of a person on the job 	Competence Characteristics	Commitment Characteristics
	<ul style="list-style-type: none"> • Technical Knowledge • Functional Information • Business Knowledge • Communication Skills • Interpersonal Skills • Leadership Skills • Team Building Skills • Decision Making Skills • Time Management Skills 	<ul style="list-style-type: none"> • Self Confidence • Self Motivation • Honesty and Integrity • Determination • Positive Attitude • Winning Attitude • Learn from Mistakes • Perseverance • Enterprising • Result Oriented

Source: (Linkage, 1997; Khanka, 2006)

Competency management helps to provide consistency in identifying and measuring people quality at all stages of the employment cycle; and competency standards can test the effectiveness of training, improve recruitment and identify training gaps, which should lead to improved efficiency, productivity, worker safety and employee retention. (Op de Beeck, Hondegheem, 2010).

A competency model is both a list of competencies and a tool through which competencies are expressed, assessed and measured. A model may be developed for an entire organisation or just for specific business units, functions, work processes or jobs within the organisation. The content of a fully developed competency model includes: categories or clusters of competencies (i.e. a group to which homogeneous and/or similar competencies belong); the competencies that make up each cluster; a definition of each competency; and several behavioural indicators of each competency (i.e. behavioural examples that an individual should demonstrate if the specified competency is possessed). (Op de Beeck, Hondegheem, 2010)

In the past, HR professionals used the term ‘competence’ to describe what people need to do to perform a job, and it pertained to effect and output rather than effort and input. Competency described the behaviour that lies behind competent performance, such as critical thinking or analytical skills, and described what people bring to the job. More recently however, there has been growing awareness that job performance requires a mix of behaviour, attitude and action and the terms are now more often used interchangeably. (CIPD, 2016)

In the framework of this study, ideally the focus is on competencies that top public managers should possess and show, but this also depends on the scope of competency models in each Member State and it is possible that individual countries are working only with competences and not yet with competencies.

4.2 Leadership in public administration

The world is becoming increasingly complex. At the same time, people throughout history have felt that they live in difficult and complex times. This means that each generation does not yet understand changes that are happening and therefore deals with a complex environment. (Van Dijk, 2014) Nevertheless, “in a VUCA world – one characterized by volatility, uncertainty, complexity, and ambiguity – traditional leadership skills will not be enough.” (Johansen, 2012)

It appears that the new VUCA environment is seeing the demand move away from isolated behavioural competencies towards complex ‘thinking’ abilities. These manifest as adaptive competencies such as learning agility, self-awareness, comfort with ambiguity, and strategic thinking. With such changes in the mental demands on future leaders, the question will be: how will we produce these thinking capacities? (Petrie, 2014)

Furthermore, it is important to understand that management and leadership are not the same thing. Rather, *Command*, *Leadership* and *Management* are three forms of authority. Effective leaders usually need both managerial and organisational skills to maintain systems and institutions and help groups achieve shared goals. Leadership is not limited to the position that a leader occupies. A leader does not have to be an individual, but leadership is the power to orient and mobilise others for a purpose. (World Economic Forum, 2014)

Moreover, as a result of cultural evolution and technological revolution, the balance of power between leaders and followers has shifted—with leaders becoming weaker and followers stronger. (Kellerman, 2012)

“Technology has fundamentally changed leadership in the public sector” (World Economic Forum, 2014). The distance between leader and follower is reduced through the constant flow of information which comes through social media and the internet.

No longer do people in leadership positions have the power to distance themselves from their constituents or claim their privacy. Calls for accountability and ethical and financial conduct are becoming the rule.

Hierarchies are becoming flat and outsourcing networks are maximising benefits through the effective allocation of resources. In such an environment, the application of soft power tools and the development of contextual intelligence are key. Change is happening exponentially faster than ever before, and governments will have a difficult time reacting.

In *The Powers to Lead*, Joseph S. Nye, Jr. (2008) lists a few key messages related to leadership that could be carried over to public sector leadership:

- The appropriate style of leadership depends on the context. Besides the use of soft and hard power tools, smart power requires contextual intelligence.
- Leaders depend on and are shaped by followers. Soft power is required from the leaders, though charisma is bestowed on the leader by the follower. (World Economic Forum, 2014)

Also, Professor Gerda van Dijk⁵⁰ reconfirms that we are living in a network society, and TPM competences should depend on the relationship they have with their followers. Each problem needs its own leadership style, and different competencies in leaders.

Country case: New vision on public leadership in the Netherlands

Public leaders deal with complex issues in a volatile and uncertain environment. They have to deliver answers to political and societal questions at short notice, bearing in mind the long-term developments and goals, and always in cooperation with different networks. Because of the changing social reality and the initiatives of society, civil service needs to take up a different role. The tasks of top public managers need to include an integration of the roles of political advisor, manager and social partner.

There is not one ideal type of leader, but there are qualities every leader should show:

- *Cooperation*: the public leader puts shared leadership into practice, is focused on the broader context and not exclusively her/his 'own' domain, actively seeks collaboration and co-creation and is able to understand various perspectives.
- *Integrity*: the public leader works sincerely and consciously in the public interest, addresses the social issues and demonstrates this in her/his daily actions.

- *Reflection*: the public leader has self-awareness and organises reflection in the field based on knowledge and practice, asks the right questions and determines the course accordingly.

The type of leadership needed for an organisation is also determined by the context and the purpose of the organisation, as well as the diversity in the composition of the team, to promote reflection, contrast and quality. The new vision of public leadership is a government-wide, dynamic vision based on several studies and the input of public leaders themselves. The Office for the Senior Civil Service in the Netherlands has created this vision to offer reflection, inspiration and guidance, and also to concretely put it into practice by adjusting the present job profiles, competency profiles and development options for the top public managers in accordance with the latest insights.

4.3 Competencies and competency profiles in the EU Member States: comparing 2008 and 2015

In 2008, 15 countries had a (central) competency profile for TPM. By 2015 this number had increased slightly and now 18 Member States have a (central) competency profile for top managers. Six new countries have introduced competency profiles for their top managers (DK (only for level 1+), EL, FR, LT, MT⁵¹, AT⁵²) and three countries no longer have a competency profile for TPM (IT, HU, SE).

All Member States that have a competency profile use it for the process of recruiting and selecting TPM. 11 out of 18 countries also use the competency profile in the performance assessment of TPM. And only ten countries use a competency profile for training and development purposes. Finally, seven Member States use a competency profile for all three of the above-mentioned purposes. See the detailed overview in the table below.

⁵⁰ Van Dijk, G. M., *Organisatie ecologie: eenvoud in complexiteit*. Tilburg University, 2014.

⁵¹ In Malta the competency profiles are not completely new; separate parts of competency profiles existed in 2008, but by 2015 have been integrated in one central competency profile.

⁵² Austria has a voluntary central competency profile that ministries can use as a guideline in the recruitment process.

Table 22: Use of competency profiles in the EU Member States (2015)

Competency profile used	Member States (only the ones with a competency model)	In total
For recruitment & selection	BE, BG, DK ⁵³ , EE, IE, EL, FR, CY, LV ⁵⁴ , LT, MT, NL, AT, PT, RO, SI, UK, EC	18 MS
For performance assessment	BE ⁵⁵ , BG, EE, IE, FR, CY, LV, MT, NL, AT ⁵⁶ , PT, RO, UK	13 MS
For training & development	BG ⁵⁷ , EE, IE, LV, LT, MT ⁵⁸ , NL ⁵⁹ , RO ⁶⁰ , UK ⁶¹ , EC	10 MS
For all 3 purposes (above)	BG, EE, IE, LV, MT, NL, RO	7 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

The summary of Member States' answers show that quite a few countries use competency profiles for several purposes in the HR cycle, and it is important to see that there is some understanding about linking competency development through the stages of the HR cycle. However, it is unclear whether, apart from laws and regulations that determine how the procedures should take place, a forward-looking and continuous analysis is also done, following the future trends and new types of challenges for TPM in a VUCA world.

Country case: Competency model for TPM in Estonia

The competency model for the top civil service was developed as a single framework for all top civil servants. The improved competency model provides a list of competencies together with four to ten activity indicators under each competency described on two levels (poor and excellent) on a five-point scale. Another set of tools includes various development activities – individual coaching and mentoring, specially designed development programmes, individual and group trainings, workshops, seminars and conferences.

Competencies of top civil servants must be assessed at least once in a two-year period; results of this assessment will be input for the performance assessment interview (the interview is conducted annually). The assessment of competencies of TPM is individual, based on a 360-degree evaluation method: a competency profile is formed from the top executive's self-assessment and his/her

⁵³ In Denmark the central competency model is only for level 1+ (permanent secretaries).

⁵⁴ It is not mandatory to use competency assessment in selection.

⁵⁵ The efforts to develop the personal competencies as one of assessment criteria.

⁵⁶ Performance criteria include improvement of competencies (but not really linked with the competency profile).

⁵⁷ Topics of training TPM are usually tailored to competencies management.

⁵⁸ Training is in line with a set of established competencies for different grades and levels.

⁵⁹ General competency profile is applied when providing training to TPM.

⁶⁰ The training programs for TPM are designed to generally fit the job description and competency profile for each TPM level.

⁶¹ Framework used for development discussions.

immediate superior's, subordinates', colleagues' and partners' assessment. The Government Office offers top officials support in discussing assessment results and planning development activities for the next period. A special electronic environment called e-Competence Centre (for top managers) has been created, making it possible to both assess the competencies and keep a record of planned and completed development activities.

Source: Uudelepp, Randma-Liiv and Sarapuu, 2013

When designing competencies it is important to give consideration to the position, tasks and role that the TPM has. However, it is not that simple to suggest that a "lower-level manager should focus on driving for results, while top executives should focus on developing a strategic perspective". (Zenger and Folkman, 2014) According to Jack Zenger and Joseph Folkman, authors of the article "The Skills Leaders Need at Every Level" (Zenger and Folkman, 2014), intuitively this makes sense because it is based on the assumption that people will continue to exercise the skill they have developed. However, as people move up the organisation, the fundamental skills they need will not change dramatically. Some competencies become more important at the top level, such as strategic vision, but should develop at the lower management levels over the years.

Country case: Competency framework in the UK

The Civil Service Competency Framework sets out 'how' people in the Civil Service should work. It is meant for all civil servants, including top managers. It puts the Civil Service values of honesty, integrity, impartiality and objectivity at the heart of everything that civil servants do and is aligned with the Civil Service Leadership model: Set Direction, Engage People and Deliver Results. Business objectives identified at the beginning of the year will set out 'what' you need to achieve over the year, while the competency framework will set out 'how' you need to work to achieve those objectives. There are ten competencies and around 50 behavioural indicators which describe the requirements for now and for the Civil Service of the future. Effective and ineffective behaviours are explained under each competency, referring to different civil servant grades, including TPM positions.

The Civil Service Leadership Statement is embedded within the competencies to ensure they reflect the key characteristics that Civil Service leaders are expected to demonstrate: inspiring – about their work and its future; confident – in their engagement; and empowering – their teams to deliver.

Civil Service Competency Framework Self-Assessment Tool helps to identify individuals' strengths and development areas and agree on development objectives. It helps to identify capability requirements for the current job and to understand the capability shift one needs to make to develop a career in a reforming civil service. It is aligned with the Civil Service Competency Framework.

Source: UK Civil Service Human Resources, 2015

It can be summarised that there is some logic to focusing on distinct competencies at different stages of development, but there are sets of skills that are critical throughout the career, such as: inspires and motivates others, displays high integrity and honesty, solves problems and analyses issues, drives for results, communicates powerfully, collaborates and promotes teamwork, and builds relationships. (Zenger and Folkman, 2014) While TPM at different levels have different job tasks and responsibilities, they should all follow a set of main competencies that are necessary for good leaders.

Of the 18 Member States that have a competency profile for TPM, only three countries (IE, RO, UK) have slightly different competencies (or their focus) for different TPM levels. In Denmark the central competency profile is defined only for permanent secretaries (level 1+), therefore indicating some differentiation between competencies needed at different TPM levels. All other countries have defined the competencies for the TPM group as such.

From the three countries with some differences in competencies for various TPM levels, in **Romania** the order of importance of competencies differs between levels, and some additional competencies are added for different levels that deem to be important for that particular role. Further, in the **UK**, the competencies are named the same for all levels, but the focus and the scope of these competencies differ per level and position of the top manager. In **Ireland**, the focus of TPM level 1+ competencies is on establishing vision and purpose, professional integrity and environmental awareness, and steering through the political environment, while at level 1 positions the focus is on strategic thinking, managing relationships and delivering results. At the same time, communication and managing for results are also important for both level 1 and 1+ TPM.

In these three countries it is shown that the TPM role at various TPM levels is perceived differently, because the function of top managers at each level has a different focus. At the same time, a common line of thought can be seen through all competencies for different TPM levels as well.

When analysing the content of the competencies that were included in competency profiles for TPM, three trends were discovered:

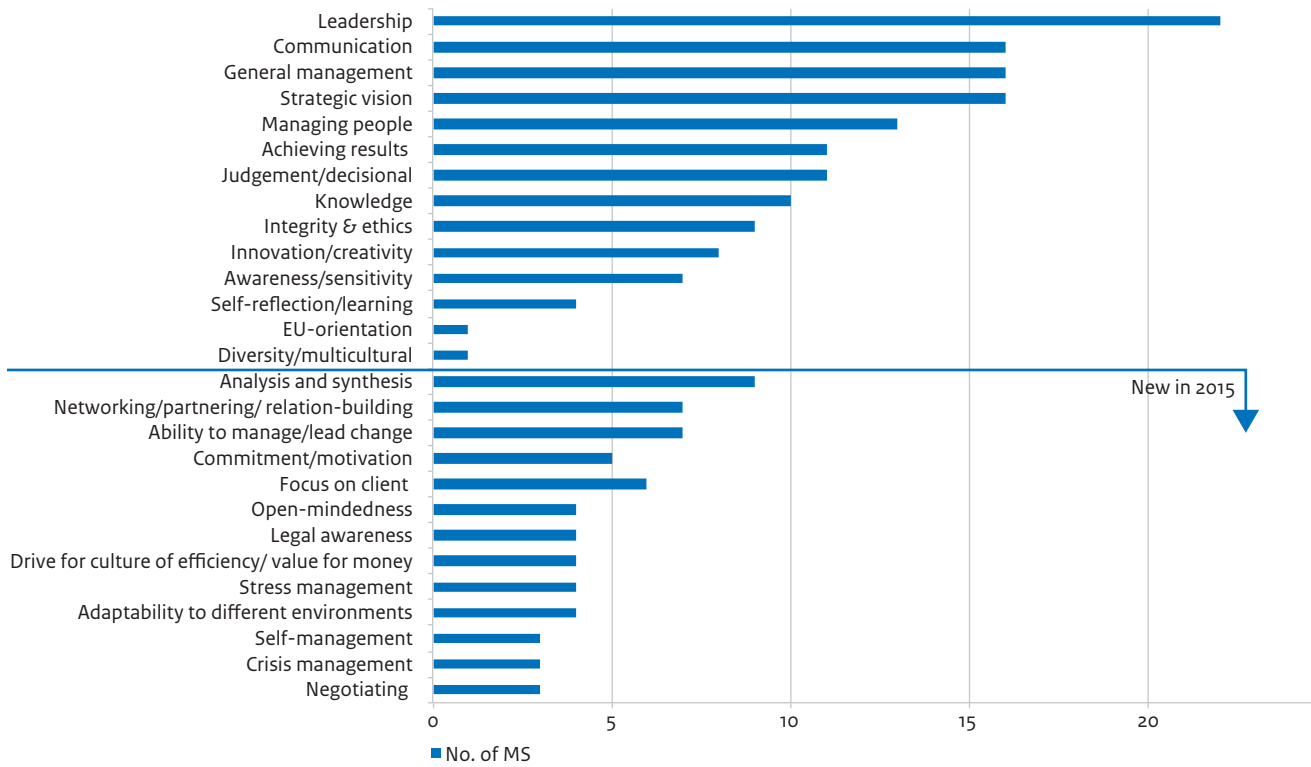
- A) Several competencies were important in 2008, but are not anymore (for those Member States that had a competency profile in 2008): achieving results, managing relations/people, general management, knowledge
- B) Several competencies were not so important in 2008, but were important in 2015: judgment/decisional, innovation, networking, analysis and synthesis, commitment and motivation, open-mindedness, legal awareness, focus on the client
- C) Several competencies were equally as important as in 2008 or even more important in 2015: leadership, strategic vision, communication, awareness/sensitivity, integrity and ethics

The study's results (and the table below) show that the Member States that have newly introduced competency profiles for their TPM (EL, FR, LT, MT, AT⁶²), have included the competencies that were important in 2008 (both group A and C as defined above). Group A competencies, such as general management and knowledge, are generally no longer seen as important for TPM competency profiles, as they are acknowledged as a basic level of skills and knowledge required to access TPM posts. However, it is possible that in the majority of countries that have introduced competency profiles for their TPM over the last six years, there were no standard management requirements in place and a competency profile is seen as a way to ensure these necessary skills as well. On the other hand, the new competency profiles also include competencies from group C, such as leadership, strategic vision, communication, awareness/sensitivity, integrity and ethics, which are still highly relevant today.

Most importantly, the countries with new competency profiles have also largely included the competencies that are seen as equally or more important today than in 2008 (group B: judgment/decisional, innovation, networking, analysis and synthesis, commitment and motivation, open-mindedness, legal awareness, focus on client). These are competencies that were not seen as important in 2008, but today are being introduced in both old and new competency profiles. They describe in depth what kind of leadership and leaders are needed in today's world: analytical, decisive and motivated as well as aware of the environment in which they function. This shows that the Member States that recently introduced competency profiles for their TPM have also picked up on the latest trend and, together with the Member States with existing competency profiles, have introduced the newest competencies needed for leaders in their top managers' competency profiles.

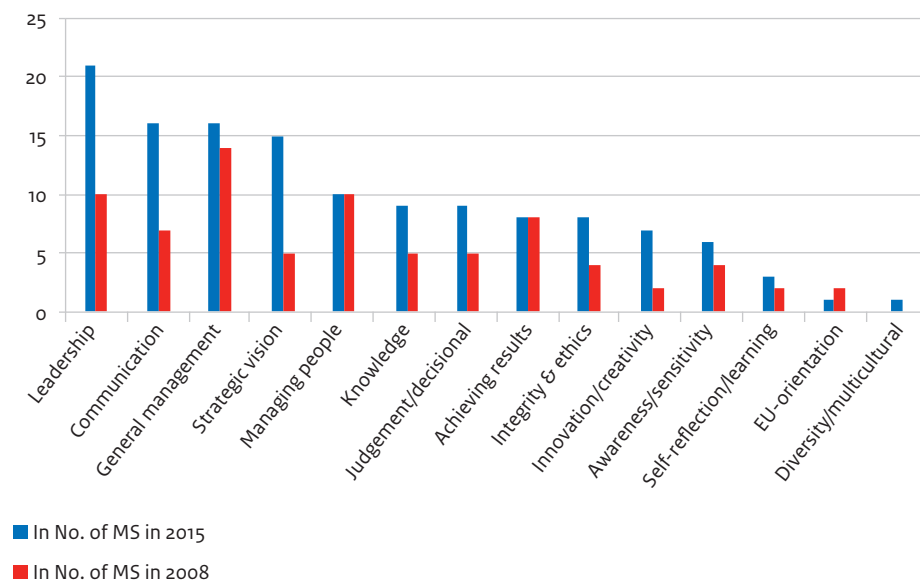
⁶² Austria has a voluntary central competency profile that ministries can use as a guideline in the recruitment process.

Graph 2: TPM competencies in 2015



Source: H. Kuperus and A. Rode, Top Public Managers in Europe, 2016

Graph 3: Changes in the popularity of particular competencies for TPM in 2008 and 2015



Source: H. Kuperus and A. Rode, Top Public Managers in Europe, 2016

As can be seen from the graphs above, many more countries have introduced **leadership** competency for top managers. Also, requirements for **strategic vision** and **communication** skills have increased from five to 16 and from seven to 16 Member States accordingly in comparison to 2008. There are also several new competencies included in TPM competency profiles, one of which is **networking and relationship building** qualities. In the literature, communication skills (to different types of stakeholders) together with networking and relationship building skills are seen as very important competencies for top public leaders today, as they have to be able to cooperate across departments and sectors, persuade stakeholders with ‘soft tools’ and be able to reach a consensus agreement.

On the other hand, such important competencies as **self-reflection, EU-orientation and diversity** are still not common in the Member States. This is surprising, as TPM today need to act in an ever-changing, complex and interlinking environment, involving people of different nationalities, ages, genders and disabilities. According to Professor Gerda van Dijk (VU University, Amsterdam)⁶³: “Top leaders need a lot of reflection together, but mainly self-reflection should be on top of the competencies for TPM.”

In the round table discussions with DGs from the EU Member States during the EUPAN meeting on 16-17 June 2016 in Amsterdam, several competencies in TPM were also emphasised, including: understanding cross-multiple issues in complex systems, communication skills with different stakeholders, anticipating change, high degree of tolerance, and being able to deal with politicians. The communication skills with politicians seems to be especially important when trying to initiate innovation and technology projects in the public administration, as acceptance of failure in this area is generally very low in public administrations. But it is seen that improving communication skills with politicians could help. Also, there are locally organised trainings in Denmark and the UK for TPM in risk taking and leading big projects, which can help increase innovativeness in PA.

Country case: Core competencies for TPM in the European Commission

Core capabilities that all top public leaders should have:

- 1) Proven leadership skills
- 2) Being inspiring, energising teams and people, being decisive, working across departmental boundaries, participatory style, inclusive – use talents available in the organisation
- 3) Willingness to manage effectively and efficiently: resources have shrunk. Do more with less!

Specific to the EC:

1. Top managers in EC have to be able to manage a high degree of complexity in the area of 28 MS
2. High degree of tolerance/sensitivity: for different nationalities, cultures, requirements of MS
3. Be ‘in the trenches’: able to use tools/talents/staff at hand, ensuring that the highest level of common ambition is achieved
4. Political savvy: TPM not only need to be close to their political bosses, they also need to be better equipped than them in terms of understanding the political context in which EC and politicians work (national developments, social and cultural dimensions etc.).

In **conclusion**, according to the literature, competencies such as learning agility, self-awareness, comfort with ambiguity, and strategic thinking will be needed when leading within a VUCA world. However, although there is progress in Member States in implementing competency profiles and some of the more general leadership and strategic vision competencies, the focus on self-awareness, self-reflection/learning and environmental awareness, diversity and multicultural competencies, as well as EU-orientation is still very low. If European public administrations want to prepare their top managers for the challenges ahead, greater focus is needed on developing self-understanding, willingness to learn (even if through mistakes) and awareness of inter-linkages between sectors and different stakeholders for top public managers that can be part of a solution to a complex problem.

⁶³ She gave a presentation on leadership in the EUPAN DG meeting during the Dutch EU presidency on 16-17 June 2016 in Amsterdam.

5

Assessment of performance

According to the European Commission's report on Excellence in Public Administration for competitiveness in EU Member States (Pitlik *et. al.*, 2012), the key concept underlying performance orientation in the public sector is the appreciation of different procedural stages in the policy and management cycle: (1) Targets are pursued with certain (2) inputs, which are used to create (3) outputs and achieve certain (4) outcomes by means of any activities of the public sector organisation. Primary outcomes are usually in line with the organisation's mission statement or policy documents. And measured outputs and outcomes should be indicators of the effectiveness and efficiency of a public body.

There are three levels of performance assessment:

1) From an **external perspective**, performance information is a prerequisite for comparisons and league tables (i.e. benchmarking). It can serve as a basis for informed decision-making, it increases accountability towards stakeholders, including businesses, and improves the objectivity of public sector decisions. (Pitlik *et. al.*, 2012) *Refers to performance of the organisation as such, from the viewpoint of the society.*

2) From an **internal perspective**,

2a) Performance measurement aims at a general improvement of the manageability of public sector organisations by providing data for better decisions, initiating reform measures, motivating public servants, enabling better understanding of internal processes and by supporting the definition and evaluation of goals and targets. The latter relates performance management closely to strategic controlling and long-term planning through strategies and their evaluation. (OECD, 2011) *It refers to the organisation's performance – for example, policies, budgets, HRM – on each management level, according to their mandate.*

2b) Appraisals are at the core of HR management and their role has become key to strengthening performance, result-orientation and motivation. However, Member States apply very different systems, according to their administrative systems and culture. (OECD, 2011) *It refers to performance of individuals themselves, according to their responsibility for their own personal development and for reaching their individual targets.*

In most cases, top public managers have their core tasks in the areas of assessment from an internal perspective (2a and 2b), and they contribute to assessment type 1 (external perspective) in their respective policy field. Occasionally they also have outside-related targets – e.g. the tax office – such as citizen-friendly services or IT-supported facilities for citizens.

This chapter on performance assessment for TPM focuses mainly on the individual level assessment (2b, in relation to 2a).

It is possible to distinguish between two systems of assessing individual performance. In the first system, (1) **performance is measured and rated on the basis of a set of criteria and indicators**, often related to job levels and/or job profiles/

competencies. Different rating systems are used in different countries, varying between 3, 4, 5 or even more marks (e.g. excellent, good, fair, poor). This type corresponds to the traditional appraisal system.

According to the theory (in Op de Beeck and Hondégheem, 2010), competency management stresses inputs, including staff behavioural characteristics. However, when certain competencies are selected for a job description, they are supposed to have an impact on performance. Therefore, competencies are the inputs that lead to the necessary performance (outputs). Competency management also represents a cultural change towards greater employee self-direction and responsibility, and the search for excellence rather than standard performance.

In many EU Member States, the carrying out of yearly evaluations remains a challenging task for managers, all the more so if they are directly linked to pay and job security. The setting, communication and measurement of goals, the achievement of objectivity and fairness, the management of under-performance, as well as the more dialogue-based style, require a whole set of competencies from managers, including for example interpersonal and social skills, conflict management, assertiveness and listening skills. (European Commission, 2015)

On the other hand, (2) evaluations are increasingly being used to agree upon targets for staff members to achieve in the following year. In such a system, the employee is **evaluated on the basis of individual targets**. In many countries, both systems are mixed. (European Commission, 2015)

According to the European Commission Toolbox (European Commission, 2015), different **performance measuring instruments** are used in various national contexts, such as staff interviews aimed at motivation, communication and agreement on targets (AT), performance agreements which are often linked with performance-oriented pay (FI), team evaluations, 360-degree feedback (UK), professional development circles with a strong focus on competency development, professional development and feedback (BE), and self-assessment.

Increasingly, TPM in EU Member States are subjected to a higher number of various evaluation systems than other civil servants. They are evaluated on the achievement of strategic organisational goals and in regard to their managerial and leadership skills (2a and 2b).

Performance assessment can form the basis for performance appraisal and performance-related pay, contract renewal, career advancement, and often for the further training and development of TPM. In some cases, low performance can even lead to the termination of the employment contract.

In the questionnaire and fact sheets, the Member States were asked several questions pertaining to performance assessments for TPM. These questions cover an extensive range of areas that are

specifically relevant to TPM, such as the impact of evaluation results on the TPM contract, as well as training and development opportunities. Performance assessments were not covered in the previous Top Managers' study in 2008, therefore it is more difficult to assess how performance assessment systems have changed for TPM over the years. Nevertheless, the main trends are highlighted.

5.1 Annual performance review practice for TPM

All Member States except three (ES, LU, SK) have a regular, mostly annual, performance assessment for TPM. In Spain there is no regulated performance assessment process for TPM; however, performance is considered when making decisions on TPMs' careers. In a few countries, performance assessment for TPM takes place once every two years (BE) or twice a year (UK), or an annual mid-term monitoring for the performance agreement is set for the whole term of the TPM contract (PT).

Overall, fixed term appointments to TPM positions are beneficial for assessing TPMs' performance and achieved goals during their term in office. They allow for assessing TPM's work during the appointment term and help in deciding whether the term should be prolonged, if allowed by law, or not.

Each Member State has developed its own system of performance assessment for their top managers. Performance assessment for TPM is generally more specific and detailed than for general civil servants. The focus on performance assessment is greater, especially in countries with a central TPM office (EE, NL, UK), as well as in countries where management agreements are used (BE, PT, FI), at least legally.

TPM are most commonly assessed by:

- Their immediate superior: DK, DE, EE, IE⁶⁴, EL, FR, HRV, LV, LT, HU⁶⁵, MT, NL, AT, PL, PT, RO⁶⁶, SI, FI, SE
- A three-party committee (when possible), including the immediate supervisor: CY⁶⁷
- A special elected commission: RO (level 1+)
- Self-assessment: BG, DK⁶⁸, LV, MT, RO⁶⁹, UK⁷⁰

⁶⁴ In the case of those at Assistant Secretary level.

⁶⁵ Not applicable to Administrative Secretary of State and Deputy State Secretary (levels 1+ and 1).

⁶⁶ For levels 1 to 2 (directors general and directors).

⁶⁷ For heads of departments (level 1) performance appraisal is conducted by the permanent secretary of the ministry to which the department belongs.

Permanent secretaries of ministries (level 1+) do not undergo annual performance assessment.

⁶⁸ Used for Permanent Secretaries (level 1+).

⁶⁹ TPM writes an activity report,

⁷⁰ The competency framework's self-assessment tool to identify one's own strengths and areas for development.

- 360-degree feedback/evaluation: BG⁷¹, EE, IE⁷², FR, LV, FI, UK

It can be difficult to develop the right appraisal criteria for the evaluation of TPM due to the political environment and policies that they cannot (always) control. Most countries are trying to reduce the role of politicians in recruitment and assessment of TPM. However, it is not possible to eliminate it completely. One issue with ministers' evaluating TPMs' performance is that some ministers take giving feedback to TPM very seriously, while others just rate all of them as 'excellent'. Also, in some systems a performance assessment system is not culturally absorbed by the government.⁷³

Countries use different approaches in performance assessment criteria for TPM, including the focus on the results achieved, objectives achieved, job tasks fulfilled and certain competencies demonstrated.

5.2 Performance assessment of agreed objectives

One of the most common methods used is **setting objectives** for TPM, and annually assessing whether the TPM is on the right track in achieving them (BE, BG, IE, EL, IT, LV, LT, LU, MT, AT, PT, RO, FI (for the unit), UK). In several Member States the performance agreement is made at the beginning of their appointment to a TPM position. Examples of performance agreements are shown below. Here TPMs' performance can be directly measured against the defined objectives.

Country case: Management agreements in Finland

A management agreement can be used as a target-setting and assessment tool for managers. The management agreement is concluded between ministries on the one hand, and between the top management of one of its subordinate departments, agencies or other units on the other. The agreement is concluded at the time when the person is appointed to the management post, usually for the entire appointment period of five years. A management agreement should form part of the unit's control process and should thus be compatible with the performance agreements. It should specify how the unit is expected to develop and what the manager is expected to do to achieve this. This is the most important part of the agreement.

⁷¹ The opinion of colleagues and third parties that have a direct observation of how the employee is carrying out professional duties is requested.

⁷² Used at Assistant Secretary level as input into the setting of development objectives and the discussion of development with their manager.

⁷³ Outcomes of the discussion among top managers during the EUPAN DG meeting in Amsterdam on 16-17 June 2016.

The development targets of the unit must be further analysed in annual targets that can be monitored on a yearly basis. This gives the evaluator the chance to provide feedback and to address any shortcomings at an early stage. It is appropriate to group the development targets by development area in accordance with the division in the description of the current situation, i.e. management and leadership; personnel competence and motivation; service ability and quality; and productivity. One of the best ways to contribute to the achievement of the development goals is to make successful appointments to the next lower tier in the hierarchy, to give these supervisors feedback and to reward them.

- In **Portugal** TPM sign a mission charter at the beginning of the executive tenure, where objectives are defined and quantified.
- In **Ireland** TPM agree on objectives with the Secretary General at the beginning of each period under four categories – policy, operational, leadership and collaboration. These are linked to the goals outlined in the Department’s Statement of Strategy and business plan. Development objectives are also set.
- In **the UK** performance assessment is linked directly to departmental business plans which set priorities for each coming year.
- In **Belgium** administration contracts (detailed engagement between the minister and TPM) for the realisation of political objectives are used. The strategies are determined, structured and developed in terms of objectives to be attained, results to be measured and indicators of the attainment of those results. Those indicators allow a permanent monitoring by the authorities of the progress of the administration towards its objectives. TPM have full responsibility at the level on which the policies are implemented.

However, some questions remain here: How to measure whether objectives are achieved? How to know whether the TPM’s actions actually led to the results expected, or was it a coincidence?

For example, three countries – Belgium, Portugal and the UK – use additional criteria that are linked to achieving defined objectives. In **Belgium**, not only the achievement of objectives is an important criterion for TPM appraisal, but also the way in which these objectives are achieved; the TPM’s personal contribution to achieving the objectives is discussed, as well as efforts to develop personal competencies.

In addition, in **Portugal** assessment is based on the **degree of accomplishment** of commitments set out in the mission charters. This is determined with the help of measurement indicators set for the assessment of results achieved on objectives of effectiveness, efficiency and quality assumed therein, and on the human resources, financial and material management assigned to the service.

In **the UK**, core objectives for TPM are SMART (Specific; Measurable; Achievable; Relevant; Timed). For each objective, jobholders should record the main actions to be carried out with deadlines wherever possible, as well as the measures or targets which will be used to assess whether the objective has been successfully delivered. In addition, a new appraisal system has been introduced for members of the Senior Civil Service, which aims to identify the top and bottom performers, where the bottom ten per cent are provided with an improvement plan. It provides:

- A common framework for the TPM to facilitate a cascade of objectives and create alignment through the TPM, encouraging a wider corporate contribution than merely delivering in the individual’s own business area
- Links business and personal objectives
- Makes implications for reward clear and transparent
- Provides advice on dealing with dips in performance and makes improvements in those identified as ‘low’ performers

5.3 Performance assessment of (demonstrated) competencies

Assessment by achievement of objectives is not the only method of performance assessment criteria. The following methods are used in different EU Member States:

- **Job description** and the actual execution of **job tasks** are linked to the assessment (FR, CY, HRV, LV, LT, MT, SI)
- The **demonstrated competencies** in the job or competency profile (BG, EL, FR, LU, NL, PL, RO)
- The achieved results (DK, IE, FR, LT, RO, SE (of their organisation/ unit))
- The individual results (EE, NL (on specific areas, e.g. strategy, cooperation and leadership), FI)
- Benchmarks (DK)
- Quality of outputs (DE, IE, HU, SI)
- Improvement and development of competencies (DE, IE, LV, HU, NL, SE)
- Timelines (DE, HU, SI)
- Activities undertaken (DE, IE (under leadership and collaboration objectives), HU, SI)

In addition to the measuring of results, a TPM’s performance is often measured on the basis of other criteria, for example their competency profile or most important competencies.

Nevertheless, not all Member States use (central) competency profiles for TPM; or they do not use them specifically for performance assessment of TPM. Only in 13 Member States (BG, EE, IE, CY, HU, LV, LU, MT, NL, PL, PT, RO, UK) is there a job description and a list of competencies that are linked with the performance assessment. If competency profiles are used for TPMs’ performance assessment, only in some of those countries

(BG, EE, CY, HU, LV⁷⁴, MT, PL, RO, UK) are competencies ranked on importance for assessment of performance.

Furthermore, in some countries TPM are assessed on the demonstration of main TPM competencies, such as (demonstrated) management skills (FR, PL, PT), staff and budget management (IE, PL), leadership (PT, SE) and communication skills (SE). In two other countries (IE, FI) job descriptions and competencies are defined separately in each case depending on the nature of the role.

From the countries that use competencies in the performance assessment of TPM, in most cases, except BG, EE and MT, there is **some difference(s) in the competencies applied, depending on the level of TPM**. In **Latvia**, for example, the level 1 TPM position has two additional competencies assessed in comparison to level 1+. In **Romania** TPM at level 1+ positions have different competencies than levels 1 and 2. In the case of **Luxembourg**, although most of the competencies for TPM are the same, their importance differs between level 1+ and level 1 positions. Thus, TPM at level 1+ positions have an additional social competency required that ranks number one in importance: the ability to develop strategy and vision. The social competency of delegating responsibilities is ranked higher for level 1+ than for level 1 positions. Furthermore, in **Portugal** one competency has been prioritised as most important for each TPM level, namely Level 1+: leadership; Level 1: outcome orientation; Level 2: strategic guidance.

In **the Netherlands** the four meta-competencies are the same for both level 1+ and 1: 1) competency to 'read' situations; 2) competency to influence situations; 3) accountability (actively seeking and taking responsibility); 4) know oneself (know one's talents, powers, weaknesses and motives for acting). For level 2 TPM there are different sets of competencies that are not ranked in importance: coherent governance, problem solving, interpersonal behaviour, operational effectiveness, impact and resilience. Recently, a new public leadership vision has been adopted which will consequently be translated in the new competency profiles for each level of TPM.

Overall, the most commonly used competences for assessing TPMs' performance are:

- Strategic thinking/orientation (BG, EE, IE, LV, LU, NL, PT, RO)
- Leadership (BG, EE, IE, CY, MT, PT)
- (Resource) management (BG, EE, IE, CY, HU, LU, MT)
- Result orientation (BG, LV, MT, PT)
- Networking and communication (EE, IE, LV, RO)
- Self-management (self-development) (EE, IE, LV, NL)

⁷⁴ In Latvia the head of institution (performance appraisal commission in case of assessment of the head of institution) shall choose the most important competencies from the competency list to be used in the assessment. The level 1+ commission shall choose no fewer than five competencies (out of nine) and for level 1 – no less than four competencies (out of nine). Ethical Behaviour is the competency that shall be used in assessment as mandatory.

- Good judgement and decision capabilities (CY, HU, LV, NL)
- Responsibility (CY, NL)
- Teamwork (BG, LV)
- Interpersonal skills (LU, NL)

Assessment results are used for several purposes, most common of which are:

- Pay increase and/or bonuses
- Career development
- Contract renewal
- Training needs and individual development

5.4 Performance-related pay and use of financial and non-financial rewards for performance improvement

Since the beginning of this century, **performance-related pay (PRP)** has become widespread in the public service, and during the last decade PRP has been introduced in many EU Member States with the aim of improving performance and increasing motivation. Its positive impact in reality, however, should not be overestimated.

Firstly, pay is not the only element which stimulates work motivation; other factors such as job content, task responsibility, flexibility, empowerment, working environment and cooperation matter as well. Secondly, if PRP is not applied in a professional way and if there are no clear rules and evaluation criteria, explanatory guidelines and training for managers, it can undermine teamwork and trust, and engender jealousy and conflicts. (European Commission, 2015)

In the study it was observed that in 15 Member States (BE, BG, IE, EL, HRV, CY, LU, MT⁷⁵, NL⁷⁶, AT, PL, PT, RO, FI⁷⁷, EC) performance-related pay is **not used** for top public managers. In the other 14 countries some kind of performance-related pay scheme is in place. Some of the most common PRP schemes include:

- **Use of permanent pay increments** (DE, DK, FR, HU, UK). For TPM it can represent a maximum of 11-20% of gross monthly salary in France, maximum of 30% of base salary in Hungary, and no limit on the proportion of base salary that PRP can take in Denmark.
- **Variable pay or flexible part of the salary** (CZ, EE, ES, LV). In the Czech Republic a civil servant may be granted a personal benefit or have the amount increased, decreased, or taken away, based on the outcome of their service assessment. Personal benefit is

⁷⁵ But has performance bonus. There is a performance appraisal system which awards up to a maximum of 15% of the year's basic salary as a performance bonus, which TPM receive every 6 months.

⁷⁶ PRP is only used in a few central public administration organisations and takes the form of one-off bonuses representing a maximum of 6-10% of base salary.

⁷⁷ But has performance bonus in management agreements.

seen as a permanent individual performance-based component of pay. In Estonia it can be paid as performance payment or a bonus for exceptional achievements, and can constitute up to 20% of the base salary. In Spain the part of top public managers' pay that is performance related is higher than for regular staff. In Latvia the flexible part of the salary related to an individual's performance can comprise up to 22% of the total salary.

- **One-off bonuses** (DE, DK, LT⁷⁸, SI, UK). They can represent 6 - 10% of base salary in Germany, for example.
- **Bonus for exceptional service-related achievements** (EE, SK⁷⁹).
- **Lowest performers** (bottom 10% of the performance group) are not eligible for a pay award (UK).

The type of rewards used can be divided into financial and non-financial rewards. Financial rewards are all monetary rewards that can influence employees' wellbeing directly through wages, bonuses and profit sharing, or indirectly through supportive benefits such as pension plans and paid vacations. Non-financial rewards are non-monetary, and are related to the image of TPM and to being part of the TPM group; they can also be related to career development opportunities.

Overall, though, the main motivation for TPM should be 'to be a good leader', rather than specific rewards.⁸⁰

Table 23: Use of financial rewards (to foster performance improvement)

YES	NO	N/A
BG, CZ, DK, ES, FR, HRV*, IT, HU, LV, MT, NL** (level 2), PL, SI, SK, FI, SE, UK = 17 MS	BE, IE, EL, CY, NL** (level 1+ and 1), AT, PT, EC = 8 MS	DE, EE***, LT, LU, RO = 5 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe, 2016*

* In HRV results of the evaluation are taken into consideration when deciding whether to give a paid study leave to a civil servant

** NL is counted twice, in both columns 'Yes' and 'No'.

*** In EE rewarding varies by organisation due to decentralised public administration system.

As can be seen in the table above, the majority of countries use some financial reward to motivate their TPM. In the case of **the Netherlands**, financial rewards are not allowed at the highest levels of TPM positions, but are used for lowest level TPM posts.

The use of the following **financial rewards** were observed in the EU Member States:

- Pay increases to reward good performance and results (BG, LV, SK, SE, UK)
- Performance bonuses for extraordinary performance (ES, IT, HU, MT, SI, SK, FI)
- Premium wage up to 75% from the monthly salary in the case that the assessment result is exceptional, up to 65% if the assessment result is very good and 55% if the assessment result is good (LV)
- Changes in the flexible part of the salary (flexible part comprises up to 22% of the salary and depends on performance results and professional experience) (LV)
- Part of the remuneration bonus based on the TPM's performance assessment (FR)
- Paid supplementary leave from three to ten days (depends on the evaluation results) (LV)
- Civil servants who are given a positive appraisal may be promoted to a higher service rank (grade) and thus obtain a higher Civil Service bonus (PL)
- Results of the evaluation are taken into consideration when deciding whether to give a civil servant paid study leave (HRV).

The most common **non-financial rewards** observed in the Member States are:

- The possibility to renew a TPM contract/appointment in the case of satisfactory/good performance
- The opportunity for promotion
- Career development, transfer to another position or extension of duties and responsibilities
- Development and (advanced) training opportunities

In addition, in most countries **negative evaluation results** are not used as punishment. Officially, only in **Italy and Portugal** does the failure to achieve goals render the renewal of the TPM's appointment impossible.

In summary, most common financial rewards are pay increases and performance bonuses awarded to the best performing TPM. In Latvia, paid supplementary leave is also offered as a reward for good performance. Non-financial rewards are less often used, while career development and promotion opportunities are the most common rewards. Furthermore, in Latvia, mobility to another position and extension of duties and responsibilities, as well as training and development opportunities, were mentioned as important non-financial rewards in their public administration.

⁷⁸ Although remuneration has no direct link with the performance assessment process, there are some financial options to reward good performance and raise qualifications, such as one-time bonuses.

⁷⁹ A personal, performance-related bonus which is paid regularly each month and can represent up to 100% of salary tariff. Based on the quality of performance, PRP can be awarded, increased, decreased or withdrawn.

⁸⁰ Outcomes of the discussion among top managers during the EUPAN DG meeting in Amsterdam on 16-17 June 2016.

5.5 Link between career development and assessment results

In only four Member States (IE, EL, ES, AT) is career development NOT linked to performance appraisal. In the other 25 Member States, the following career developments can take place on the basis of the evaluation results.

Table 24: TPM career development and performance assessment

Evaluation results are:	In which Member States
1. NOT linked with career development steps	IE, EL, ES, AT
2. Considered during the recruitment process for the TPM to a new job position	MT, FI, SE, EC
3. Used in deciding whether TPM contract is ended or renewed	BE, LV, LT, LU, PT
4. Allowing for promotion	BG, HU
5. Taken into account when assessing whether the person is ready / qualified for promotion	DE, FR, HRV, CY, LV, RO
6. Contributing to the discussion of career changes and development needs or have impact on individual development plans.	EE, FR, NL, PL, SK, UK, EC

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

5.6 Identification of training needs during performance assessment

In most of the Member States there is a link between the performance assessment and the identification of training needs. This, however, can refer to different aspects of the assessment process and training access. For example, in two countries it is top managers' own responsibility to identify their training needs and discuss them during the assessment interview (FR, SE). In several other Member States the performance assessment has shown areas where the TPM needs to improve, and it is either their own responsibility to address these training needs (BE, IE, FI⁸¹), or the organisation looks for an appropriate training for them (BG, EE, IE⁸², EL, HU, PL⁸³, SK).

In **conclusion**, assessment of performance is very important in TPMs' career cycle; however, it is still negotiable as to the best way to do it. TPMs' performance is difficult to measure due to fast changing daily challenges that have an impact on TPMs' agendas.

However, setting targets is necessary in order to at least partly be able to measure TPMs' achievements and results. It is important for TPM to be able to show how their actions have contributed to achieving the organisation's goals, and to show examples of their skills and competencies used in the process. In addition, there need to be defined consequences for both good and bad performance. It could be interesting to exchange assessment methods, criteria and forms between Member States in order to learn from each other.

Finally, performance assessments should be used to assess how TPM permanently have to improve their competencies in order to be prepared for future challenges. This starts with the awareness that everybody, including TPM, needs lifelong learning. In order to realise the gaps in their own skills and knowledge, self-reflection is a crucial competency for TPM.

⁸¹ In Finland each organisation decides what kind of training it can offer TPM.

⁸² In Ireland, development needs are identified through the setting of development objectives, informed by 360 feedback. Depending on the development need, these can be addressed by the individuals themselves, or through the central Senior Public Service team.

⁸³ Identified shortcomings are the basis for the individual professional development programme.

6

Training and development

6.1 Leadership and development

More complex and adaptive thinking abilities are needed in a VUCA world. However, the methods used to develop leaders have not changed much. The majority of managers develop from on-the-job experience, training and coaching or mentoring, and while they are still important, leaders are no longer developing fast enough or in the right ways to match the new environment (Petrie, 2014).

Many training methods, such as content-heavy training for developing leaders, have become outdated. According to Nick Petrie from the Center for Creative Leadership, Colorado Springs (Petrie, 2014), there is a difference between knowing what 'good' leadership looks like and being able to do it. By teaching managers more about leadership it is not conclusive that they will become better leaders, as they might lack certain requirements to be able to transform. "Organizations have grown skilled at developing individual leader competencies, but have mostly ignored the challenge of transforming their **leader's mind-set** from one level to the next." (McGuire and Rhodes, 2009)

6.2 Training and development for top public managers

In the context of a competency-based HRM approach, the aim of learning and development is not only to strengthen knowledge, but also to develop know-how, attitudes, behaviours and abilities through innovative training methods. In today's world, training courses not only focus on the transfer of specific knowledge, but increasingly on general transversal competencies, such as analytical skills, social skills, networking and intercultural skills, communication skills, European and international competencies, leadership skills, strategic thinking, goal achievement, project and personnel management, and IT skills (European Commission, 2015). Also, the methods and setting used for TPM training has moved from traditional classroom training to digital and more informal methods.

In less than half of the countries specific training and development programmes are also linked to competencies for TPM: 14 out of 29 Member States that responded have some kind of linkage between the competencies profile and training offered to TPM. In some countries this link is not clearly defined, but can be seen through the performance assessment process or when designing and offering training to TPM, in that their development needs are analysed and taken into account, in regard to their competencies.

For example, in **Bulgaria** topics of training TPM are usually tailored to the competencies management, teamwork and organisational skills. In **Croatia**, the delivery of civil servants' training is managed (planned, delivered, monitored, supervised and evaluated) via the use of an IT-supported training record as an

integral part of a single database on the structure and competencies of civil servants. In **Portugal**, all top public managers are required to attend long-term training courses and refresher training in order to stay up to date with their competencies, or competency profile. In **Romania**, the training programmes for TPM are designed to generally fit the job description and competency profile for each TPM level.

Similar to the 2008 study, an overview table of countries that have a competency profile, with or without a comprehensive training programme for TPM, has been drawn. As in 2008, the table indicates the Member States with a central competency profile and management training for TPM other than entrance training. Training is not (necessarily) linked to the competency profile.

Table 25: Use of (central) competency profile and/or management training for TPM in 2008

2008	Career	Hybrid	Position
(Central) Competency Profile	BE, PT	BG, IT, LV	---
+ management training*	CY, IE, RO, EC	HU, SI,	EE, NL, UK, SE
No (central) Competency Profile, but comprehensive management training*	EL	SK	CZ
	AT, FR, DE, LT, ES	MT, PL	DK, FI

Source: H. Kuperus and A. Rode, Top Public Managers in Europe, 2008
* Entrance training not included

Table 26: Use of (central) competency profile and/or management training for TPM in 2015

2015	Career	Career hybrid	Hybrid	Position hybrid	Position
(Central) Competency Profile		EL, RO, EC	FR	BE	DK**, LV, AT****
+ management training*				BG, LT, MT, SI*****	EE, IE, CY, NL, PT, UK
No (central) Competency Profile, but comprehensive management training*	DE	LU	ES, HU	HRV, IT	DK***, PL, SK, CZ, FI, SE

Source: H. Kuperus and A. Rode, Top Public Managers in Europe, 2016
* Entrance training not included

** Only for 1+ level positions of permanent secretaries

*** For level 1 & 2

**** AT has a voluntary central competency profile that ministries can use as a guideline in the recruitment process

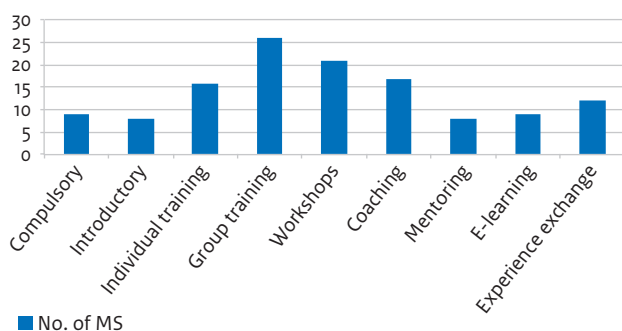
***** In SI competency profile is used only for recruitment (not training), and training for TPM consists of a specific mandatory programme that all (new) managers need to complete

Note: The country acronyms in red colour indicate that the Member State is new in this category in comparison to 2008; the country acronyms in green or black colour indicate that the Member State has remained in the same category.

When comparing the use of a (central) competency profile and existence of a comprehensive management training for TPM in 2008 and 2015, the following trends occur:

- There are a few more countries in 2015 that have developed both a competency profile and a comprehensive training for TPM (10 out of 28 in 2008 vs. 14 out of 29 in 2015). Six new countries have entered this group (EL, FR, BG, LT, MT, PT).
- France, Lithuania and Malta had comprehensive management training in 2008, and by 2015 also introduced a (matching) competency profile.
- Bulgaria and Portugal had a competency profile for TPM in 2008 and by 2015 added special management training for TPM as well.
- Greece is the only country that has moved from no (central) competency profile and no management training to the category where both are present.
- Three countries (HU, IT, SE) have abolished their central competency profiles and only now have management training.
- One country (PL) still has no (central) competency profile for its TPM; however, by 2015 it also no longer had a comprehensive management training for TPM.
- Denmark has introduced a central competency profile for the highest level of top public managers only (permanent secretaries, level 1+). There is still no central management training for TPM.

Graph 5: Most common types of training in 2015



Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

As can be seen from the graph No. 5, the most common type of training method is group training, followed by workshops, coaching and individual training.

In some Member States (EE, IE, UK⁸⁴, EC) a new trend is seen of **training that is tailored to the TPMs' individual needs**. A training focus of this kind was not there in 2008. It shows that there is a greater focus on assessing TPMs' performance and ways to improve TPMs' competencies to the next level. The execution of this type of training model differs across countries, but it is important to see that several countries recognised the need to focus on specific development needs of the top public managers,

taking into account both the topical context and the context of the training format that would fit their schedules and agendas.

Surprisingly, **e-learning** is still not very popular, and takes place only in nine Member States (CZ, DK, IT, HU, PT, RO, SK, SE, UK). While this method could easily be adjusted to a TPM's timetable and individual needs, its low presence in the Member States could be related to the organisational culture and difficulty in changing traditional learning methods that people are used to.

Furthermore, **experience sharing among TPM** has become a rather common form of training and development, taking place in twelve Member States (BE, DK, DE, EE, IE, NL, MT, PL, RO, FI, SE, EC), as opposed to two⁸⁵ (DE, EE) in 2008. It shows that training activities are becoming a rather informal event on the TPM level, such as breakfast workshops, monthly or annual meetings and networking events among the top public managers in order to discuss current issues and topics. Some of the interesting practices in experience sharing on the TPM level are:

- Managers take the initiative to meet regularly with other managers within their own organisation or from other ministries to share interesting practices. Also, heads of larger federal agencies meet annually at the Presidents' Forum to discuss current issues and challenges of public administration in depth. The participants present concrete projects and interesting practices (DE).
- An annual conference for Top Civil Servants that serves as a regular meeting point for the whole target group (EE, IE, MT).
- A Forum for Top Executive Management is a network that meets at an annual two-day camp and at quarterly events arranged by the secretariat for the Forum, which is cross-sector and approved by a cross-sector steering group (DK).
- Quarterly networking events to present and discuss current issues relevant to the Civil Service (IE).
- Informal method of sharing experience among TPM through the Forum of the Civil Service's directors general, organised by the Head of the Civil Service every one-and-a-half to two months. One-day meetings are the way to improve the DGs' competencies as leaders and managers, as well as give the possibility to strengthen the sense of mission, commitment, and esprit de corps among the TPM (PL).
- The Leadership Forum for Top Managers in State Administration that convenes twice a year (FI).
- Networks among TPM with the same type of job (e.g. heads of government agencies) or in the same situation (e.g. new on the job) (SE).
- The inter-institutional training programme in the European School for Administration for management positions includes the Leadership Club – interactive events with an external speaker for top managers (three hours plus lunch) (EC).
- A number of breakfast workshops are held from time to time, providing an open platform for discussion of various fields (MT).

⁸⁴ UK: only for DGs within the Top 200 scheme.

⁸⁵ The experience sharing amongst TPM took place in 2008 also in the Netherlands but that was not indicated in the original study of 2008.

- In 2016 it was decided to establish a Top Public Managers network with participants from government offices and agencies. The Agency for Modernisation of the Public Administration arranges master classes for different groups of leaders/managers, including TPM. The Master classes target leaders on the same level or in the same situation, or those facing the same challenges. (DK)

Table 27: Most common types of training in the Member States in 2015

Training methods used	Member States	In total
Compulsory	BG, EE, HRV, CY, LT, HU, PT, RO, SK	9 MS
Introductory compulsory	BG, IE ⁸⁵ , EL, FR, HRV, IT, SI, SK	8 MS
Individual training	BG, CZ, DK, EE, FI, FR, IT, HU, HRV, LV, MT, NL, RO, SE, SK, EC,	16 MS
Group training	BG, CZ, DK, DE, EE, IE, EL, ES, FR, HRV, IT, CY, LV, LU, HU, MT, NL, AT, PT, RO, SI, SK, FI, SE, UK, EC	26 MS
Workshops	CZ, DE, EE, IE, EL, ES, FR, HRV, CY, LU, HU, MT, AT, PT, RO, SI, SK, FI, SE, UK, EC	21 MS
Coaching	BE, CZ, DK, EE, IE, FR ⁸⁶ , CY, LV, LU, HU, MT, NL, AT, FI, SE, UK, EC	17 MS
Mentoring	CZ, DK, EE, HRV, NL, AT, SE, EC	8 MS
E-learning	CZ, DK, IT, HU, PT, RO, SK, SE, UK	9 MS
Experience sharing/ exchange	BE, DK, DE, EE, FI, IE, NL, MT, PL, RO, SE, EC	12 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

Furthermore, in nine EU countries (BG, EE, HRV, CY, LT, HU, PT, RO, SK) there is a training course or training component for TPM that is **mandatory**. In addition, the Netherlands strongly promotes 40 hours of training and development activities for each TPM. That is more than in 2008, when only two countries (SI, SK) mentioned mandatory regular training. The execution of compulsory training for TPM, however, differs: in some countries a certain number of days each year must be spent on training, without specifying the type of training courses to be taken (SK), whereas in other countries a specific training course or training component is mandatory (CY, HRV, PT) and it is even seen as part of the TPM's work to attend trainings (EE).

Compulsory introductory training for top managers was equally common in 2015 and 2008. In eight out of 29 countries (BG, EL, IE, FR, IT, HRV, SI, SK) training is mandatory for those TPM who are just recruited or appointed to the TPM position for the first time. This is similar to 2008, when seven out of 28 countries (BG, FR, EL, IT, LT, PT, RO) had mandatory introductory training for TPM. Here it can be seen that in 2015 four of the countries with compulsory introductory training have stayed the same and four others were added. Half of these countries (BG, HRV, IT, SI) have a position-

based system with some career elements (position-hybrid system) for their TPM. At the same time, Croatia and Italy have a career system for their civil service in general (as do France and Greece) and the introductory compulsory training can be seen as a tool to ensure a certain level of knowledge and skills in main civil service and management matters before starting work as a TPM. Another interesting fact is that, apart from Ireland and Slovakia, all these countries come from the southern part of Europe.

It can be concluded that the trend towards mandatory introductory training for TPM has stayed the same, but more Member States see the need to train TPM regularly on specific topics related to their daily work and new challenges that they face in public administration. Also, new training methods are introduced, such as experience sharing among TPM and tailor-made programmes in order to fit training to a TPM's schedules and specific interests. The focus on a TPM's special development needs is most likely the main reason why experience sharing among TPM has become more common, as it is an informal way for this group of top-level civil servants to learn from each other. A focus on more practical exercises and projects as a way for TPM to learn and develop can also be seen, for example in Cyprus and Croatia.

Typically, eight out of twelve countries that have **experience sharing** as a learning method for TPM come from a position-based system for TPM (BE, DK, EE, IE, NL, PL, FI, SE), and one from a position-hybrid system (MT). While in career-based systems there are often more established forms of contact and exchange with other parts of the civil service, this may be lacking in position-based systems. Therefore, experience-sharing events among the top managers are very valuable for getting to know each other, as well as for creating a common network and common values for this group of civil servants.

As experience sharing among TPM becomes an increasingly popular way of learning, a European level exchange or networking event could be an opportunity not only to expand experience to other European countries but also to increase the training and development focus on EU-orientation, diversity and languages, competences which are rated very low in EU countries at the moment.

6.3 Content of TPM training

After the types of training for top public managers have been explored, it is also interesting to see how the training topics have evolved for TPM during past years. In general it can be observed that Member States with a long position-based tradition are now less focused on basic general management knowledge and skills but more on personal development of specific skills and behaviour. Please see **Annex No. 2** and a table with an overview of **Topics in training and development programmes for TPM in 2015**.

⁸⁶ The Senior Public Service (SPS) Management Committee, which oversees the SPS, has decided for the SPS Executive Coaching programme to be mandatory for all newly appointed assistant secretaries.

⁸⁷ A specific individual coaching programme for female talents.

First of all, the belief in having leadership qualities in top managers has grown stronger and 18 out of 29 Member States have it as part of TPM training and development. Closely linked to leadership are trainings on team leading/building in four Member States (CZ, IE, LV, LU) and on development of personal (personality) skills or self-management, seen as an important way for good leaders to see their faults and grow further, in four other Member States (EE⁸⁸, HRV, HU, SK).

Secondly, the topics of management are still very present on the TPM training agenda: 14 Member States had general management (skills) training and development, while other countries, often in addition, also specified Human Resource (development) management (**13**) (BG, CZ, EE, IE, ES, HRV, LV, HU, MT, AT, PL, PT, RO), strategic (planning) management (**12**) (BG, DE, IE⁸⁹, ES, HRV, CY, LU, HU, MT, PL, PT, RO), financial management or budget and auditing (**12**) (EE, EL, ES, HRV, IT, MT, NL, AT, PL, PT, RO, SE), change management (**10**) (BG, DE, ES, FR, LV, HU, MT, NL, UK, EC), project management (**5**) (FR, LU, AT, RO, UK), organisational (process) management (**4**) (BG, EE, FR, AT), knowledge management (**3**) (DE, ES, AT), crisis management (**3**) (DK, LV, HU), and quality management (**2**) (ES, RO).

Similar to the case in 2008, most of the Member States have leadership and/or management training and development for their top public managers. In the previous study (2008), however, leadership training and management training were not counted separately. In 2008, 19 (out of 27 Member States plus the European Commission) had training and development activities on leadership and/or management skills for their top managers. In 2015, the differentiation between the two topics is rather clear. Leadership training is mentioned in more countries than general management training as such, but several Member States mention specific management-related topics, such as change management or strategic management, which are part of TPMs' training and development activities. The training courses in both leadership and management are in line with the competency profiles and competencies that TPM are required to have in these positions.

Furthermore, it would be interesting to explore what is meant by leadership training and what aspects it focuses on in different countries; however, such insights are not always available. According to the studies on competencies needed for the future, competencies such as learning agility, self-awareness/reflection and comfort with ambiguity are emphasised. However, only in a few Member States are these competencies part of competency

profiles for TPM (as yet). As can be seen in the Annex 1 table on competencies in EU Member States, **awareness and sensitivity** were among the competencies assessed in six countries (BE, DK, IE, NL, PT, UK), **self-reflection or self-learning** in three countries (IE, LV, NL), **adaptability to different environments** in three Member States (EL, FR, NL), **open-mindedness** in four countries (EE, EL, FR, SI) and **self-management** in two Member States (EE, SI).

In regard to training and development programmes, the only specific future competency that was mentioned in Member States was **personal development and self-management**, which is offered in training programmes in four Member States (EE, HRV, HU, SK). It is possible that with an increasing trend towards individual, tailor-made trainings for TPM, these specific areas of competencies could become more common in training and development activities. The European Commission has rolled out a development programme for newly appointed TPM which can be tailored to their specific development needs.

Another interesting observation is that some countries (all position-based), such as DK, NL, FI, SE, UK, rarely mention typical management training topics for top public managers. This suggests that in these countries TPM are already recruited with the necessary knowledge and skills on this management level, and training focuses on a deeper level of individual skills and competencies, rather than knowledge alone. On the other hand, in many Member States competency profiles and related training programmes for TPM are new, and they need to start from a basic level of knowledge in order to reach the next levels of more individual and personal skill development.

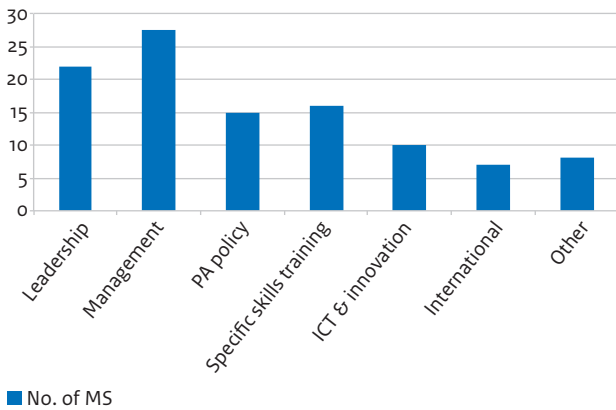
The next biggest group of training and development topics focus on **Public Administration Policy**, including topics such as ethics and integrity (DE, IE, IT, PT, SI); public policy advice, development and analysis (DK, EE, ES, HRV); public administration, governance and values (IE, ES, MT, SE); transparency in PA (IE, EL, IT) and effective institutions and efficient PA management (BG, DK, RO).

Public administration policy courses have been added to the training list for TPM in at least ten Member States. In the previous study (2008), ethics and corruption prevention (BG), transparency in public administration (PL), cooperation with politicians (LT) and a policy innovation programme (EE) were the only policy and public administration related courses mentioned. This trend shows an increasing importance for TPM to understand public policy processes and the specifics of working in the public administration sector. Furthermore, the increase from two (BG, PL) to six different countries (DE, IE, EL, IT, PT, SI) with training courses for TPM on ethics, integrity and transparency in public administration shows the necessity to better understand this topic for the specific work environment and link with the politicians that TPM have.

⁸⁸ In Estonia all training for TPM is tailor-made; therefore the authors looked at their competency model for the aspects that are valued in Top Public Managers.

⁸⁹ In Ireland, the primary means of developing Top Public Manager competencies is through the senior Public Service Executive Coaching programme, which is tailored to meet individual development needs informed by 360 feedback which is based on the Assistant Secretary competency framework.

Graph 6: Main topics of training and development for TPM in 2015



Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

Another block of training and development focuses on **specific skills training** for top public managers and was seen in a total in 16 Member States. It includes the following training topics: communication and public marketing (10) (BG, CZ, EE, IE, ES, LV, HU, AT, RO, SI), Common Assessment Framework (CAF) (3) (BG, IT, MT), Public Procurement (4) (IT, MT, PL, SI), media training and public speaking (3) (EE, LV, SE), legislation (3) (IT, MT, SI), social and interpersonal skills (2) (MT, AT), language training (2) (SK, SE), negotiating skills (2) (CZ, ES), statistics (1) (IT), and commercial capability (1) (UK).

In 2008, the only skills training mentioned was media training in Germany and Lithuania, and language training in Belgium, Greece and Poland. Many more personal and professional skills training programmes have been added for TPM in 2015, including negotiation skills, special legal and managerial tools such as CAF and public procurement, and interpersonal skills for TPM.

Another group of training focuses on **ICT and innovation** and takes place in ten out of 29 Member States in total. The main topics are: IT, new technologies and technology management (5) (CZ, DE, ES, NL, SK); e-government (3) (BG, DE, EL); innovation (3) (EE, ES, PT); digital knowledge and skills (2) (DE, UK); and service design (1) (EE). In comparison, in 2008 innovation was mentioned in only one training programme for TPM: quality, innovation and modernisation in Portugal. This shows how much information technology has become a part of daily life in society, as well as the need for public administration, including TPM, to respond to this growing trend. For example, top public managers today need specific competencies to be able to assess and approve digital projects, and to communicate appropriately with the stakeholders and society.

Internationally oriented training activities take place in six Member States – on **internationalisation** in Portugal, and on **EU-related issues** in six other countries (DE, EE, HRV, MT, NL, RO) is planned to start in 2008, when six countries mentioned some sort of European or international topic related training for TPM. Diversity training has been mentioned in only one Member State (UK).

In today's globalised environment, where countries face similar challenges and populations and the workforce have become more diverse (in age, ethnicity etc.), it seems odd that there is such little training on EU-orientation and diversity. There appears to be room for a more common exchange between European colleagues, so that EU-related topics and issues, as well as the common challenges that all TPM face in the EU, are more prominent and visible in public administrations. Furthermore, it is incomprehensible in today's world, where people from different nationalities, races, ages and genders work together in an increasingly European and international environment, that no specific attention is given to these topics in the development of TPM. For example, diversity should be a basic competency for all civil servants, but TPM in particular need to show their ability to steer, and work with, diverse groups within their organisation and in their networks. Dealing with different cultures is essential both within national public administration and internationally.

Finally, several new training and development topics were seen in 2015 (under the heading Other), such as legal awareness (2) (EE, SE), sustainable development (2) (EE, EL) and health promotion and work-life balance for managers (2) (DE, SI), which refer to some of the more global challenges today, such as stress at work, more complex projects undertaken by PA and the need for sustainable solutions for the future in many policy areas.

Country case: International development programme in Estonia

In Estonia an international development programme, called *Innovation Boot Camp*, has been developed for TPM. The aim of the programme is to develop the innovation capacity of top civil servants, foster new abilities to solve 'complex problems' in society and to increase the states' strategic agility to initiate the desired changes.

The programme was targeted at the very top level executives of the Estonian and Finnish public sector. In addition, a few top talents from both countries participated in the programme. The exact target group consisted of ten Estonian and ten Finnish public sector top executives/top talents.

Innovation Boot Camp I was carried out in 2015 (from 20 January to 4 December, a total of 14 training days) and received positive feedback from participants. As a result of working groups, two bigger projects and several smaller innovations have been implemented. Innovation Boot Camp II will start in November 2016.

Development and training needs of TPM are assessed similarly in the majority of EU countries. The most common method is to use the annual performance assessment interview for exploring top managers' training needs as well. This is the case in at least 14 Member States (BG, CZ, EE⁹⁰, IE, HRV, LV, HU, AT, NL, PL, PT, SE, UK, EC). In addition, several countries use a self-assessment where TPM indicate their training and development needs (EE, IE⁹¹, PT, EC). Finally, in several Member States the training needs are assessed through annual public-administration-wide employee surveys and questionnaires (EL, HRV, MT⁹², PT, SI), a procedure developed by the National School (LU), or by learning units located in each service organisation (CY).

6.4 Talent and potentials programmes in the EU Member States

This section looks into types of talent and potentials programmes for future TPM positions. Also, the type and content of training and development activities that these groups receive are examined. The main idea behind the potentials programmes is to help promising candidates find their way into management positions through training and coaching activities, and therefore keep the talent within the public administration rather than allow these highly qualified people to leave and work elsewhere.

Only in eight (out of 29) Member States (DK⁹³, EE⁹⁴, FR, LV⁹⁵, HU, NL, FI, UK) is there a defined specific talent group for future top public managers. In addition, in Italy there was an ad hoc special training programme for a talent group organised by the National School of Administration in cooperation with the Bellevue Scholarship Programme⁹⁶, sponsored by the Robert Bosch

⁹⁰ But not exclusively from performance assessment.

⁹¹ In Ireland, Development Objectives are set as part of the annual performance management process. These are informed by 360 feedback.

⁹² The Training Needs Analysis was made up of three main elements, namely (i) a qualitative method of research in the form of a number of focus group discussions with key experts in the training areas mentioned above, (ii) a quantitative method of research in the form of a one-to-one questionnaire with 500 officers randomly selected from the Public Service and (iii) an evaluation of the results from both the qualitative and quantitative research along with an evaluation of best training practices for the public service. The end product was a report identifying training needs and skills gaps per target group per training area per ministry.

⁹³ In Denmark a comprehensive management training programme for potential permanent secretaries and directors general was developed in 2014, and a new similar programme will start again in November 2016.

⁹⁴ According to Government Decree (No. 100, from 26.06.2013), a pool of candidates for a TPM position has been formed. Additionally, the graduates of talent management programmes are seen as possible future TPM.

⁹⁵ Was developed as a pilot programme for newly recruited managers in 2013. The development programme aimed to support the professional and personal development of the managers to promote the success of the institution and public administration. The Latvian State Chancellery is planning to continue with the programme on a regular basis in the future.

⁹⁶ See here for more information:

<http://www.bosch-stiftung.de/content/language2/html/975.asp>.

Foundation in Germany. It provided an internship for young managers and public officials, for a period of 12 months, preceded by a three-month intensive language course in the host country. The participating countries where internships were held were: Germany, Ireland, Italy, Poland, Slovenia, Spain, Portugal, Hungary and France. The partner countries' heads of state act as patrons of the Bellevue Programme.

As only a certain number of people can participate in potentials programmes, certain selection criteria have to be in place, defining access to the programme. One of the methods used is to let each administration or department select potentials on the basis of annual performance assessment and qualifications (FR, HU, NL).

In **France** a talent group is identified by an annual career review in each ministry and administration. Similarly, in **Hungary** the talent group is identified by the employer and the National University of Public Service on the basis of performance assessments and qualifications. Also, in **the Netherlands** the ministries select their talents two or three years in advance for a director's position. The ministries provide them with special training programmes. They can get access to the so-called Candidates programme of the TPM, and each ministry can select one (or two) candidates to participate in this programme. Another 1,5 years development programme is offered for DG-potentials. It includes a development centre, peer consulting, leadership in a globalised arena, charisma and leadership, executive coaching, mentoring and stronger international orientation.

Furthermore, selection criteria for potentials can be centrally defined. For example, this is the case in Latvia and the UK. In **Latvia** the State Chancellery has defined selection criteria for the new managers to qualify for the programme. The criteria are as follows: the person is in the position no less than half of the year and no more than two years, the candidate shows a high level of job performance, is open to changes and willing to develop professionally, and has a sense of responsibility to use the acquired knowledge in practice. The first pilot project was launched in 2013. The programme was launched in 2015 for the second time.

In **Finland** the Ministry of Finance organises a special Future Leaders training programme for central public administration managers in order to enhance common corporate culture. Participation in the programme is not a criterion when top public managers are being selected. As a rule, they already hold demanding management positions and are not 'young candidates'. The programme is also targeted at those top public managers who have recently been nominated to their offices, and especially those who have come from outside the central public administration. In 2016 the ministry decided to reform the programme and organise two pilot programmes instead, in order to make a higher impact by training more participants (50 participants in a year compared to 25 in the previous model), to update the contents in consideration of the big changes in the

operating environment and to experiment with new training methods and tools. The main goals of the new Future Leaders programme are:

- To strengthen professional management and strategic competencies,
 - To strengthen the value base and common starting points among the civil service
 - To promote courageous leadership and sensitivity to the future
- After completion of the programme, the participants are invited to seminars and forums for TPM in order to create a network of future leaders and to create opportunities to meet with top managers.

In **the UK** there are five specific talent programmes developed for high-potential civil service TPM candidates:

1) Fast Stream (HEO/SEO) – selected through the Fast Stream Assessment Centre. During employment, one builds knowledge of the Civil Service, develops self-insight, and experiences early line management work. Secondment and interchange are a core requirement for this group. The End of Scheme Assessment centre is where it is decided whether a person enters or exits the Civil Service.

2) Future Leaders Scheme (G7/6) – Selection process consists of a nine-box grid assessment and interview. Secondment and interchange are a core requirement for this group. The main development objectives are: operational leadership experience, building corporate leadership skill, developing commercial acumen.

3) Senior Leaders Scheme (Deputy Directors) – Selection process consists of nine-box grid assessment and business case. Secondment and interchange are optional. Development objectives are to deepen corporate leadership, develop strategic awareness and strengthen commercial acumen.

4) High Potential Development Scheme (Directors) – Selection process consists of application form and nine-box grid assessment. Secondment and interchange are optional. Development objectives are to develop skills to lead through specific challenges and to strengthen understanding of one's personal impact as a leader.

5) Top 200 (DGs) – receive tailored development to increase effectiveness in the role and identify potential to reach Permanent Secretary level. (Alder, 2014)

Also, in **Estonia** potentials are centrally selected, combining a system that utilises a virtual pool of candidates for future TPM positions and a comprehensive talent management programme. The talent management programme is called the Newton leadership offspring programme and aims to find top-level executives for the future from among the people who are currently working in the public sector. The programme has been targeted at mid-level managers and top specialists working in ministries, inspectorates and agencies who have suitable skills and qualifications and motivation to work as top-level executives in the Estonian civil service. In the latest round of the programme (2015), the target group has been expanded to also include the

mid-level managers, regional managers and deputy director generals working in the agencies managed by government authorities, constitutional institutions and the agencies serving them, foundations with state participation, non-governmental organisations and companies. (Republic of Estonia Government Office, 2015)

Potentials for future TPM positions are collected in a virtual pool that consists of four persons appointed to the pool by the Committee for Selection of Top Managers, and 73 persons that have graduated from a comprehensive talent management programme. These potentials then receive the same development activities that are offered to TPM. The following persons can be appointed to the pool (for a five-year term): a person that has completed a talent management programme, a successful TPM that has left his/her position, a person that has applied for a TPM position in an open competition and has reached the final phase of the competition. Additionally, the Top Civil Service Excellence Centre has the right to organise an open competition for finding possible candidates out of the pool of candidates for the TPM position.

The size of the talent group varies greatly among the Member States. The biggest talent groups are in France and Hungary, including about 700 and 200 - 500 civil servants respectively. In comparison, in Latvia and the Netherlands the talent group ranges from two persons per sector (LV) to 35 - 40⁹⁷ persons across the public administration (NL). In both cases, careful selection for the talent programme takes place on the ministerial level. In Estonia a central selection takes place for four candidates that are appointed to the talent pool for top managers; in addition, 73 people who have completed a comprehensive talent management programme are also part of the talent pool.

In the UK the number of persons in the talent group differs per management level. There are more than 150 people on the middle management level for the Future Leaders Scheme, and only 2% of deputy directors are part of the Senior Leaders Scheme, 6% of directors are part of the High Potential Development Scheme, and 5% of all directors generals are part of the Individual Development Programme.

The size of the potentials group in each country is likely related to the size of the civil service and the top management group. In career systems such as France and Hungary there is a larger group of civil servants that are generally assessed and deemed qualified through central recruitment and examination competitions to apply for the TPM potentials' programme; a larger group of potentials provides a higher chance of selecting the best candidate for the TPM position, as external recruitment in career systems is limited.

On the other hand, in position-based systems such as Estonia, the Netherlands and the UK, participation in the potentials group is a

⁹⁷ 20 people per year in the Candidates programme and 15-20 people in the ministerial programmes.

way to support and show appreciation for a few highly-performing individuals in the department or organisation, and retain them in the public administration. By offering them extra training and support, these potentials are more likely to win the recruitment competition for specific TPM posts.

The aim of potentials programmes is to identify highly qualified candidates (within public administration) for future TPM positions and provide them with training and development activities to prepare them for the TPM role. For example, in **Estonia** persons appointed to the pool of candidates can receive the same development activities that are offered to TPM. In **France** a special training programme for potentials is carried out by the Directorate General of Administration and the Civil Service (DGAFP) and training focuses on management and leadership development. The programme is organised in a one- or two-day session every month, so that participants can carry on their professional activity. The programme runs for six months.

Further, in **Latvia** a pilot programme for newly recruited managers was launched in 2013, and its aim was to support professional and personal development of the managers. The programme was designed to develop such competencies as strategic vision, achieving results, leadership, team management, motivation and people development, change management and creative thinking. In **Hungary**, training for talent pool members is organised ad hoc and focuses on skills that a good manager should have.

In **the Netherlands** the Candidates' programme is a two-year programme that prepares participants for a strategic leadership role at the TPM level. This annual talent development programme consists of 20 participants from all ministries and includes nine three-day modules and peer consulting possibilities. The central theme of the programme is Personal Leadership Challenge (and focuses on 'Yourself – Your profession – Your world').

Finally, in **the UK** the curriculum for each talent stream is developed specifically to address the needs of the candidates. A common theme throughout is leadership and its application in different commercial situations. The schemes are divided into three key learning components: building blocks, core components and continuous momentum. The building blocks enable core curricula to stand alone and layer to create a coherent offering and path for participants to follow. The core components are continuously reviewed and are aligned with the Civil Service leadership statement, with capability priorities that are expansive and relevant.

Continuous momentum is maintained through experiential learning spread throughout the programmes. For example, the Future Leaders Scheme focuses on leadership and corporate challenge action, with education involving master classes, secondments and development partnering. The Senior Leaders Schemes focuses on leadership and personal impact, strategic alliances and commercial leadership. 360-degree feedback, detailed master classes and workshops are provided for the High Potential Development Scheme and Individual Development Programme.

It can be seen that potentials' programmes and related training and development activities for them vary among Member States. However, all programmes generally focus on leadership and management training. Only in the Netherlands and the UK is there more focus on specific **personal leadership** development, which is likely to help these individuals to understand their leadership style, strengths and weaknesses better, helping them in the recruitment process and in the TPM job in the future.



Mobility

There are several reasons for promoting mobility in the civil service and for TPM in particular, namely to break silos of organisations and departments, to spread the common public administration values across the whole public administration and to broaden the scope of growing and learning on the job as well as a part of the recruitment and/or promotion track. In addition, for TPM in particular, PA-wide mobility helps to create common management and leadership knowledge and skills in top managers instead of focusing on specific topics only. It also helps avoid overly strong and tight relationships with the politicians and their special advisers over the years, so that they can remain neutral in their position as TPM. Fixed-term appointments to TPM positions can help increase mobility among top managers.

7.1 Mobility schemes for top public managers

In the EU Member States the most common mobility scheme takes place between ministries (and agencies) in the central public administration. This is closely followed by mobility within one ministry. Internationally, mobility happens mainly within the European Union and mostly concerns secondment of national civil servants to the EU institutions or the European Commission officials to EU delegations, EU agencies or other EU institutions. In a few countries secondment to other international organisations also takes place (e.g. DK). In many Member States there are no specific mobility schemes for top managers, but some of them (BG, DK, UK) still offer the possibility to make use of European (and international) mobility.

The Netherlands is the only Member State that has a mobility scheme with the private sector. In 2011 a project entitled ‘Working outside of central public administration’ was launched. The project focuses on top public managers who wish to move outside of government in the next stage of their careers. The project aims to offer managers insight into the various possibilities beyond government and to provide guidance to them in this regard. This involves support in three phases: the orientation, exploration and application phases. Products and services have been developed for each phase, such as the vacancy service (an overview of relevant vacancies outside central public administration) and the Personal Branding workshop. The project also offers job application training and organises working visits, for example in the healthcare, education and housing sectors. Making a career move outside central public administration can boost personal development and experience. Time spent outside of central public administration can also mean that one returns to central public administration enriched by the experience, which can help boost the manager’s career. The activities are now integrated in the regular work of the management development consultants.

There seem to be a lot of differences in possibilities to exchange between public and private sectors, depending on the public

administration culture and historical attitudes towards each of the working sectors. In Latvia, for example, the private sector can offer higher salaries and therefore is seen as a more prestigious place to work, while the exact opposite holds true in Spain. In Spain it is very prestigious to work in the public administration, partly due to the fact that complex exams need to be passed to become a civil servant. These are often non-steered processes that stop mobility between the two sectors. In Estonia, there is a lot of mobility between public and private sector employees and that could sometimes be a problem as well.

The table below shows existing mobility schemes in the European Member States.

Table 27: Type of mobility (schemes) for TPM

	Member States	Total No.
a) Within a ministry	DE, IE, EL, FR, HRV, IT ⁹⁸ , CY ⁹⁹ , LV, HU, MT, NL, AT, RO, SK, FI, EC ¹⁰⁰	16 MS
b) Between ministries/agencies	BG, EE ¹⁰¹ , IE, EL, FR, CY ¹⁰² , HRV, IT, LV, HU, MT, NL, AT, RO ¹⁰³ , SI, SK, FI, EC ¹⁰⁴	18 MS
c) Internationally/within Europe	BG ^{105*} , DK ^{106*} , EL, HU, NL ¹⁰⁷ , RO ¹⁰⁸ , UK ^{109*} , EC ¹¹⁰	8 MS
d) With other public sectors	EL, FR ¹¹¹ , HRV, HU, NL, FI, EC ¹¹²	7 MS
e) With the private sector	NL	1 MS
f) No specific mobility schemes for TPM	BE, BG ^{113*} , CZ, DK [*] , ES, LT, LU, PL, PT, SE ¹¹⁴ , UK [*]	11 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

* Countries coloured in blue indicate that although there are no specific mobility schemes for TPM, they can use possibilities to apply for positions (secondment) in the EU Institutions or international organisations.

⁹⁸ The conditions for mobility will change when Madia’s Reform enters into force.

⁹⁹ The only possibility to serve in a different department other than the one to which the post belongs is by secondment, which is also regulated by law and is subject to conditions.

¹⁰⁰ Within a Directorate General in the Commission.

¹⁰¹ The Civil Service Act allows officials to rotate within civil service in order to develop their competencies and increase motivation. The transfer is for an assigned period and can be renewed one time, after which the official can return to the original position.

¹⁰² Permanent secretaries in ministries are mostly interchangeable posts and therefore they may rotate between ministries.

¹⁰³ For TPM, e.g. level 1+, mobility can be motivated by promoting efficiency in public administration institutions, public interest and the request of the senior civil servant, according to Government Regulation (Decision) 341/2007 regarding the selection and career management for senior civil servants. For TPM levels 1-3, mobility can be as delegation, secondment, transfer, position movement and temporary appointment (maximum six months) on a TPM position which is temporarily vacant, according to Law 188/1999 regarding the Civil Servants Statute, with its subsequent modifications.

¹⁰⁴ Between Directorates General in the Commission.

¹⁰⁵ In Bulgaria the civil servant (including a TPM) may be sent to an office of an institution of the European Union for a period of four years (art. 81v, Civil Service Act).

There is very little steered mobility and interchange between the public and private sectors. Only in the Netherlands is there a project where those TPM can participate who wish to move outside of central public administration in the next stage of their careers. In Italy an interchange between the public and private sectors is envisaged in the Code of Labour. The European Commission has a specific policy for external mobility which applies to TPM as well as to all members of staff. While secondments and long-term missions to national, regional or local public organisations, intergovernmental organisations, universities and research organisations are promoted, those to private organisations are normally not allowed.

Country case: Senior level mobility in Ireland

One of the aims of the Irish Senior Public Service is to support mobility across the civil service to support a better fit between key Government priorities and the available skills and experience, as well as offering individuals an opportunity to expand their own range of experience.

In order to advance this objective, the SPS Mobility Protocol came into effect in 2012. The protocol is overseen by a mobility subgroup, which comprises three secretaries general.

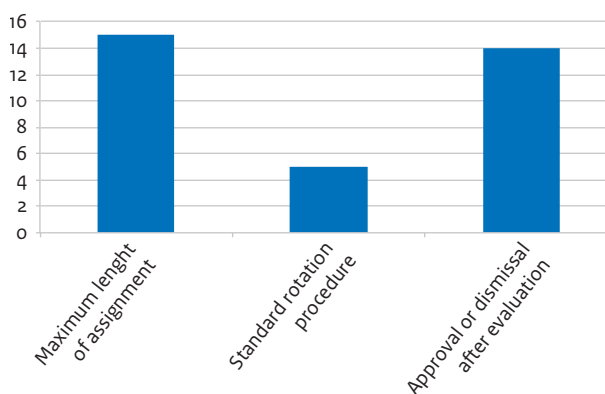
When a vacancy arises at the assistant secretary level, the mobility subgroup decides in each case, in consultation with the head of the department in which the vacancy arises, whether the post is suitable for mobility. If it is decided that a post is suitable, it is advertised on the SPS website and assistant secretaries and equivalents are invited to apply by submitting a letter outlining their suitability for the post, and completing a career details form. In the event that there are

no suitable applicants for the post, it is filled through open competition by the Top Level Appointments Commission. Since the Mobility Protocol came into effect, 17 posts on the assistant secretary level have been filled through mobility.

Although several countries have mobility schemes that can also be applied to top managers, it is important to differentiate whether mobility is mandatory for top public managers. Mobility obligations for TPM indicate that TPM would have to be prepared to take over another position after a certain period of time, and that they might need to be coached for working in different kinds of organisations.

In general, in the majority of European countries TPM have very few or no obligations towards organisational mobility. The two most common obligations for TPM are the maximum length of assignment (in 15 MS) and approval or dismissal depending on the outcome of evaluation (in 14 MS). These are related to the importance of a TPM's role as a higher-level manager in government institutions and the need to have the best performing persons in these posts. Maximum length of appointment is also linked to the top managers' necessity to remain independent and innovative in their position, and to keep learning and growing by moving around the organisation.

Graph 7: Mobility obligations for TPM



Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

From table No. 28 it can also be seen that in five Member States there is a standard rotation procedure for TPM. These are countries with a largely career-based civil service system, all except Latvia. In addition, in Cyprus, heads of directorates (level 2) may have the option to rotate within the ministry/department/office where they serve, but it is not done on a standard basis and depends on each organisation.

¹⁰⁶ In Denmark external mobility is the responsibility of ministries, although initiatives have been taken to increase the number of employees seeking an international career, particularly within international organisations in which Denmark participates.

¹⁰⁷ Special leave structures are in place for posting to international organisations, with the employee not bearing any costs if they do not return.

¹⁰⁸ Secondment to EU institutions.

¹⁰⁹ External mobility through considering external posts and special secondment in career planning is encouraged.

¹¹⁰ Transfer to another EU Institution or an EU Delegation/secondment or leave on personal grounds to an EU agency/international organisation.

¹¹¹ With public companies.

¹¹² Secondment or leave on personal grounds to a national public administration.

¹¹³ In Bulgaria a project is being initiated (as of 2015), which aims at providing better opportunities for mobility of TPM as a means of improving their qualification and competencies.

¹¹⁴ In Sweden mobility schemes for TPM are not applicable. TPM need to apply to new job(s) as a way of moving to a different position or role.

Table 28: Mobility obligations for TPM in the EU Member States

Type of obligation	Member States	In No. of MS
Maximum length of assignment	BE, EE, EL, FR, HRV, IT, LV, LT, LU, NL, AT, PT, SI, FI, SE	15 MS
Standard rotation procedure	DE, IE, FR (for level 2), LV, EC	5 MS
Approval or dismissal depending on the outcome of evaluation?	BE, BG, ES*, FR*, IT, LV, MT, NL, PL, PT, RO, SK, SE**, EC	14 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe, 2016*

* Informally done

** Through the approval of new job tasks

7.2 Tools for supporting mobility of top managers

In 14 Member States there are some special tools for supporting the mobility of TPM. No such tools are used in the other countries. The table below shows a detailed country overview.

Table 29: Are there specific tools to support mobility for TPM?

YES	BE, BG, DK, IE, EL, ES, FR, HRV, NL, AT, FI, SE, UK, EC	14 MS
NO	CZ, DE, EE, IT, CY, LV, LT, LU, HU, MT, PL, PT ¹⁵ , RO, SI, SK	15 MS

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe, 2016*

The tools to support mobility vary a lot among the Member States, but in most of the cases they are **web-based**, e.g.:

- The Career Databank (Karrieredatenbank) and the Federal Civil Service Job Exchange (Jobbörse des Bundes) (portal) (AT)
- All mobility opportunities at the assistant secretary level are emailed to assistant secretaries and advertised on the SPS website (IE)
- An internal IT system (Sysper 2) where all vacant functions are advertised (EC)
- Web-based support by SELOR (civil service recruitment office) (BE)
- Government offices and other agencies use their web portals for making new jobs public (DK, SE)
- Online marketplace for public job offers (the BIEP) with a section dedicated to TPM (FR).

Other types of tools include:

- A unit within the State Treasury to relocate redundant staff (FI)
- The Permanent Reporter (rapporteur) to the Consultative Committee on Appointments (CCA) providing support to TPM in their career development (EC)

- The Job Security Foundation stipulated by the social partners of the central government sector has special services for coaching civil servants who finish temporary employment of at least three years (SE)
- The Law on Mobility and Professional Path (2009) encourages mobility by diminishing regulatory obstacles to move between statuses/groups ('corps'). New policies focus on merging statuses/groups ('corps') of civil servants and also top executives, therefore promoting more diversified professional paths and mobility between the different 'corps', as well as diversifying the recruitment pools (FR)
- There is special monitoring of the TPMs' career and professional paths led by the Directorate General of Administration and the Civil Service (DGAFP), as well as the prime ministerial services (FR)
- Outplacement agencies and shared service centres for job mobility, offering advice and support to use the internal and external labour market, and about training modules and orientation tools (NL)
- An internal virtual pool for top public managers¹⁶ who have agreed to be selected for projects and future positions. The pool consists of 50 top public managers and potentials who have completed their training (NL)
- A secondment interchange programme which can apply to some TPM (UK).

7.3 Specific rules for TPM when leaving civil service

As top public managers have a great knowledge on issues at stake and a meaningful influence on national policies, it is important to make sure that they do not use their influence for personal gain or in the interest of their new employer after their service in public administration comes to an end. For this reason several Member States have issued special rules or conditions towards TPMs' actions once they leave civil service.

¹⁵In Portugal the mobility supporting tools are meant for public employees only, not the TPM.

¹⁶More information here: <http://www.algemenebestuursdienst.nl/professionele-ontwikkeling/inhoud/abd-interim>.

15 out of 29 Member States (BG¹¹⁷, CZ¹¹⁸, DE, IE, ES¹¹⁹, FR¹²⁰, IT¹²¹, CY¹²², LT¹²³, HU¹²⁴, PT¹²⁵, SI¹²⁶, FI¹²⁷, UK¹²⁸, EC¹²⁹) have enforced certain rules or regulations that envisage TPM with limits on using their acquired knowledge and/or contacts for several years after they leave civil service. Until recently, **the Netherlands** also had similar regulations, but since 2016 these have been replaced by a section in the integrity code. The rules limiting TPM actions were seen as too extensive and non-specific, often blockading processes without good reason. The new section in the integrity code envisages that all civil servants, including TPM, have to announce if there are any sensitive issues that can lead to a conflict of interests in the new position and must do so in a timely fashion before the planned transition. The goal of this section in the code is to discuss possible risks beforehand and avoid them by designing customised tasks in the position. Each organisation can further develop this basic norm in a stricter and more defined way in its own organisation if there is a need for it.

Also in **Ireland**, all civil servants have to inform their office about any possible conflict of interest. In addition, in accordance with the Ethics Acts, civil servants who hold 'designated positions', which include TPM posts, shall not, within twelve months of resigning or retiring from the service, accept an offer of

appointment from an employer outside the Civil Service or accept an engagement in a particular consultancy project where the nature and terms of such appointment or engagement could lead to a conflict of interest, without first obtaining approval from the appropriate authority. In **Denmark**, in accordance with the Danish Criminal Code and The Danish Public Administration Act, all public servants, including TPM, must maintain professional secrecy regarding confidential information even after they leave civil service.

The specific rules about leaving civil service differ per country, but they generally focus on three main aspects:

- 1) Type of businesses where cannot participate due to non-competition clause and/or conflict of interest (CZ, IE, FR, IT, CY, LT, PT, SI, EC). This refers to work or private activities in which ex-TPM cannot take part for a certain period of time because they either are in competition or cause a conflict of interest between the new and former employer.
- 2) Focus on sensitive information (DE, HU, FI, UK, EC). Ex-TPM are obliged to treat as confidential any sensitive information they had received during their term in the office as TPM.

¹¹⁷ SCS have a mandatory waiting period when leaving civil service for the private sector.

¹¹⁸ New Civil Service Act Section 17 has a 'non-competition clause' – "... For service posts, holders of which are prohibited to, after the termination of their service relations, directly or indirectly engage in business or any other entrepreneurial activity, be a partner or a member of a company in a field, which is identical to the field under their responsibility when in service, or be employed or be in any other similar relationship to a business in such field."

¹¹⁹ A public manager, for a period of two years after the end of his/her contract, cannot provide services in private entities which have been concerned, directly or indirectly, with the decisions taken by the TPM during his/her time in civil service.

¹²⁰ Decree No. 2007-611 (26/04/2007) provides that any civil servant who stops working in the Civil service is forbidden to work for a company which he or she had controlled, with which he or she had signed a contract during his or her activities as a civil servant, or to work for an institution whose activities offend the dignity of his or her formal activities. These rules apply for a period of three years after resignation.

¹²¹ According to anti-corruption law No. 190 of 2012, specific provisions concern conflicts of interest, and follow-up actions, including practices where TPM leave for the private sector and are hired back to work in PA as consultants (i.e. cooling-off periods of three years). Contracts or other assignments taken in breach of these rules are null and void. In case of violation of these rules, private entities that have entered into such assignments will not be awarded any public administration contract in the subsequent three years.

¹²² This applies only to level 1+ (permanent secretaries) and level 1 (directors of departments) who have a legal obligation in case they wish to take on a paid job in the private sector within the first two years after they leave the civil service, to request special permission before doing so by a committee which will grant permission if certain requirements are met regarding possible conflict of interest etc.

¹²³ These specific rules refer to the limitations to take the job where the new employer has a connection with the activity that the TPM engaged in before. The restriction is valid for one year. The same provisions apply to all civil servants, not exclusively to TPM.

¹²⁴ According to Act CXIX of 2011 on Public Officials, public officials are obliged to retain certified data.

¹²⁵ TPM are banned for a three-year period, calculated from the termination of the respective positions, from fulfilling functions of inspector general and deputy inspector general, or to equivalent posts in the specific sector in which they performed a management activity.

¹²⁶ Article 36 of the Law on Integrity and Prevention of Corruption (2011) provides a temporary ban on business after leaving office: Within two years after leaving office, an official in relation to the body which has carried out its function may not act as a representative of the business entity which that authority has or establish business contacts. Within one year of the officer leaving office, the body in which the officer performed a function may not do business with an entity in which the former official is, directly or through other legal entities, involved for more than 5% in the founding rights, governance and equity.

¹²⁷ There are instructions concerning a public servant leaving the state's service. These instructions apply mainly to those public servants that are exposed to particularly sensitive information on state interests or enterprises.

¹²⁸ Departments and agencies must remind staff who are leaving that the Official Secrets Acts and the duty of confidentiality continue to apply. For members of the Senior Civil Service and equivalents, including special advisers of equivalent standing, the Rules continue to apply for two years after the last day of paid Civil Service employment. As a general principle, there will be a two-year ban on all permanent secretaries and SCS 3 (and equivalents, including special advisers of equivalent standing) lobbying the government on behalf of their new employer after they leave the Civil Service.

¹²⁹ According to Article 16 of the Staff Regulations, an official shall, after leaving the service, continue to be bound by the duty to behave with integrity and discretion as regards the acceptance of certain appointments or benefits. During the first two years after leaving the service, officials intending to engage in an occupational activity – gainful or otherwise – shall inform the Commission thereof. If this activity is related to the work carried out during the last three years and could lead to a conflict with the legitimate interests of the Commission, the official concerned may be forbidden to carry out these activities or only subject to conditions set by the Commission. In addition, the Staff Regulations explicitly prohibit TPM, during 12 months after leaving the service, from engaging in lobbying or advocacy vis-à-vis staff of the Commission for their own business, clients or employer on matters they were responsible for during the last three years of service.

3) Prohibition of lobbying and/or providing services to the previous employer and clients (DE, ES, UK, EC¹³⁰). Ex-TPM are not allowed to use their contacts and influence in the government and top civil service in order to influence decisions in favour of their new employer or private interests.

Most of the countries with specific rules for TPM leaving civil service, **all except IT, HU, FI**, have **defined a time period of certain prohibitions**. In several countries a limit of two to three years has been defined when the limitations apply to former top public managers.

In **conclusion**, it can be seen that most of the countries where special provisions for TPM take place, with the exception of the EC, are position-based countries or countries where TPM can also be selected from among external candidates in career or hybrid systems. Although Germany, Spain, France and Hungary have largely career civil service systems, for some TPM level positions appointments are based on political confidence; also, external candidates can become top managers, which may explain the need for special regulations once the TPM leave their positions and the civil service. Even if external recruitment for TPM posts is exceptional, as it is in Spain, such laws prevent the spread of important, confidential government information. Similarly, in Italy¹³¹, Cyprus and Portugal, TPM have different recruitment and selection processes than other civil servants and external candidates can become TPM. As TPM are appointed for a fixed term in office, a special law regulating their actions after they leave the TPM post can be useful to protect civil service information. The exception of the EC can be explained by its specific status as an international organisation and the European and international level of impact its policies have.

With more complex problems emerging for public administration to solve, expertise from different areas is needed. One of the ways to gain this expertise is by breaking silos in the organisations and encouraging mobility between them. Cross-ministerial, cross-sector and even cross-border mobility are good ways for encouraging lifelong learning and variety in career paths for top public managers, as continuous learning and development are crucial for them to remain good top managers.

¹³⁰ In addition to the restrictions on lobbying and advocacy, the European Commission puts some restrictions on the possibilities for former officials to provide services to the Commission after leaving the service.

¹³¹ The Code of Labour of 2001 gives public administrations the possibility to appoint external managers for specific positions and according to a fixed percentage related to their own headcount, so that it is not a real recruitment procedure. The appointment to external managerial positions will take into account the following criteria: 1) technical and management skills; 2) previous results obtained and assessments received, and 3) previous experience in management positions, inside and outside the public administration.



Women in top positions and policies on diversity

Public sector employment is often seen as more attractive for women because of its employment conditions, such as flexible working hours, diverse career paths and options, relative job stability, good pay and benefit packages. At the same time, evidence suggests that women continue to face great difficulties in accessing management and leadership positions. They are more frequently employed in part-time and contractual jobs, and there is still a significant gap in earnings between men and women. (OECD, 2014)

According to the European Commission, for the past 20 years, women have outnumbered men among new graduates and female employees are now generally more educated than male employees. Without these educational achievements, the gender pay gap would be even wider. At the same time, women tend to work in sectors that are relatively less well paid and to work part-time, which is less well remunerated than full-time jobs per hour of work. However, persistent gender pay gaps within sectors and occupations cannot be explained only by differences in qualifications. (European Commission, 2016)

The Public Administration is responsible for the implementation of legislation and influences how political decisions actually affect the population. According to the OECD and EUPAN study on managing a diverse public administration and effectively responding to the needs of a more diverse workforce (2015), “workforce diversity can be a

strong contributor to innovation, organisational performance, and trust in public institutions, when this diversity is managed in a way that builds inclusion”. Most of the EU Member States target two of the same elements in their diversity strategies: gender diversity and people with disabilities.

8.1 Comparison of women’s representation in TPM positions between 2008 and 2015

The authors collected some data on the representation of women in TPM positions in the fact sheets, though the numbers were not complete and were difficult to compare in order to give a full overview of the situation. Therefore, the data collected by the European Commission is used instead. It is possible that the EC definition of TPM differs slightly from that used in this study; however, data allow us to show an honest and statistically correct picture of the representation of women in top positions in the public administrations in Europe.

When comparing the proportion of women in TPM positions between 2008 and 2015 data, there is visibly an overall increase in women in the highest civil servant positions (see the two tables below).

Table 30: Percentage of women in TPM positions on level 1 and level 2 in 2008

	Level 1	Level 2
>50%	Spain, Latvia	Slovenia, Bulgaria
>40%	Slovenia, Poland	Slovenia, Hungary, Poland, Latvia, Sweden, Portugal, Liechtenstein
30-40%	Sweden, Hungary, Romania, Estonia, Greece, Norway	Finland, Norway, Italy, Romania, Greece
20-30%	Ireland, Portugal, Bulgaria	United Kingdom, Austria, France, Denmark, Croatia, Iceland, Lithuania, Estonia, Czech Republic, Netherlands
10-20%	Croatia, Italy, Cyprus, Iceland, Czech Republic, Lithuania, Finland, Slovakia, Austria, France	Malta, Spain, Belgium, Cyprus, Ireland
<10%	Belgium, Netherlands, Malta, Denmark, United Kingdom	Germany, Luxembourg
None	Germany, Luxembourg, Turkey, liechtenstein	Turkey

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, EIPA: Maastricht, 2008

Note: Within each group countries ordered by decreasing share. Shares exactly on the border between groups are promoted to the higher group.

Table 31: Percentage of women in TPM positions on level 1 and level 2 in 2015

	Level 1	Level 2
>60%		Slovenia
>50%	Slovenia	
>40%	Greece, Romania, Poland, Latvia, Sweden, Slovakia	Romania, Estonia, Bulgaria, Sweden, Croatia, Latvia, Lithuania, Portugal
30-40%	Spain, Bulgaria, Portugal, Finland, Italy	Greece, Finland, Slovakia, Poland
20-30%	Lithuania, France, Cyprus, Czech Republic, Estonia, Croatia, Malta, Netherlands, Austria, United Kingdom	Austria, Cyprus, Malta, United Kingdom, Czech Republic, Italy, Netherlands, Luxembourg, France
10-20%	Germany, Denmark, Hungary	Ireland, Spain, Denmark, Germany, Hungary
<10%	Belgium, Ireland	Belgium
None	Luxembourg	

Source: European Commission database on gender equality in National public administrations. Data collected between 03/07/2015-15/12/2015
FR: Data refer to situation as of 31/12/2013; EL: Data refer to situation as of 04/11/2014

(http://ec.europa.eu/justice/gender-equality/gender-decision-making/database/public-administration/national-administrations/index_en.htm)

Note: Within each group countries ordered by decreasing share. Shares exactly on the border between groups are promoted to the higher group.

Several trends in the representation of women in top public managerial positions in 2015 were seen:

- In comparison to 2008, there are generally more women in top public managerial positions in 2015. **Most of the Member States have increased female representation in TPM positions at least by 10 percentage points.** In two countries – Luxembourg and Belgium – the representation has stayed the same for level 1 positions; and in Ireland the representation of women at level 1 positions has decreased by approximately 15 percentage points.
- At the same time, **there are more women at level 2 positions than level 1.** For the majority of the EU countries there are at least 10% more women at level 2 than at level 1 TPM positions.
- The highest number of women in top management positions are in **Slovenia**, on both level 1 and 2. Also, the number of women in these top positions has increased, reaching 53% on level 1 and 61% on level 2.
- More countries at level 1 TPM positions have more women: increase from two to six countries with a share of >40%.
- More countries (increase from two to nine MS) have more than 50% of women in level 2 TPM positions.
- In **Estonia, Croatia and Lithuania** there are considerably more women at level 2 TPM positions than at level 1: from 25% at level 1 to 55% at level 2 in Estonia; from 25% to 51% in Croatia, and from 29% to 51% in Lithuania.
- In two countries with few women in top positions there is also a great difference between the percentage of women in level 1 and

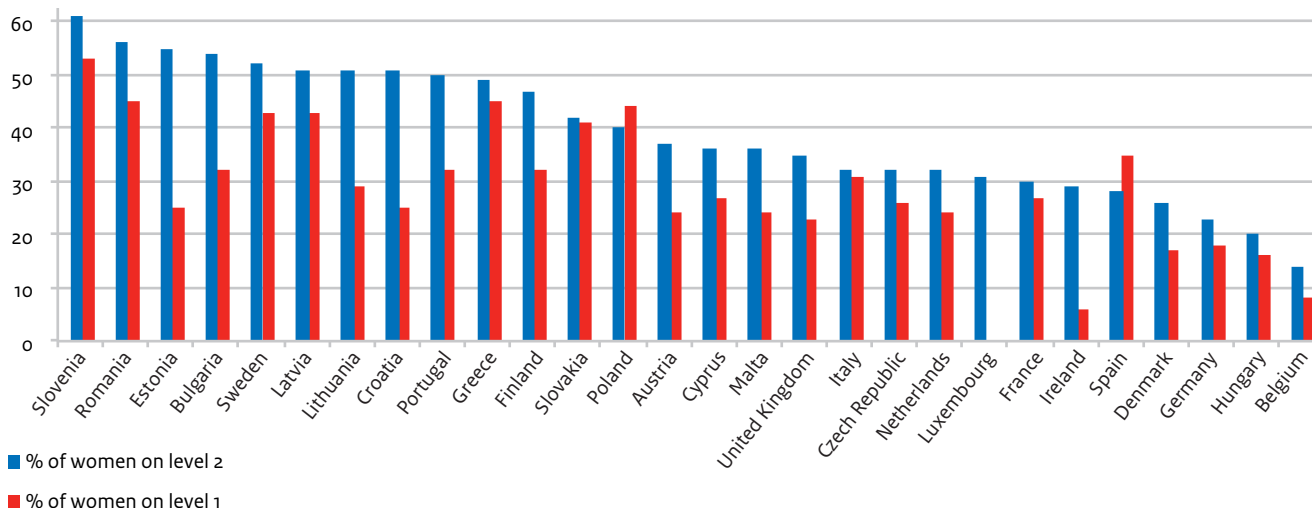
level 2 positions: in **Ireland** from 7% at level 1 to 29% at level 2, and in **Luxembourg** where there are statistically zero women at TPM level 1 positions, and 31% at level 2.

- In **Hungary** the representation of women has decreased a lot – from being in the group with high female representation (>40%) in 2008 to being in the 10-30% group in 2015.
- In two countries – **Spain and Poland** – the opposite trend is seen, with fewer women in level 2 top positions than in level 1.

As already described in regard to the main trends above, there are some differences in female representation in level 2 and level 1 positions. Graph 8 shows the representation of women in top public positions per level in 2015. This more clearly shows that generally there are more women represented in level 2 positions than in level 1 positions. However, there are two exceptions – Poland and Spain – where more women are present in high-level positions (level 1) than in level 2 positions.

In summary, Member States have increased female representation in TPM positions by at least 10 percentage points in comparison to 2008. However, for the majority of countries there are at least 10% more women in level 2 TPM positions (Director/Head of Department) than at level 1 (Secretary General and Director General). It is evident that there is already a lot of existing potential for level 1 positions in the future, but this could also mean that there is some kind of blockade preventing women from reaching the very top positions.

Graph 8: Women in top public managers' positions in the EU Member States in 2015



Source: European Commission database on gender equality in National public administrations. Data collected between 03/07/2015-15/12/2015
 FR: Data refer to situation as of 31/12/2013; EL: Data refer to situation as of 04/11/2014
http://ec.europa.eu/justice/gender-equality/gender-decision-making/database/public-administration/national-administrations/index_en.htm

Note: the levels 1 and 2 defined by the European Commission are not necessarily the same as defined in this study. In the European Commission data names of the positions covered vary between countries: Level 1 administrators: highest level of administrative (non-political) positions within each ministry (State (permanent) secretaries, secretaries general and directors general); Level 2 administrators: second level of administrative (non-political) positions within each ministry (mainly directors, heads of department and some directors general).

8.2 Barriers for women in top positions

There are a few common specific barriers to women's progress that are often related to the following factors:

1.) Gendered culture of leadership: barriers and unconscious biases can be present in both men and women and may prevent meritocratic systems from working efficiently. For example, unconscious biases may manifest in workplaces through the association of leadership and managerial roles with men rather than women. In fact, leadership potential is often described as requiring personal qualities such as strength, decisiveness and ambition, which can more readily be ascribed to men than women, rather than specific skills. Women displaying 'male' characteristics may also face a backlash and be penalised for 'un-stereotypical' traits (as people are more likely to have negative reactions to those who fall outside of their stereotypical expectations). (Committee for Economic Development of Australia, 2013)

2.) Work-life balance and double-burden syndrome: the difficulty of balancing work and family emerges as the most significant barrier. Women tend to retain primary responsibilities for families and households. If there is an absence of back-up or family support structures, women often cannot work the long hours which may be required by managers while reconciling leadership responsibilities with family life. There is also evidence that women are the primary caretakers of their children and are most often the ones who stay home with a sick child, schedule their children's doctors' appointments and take care of organising follow-up care (Noehren, 2011). This reinforces assumptions regarding women's availability to do a job without the interference of their family responsibilities, which may limit employers' incentives to invest in their career development.

Policies that encourage fathers to take an active role in care responsibilities and provide incentives to organisations and men to take parental leave and to engage in part-time employment can facilitate women's ability to balance career and family responsibilities and reduce often-unconscious biases related to women's attachment to work. Sharing parental leave provisions between men and women may also reduce penalties to women's careers as a result of taking long breaks to care for children. (OECD, 2014)

In this regard, according to the information gathered from the EU Members, there are more European countries introducing paternal leaves or availability for fathers to share parental leave with the mother. In a few Member States (DK, DE, FR, HU, MT, AT, UK) there are some additional regulations and conditions for civil servants regarding maternity, paternity and parental leaves, and in Sweden, although all leave conditions are the same for all sectors, financial support is supplemented for civil servants through collective agreement. For other elements of work-life balance see chapter 9.

See below for some examples of different conditions and types of parenting leaves in the EU Member States:

a. Fathers' and shared leaves:

- Paternity leave varies from zero days in Cyprus to ten working days in Ireland and 14-15 days in Spain and the UK, and 54 working days in Finland and 90 days in Slovenia (specifically for public employees).
- Early parental leave is available for fathers or both parents in same-sex partnerships. Early parental leave may be taken between the child's birth and the end of the mother's compulsory maternity leave or, in the case of (registered or unregistered) partnerships between two men, until the child is three months old. Employees who have adopted (or are about to adopt) a child under two years of age are also entitled to early parental leave of up to four weeks, starting from the date of adoption (or the beginning of foster care pending adoption). (AT)
- Parental leave can be shared between the parents (father, mother). (DK, DE, IE, ES, AT)
- Parental leave (18 weeks) is available to both parents and 14 of the 18 weeks are transferable between parents who are both civil servants. Also, parental leave may be taken in hours. (IE)
- Paternity allowance is available for a longer period and its timing is more flexible. The entire paternity leave can be taken after the parental allowance period. (FI)
- Participation of men in child care is promoted as the period of parental leave increases in the case of shared leave (the same for all sectors). (PT)
- Paternity leave is intended for fathers to be able to share childcare and protection with the mother during the child's most sensitive period. This right is not transferable. Paternal leave lasts 90 days, and can be in a single time block or by individual days. (SI)

b. Financial and other extra benefits:

- The economic conditions for parental leave are supplemented by agreements, and for the central governmental sector are quite generous. (SE)
- In the state sector a collective agreement supplements the statutory rules about entitlement to leave and benefits with a right to pay and to earn pension rights during the maternity and parental leave. The parents earn pension rights during both paid and unpaid periods of leave. (DK)
- Departments and agencies may grant Additional Paternity Leave (APL), and provide payment for it, in accordance with the statutory requirements governing this category of leave. (UK)
- Both the mother and the father civil servant are entitled to extra parental leave (two to seven days depending on the number of children). (HU)
- The parents can choose the duration of parental leave, opting between six months leave with 100% of salary or 12 months leave with 80% of salary (the same for all sectors). (PL)

- All civil servants, including TPM, can take unpaid parental leave to look after their child's welfare (mother or father or both simultaneously). Their employment rights are protected during parental leave; advancement to a higher career step is maintained during the first year, then reduced by half. (FR)
- In addition to maternity and parental leaves, there are special leaves available for adoption, breastfeeding and feeding a toddler, for care of a child, and unpaid leave for a child up to eight years old. (BG)
- To breastfeed a child under the age of twelve months, workers are entitled to one hour away from work, which may be divided into two parts. This right may be substituted by a half-hour reduction in the normal working day at the start and end of the day, or one hour at the start or end of the day, for the same purpose. This right may be exercised by either of the parents, in the event that both work. Additionally, female civil servants may request that breastfeeding time be replaced by paid leave, with the corresponding time accruing in full working days. This leave shall be increased proportionally in the event of multiple births. (ES)
- Career civil servants shall be entitled to a leave of absence of up to three years to care for each child, whether natural or due to adoption or permanent or pre-adoptive fostering, starting from the date of birth or, if applicable, that of the judicial or administrative decision. (ES)

c. Part-time work:

- Parents may, subject to agreement with the employer, resume work on a part-time basis during a leave period, which means that the leave will be correspondingly prolonged. (DK)
- Civil servants on maternity leave can apply for part time employment until the child reaches the age of three. The employer is obliged to accept this application. (HU)
- Parental leave can even be taken by the hour, according to the provisions of collective agreements. (IT)

Finally, only in two Member States is there a **specific reference to top public managers** regarding maternity and/or parental leave. In **Estonia** it is noted that the parental leave term should be excluded from the fixed appointment term for top managers. And in **Malta** the parental leave is shorter for those TPM on the assistant director level who have signed a performance agreement: they can take four months leave instead of 12 months like other civil servants, including TPM without the performance agreements.

3.) Use of political appointments: May limit women's access to TPM positions, since they are usually less present in informal networks. This factor can be directly related to point no. 2 (work-life balance and double-burden syndrome) and women balancing work and family responsibilities. (OECD, 2014)

4.) Career preferences: Women's career progression might also falter because they often move into support functions (human resources or administration) at the junior management level rather than into line-management functions that lead to more senior positions. (Ibid.)

5.) Level of confidence and developmental opportunities: Providing leadership development and mentoring opportunities. Experience in many countries shows that there is usually a large pool of women candidates, but they need to be actively recruited (i.e. managers need to approach them for promotion) or supported through trainings that aim to increase the number of women with the required skills and experience to be eligible for senior roles. Leadership programmes are more effective when undertaken jointly for both men and women, since this provides a better chance for women to gain confidence and for men to be more accepting of female leaders. (Ibid.)

8.3 Support for women's equal representation in TPM positions in the EU Member States

According to OECD (2014), women continue to face major difficulties in accessing management and leadership positions. Public administration can play an important role in implementing policies that support women's equal representation in the public sector, including positive action policies such as diversity targets and employment equity laws, coaching, sponsorship and leadership development and awareness raising programmes, initiatives to ensure pay equity, equal pay and work-life balance (OECD, 2015).

In six out of 29 Member States (DE, FR, NL, AT, UK, EC) there are some targets or quotas (in %) in place for women in management or top management positions. These are mainly the countries in which less than 10 or 20% of TPM positions were occupied by women in 2008. In **Austria** federal ministries set specific targets for the proportion of women in the highest salary brackets, to be reached over the following few years; however, there is no uniform target for the whole public administration since targets are set by each ministry individually.

In 2015, for example, **the European Commission** set a target for itself to increase the representation of women in management functions (TPM and middle management) to 40% by the end of its mandate in 2019. Significant progress has been made by the European Commission in this area. In 1995 only 4% of senior management positions were held by women; by the end of 2008 that percentage had risen to 20% and by mid-2016 it attained 29%.

In **France**, the Parliament passed a law (14.02.2012) to progressively introduce quota legislation to the senior ranks of the civil service. For the first two years (2013 and 2014) the quota was set at 20%, and the proportion of women should reach 40% by 2017. (European Commission, 2013)

In **the Netherlands**, in the government agreement of 2013 the target was set at 30% for the total number of top managers (levels 1+, 1 and 2) to be reached by 2017, but this target was reached ultimately in 2015. In **the United Kingdom**, targets differ per specific management group: 34% women in top management posts and 39% women in the Senior Civil Service in general (by April 2013). In 2015 the statistics in the UK were showing that 31.4% of top managers are women, and 35% of the whole Senior Civil Service are women, which is slightly below the 2013 target. In **Germany**, women are entitled to preference in the selection process and are subject to hiring targets of 12.2% of top management. Overall, it seems that in these countries the defined targets are helping to achieve the desired share of female representation in top positions.

In addition, in several other countries (BE, CZ, ES, AT, SE) there is a **policy of gender balance in the public administration**, not specifically focusing on the top management positions. For example, in **Austria** there is a federal policy which mandates **preferential treatment of female applicants** if they possess the same qualifications as male applicants, if the percentage of female employees in the respective field of the respective federal ministry is under 50%. Also, a method of **gender auditing** has been implemented. Furthermore, in **Spain**, a constitutional act (3/2007 of 22 March) stipulates that, for effective equality between women and men, public authorities will attempt to **abide by the principle of balanced presence** of women and men in their appointments and designations for positions of responsibility. Also, the II Equality Plan between women and men in the State General Administration was adopted in November 2015.

Country case: gender auditing in Austria

Gender auditing has been implemented, defining 'high-grade groups' within the different qualification-based pay schemes. This method allows for efficient, meaningful audits of the extent to which female staff have held management responsibility over time. (Gabmayer et al., 2015). It is a country-wide, indicator-based controlling system under which the federal ministries set specific targets for the proportion of women in the highest salary brackets to be reached over the next few years. These targets, as well as the current percentages, are subject to an annual audit and published in the Staffing Plan.

Furthermore, **Denmark and Sweden** focus on gender mainstreaming, stipulating that gender equality should be incorporated into all aspects of public administration and

planning. In **Denmark**, the 17 portfolio ministers hold the responsibility for integrating the gender and gender equality perspective into their own policy areas. Goals include the following: for more fathers to take parental leave; coherence between working and family life must be the responsibility of both men and women; and there must be more women in top management in both the private and the public sectors (Johansson, 2010). Also, in **the UK** it is emphasised that the diversity agenda should be led from the top with permanent secretaries being role models in inclusive leadership behaviours.

Other measures used to improve gender balance in the EU Member States are listed below, and their focus is on equal opportunities during the selection process, mentoring and support activities for women to reach TPM positions, and on setting an example through the politicians and developing punishments if targets are not reached.

1.) Selection process:

- The representation of women on evaluation and recruitment panels (guaranteed through a requirement to delegate equal numbers of women and men to these panels). (ES, AT)
- Gender balance must be fully respected when setting up the panels in charge of pre-selecting candidates for management posts. (EC)
- Each selection committee should include at least one female member. On each shortlist of TPM candidates at least one woman should be presented. (NL)
- The chair of the respective ministry's Equal Treatment Committee (or her representative) is entitled to take part in the meetings of evaluation and recruitment panels in an advisory capacity. (AT)
- The Civil Service Talent Action Plan (2014) included a commitment that there will be no all-male panels for executive recruitment. The Executive Recruitment service in CS Resourcing offers training and support for all panel members on issues including diversity and unconscious bias. (UK)
- Mandatory unconscious bias e-learning for all managers. Senior Civil Service leaders and ministers are committed to ensuring that we recruit and retain the best, irrespective of background, which is why we commissioned independent research to better understand the barriers faced by underrepresented groups. (UK)
- During the selection process, a person who has more children may be preferred over the other candidates if this person has the required exercise of professional qualifications, skills, qualifications, experience and ability for the applied job. (HU)
- Using a competency framework as a way to avoid discrimination, to find the most competent person for the job and to search for competency via different channels. (SE)
- When the vacancy for a management post is published, the application deadline may be extended if it did not attract a sufficient number of applications from women. (EC)
- A requirement to write a report about gender impact in any selection process with the National Institute for Public Administration. (ES)

2.) Mentoring, training and support for women:

- A cross-mentoring scheme available as a tool for the promotion of women's careers. (AT)
- Encourage women with managerial ambitions to become aware of their competencies, increase their participation in management selections and make the selection procedure more transparent. (BE)
- An independent initiative network within the federal public administration which supports women within the federal administration in their personal development, their career and in expanding their network. (BE)
- Specially directed information sessions and coaching for women (IT, FI), individual coaching for female talents (FR).
- According to Constitutional Act 3/2007 of 22 March for effective equality between women and men, at least 40% of the slots for training courses should be reserved for women employees qualifying for such courses in order to facilitate female public employee promotion and access to management positions in the Central Government and other public bodies. (ES)
- Give permanent secretaries personal responsibility for ensuring that the most talented, irrespective of background, reach the most senior levels of their organisations. For example, they should identify and sponsor members of under-represented groups as part of succession planning. They should also ensure, as far as possible, that organisational boards are diverse. Where they are not, they should set out their approach to achieve this in either their annual business plan or the Departmental Improvement Plan. (UK)
- Provide women with more tailored support before, during and after maternity leave. Women who choose to take an extended career break to care for children will be offered a continuing twice-yearly opportunity to discuss their evolving career plans with an HR and talent professional. This will include an up-to-date assessment of their aspirations, skills and development needs. On their return to the Civil Service, they will be matched with a 'buddy' from relevant networking groups to help them re-establish connections across their department and the Civil Service more widely (Cabinet Office of the UK, 2014) (UK).

3.) Other:

- As part of a policy promoting gender equality, the government sets a good example by introducing 'balanced appointments' at the assistant directors level to encourage equality between men and women in the selection process of TPM (at level 2). (FR)
- Monitoring and evaluation based on gender-sensitive statistics is recommended; each employer should determine active measures in a strategy plan in the areas of working conditions (including parenthood and harassment), recruitment (including education and competency development) and wage issues. (SE)

- An action plan with 21 measures to reach the target of women in the top management group (TMG). Three points of attention are development of talent, maintaining female talent, and specific departure. Measures include, for example, that each shortlist of a TPM vacancy has a minimum of one female candidate, the development programme for future directors and directors general consists of 50% women, and search for female talents outside government. (NL)
- Financial penalties for any public body failing to meet the quota of women in higher civil service positions. (FR)
- An obligation to include a report about gender impact in the processing of any law. (ES)

8.4 Diversity measures for other under-represented groups

It is increasingly being recognised that civil service, including TPM, should represent the diversity of the society which it serves. According to the OECD and EUPAN survey on managing a diverse public administration and effectively responding to the needs of a more diverse workforce (2015), the typical EU Member States' central public administration appears to have a diversity strategy in order to secure equal opportunities and prevent discrimination against women and people with disabilities. This is important and should be continued and reinforced by putting in place action plans, active programmes and some level of Top Public Management accountability. At the same time, the focus should be expanded to other target groups as well.

Information from the fact sheets show that the four main areas on which diversity policies in the EU Member States focus are:

- Women
- Ageing workforce in the public administration, especially policies on older staff (DK, AT), but also on age distribution across public administration (AT), and inclusion of youth (FR).
- The disabled, including targets/quotas and sanctions (BE, CZ, DE, IE, ES, FR, IT, NL, AT, PL, PT, SI).
- Other ethnicities and immigrants (non-western) (BE, DK, SE, UK).

These measures are commonly focused on civil servants in general and not on specific groups of employees.

Not all countries embrace these diversity topics yet, but with the challenges of ageing populations, youth unemployment and migration flows, it is highly likely that they will be on the government's agendas sooner rather than later. Inclusion of diversity in the workforce will also lead to a mixture of skills, competencies and perspectives that will help central public administrations work more efficiently and innovatively.

Some interesting diversity-oriented practices seen in the Member States in the civil service and among top public managers include:

1.) **Disabled workforce:**

- Disabled applicants receive preferential rights for an interview. (DK)
- There is a 3% target for the employment of people with a disability in the Civil Service. This is set to increase to 6% under the Comprehensive Employment Strategy for People with Disabilities (2015 – 2024). All government departments/offices are required to appoint a Disability Liaison Officer to assist and support staff with disabilities and their line managers by the provision of necessary information, appropriate contacts, guidance and advice. (IE)
- A hiring target of 2% disabled employees is in place in both the public and private sectors, along with rewards and penalties for bodies that exceed or fail to meet the quota. In addition, there is also an apprenticeship programme for young disabled students completing their education. (SI)

2.) **Ageing workforce:**

- A career clarification for employees aged 50+ is a structured interview process for experienced employees with an external consultant. The employee can reflect on his or her working life and work-life quality to support continued development in the job. There is also a course on the development of coaching skills for experienced employees between 50 and 55 years of age. (Johansson, 2010) (DK)
- Possibility to make an agreement that employees above the age of 60 work part-time, while at the same time maintaining their existing pension rights, and that managers above the age of 55 transfer to a lower-ranked position, but receive pay and/or pension-related compensation. In addition, it is possible for employers to grant employees above the age of 62 one day off per month and a severance benefit to be disbursed if the person in question postpones his/her retirement until a specified date. (Danish Agency for the Modernisation of Public Administration, 2011) (DK)

3.) **Ethnic workforce:**

- A hiring target of 4% 'non-Western' staff within each ministry (the current proportion is 2.9%). There is also the 'workplace for new Danes' diversity programme and a talent programme for public employees with another ethnic background. (Johansson, 2010) (DK)

4.) **More specific measures for young talents' and top managers' groups:**

- The Civil Service Fast Stream is one of the top graduate schemes in the UK; in 2013 on the Fast Track Apprenticeship programme 43% were women and 16% declared a minority ethnic background. In the Senior Civil Service just 3.8% declared a minority ethnic background and only 3.1% declared a disability. (Cabinet Office of the UK, 2014) (UK)

- 'Talent Action Plan: Removing the barriers to success' foresees a clear strategy and an action plan to improve diversity and inclusion at all career levels. Actions include: identifying and championing top public managers from diverse backgrounds as role models; making diversity and inclusive learning part of any formal induction process for all civil servants; better use of cultural data; increased opportunities for networking that can help talented people from under-represented groups reach their potential. (European Commission, 2015) (UK)

In conclusion, a diverse workforce in the EU Member States should be seen as a valuable resource to improve public service delivery in more diverse societies. The aim is a workforce that is more representative of the public service, which better mirrors the composition of societies with respect to age, gender, disabilities and ethnic origin. It seems that diversity policies in EU member countries are largely dependent on each country's specific political focus, and national and cultural situation. For example, at this moment ethnic diversity is no longer or not yet current in the majority of EU countries, apart from Denmark and the UK, where many measures are being taken. Ageing, although seen as a growing challenge in all EU Member States, is not yet (or no longer) encompassed with specific policies for older employees in all Member States. At the moment, only the measures and targets for disabled employment in public administration, as well as ensuring equal female participation in TPM positions, are part of the diversity policies and measures in the majority of Member States.

9

Work-life balance and flexible working arrangements

Mobility and agility for employees in their working arrangements and career paths can have positive benefits for organisations and for employees. However, managing this requires a different approach to HRM and distance management. If the provided flexible methods are not actively used, a management intervention and a culture change may be necessary. (OECD and EUPAN, 2015)

Achieving a balance between professional and private life is often very difficult in management positions when there is a heavy workload. This is a particular problem for women, who often have to choose between their career and family. There is pressure to spend all their time at work to achieve promotion or receive a bonus. Even if flexible working arrangements are applicable to TPM positions, in reality they often cannot make use of them if interested in developing their career. (Kuperus and Rode, 2008)

The representation of women in top management positions in the public administrations of the Member States has increased since 2008, but working conditions can still hinder a good work-life balance, not only for women but also for men in top positions. With the help of new information and communication technology, and in response to the need for more flexibility, new ways of working are being introduced or spread within public administrations. However, sometimes there are more possibilities in the law than are possible and available in practice.

9.1 Part-time work for TPM

Part-time employment of TPM is allowed **by law** in 19 Member States. In eight (8) countries this is not explicit in legislation. Interestingly, of these, three Member States are from Central Europe (BE, LU, HU) and the rest from Southern Europe (EL, ES, IT, CY, PT). All of these countries (apart from HU, which has always combined hybrid elements in their CS system) traditionally had career civil service systems.

Furthermore, ten Member States replied that part-time work is **practically** possible for top managers, but in some it is only possible with conditions, such as only for parents in Sweden, or only for a shorter period of time due to workload in Estonia. In this group most of the countries represent the Nordic region (DK, NL, FI, SE), a mix of the newer EU Member States (BG, EE, MT, SK), Austria and the UK.

Part-time work is not practically possible in 14 Member States, mainly because of the (strategic) specifications, responsibility and work load of the job.

9.2 Telework for TPM

Top public managers can work from home in 17 Member States. However, this also depends on individual agreements between the employer and the employee (DK, SI, SK), is not regulated but is used informally (EE, IE, ES) or is very rarely used (LV, SK). In Latvia the frequency of working from home is regulated for one day a week.

Teleworking is linked with the employer's safety and protection rules regarding the employee's work space, so that has to be taken into account when a decision for telework arrangement is made (e.g. SI).

The duty of the employee who is working from home is to be available during the core working hours; and, as in the case of the **European Commission** for example, be in the office not less than 50% of the standard work week (37.5 hours), as part of a one-week or two-week cycle, even when teleworking is combined with part-time work.

Working from home is **not** possible for TPM in ten Member States (BG, EL, FR, HRV, CY, LT, LU, HU, PT, RO). The majority of these are the same countries where part-time work is also not allowed for TPM, representing some of the central (FR, LU, HU) and southern European countries (EL, CY, PT) plus Bulgaria, Croatia and Romania. In France this is explained by the fact that commitment and efficiency of TPM rely on their presence in the workplace and on the proximity they maintain to their team. That can explain why working part-time or from home is practically impossible for them.

9.3 Flexible working hours for TPM

Flexible working hours have been introduced in 21 Member States. This mainly refers to different start and end times of work, and different numbers of hours worked per day of the week. This is by far the most common flexible measure used in the EU countries. And it is interesting to see that in several countries where there is no possibility to work part-time and/or from home, if any flexibility is allowed then it is for flexible working hours. This can be explained by the fact it is the easiest measure to introduce, with the lowest costs and investments/changes needed, as well as having an easier control mechanism over the employees' actions (than for working from home, for example).

Flexible working hours for TPM are not allowed in five Member States (IE, ES, FR, HRV, HU). In Ireland this is a rule specifically for TPM, though they can use the Shorter Working Year Scheme (Circular 14/09), which allows any civil servant an opportunity to take up to three continuous blocks of 2, 4, 6, 8, 10 or 13 weeks (to a maximum of 13 weeks) unpaid leave for any reason at any time during the year.

In **conclusion**, when working towards more efficient and effective public administration, flexible working arrangements can be helpful. Today, flexible working arrangements are still not common for TPM in several EU countries. The least popular flexible work arrangements are part-time work and telework.

There are still gaps between regulated arrangements and their practical availability, especially on the TPM level. Even if there is a legal right, implementation of flexible working arrangements can be difficult due to the work or organisational culture in the particular country or public administration department. Flexible working arrangements are also very much linked with result orientation and definition of outputs that the civil servant is to achieve in a certain period. In order for flexible working arrangements to work, there needs to be trust between the employee and his/her superior, as well as defined measurable outputs.

10

Reforms and trends for the future

One of the main reasons for TPM reform mentioned by the Member States is the need for **transparency and efficiency** when managing public administration organisations. Also, the **changing environment** in which TPM worldwide operate today, the **different types of challenges** that TPM encounter have led to the need for more focus on competency management and assessment during the selection process, as well as in performance assessments and in related training and development programmes.

These are the main areas of ongoing and future reforms regarding TPM mentioned by the Member States and found in the literature:

1. New civil service legislation and policies: These often relate to changes in TPM competencies, training and development, performance and employment conditions.

- New Public Service Act enforced. It establishes a new state secretary position in each ministry. (CZ)
- In relation to introducing the Strategy for a New Civil Service Career System (Decision 1846/2014), the following measures will concern managers and/or top managers: **development** of managers in the public administration, general **pay raise**, career management for individuals, **training and competency development**. (HU)
- Bring more systematisation in **employment conditions** for all positions that will belong to the TPM. (LT)
- Fixed term appointments will be introduced for the directors (level 2) in the near future. (NL)
- The Strategy for the Consolidation of Public Administration 2014 - 2020 includes reform measures for all civil servants, and may influence the status of TPM, especially with regard to **competency frameworks, job descriptions, rewards and motivation policy, and training**. (RO)
- A new law on professional managerial personnel (senior civil service statute) has recently been passed to establish a specific legal system for managerial personnel, defining procedures of appointment that ensure openness and competition. It includes criteria for determining their status, and defines principles for their appointment according to merit and suitability for the position. (ES)
- The Madia Reform, which deals with the reorganisation of public administration, is ongoing in Italy and intends to change many of the traditional public administration processes. It focuses on abolishing the silo mentality, introducing mobility (also for TPM) and changing job stability and therefore incentives to perform better. With the reform a centralised selection by the National School of Public Administration will be introduced, focusing on recruiting the right competencies. Future managers will be recruited by the Republic, not by a specific organisation, and civil servants will be able to move between national, regional and local levels of PA on the basis of their competencies and by participating in the competition procedure. For each level of PA there will be an independent commission for selection procedures appointed as a permanent independent body, which will include external experts. (IT)

- With the amendment to the Civil Service Act, which entered into force in 2016, senior positions in the civil service³¹ have been excluded from the procedure of competitive and open recruitment and a new procedure regarding the appointment and dismissal of top managers has been introduced. As a result, the definition of a civil service corps member has been broadened with the addition of a third category: persons employed in senior positions on the basis of appointment. The reason for the reform was an often overly long and inefficient recruitment procedure, which led to delays in filling vacancies, and therefore had an impact on the efficient execution of the government's policies. The specific criterion of a certain number of years of work experience for TPM positions has been abolished. Furthermore, TPM are no longer subject to performance appraisal; also, the requirement to set individual professional development programmes for senior officials has been abolished. The new remuneration rules were introduced, comprised of base salary specific to a given position, functional allowance (a new component of pay for fulfilling managerial responsibilities) and a bonus for long-term employment with the civil service. (PL)
- The Slovenian government intends to introduce **results-oriented management**, to **increase flexibility** and to transfer powers and responsibilities to lower levels within public management. Management is to be oriented towards achieving objectives and expected results, and budget users will be required to report on their advancements. (SI)

2. Rules on TPM mobility to the private sector:

- On the political level there have been discussions on the need for rules guaranteeing longer periods between TPM jobs in the public administration and the private sector. (SE)

3. Changes in TPM recruitment and selection:

- The whole **career system is being redesigned** (but not specifically for TPM). The system of 'certified trainings' is being terminated. These programmes awarded a bonus to civil servants who attended specific training courses and passed a test on them. This system will be replaced by a system of possible career acceleration based on the results achieved. (BE)
- There is a necessity to change the selection and recruitment process for TPM – from a focus on expert knowledge to strictly **managerial competencies**. Managers today are less involved in the day-to-day expert work of their units, but need to be more active in the organisational, motivational and managerial aspects. These are also some of the main areas of TPM development that need to be improved. (BG)

³¹In general, senior positions in the civil service include: directors general of the office, directors of a department or equivalent unit in the Prime Minister's Office, ministries, central offices, voivodship offices, as well as deputies of the above mentioned. On the day preceding the entry into force of the amendment to the Civil Service Act, i.e. 22.01.2016, senior positions in the civil service were occupied by 1,580 civil service corps members.

- To improve the **transparency of the selection procedure for TPM**. (BG)
 - **More specific rules for hiring new managers**, who have to focus their attention and skills on **creating greater transparency** while fighting and preventing cases of corruption. **The simplification of legal procedures** is of great concern for TPM. It is necessary to establish an ideal ratio between managers, employees and population/services and therefore to find standard criteria for those administrations that belong to the same type. (IT)
 - A new **centralised recruitment and selection procedure for TPM** (level 1+) has been introduced, including **a limited term in one TPM position** (up to seven years). (LV)
- 4. Competency profiles:**
- Work with competency and management supply systems as the competition on the most talented on the labour market and requirements for more efficient and productive operations increases. (SE)
 - Systematic procedures and focus on competency are also seen as ways of **increasing diversity and impartiality and avoiding discrimination**. (SE)
 - Development of **instruments for assessment and evaluation of the competencies of TPM** is planned. The project will also focus on determining the relevant criteria for pin-pointing the key positions in the state administration and **elaborating a system for ensuring continuity**. (This is a major issue because the average age in the state administration is constantly increasing.) (BG)
 - The competency profile for each TPM level will be renewed according to the new public leadership vision. (NL)
 - **Wider application of competency framework**, in particular for **the purposes of recruitment**, and establishment of the Assessment Centre within the structures of the National School of Public Administration with a view **to assess the managerial competencies of the top managers**. (PL)
- 5. Training and development of TPM, succession management:**
- **More cooperation between agencies in TPM/leadership training** and development has been identified as one strategic activity for strengthening competency supply in the central government sector in the future and to provide access, for example, to advanced assessment methods on the market. (SE)
 - An important element of the continuous development of TPM is **job rotation**. Periodical rotation should become obligatory for TPM in order to provide them with constant new challenges and prevent them from losing their impetus. The international exchange of TPM as a means of continuous development is another good option that needs to be used more actively. TPM can be commissioned to other EU Member States or the EU institutions themselves in order to accumulate international experience and see how others cope with similar problems. (BG)
 - As a result of the economic crisis, there is **a greater need to implement structural reforms** in public administration. Therefore, the focus of the role of TPM has also changed and the need for introducing and promoting reform measures and for **enhancing TPMs' skills and competencies** has become even more imperative. (CY)
 - To counter the increasing difficulty of finding highly qualified candidates to fill the top positions, the Estonian Top Civil Service Excellence Centre has set **succession management** as one of its high priorities. Also, to contribute to the development of important **future competencies of TPM (leadership, cooperation and synergy, innovative thinking)**. (EE)
 - Enhancing TPM management through improved training and development programmes. (FR)
 - Together with the new centralised recruitment procedure for TPM, **a mobility system for managers** will be introduced to promote competency and professional development of managers. This should support both the development and the motivation of managers. (LV)
 - A period of 40 hours of education for each member in the top management group will be promoted and possibly made obligatory in the future. Furthermore, some forms of succession planning will be considered. (NL)
 - It is planned to expand the development opportunities available to TPM, including: development centres to assess the strengths and areas for development of top managers at the assistant secretary level, considering progression to the next level. It is also planned to introduce a similar programme at the level below TPM aiming to prepare those who wish to progress for the challenges faced at more senior levels. Structured Learning and Development for assistant secretaries (level 2) and a mentoring programme for top public managers. (IE)
- 6. Mentoring schemes:**
- A new Cross Mentoring tool applicable to women and men in middle management positions. (AT)
 - A **system of corporate mentoring** is currently being explored, in order to ensure greater support for **new appointees in top management positions**. Mentors at the same level as the appointee/mentee will provide mentoring sessions to share best practices and work processes. The appointee/mentee will also have the opportunity to see how staff and teams work and gain insight into the role and the responsibility the position carries. (MT)
 - Introduce a mentoring programme for top public managers as part of TPM training and development. (IE)
- 7. Performance assessments, culture and remuneration:**
- An employee performance appraisal system for the civil service aiming at creating a performance-oriented culture, enhancing communication between management and employees, increasing productivity. (not TPM specific) (CY)

- The current framework for individual staff performance management should be modified in order to ensure that links to the organisation's strategic objectives are made. Flexibility in determining the salary of a civil servant is foreseen. The salary should be more related to results and be placed within the scale at the individual level depending on individual work results. (SI)
- As part of the Civil Service Renewal Plan, **performance agreements have been introduced for top public managers** (Level 1+, 1 and 2) to ensure the strongest possible performance management system at senior levels, which can cascade throughout each organisation over time. (IE)

In **conclusion**, it is difficult to predict what awaits public administrations and top managers in the future. But some trends are visible. Member States are all going in a certain direction, but they do not just follow one particular model. Instead, they adjust the reform trends to their particular civil service system, public administration traditions and/or level of acceptance on the political level and in society. Also, because each country is in a different stage of reform or developments, the actions can differ, but there is some convergence in Europe, such as a similar direction and end goal for the majority of Member States. This can be seen, for example, in the trend towards having more and more position-based employment systems, at least for TPM. But will this trend continue in the future or will there be a turning point, with Member States again introducing some elements of career-based systems, for example to offer a career perspective for TPM? Can the fact that some Member States introduce pools of merit-based selected potential TPM candidates, from which TPM are exclusively selected, be seen as a way for the future? What can talent management initiatives offer their participants beyond training and development activities? And how does one ensure that everybody who fits the selection criteria is able to apply?

Most Member States focus their TPM-related reforms on transparency and political neutrality in recruitment and selection procedures, the importance of the right competencies for TPM and their training and development, as well as emphasising the role of performance assessment and TPMs' accountability, which have an impact on TPMs' future careers. Furthermore, some changes in the legal system for civil service can be observed. For example, the special employment conditions for civil servants have been changed so that they are more like other employees on the labour market and are governed by labour law. The reverse is also happening. This will also have an impact on the formal status of and special conditions for TPM.

Due to cost saving and the rise in the pension age, smaller public administrations, an ageing workforce and the need to work longer could lead to fewer TPM positions and more candidates. This can have an impact on TPMs' salaries and position in the labour market. As more and more countries appoint TPM for a fixed period, and public administrations are willing to save costs and support horizontal mobility and 'zigzag careers', in the future TPM salaries will possibly be raised only for the appointment period to a TPM

position and afterwards decreased to the previous level or to that of the following position.

With the further overhaul by internet and digital technologies, as well as new competencies and relations with stakeholders, it is likely that competency development for TPM is permanently needed. Working conditions will need to become more flexible in public administrations as well. New technologies could be of particularly good use in supporting teleworking arrangements. However, for such arrangements to work, a culture of trust and result-orientated management needs to be embedded. Result orientation for TPM is not only important for the TPMs' own performance, but also for being able to assess the capacities and performance of their staff. Therefore, it can be concluded that result-orientation and ways of assessing results, especially on the TPM level, will be increasingly important in the future. Full-fledged competency management models could help in assessing the performance of TPM.

Furthermore, focus on merit principles and transparency in public administration should remain important, and not only focus on the recruitment and selection phase but be applied throughout the entire HR system. This is very important for the quality of public administration, equal treatment and transparency to increase society's trust in public administration. In order to safeguard public administration values and the professionalism of civil servants, to boost innovation and deal with further demographic changes and migration, life-long learning and mobility, diversity and inclusion, as well as European and international awareness, need to be better integrated in recruitment, selection and development of TPM. Top public managers have to stay informed about, and able to deal with, the newest developments in both the national and international sphere.

Finally, for top managers it is important to be permanently alert to signals and new trends, anticipate new challenges for the public organisations and new competencies needed for themselves and their employees, as well as to be able to adapt to changes and future challenges. Strategic vision, self-awareness, self-reflection and innovativeness as preconditions for permanent learning are crucial competencies for TPM in the future. Lastly, in addition to encouraging innovativeness for change, continuity should also be ensured for citizens.

There is no uniform solution to the challenges ahead. But strong top management is needed everywhere and Member States can learn from each other to further improve their own system for top management. This starts by knowing each other's approach, to which this comparative European study seeks to contribute.

To Cope with the Challenges of a Complex society ahead TPM need to balance Change and Continuity. Therefore they need to have enough Curiosity, Creativity and Courage to innovate, and at the same time they have to remain aware of the basic values of public work to guarantee the best public administration and services for the Citizens. This requires permanent investment in their Competencies. These 10 C's can guide us into the future!



Annex No. 1

Green: Member State had these competencies in 2008 and they are still present in the competency profile in 2015.

Black: Member State had no competency profile in 2008 or competency profile was not indicated in the 2008 study, but it has competencies in 2015.

Blue: Member State had a general competency profile in 2008, but this particular competency was not part of the profile, or these competencies were not indicated in the 2008 study. In 2015 it is marked as an extra/additional competency.

Red: Member State had that particular competency in 2008, but no longer in 2015 (Note: it is at least not explicitly mentioned in the competency profile; could be hidden under other competencies or taken as a standard to have already at a lower level).

Table: Comparison of competencies in the competency profiles of Member States for TPM in 2008 and 2015

Competencies	Member States	Total MS in 2015	Total MS in 2008
Leadership	BE, BG, EE, IE, ES, NL, SI, FI, UK, EC = 10 the same MS DK, EL, FR, HRV, LV*, LT, LU, HU*, MT, AT = 10 new MS CY, PT = 2 MS with extra competency	22	10
Strategic vision	BG, EE, IE, UK, EC = 5 the same MS DK, EL, FR, LU, LV*, AT = 6 new MS CY, NL, PT, RO, SI = 5 MS with extra competency	16	5
Achieving results	BG, IE, ES, UK, EC = 5 the same MS DK, LV*, MT, AT = 4 new MS PT, SI = 2 MS with extra competency Minus 3 MS that no longer have this competency (EE, RO, FI)	11	8
Communication	BG, EE, IE, RO, SI, UK, EC = 7 the same MS EL, FR, LT, LU, HU*, AT, SK = 7 new MS CY, NL = 2 MS with extra competency	16	7
Managing relations, people, HRM	BE, EE, IE, ES, EC = 5 the same MS FR, LV*, LT, LU, HU*, AT = 6 new MS CY, SI = 2 MS with extra competency Minus 5 MS that no longer have this competency (BG, NL, RO, FI, UK)	13	10
General management	BE, BG, EE, ES, IT, CY, RO, SI, FI = 9 the same MS LT, LU, HU*, MT, AT, PL, SK = 7 new MS Minus 5 MS that no longer have this competency (IE, NL, PT, UK, EC)	16	14
Knowledge (multi-discipline/policy/position-related)	BE = 1 the same MS DE, HRV, LU, MT, AT, PL, SK = 7 new MS EE, RO = 2 MS with extra competency Minus 4 MS that no longer have this competency (IT, CY, PT, SI)	10	5
Awareness/sensitivity	BE, IE, NL = 3 the same MS DK, AT = 2 new MS PT, UK = 2 MS with extra competency Minus 1 MS that no longer have this competency (BG)	7	4
Integrity & ethics	IE, NL = 2 the same MS LU, MT, AT = 3 new MS BE, IT, CY, SI = 4 MS with extra competency Minus 2 MS that no longer have this competency (EE, UK)	9	4
Judgment/decisional	IE, NL, RO, EC = 4 the same MS EL, FR, LV*, LU, AT = 5 new MS CY, UK = 2 MS with extra competency Minus 1 MS that no longer have this competency (EE)	11	5
Innovation (creativity)	BE, PT, SI, UK, EC = 5 MS with extra competency EL, FR, AT = 3 new MS Minus 2 MS that no longer have this competency (EE, FI)	8	2
Self-reflection/learning	NL = 1 the same MS LV*, AT = 2 new MS IE = 1 MS with extra competency Minus 1 MS that no longer have this competency (UK)	4	2
EU-orientation	RO = 1 MS with extra competency Minus 2 MS that no longer have this competency (CY, SI)	1	2
Diversity/multicultural inclusion	UK = 1 MS with extra competency	1	0

Competencies	Member States	Total MS in 2015	Total MS in 2008
New competencies introduced			
Ability to manage/lead change	BE, UK, EC = 3 MS with extra competency EL, FR, LV*, AT = 4 new MS	7	-
Commitment/passion/drive/motivation	NL, SI = 2 MS with extra competency EL, FR, LV* = 3 new MS	5	-
IT knowledge/skills	RO = 1 MS with extra competency EL = 1 new MS	2	-
Flexibility/adaptability to different environments	NL = 1 MS with extra competency EL, FR, AT = 3 new MS	4	-
Open-mindedness	EE, SI = 2 MS with extra competency EL, FR = 2 new MS	4	-
Focus on client (internal/external)	BG, EE, PT, SI, UK = 5 MS with extra competency AT = 1 new MS	6	-
Legal awareness/legitimacy of PA	EE, IE = 2 MS with extra competency DK, PL = 2 new MS	4	-
Networking/partnering/relation-building ability	BG, EE, IE, NL, PT, UK = 6 MS with extra competency LV* = 1 new MS	7	-
Analysis and synthesis	IE, RO, SI, UK, EC = 5 MS with extra competency HRV, LU, MT, AT = 4 new MS	9	-
Ability to question and challenge	NL, UK = 2 MS with extra competency EL = 1 new MS	3	-
Drive for culture of efficiency and value for money	IE, UK, EC = 3 MS with extra competency AT = 1 new MS	4	-
Stress management	EL, LU, AT, SK = 4 new MS	4	-
Languages	RO = 1 MS with extra competency EL, HRV = 2 new MS	3	-
Corporate identity	EE, UK = 2 MS with extra competency	2	-
Self-management	EE, SI = 2 MS with extra competency AT = 1 new MS	3	-
Crisis management	RO, SI = 2 MS with extra competency AT = 1 new MS	3	-
Negotiating	UK, EC = 2 MS with extra competency AT = 1 new MS	3	-
Gender competency	AT = 1 new MS	1	-

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

Note: countries with* (LV, HU) had a competency profile in 2008, but information was not available on the competencies that were included in the competency profiles at that time. Therefore, in the table they are called as new Member States having a particular competency in their competency profiles in 2015.



Annex No. 2

Table: Topics of training and development activities for TPM in 2015

Topics of training	Member State
Leadership:	18: BE, BG, DE, EE, IE, ES, FR, HRV, CY, LV, MT, NL, AT, PT, SI*, FI, SE, UK, EC
Team building/leading teams	4: CZ, IE, LV, LU
Personal (personality) development/self-management	4: EE, HRV, HU, SK
Management (in general):	14: DE, ES, FR, HRV, CY, LV, LU, HU, MT, PL, PT, RO, SI, SK
Personnel/Human Resources' development or management	13: BG, CZ, EE, IE, ES, HRV, LV, HU, MT, AT, PL, PT, RO
Financial management/budget/auditing	12: EE, EL, ES, HRV, IT, MT, NL, AT, PL, PT, RO, SE
Strategic management (planning)	12: BG, DE, IE, ES, HRV, CY, LU, HU, MT, PL, PT, RO
Change management (organisational change)	10: BG, DE, ES, FR, LV, HU, MT, NL, UK, EC
Project management	6: CZ, FR, LU, AT, RO, UK
Organisational development/process management	4: BG, EE, FR, AT
Knowledge management	4: CZ, DE, ES, AT
Crisis management/conflict handling	3: DK, LV, HU
Quality management	2: ES, RO
Public Administration policy:	
Integrity/anticorruption/ethics	5: DE, IE* IT, PT, SI*
Public administration (introduction, values, public governance)	4: IE, ES, MT, SE
Public policy advice/development/analysis	4: DK, EE, ES, HRV
Effective institutions and efficient PA management	3: BG, DK, RO
Administration and public management	3: ES, MT, PT
Transparency in PA	3: IE, EL, IT
Administrative reform and decentralization	1: EL
Public policy evaluation	1: ES
Impact assessment and rule making	1: BG
Democracy and constitutional state (module)	1: NL
Change: policy and organisation module	1: NL
Specific skills training:	
Communication/public marketing/networking management	10: BG, CZ, EE, IE, ES, LV, HU, AT, RO, SI*
CAF	3: BG, IT, MT
Public procurement	4: IT, MT, PL, SI*
Media training/public speaking	3: EE, LV, SE
Legislation/new laws	3: IT, MT, SI
Language training	2: SK, SE
Social/interpersonal skills	2: MT, AT
Negotiating skills	2: CZ, ES
Statistics	1: IT
Commercial capability	1: UK
ICT and innovation:	
IT/new technologies/technology management/ICT	5: CZ, DE, ES, NL, SK
Innovation	3: EE, ES, PT
E-government	3: BG, DE, EL
Digital	2: DE, UK
Service design	1: EE
International:	
EU accession-related/EU integration topics/EU issues	6: DE, EE, HRV, MT, NL, RO
International(ization)	1: PT
Other:	
Sustainable development	2: EE, EL
Legal awareness (and responsibilities)	2: EE, SE
State protocol and etiquette	2: BG, EE
Health promotion (dealing with emotional burdens/illnesses)	2: DE, SI*
Work-life balance for managers	1: DE
Structural funds	1: RO
Social policy	1: EL

Source: H. Kuperus and A. Rode, *Top Public Managers in Europe*, 2016

Note: * indicates the possibility to choose the particular training course.

B

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