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## EU experience on HRM/HRD (Human Resource Management & Development)

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*Seminar: Challenges and Trends  
in Reforming Civil Service in Armenia*

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### *Introduction*

## **Useful Basic Notions Contents of this Presentation**

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GOOD TO REMEMBER ...

**HR: a key role in all organizations**

**Inputs** → **HUMAN WORK** → **Outputs, Effects**

**Workforces** may be small or large.  
In the Public Sector, they are **usually very large**.

As other resources, **HR have to be intelligently managed**.  
Well managed Workforces are **adapted** to their tasks in numbers and quality, highly **motivated, competent and reliable**.



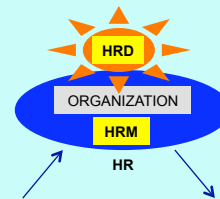
GOOD TO REMEMBER ...

Two complementary concerns:

**HRM / HRD**

In both cases:

- A. (A System of) **Rules**
- B. **Managerial Practices**  
(with relevant **Tools**)



HRM : HUMAN RESOURCE MANAGEMENT

HRD : HUMAN RESOURCE DEVELOPMENT



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GOOD TO REMEMBER ...

In practice, **HR** are usually managed at distinct levels:

- by the **Administrative HRM/HRD Departments/Units** (operating at different “scales”: from central to proximity)
- by the concerned **Operations Department Manager**

**Current administrative HR management** is mainly concerned with administrative rules to be abode by.

**HR (teams) management at the Operations Department level** is mainly concerned with the managerial objectives to be achieved.

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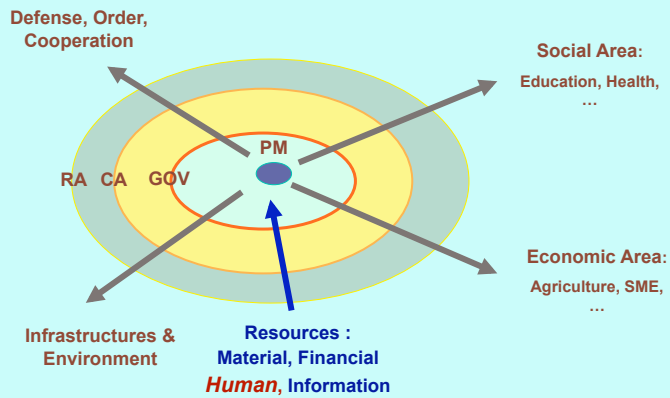
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BOX 1

The chain of **Administrative HRM/HRD Departments/Units - A**



PM: PRIME MINISTER  
 GOV: GOVERNMENT  
 CA: CENTRAL ADMINISTRATION  
 RA: REGIONAL ADMINISTRATION

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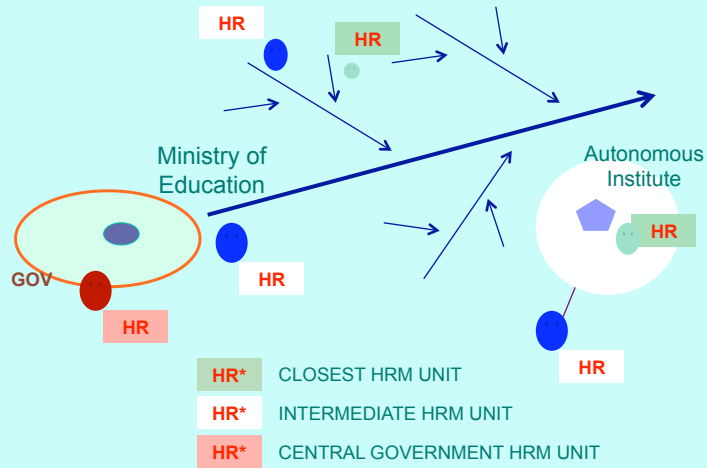


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**BOX 2**

The chain of **Administrative** HRM/HRD Departments/Units - B



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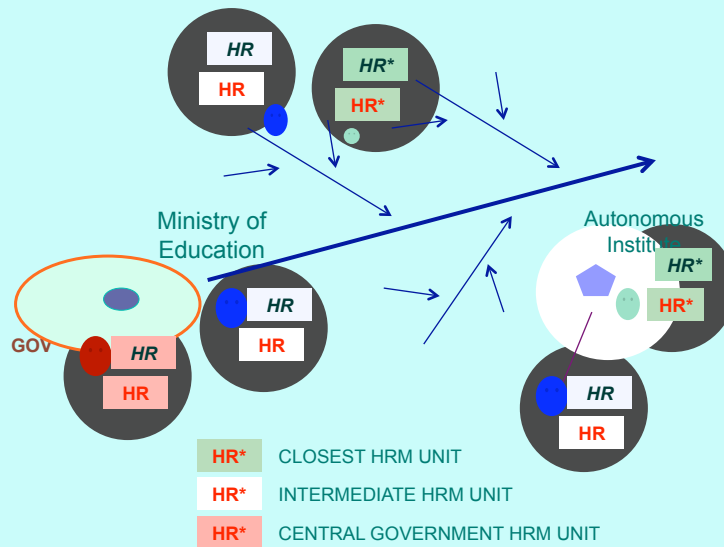


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**BOX 3**

The chain of **Managerial** HRM/HRD Departments/Units



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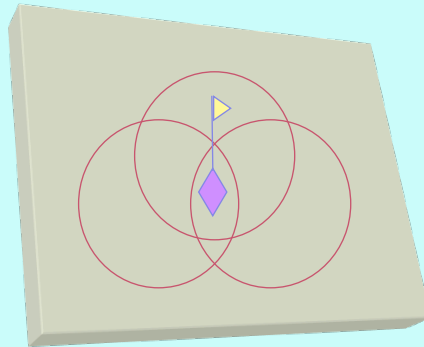


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**BOX 4**

Why good **HRM/HRD** policies are critical

### The “magic” 3-circle diagram



We **want** to do it

We **know how** to do it

We **can/may** do it the right way

HIGH PERFORMANCE

*We know well what is to be done.  
We are enough to do it.*

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**3 STEPS**  
IN THIS PRESENTATION:

- I. **EU Systems of Public Employment (*Rules*)**
- II. **EU CS HRM/HRD *Practices***
- III. **Some *Lessons* Learned from EU Experience**

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EU : EUROPEAN UNION

CS : CIVIL SERVICE

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## Part one

# EU Systems of Public Employment (Rules)

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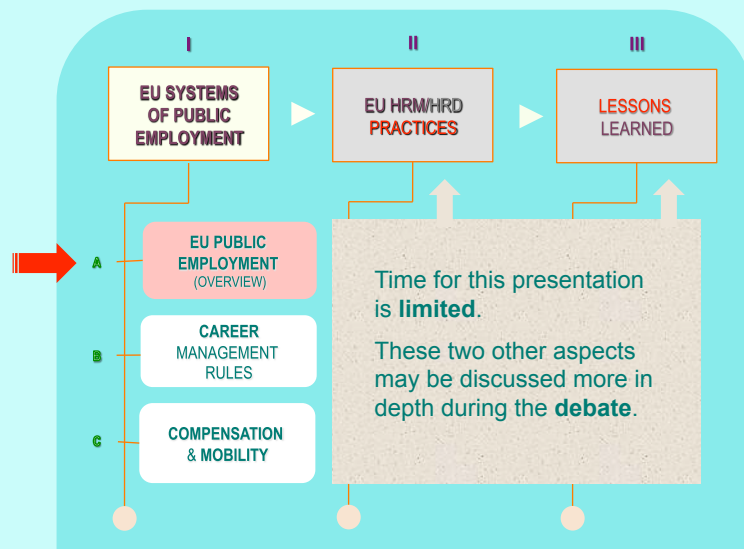


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## Presentation Sequence



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## Overview

# Public Employment in the EU

- 1. Weight of Public Employment
- 2. Employment Modalities
- 3. Legal Frameworks: a Large Diversity

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## 1. Weight of Public Employment (2007)

A significant Part of the National Workforces :

Countries	Public Employment (%)
Spain	11.9
Germany	12.3
Italy	14.1
Switzerland* (non EU country)	15.4
Ireland	17.9
U. K.	20.4
Finland	22.9
France	28.0
Sweden	31.5

International comparisons are meant only to show **global differences**, and should be considered **cautiously**. The concepts and classifications used are **not the same** in different countries.

Source: INA/DGAEP (Portugal), A Comparative Study of P. E. in EU Countries (2007).

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## 2. Employment Modalities: *Nomination vs. Individual Job Contract (JC)*

	Countries	Nomination (%)
PUBLIC LAW	Spain	60.0
	Ireland	58.7
	France	55.0

	Countries	JC (%)
LABOR LAW	Sweden	100
	U. K.	90.7
	Italy	83
	Finland	81

Judges, Diplomats, Members of the Security Forces ("sovereignty functions") are usually *nominated* (exception: Sweden).

Source: INA/DGAEP (Portugal), *A Comparative Study of P. E. in EU Countries* (2007).



## 3. A Large Diversity of Legal Frameworks (a)

- ✓ In **Sweden** and **Switzerland\*** public employment, although regulated by public law, *may be set up through JC's*.
- ✓ The same happens in **France**, with non confirmed Civil Servants (*fonctionnaires non titulaires*).
- ✓ In **Sweden**, *public JC's* set up rights and obligations that are *different* from those which are common in the private sector (e.g. obligation of transparency in recruitment procedures, independence in decisions taken).
- ✓ In **Spain**, although JC's are regulated through the private (labor) law, they are integrated into a legal and regulatory framework that is *common to all public employment*.



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### 3. A Large *Diversity of Legal Frameworks* (b)

Among different countries :

- ✓ Options related to the **duration of the contractual link** are widely variable.
- ✓ The same happens with **possibilities of lay off**.
- ✓ Options related to **linking remuneration to performance assessment** are also widely diverse.

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### 3. A Large *Diversity of Legal Frameworks* (c)

APART FROM THAT ...

- ✓ Finally, both systems may institute a **career path (Italy)**.
- ✓ In other cases, there are similarities (e.g. in **Germany**, the **duration of the contractual link** and the rules regulating the **evolution of compensation** are quite close in both systems).
- ✓ In some cases, **nomination** and **JC's** employment systems remain **quite different** from one another (e.g. **U. K.**).

COMMONALITIES

- ✓ **Job positions** offered to competition must be **publicly announced**.
- ✓ **Transparency** of the **recruitment** procedures is required.
- ✓ **Personnel delegates** usually play a role in the decision making processes related to several key HRM issues (**collective bargaining / social dialogue**).

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## Overview

# Public Employment in the EU

- 4. Job Security
- 5. Other General Rules
- 6. Definitions of Civil Servants



## 4. Job Security

- ✓ *Job security* is usually a strong point in public employment.
- ✓ However, situations may be quite different *from country to country*. They also depend, in a given country, on the *type of the contractual link* (nomination, JC) and on the *specific legal status* of the public employee.
- ✓ In **Sweden**, for instance, job security is considered a *strong value*. Nevertheless, apart from a few exceptions (judges working in high-level courts, high level military staff), *all public employees may be laid off*.
- ✓ Even when the employment link is set through a **JC**, job security is often understood as a benefit “due” to the public employee (especially in “continental” Europe). In **Italy** and **Germany**, *collective bargaining* tends to strengthen job security of employees linked to the public authorities through JC’s. Similar practices may be observed, at least in specific cases, in other countries (e.g. **France** and **Finland**).



## 5. Other **General Rules**

- ✓ Legal and deontological **obligations** imposed to public employees, and professional **standards of behavior** expected from them (*neutrality, loyalty, honesty, dedication and competence, duty to preserve secrecy, ...*) are quite similar in most countries.
- ✓ The same happens with *disciplinary measures* and **reasons for lay off** (when lay off is due to professional faults).
- ✓ **Training** opportunities are widely warranted in most EU countries. However, the *training systems* for public employees are most often organized differently, in agreement with diverse national training traditions (examples of this diversity may be given in the subsequent debate).



## 6. Definitions of **Civil Servants (CS)** (a)

How to compare CS country definitions :

- ✓ Definitions of *Civil Servants* (identified within the *Public Employees* main group) are often based on a combination of **2 main criteria**. These criteria may be summarized by 2 “double questions”:
  1. **Where** does the Public Servant work ? *Meaning* :
    - (i) at which **level of government** (*state, regional, local*) is the public administration body or institution in/for which the Public Servant works positioned?
    - (ii) to which **sector** (*central administration, education, health, defence, ...*) does this body or institution belong?
  2. **What** does the Public Servant do in his/her workplace ? :
    - (i) which **level of responsibility** (*decision-making, intermediate levels of management, implementation*) best describes his/her work (and *statutory mandate*) ?
    - (ii) what **specific types of tasks and activities** is the Public Servant supposed to carry out?



## 6. Definitions of *Civil Servants* (b)

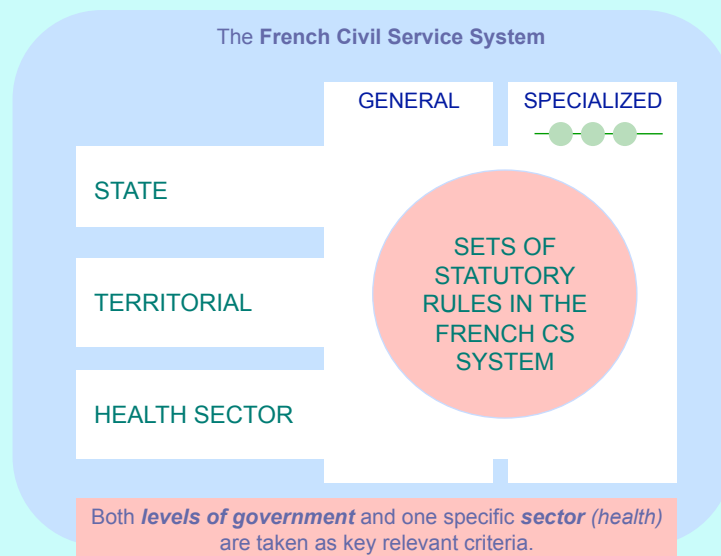
- ✓ There are in the end 2 “**where**” *sub-questions* and 2 “**what**” *sub-questions*. As a *specific answer* to **each** of these **4 final questions** we may draw a “**contour line**”, delimiting what corresponds to the agreed definition of “Civil Servants”.
- ✓ Finally, combining the resulting **4 “contour lines”**, we may clearly *understand what is meant by Civil Servants in a given country* and **compare definitions** among different countries.

A wide spectrum of definitions :

- ✓ Definitions of Civil Servants are **widely diverse** among EU countries, making it sometimes difficult to establish meaningful data (e.g. statistical) comparisons. The **U. K.**, **French** and **Nordic** systems and definitions, for instance, are quite different from one another.
- ✓ The **French** system, taken as an example, will be here briefly outlined. It clearly shows the *combination of different criteria*.



## 6. Definitions of *Civil Servants* (c)





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## Public Employment in the EU

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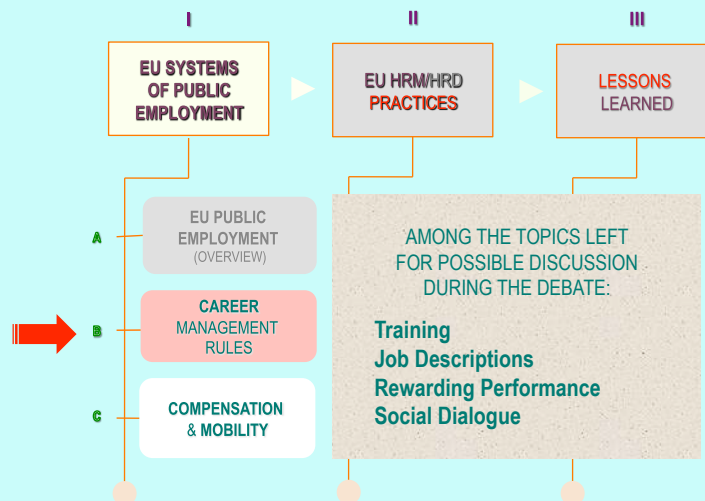


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## Career Management Rules

- 1. Career Systems vs. Position Systems
- 2. Recruitment Regulations
- 3. Promotion Rules

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### 1. Career Systems vs. Position Systems

- ✓ As a general rule *the two systems are combined*.
- ✓ However, some countries lean more towards the *position system*. Such is the case, for instance, of **Sweden** and **Finland** (Nordic countries). In these 2 countries, as well as in **Switzerland\***, *careers* are reserved to *sovereign functions*.
- ✓ Other countries lean more towards the *career system*. Among them are **France**, **Spain** and **Ireland**.
- ✓ **Careers** may be organized even when the contractual link is established through **JC's**. This happens in particular in **Italy**, where careers are organized this way and regulated by *collective bargaining*.
- ✓ The **range of careers** is diverse. **Ireland**, for instance, has a relatively small number of careers. The *range of careers* is wider in **Spain**, **Germany**, **France**, the **U. K.** and **Italy** (larger countries).

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## 2. Recruitment Regulations – (a)

- ✓ Recruitment rules and procedures vary widely. However, most often candidates to Public Employment are selected through open **competition** procedures (*public competition examinations*).
- ✓ In **Italy, Ireland, Finland** and **Switzerland\***, for instance, public competition examinations are systematically used in both recruitment *systems* (*nominations, JC's*).
- ✓ In **France**, external (open) public competition is the general rule for *nominated* Public Servants (*soldiers* and *magistrates* are exceptions: they are selected through *internal competition*).
- ✓ In **Germany**, open (public) competitions are also used.
- ✓ Before nomination, a *probation period*, following the selection of the Public Servants through *competition*, is often (or even systematically) included in the recruitment procedure (e.g. **Germany** and **France**).



## 2. Recruitment Regulations – (b)

- ✓ *Induction training* may as well be sometimes compulsory for new Civil Servants (e.g. nominated Civil Servants in **Germany**, new State Civil Servants in **France**).
- ✓ In some countries, open competition is restricted to *specific categories* of Public Servants.
- ✓ In **the U.K.**, for instance, open competition only applies to *Civil Service* positions. In **Sweden**, only *judges* and *diplomats* are recruited through open competition.
- ✓ Sometimes the recruitment process is much more flexible: larger room to manoeuvre is left to the recruiting organisms. This is the case, for instance, in **Finland** and **Spain**.
- ✓ In **Finland**, although the most frequent recruitment practice is through *competition*, the selection *methods* and *criteria* are defined by the *recruiting organisms/units*.
- ✓ Finally, in **Spain**, there are no obligatory common rules. The recruitment process is set up by the units/services concerned.



## 2. Recruitment Regulations – (c)

- ✓ Specific selection and recruitment procedures for *high level positions* are also diverse throughout European countries.
- ✓ As time is limited for this presentation, this more specific, but critical, point may be discussed later during the *debate*, if you are interested in this issue.



## 3. Promotion Rules

- ✓ Again, *diversity* is the rule. Promotion within the career is usually organized through *competition* in a number of countries (among them **France, Ireland, Switzerland\***).
- ✓ However, in many other cases promotion is organized according to other methods and procedures, depending not only on the *countries* taken into consideration, but also on the *specific units, services* or *organisms* to which the Public Servants work.
- ✓ In countries where Public organisms benefit from *large autonomy*, this diversity of procedures and regulations is increased.
- ✓ *Examples* of promotion rules and procedures used in European countries Public Authorities may be further discussed during the debate.



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## Career Management Rules

- 4. Limitations on Recruitment & Promotions
- 5. Possibilities of Fast Track
- 6. Performance Assessment

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### 4. *Limitations on Recruitment and Promotions*

- ✓ Practices introducing /imposing upper limits (ceilings) to the number of admissions or promotions of Public Servants do exist in several EU countries. Such is the case, for instance, in **Germany, Spain and Ireland**.
- ✓ The general trend, however, is to keep some *flexibility* in defining the manning levels and the composition of the workforces in Public Administration (PA) units.
- ✓ Sometimes, the room to manoeuvre left to these units is even quite large. In **Sweden and Finland**, for instance, PA agencies benefit, as a rule, from a wide *management autonomy*, and they may therefore *freely adapt* the *size and composition* of their workforces.
- ✓ Financial (budget) constraints may limit the number of promotions. This happens namely in **Germany, France, Spain and the U. K.** However, in other countries, this type of limitation doesn't exist (**Ireland, Finland, Switzerland\***).

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## 5. Possibilities of Fast Track

- ✓ Possibility of *fast track* (promotion to a category above the one which is immediately above the category occupied by the Public Servant) exists namely in the **U. K.**, where this possibility is rather frequent.
- ✓ Also in the **U. K.**, in order to facilitate appointments of well-qualified candidates to top Civil Service positions (decision-makers), there is a *Fast Stream Development Programme* (organized with open competition).
- ✓ Although usually less common, *fast track* promotion is also possible in other EU countries (e.g. **France** and **Ireland**).
- ✓ In countries where careers are restricted to very specific sectors or types of activities (e.g. **Sweden**, **Finland**, **Switzerland\***), and strictly regulated, *fast track* is not applicable.

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## 6. Performance Assessment

- ✓ Generalization and improvement of *performance assessment methods* are among the current “new” trends and concerns in European Public Administration systems (and, more generally, in OECD countries).
- ✓ *Performance assessment* is explicitly mentioned as a key requirement in the *promotion* procedures of many countries (e.g. **Germany**, **France**, the **U. K.**, **Sweden** and **Switzerland\***).
- ✓ *Performance assessment* is also considered a critical issue when “*performance-related pay*” (*PRP*) (or “*merit-related pay*”) is considered, and when *results-based management* (*RBM*) practices are introduced.
- ✓ Several aspects related to this important issue will be discussed more in-depth in *other presentations* given in this seminar (and in the subsequent *debates*).

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## Career Management Rules

### 7. Training and Professional Development

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### 7. Training and Professional Development – (a)

- ✓ **Training** is a major (and usually an expensive) component of professional development policies in Public Administration HRM/HRD systems in all EU countries.
- ✓ National *Training Policies and Programs* for Public Administration typically include a combination of *pre-entry*, *induction* and *in-service training*.
- ✓ Specific *pre-entry training* (specialized training previous to recruitment) is *usually not required* (in most countries, and in most situations). Exceptions to this common trend are found in **Germany**, and also in **France** (in the case of candidates to nomination in the State Civil Service : *Fonction Publique de l'État*).
- ✓ Another notable exception is found in the **U. K.** (*Fast Stream Development Programme*).
- ✓ *Induction training* often uses *coaching* as a major component.

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## 7. Training and Professional Development – (b)

- ✓ *In-service training* is by far the most common type of training. The organisation of in-service training programs (from the initial stages of *training needs assessment* and *training design* to the *implementation* and *final evaluation* phases) represents **one of the main concerns** of HRM/HRD Directorates /Departments.
- ✓ Training is *not always compulsory*, but it is generally considered as a main *tool for professional development*. It is also often required for *promotion*.
- ✓ *Training policies* and *annual training programs* for Public Administration units are widely understood as being both (i) *important tools of strategic and day-to-day HRM/HRD*, and (ii) *key elements in the social dialogue agenda*.
- ✓ A *very extensive and rich experience* has been gathered in **EU countries** in the areas of training, and a number of *best practices* have been well identified and analysed. We may briefly *review and discuss* this point during the *debate*.

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**Career Management Rules**



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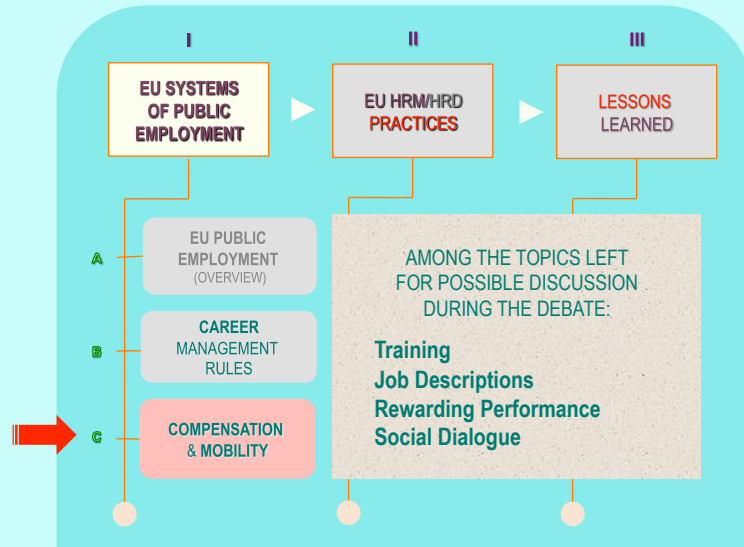


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## Compensation & Mobility

- 1. Compensation Systems
- 2. Salary Ranges
- 3. Mobility

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## 1. Compensation schemes - (a)

- ✓ *Motivational systems* - a key component of HRM policies - include, of course, more than salaries. Over 20 important *motivation dimensions* (e.g. *job security, schedule flexibility, quality of the physical and social environment, possibilities of quick promotion, etc.*) are known to influence motivation levels.
- ✓ However, *financial compensation (pay) systems* are among the most important components of any motivation policy.

### Pay systems

- ✓ Pay systems used by PA in European countries typically include *basic pay* and *additional components*. Depending on the countries and situations, the latter may represent a small or a large part of the final compensation amount. In **Switzerland\***, additional components may reach 6 % of the final pay. Often, however, they represent more than that. In **Spain**, their part in the final remuneration may raise up to 60 %.



## 1. Compensation schemes - (b)

### Performance-related salary components

- ✓ Additional salary components are sometimes linked to *performance levels* (this happens for instance in **Germany, Spain, the U. K., Ireland, Sweden, Finland, Switzerland\***). In **Finland**, the *merit-based salary component* may increase the *basic pay* by **25 to 50 %**.
- ✓ High levels of performance may also be sometimes compensated by a system of *bonuses* (e.g. **Ireland**). In **France**, performance levels are taken into consideration for *promotion*, but not for *salary adjustments* (in spite of a legal framework establishing merit-related pay complements).
- ✓ *Budgetary ceilings* to the merit-related salary component may be imposed in some countries. Such *ceilings* exist namely in **Spain** and the **U. K.**, and also in **Germany** (for JC's).
- ✓ A system of *quotas* (setting up a maximum percentage of possible beneficiaries) is also used (**Germany, Switzerland\***).



## 1. Compensation schemes - (c)

### Other salary components

- ✓ *Other factors* are also commonly linked to additional elements in the payslip: *seniority, family situation, the nature of the tasks and/or professional responsibilities, overtime work, place of residence*, etc. (this happens namely in the PA pay systems currently used in **Germany, France, Italy, Spain, the U. K., Ireland, Switzerland, ...**)
- ✓ Salary components are also sometimes *used to help achieve other managerial goals* (not only *high performance*). Pay systems may introduce and *weight in a flexible way* distinct components, according to existing problems and situations (and to available resources).
  1. In **Ireland**, for instance, a “place of residence” component has been used to encourage mobility of public servants (from Dublin to provincial areas).
  2. In **Switzerland\*** a salary component has been introduced to reduce the gap between private and public sector remunerations (at the lowest range of the salary categories).



## 1. Compensation schemes - (d)

### Basic pay

- ✓ *Basic-pay* systems may be based on simply structured *salary scales* (salary grids). Basic remunerations are organized hierarchically within a 2-entry table, according (i) to different professional or statutory *categories* and (ii) to different *remuneration levels* or *grades* (within each category). Both *horizontal* and *vertical* progress modalities are possible.
- ✓ Basic remunerations may also be set up in an *autonomous way* by the hiring PA organisms/units, within “*pay ranges*” (i.e. inside *more flexible salary frames*) (e.g. **U. K., Finland, Sweden**).
- ✓ Annual revisions of the PA salaries may be introduced through a system of “*indexes*” (e.g. **Spain, France**, and also **Switzerland\***, for Judges and Magistrates).
- ✓ *Collective bargaining* plays in some countries (e.g. **Italy, France, Sweden**) an important role in the definition of the remuneration levels.



## 1. Compensation schemes – (e)

### Final comments

- ✓ Regarding the formal organization of the compensation system, *three groups of countries* may be distinguished.
- ✓ In some countries (e.g. **Sweden, Finland**) salaries are established with *no particular reference to a formal structure* (they are decided on an *individual basis*). However, unions and personnel delegates participate in the definition of “*pay ranges*”.
- ✓ In other countries (e.g. **Germany, France, Italy, Ireland**) salaries are set up *in reference to a salary structure*, based on the definition and formal differentiation of professional groups or categories.
- ✓ Finally, in a third group of countries (among them the **U. K. and Switzerland\***) *mixed systems* were adopted.



## 2. Salary Ranges

- ✓ Data presented in the following table are intended to offer a first-approximation estimation of the national ranges of Public Administration salaries in nine European countries.
  - ✓ In some countries (e.g. **Spain, Italy, Finland**) *top* salaries are not known. Therefore, the values given in this table *do not include these salaries*.
  - ✓ Salaries in **Sweden** are decided on an *individual basis*, and depend on the situation of the job market. It is therefore impossible to give a reliable estimate of the range of salaries.
- 
- ✓ This information is taken from a comprehensive study on the situation of *public employment in nine European countries*. This study (already mentioned) was published in **2007** by the Portuguese National Institute of Public Administration (INA) and the Portuguese General Directorate for Public Administration and Public Employment. It was carried out with the financial assistance of the European Union.



## 2. Salary Ranges (2007)

Indicative data. Top salaries are not included.

Countries	Pay range
France	1 : 4
Germany	1 : 4
Italy	1 : 4
Finland	1 : 4
Spain	1 : 5
Ireland	1 : 6
U. K.	1 : 6
Switzerland* (non EU country)	1 : 6
Sweden	(non available)

Source: INA/DGAEP (Portugal), A Comparative Study of P. E. in EU Countries (2007).



## 3. Mobility

- ✓ *Mobility* is possible and regulated in *virtually all countries*. In practice, however, mobility opportunities may depend on contextual financial constraints.
- ✓ Mobility may result from a *Public Servant* request, or from an organizational need within the *Public Administration (PA) services*. In all countries *the agreement of the Public Servant is required* (apart from *specific situations*: when job positions are axed, or when PA services/units are deleted).
- ✓ As a general trend, when PA units are deleted, the *agreement of the personnel delegates /representatives* (or of other relevant organizations) is required.
- ✓ In **Sweden** mobility is very low. This is due to strong competition among PA agencies to keep in their units the most qualified Public Servants. The *compensation policies* of these agencies offer them the resources and tools to do so.



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## Compensation and Mobility

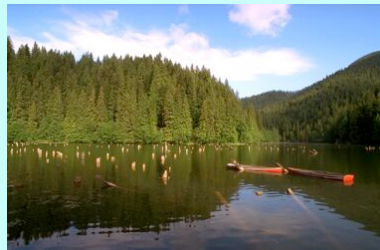
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AMONG THE TOPICS LEFT FOR POSSIBLE DISCUSSION DURING THE DEBATE:

- **Training**
- **Job Descriptions**
- **Rewarding Performance**
- **Social Dialogue**

**THANK YOU FOR YOUR PATIENCE !**

**TO COMPLEMENT THIS PRESENTATION,  
WE MAY DISCUSS OTHER HRM/HRD TOPICS  
YOU ARE INTERESTED IN !**

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