

APPENDIX I

Questionnaire



**Survey during the Portuguese Presidency of the EU
– EUPAN Human Resources Working Group**

COMPETENCY MANAGEMENT IN EU PUBLIC ADMINISTRATIONS

Francisco Nunes, Professor, ISCTE



2007

COMPETENCIES MANAGEMENT IN EUROPEAN UNION PUBLIC ADMINISTRATIONS

In following the current context of accelerated and prevailing change, human resource management has aimed at developing approaches capable of fostering people's contributions towards organisations, creating at the same time organisational contexts with the potential of becoming areas of professional and personal fulfilment for those working in them.

One tendency which has taken on a growing prevalent role in the configuration of human resource practices is **competency-based management** (CBM). Rooted in the North-American context, the competencies movement has settled into most economic activity sectors and into the majority of Western countries.

Public administration has not escaped this influence. In actual fact, some of the pioneering projects of competency modelling, conducted under the guidance of one of the initiators of this approach (McClelland, 1973), had the US State Department as a privileged context to identify competency profiles. More recently, the UN report (Unlocking the Human Potential for Public Sector Performance-World-Public Sector Report, 2005), uses the competencies concept as one of the organising elements of the evolution of people management in the public sector.

The term competencies has a long history, having been used in several contexts and meanings. As Zemke (1982) stated, the word 'competency' does not have a meaning per say, it depends on the sense given by who defines it. We can still, rightfully, continue to affirm this 25 years on. These differences derive not only from intellectual divergences over the meaning of competencies, but also from the influence of national cultures in which the concept is used as a guideline in the changes to human resource management practices.

In this context, it is particularly important to know the current status and the development perspectives of competency-based management (CBM) in the European Union public administrations. This is the fundamental purpose of the current study.

Given the likely variation of meanings for competency in the 27 EU countries, this project resorts to a broad definition, running the risk of actually using this notion of competency as a mere designation of pre-existing practices. The following definition seems to be sufficiently encompassing to accommodate the natural diversity of visions and practices of CBM in the European Union public administrations.

Competency management, sometimes called competency-based management (CBM) involves identifying the competencies that distinguish high performers from average performers in all areas of organizational activity and using this framework as the foundation for recruitment, selection, training and development, rewards and other aspects of employee management (IDS, 1997).

The following questionnaire focuses on 4 different areas of the CBM practice. During a first phase there is a search for context elements, which may eventually foster the emergence of CBM. The next step is to characterise the existing CBM practices at national level. The third component aims at collecting implementation examples of CBM programmes considered to be successful. And last of all, the special case of competencies management for older employees.

When responding, try to think about your own country's public administration as a whole. If you consider convenient, add more specific information pertaining to concrete entities, as a means to illustrate the tendency of your answers. Ground information may be gathered from existing documents, but may also include the participation of privileged informers on specific aspects.

The questionnaire can be answered electronically by clicking with the mouse on the choice options or by directly inserting the text in the designated areas. Given the linguistic diversity which characterises the EU we kindly request you respond in English. Once you have filled it in please send it to Francisco Nunes (e-mail francisco.nunes@iscte.pt). You may equally use this contact to clarify any doubts you have when filling in the questionnaire.

Please be reminded that the final date for submitting this questionnaire is the 28th September 2007.

We thank you for your cooperation.

The team:

Francisco Nunes

Luis Martins

Henrique Duarte

QUESTIONNAIRE

1. The following presents several descriptions of public administration models. Please indicate in what way each one is similar, in general terms, to your country's public administration. To do so, distribute 100 points along the column '*current situation*'. Award as many more points to each alternative, in accordance to how well it describes your own country's administration. Likewise, distribute 100 points along the column '*to where it is headed*'.

<i>The relationship between the State and the citizens is primarily based on...</i>	<i>Current situation</i>	<i>To where it is headed</i>
1. The search for citizens' obedience towards State directives		
2. Applying the legally instituted principles		
3. Empowering citizens and workers to solve the problems they are faced with		
Σ TOTAL	100	100
<i>Senior public officials are accountable</i>		
1. To politicians		
2. To the citizens seen as the customers of State provided services		
3. To the citizens and other groups of interest seen as integrated elements of society		
Σ TOTAL	100	100
<i>The principle guiding the public administration's actions is:</i>		
1. The conformity towards rules and regulations		
2. The efficiency of operations and the results obtained by the services		
3. The desire for accountability, transparency and participation		
Σ TOTAL	100	100
<i>Its dominant characteristic is...</i>		
1. Impartiality		
2. Professionalism		
3. The capacity to respond to problems		
Σ TOTAL	100	100

2. Over the past 5 years has your country's public administration been involved in adopting formal programmes of quality assurance, certification or organisational excellence? (for example, CAF, EFQM, King's Fund, EQUIS, etc.)

Yes

No

2.a. If so, what programmes were developed?

3. In what way have the following tendencies characterised people management in your country's public administration? Indicate whether you consider that each one of these tendencies has had *great or little impact*.

	<i>No impact</i>	<i>Little</i>	<i>Some</i>	<i>Considerable</i>	<i>Great impact</i>
1. Structural adjustments and service reorganisation processes	<input type="checkbox"/>				
2. Cutback on staff (downsizing)	<input type="checkbox"/>				
3. Externally hiring activities previously carried out internally (outsourcing)	<input type="checkbox"/>				
4. Increase of leadership autonomy in terms of HR	<input type="checkbox"/>				
5. Performance-based remunerations	<input type="checkbox"/>				
6. Changes in the global performance philosophy of public administration	<input type="checkbox"/>				
7. Another main tendency, which one?	<input type="checkbox"/>				

4. How do you characterise the role currently played by HRM in your country's public administration. In order to answer, distribute 100 points throughout the 4 descriptions presented (column '*current situation*'). Considering the predictable evolution, what will this role be like in the near future? (column '*to where it is headed*').

<i>The role of human resources...</i>	<i>Current situation</i>	<i>To where it is headed</i>
1. Contributes actively towards the definition of the more global strategies of the services which they belong to. Develops HR processes and programmes able to connect these strategies to people management.		
2. Contributes towards the design and implementation of administrative processes in people management. Takes charge of processing documents and complying with legal requirements.		
3. Contributes towards designing and implementing programmes intent on motivating employees, knowing their needs and seeking to conciliate their interests with those of the organisations.		
4. Contributes towards creating a flexible, adaptive culture, causing an increase in the capacity to change of the organisations they belong to.		
Σ TOTAL	100	100

5. Considering the performance of those responsible for human resource management in your country's public administration, you would say...

The heads of HRM in public administration in my country...	<i>Totally disagree</i>	<i>Disagree</i>	<i>Do not agree or disagree</i>	<i>Agree</i>	<i>Totally agree</i>
1. Have an influence over the strategic decision-making processes of the entities they belong to.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Show themselves to be better acquainted with the main groups or entities they have to relate to	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Present a growingly recognised efficiency	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. In your country's public administration is there any definition of competencies?

Yes

No

6.a. If so, what is that definition?

7. Has any CBM programme been implemented in your country's public administration?

Yes

No (go to q.25)

8. As far as you know, in what year were the first CBM programmes implemented?

Year:

9. The fundamental problem(s) being addressed with the introduction of CBM programme(s) was/were:

(select as many alternatives as you find appropriate)

Creating a more adequate method of selection, development, assessment or rewarding

Meeting the demands or guidelines of the central Government

A more adequate approach to HRM in view of a change in the role of the State

The introduction of changes to the functioning model of the entity/entities

Another, which one?

10. Whose initiative was it to develop that/those CBM programme(s)

The central Government

The regional Government

The specific body/bodies that implemented them

Another entity, which one?

11. How could you characterise, at present, the scope of CBM practices in your country's public administration?

- Less than 33% of public bodies have on-going CBM programmes
- 33% to 66% of public bodies have on-going CBM programmes
- More than 66% of public bodies have on-going CBM programmes

12. As to the type of entities/bodies involved in CBM programmes you would say that...

- There are on-going CBM programmes in all types of entities/bodies
- Only certain types of entities/bodies (for example health, education) have implemented CBM programmes

13. Concerning the professional groups involved, you could say that the CBM programmes focus essentially: *(select as many alternatives as you find appropriate)*

- On managers
- On senior and technical staff
- On administrative staff
- On labourers

14. The HRM functions which the CBM programmes focus on are, especially: *(select as many alternatives as you find appropriate)*

- Recruitment and selection
- Training and development
- Performance evaluation
- Determining the level of variable rewards
- Identification of the potential for a quick progress in career
- Over the entire system all at once
- Another, which one?

15. The approach to the introduction of CBM programmes tends to be:

- Incremental: it starts off with some professional groups and some HRM functions
- Global: all professional groups of an entity tend to be involved all at once

20. In your opinion, what are the main benefits deriving from the use of CBM, for employees, managers, organisations, the State in general.

20.1. Benefits of CBM for employees

	<i>Totally disagree</i>	<i>Disagree</i>	<i>Do not agree or disagree</i>	<i>Agree</i>	<i>Totally agree</i>
1. Better understanding of the role played in the organisation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Better understanding of the organisation's mission (purpose of existence)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Better understanding of what is necessary to achieve high performance at work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Greater encouragement for personal development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. A fairer people management system	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. Another, which one?

20.2. Benefits of CBM for managers

	<i>Totally disagree</i>	<i>Disagree</i>	<i>Do not agree or disagree</i>	<i>Agree</i>	<i>Totally agree</i>
1. Provides a common reference table to manage collaborators with very different job descriptions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Existence of more appropriate criteria to make selection, performance evaluation or training and development decisions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Existence of more transparent criteria to make selection, performance evaluation or training and development decisions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Shares a common language on people management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Provides an additional instrument for motivating collaborators	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

6. Another, which one?

20.3. Benefits of CBM for organisations

	<i>Totally disagree</i>	<i>Disagree</i>	<i>Do not agree or disagree</i>	<i>Agree</i>	<i>Totally agree</i>
1. Points towards a more appropriate direction for the training and development strategy for people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Enables to develop a global approach to HRM	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Provides more useful instruments for selection, evaluation and training and development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Allows for the integration of the organisational objectives to be achieved	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Allows to better integrate the organisation's requirements and people's characteristics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Provides clarity over the objectives to be met and the way in which to meet them	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Allows to identify the organisational activities that need to be improved the most	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

8. Another, which one?

20.4. Benefits of CBM for the State in general

	<i>Totally disagree</i>	<i>Disagree</i>	<i>Do not agree or disagree</i>	<i>Agree</i>	<i>Totally agree</i>
1. Points towards a more appropriate direction for the training and development strategy for people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Enables to develop a global approach to HRM	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Provides more useful instruments for selection, evaluation and training and development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Allows for the integration of the organisational objectives to be achieved	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Allows to better integrate the organisation's requirements and people's characteristics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Provides clarity over the objectives to be met and the way in which to meet them	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Allows to identify the State activities that need to be improved the most	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

8. Another, which one?

21. What have been the main problems encountered in the implementation of CBM programmes in your country's public administration?

Main problems	<i>Totally disagree</i>	<i>Disagree</i>	<i>Do not agree or disagree</i>	<i>Agree</i>	<i>Totally agree</i>
1. Difficulties on shared understanding what are competencies and how to implement competency-based HRM models	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Low employee participation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Difficulty in specifying competencies and determining their verification levels	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Reduced level of commitment by middle management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Reduced level of commitment by senior management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Constraints towards implementation by trade unions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7. Another, which one?

22. Generally speaking, how would you assess the impact of the adoption of CBM programmes in your country's public administration?

- Positive
- Negative
- Neutral

23. If you know of a CBM programme that was implemented successfully in your country's public administration, we would like you to describe it:

. Where and how was it implemented (bodies, professional groups, HR areas on which it focused):

. What led to its creation?

. What competencies are integrated? How was the competencies framework developed?

. What effects did it produce?

24. Generally speaking, what will be the predictable tendency of CBM in your country's administration?

(select as many alternatives as you find appropriate)

- To broaden bodies which adopt CBM programmes
- To improve existing CBM programmes
- To broaden the HRM areas encompassed by the current programmes
- To increase the professional groups involved in the current programmes
- To restrict the HRM areas encompassed. Why?
- To restrict the professional groups encompassed. Why?
- To abandon some CBM programmes. Why?

25. The notion that the European population is ageing is a growingly accepted fact. This tendency may also, naturally, have a reflection on public administration workers. In this context, please indicate what is being done in your country's public administration. To do so, indicate whether in your country the State is involved or not in accomplishing each one of the actions described.

	<i>Not involved in</i>	<i>Somewhat involved in</i>	<i>Very involved in</i>
Special recycling/upgrade competencies programmes for older employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Special new competencies acquisition programmes for older employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Promoting the access and use of new technologies to older employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Granting older staff the same opportunities given to younger staff to progress in the career	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adjusting training methods in order to take into account the needs of older collaborators	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Training leadership on how to manage older employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mentoring programmes in which older people play the role of mentors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coaching programmes in which older people play the role of coaches	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coding processes of older staff's tacit knowledge (for example, the older employees writing good practice guides)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Practices aimed at passing on organisational values from the older to the younger employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

26. Now please indicate, to what extent it is foreseeable that in the near future the State will be involved in accomplishing each one of those actions:

	<i>Not involved in</i>	<i>Somewhat involved in</i>	<i>Very involved in</i>
Special recycling/upgrade competencies programmes for older employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Special new competencies acquisition programmes for older employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Promoting the access and use of new technologies to older employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Granting older staff the same opportunities given to younger staff to progress in the career	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adjusting training methods in order to take into account the needs of older collaborators	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Training leadership on how to manage older employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mentoring programmes in which older people play the role of mentors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coaching programmes in which older people play the role of coaches	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coding processes of older staff's tacit knowledge (for example, the older employees writing good practice guides)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Practices aimed at passing on organisational values from the older to the younger employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

27. Please refer any additional comments or information that may help us better understand CBM in your country:

END

THANK YOU FOR YOUR COLLABORATION

Please send this file to francisco.nunes@iscte.pt