ReSPA
Regional School of Public Administration
BUILDING TOGETHER GOVERNANCE FOR THE FUTURE

Co-funded by the European union

KNOWLEDGE PACKAGE FOR SUCCESSION PLANNING IN THE WESTERN BALKANS

VOLUME 2: STRATEGIC FRAMEWORK

September 2025

Author

Ismael Peña-López,
School of Law and Political Science, Universitat Oberta de Catalunya, Spain

for
The Regional School of Public Administration
Podgorica, Montenegro

The Regional School for Public Administration (ReSPA) is an intergovernmental organisation for enhancing regional cooperation, promoting shared learning, and supporting the development of public administration in the Western Balkans. As such, it helps governments in the region develop better public administration, public services, and overall governance systems for their citizens and businesses. It also helps prepare them for membership and integration into the European Union (EU). The ReSPA members are Albania, Bosnia and Herzegovina, Montenegro, North Macedonia, and Serbia, while Kosovo[1] is a beneficiary.

Disclaimer

This publication was produced with the financial support of the European Union. Its contents are the sole responsibility of the authors and do not necessarily reflect the views of the European Union or the Regional School of Public Administration. Neither the Regional School of Public Administration nor any person acting on its behalf are responsible for any use which might be made of the information contained in the present publication. The Regional School of Public Administration is not responsible for the content of the external websites referred to in the present publication.

[1] *This designation is without prejudice to positions on status and is in line with UNSCR 1244 and ICJ opinion on the Kosovo Declaration of independence*

About this Knowledge Package

This publication is part of a three-volume **Knowledge Package for Succession Planning in the Western Balkans**. **Volumes 1 and 2** were refined from materials produced during the 2025 ReSPA Seasonal School on Succession Planning. **Volume 3** was developed **separately** to provide a practical companion to the first two volumes.

The Three Volumes

Volume 1 — Succession Planning in the Western Balkans Public Administrations: Analysis and Recommendations *(hereafter:* ***Analysis and Recommendations****).* Regional **diagnosis and reform directions.**

Volume 2 — Strategic Framework for Succession Planning in Public Administration *(hereafter:* ***Strategic Framework****).* Principles, conceptual foundations, and **implementation pathways**.

Volume 3 — Prospective Succession Planning Toolkit for the Western Balkans Administrations *(hereafter:* ***Toolkit****).* Hands-on methodology, tools, and templates (developed independently from the Seasonal School).

How to read this package. This volume (*Strategic Framework*) provides the conceptual foundations and **implementation pathways** (the **what/how**). For the regional **why/what**, see **Volume 1 – Analysis and Recommendations**. For hands-on **templates and forms**, see **Volume 3 – Toolkit**.

Contents

1. INTRODUCTION

This Volume sets out the conceptual foundations and the key pathways for **implementing** succession planning in public administration. It translates New Public Governance principles into practical steps that institutions can use to embed succession within HRM systems and to strengthen continuity, knowledge transfer, and leadership pipelines. It focuses on the **what** and the **how** for practitioners.

For a complete overview of the rationale and regional context, see Volume 1 – *Succession Planning in the Western Balkans Public Administrations – Analysis and Recommendations.*

The document is structured in two main parts:

Part I sets the conceptual foundations, framing succession planning within the broader evolution of public administration models, from Weberian bureaucracy and New Public Management to **New Public Governance (NPG).** It shows how NPG's emphasis on networks, collaboration, and systemic impact shifts talent management from role-based to competency- and impact-oriented approaches. It also translates those insights into operational principles for managing talent, fostering professional development, and ensuring knowledge transfer.

Part II presents a detailed operational framework – organised as a practitioner's playbook— breaking the process into structured implementation pathways with steps and tools (e.g., strategic HR planning, annual retirement and ageing analysis, critical position and critical knowledge identification, talent maps, onboarding and mentoring, knowledge transfer strategies, and institutional farewell practices). Each chapter pairs concise concept notes with **actionable pathways**; the supporting **templates and forms** are provided in **Volume 3 – Toolkit**.

The purpose of the document is to equip administrations with both understanding and the instruments to professionalise succession planning and make it visible, manageable, and repeatable, keeping Volume 1 for the context and Volume 3 for templates and tools.

2. GLOSSARY OF TERMS

- **Civil Service**
  The professional corps of public officials. In this document, it refers to the procedure-oriented model of administration, where staff apply rules and processes with neutrality and rigour.
- **Communities of Practice**
  Groups of professionals who share expertise and learn together, used as mechanisms for peer-based knowledge sharing.
- **Competency Framework**
  A structured definition of knowledge, skills, behaviours, and attributes required for roles. Used for recruitment, training, and evaluation.
- **Critical Knowledge**
  Information, expertise, or tacit know-how that is essential to organisational functioning and difficult to replace.
- **Critical Position**
  A job role whose loss would significantly disrupt service delivery or institutional continuity.
- **Farewell Protocol**
  A structured process for managing departures, balancing symbolic recognition with operational requirements (knowledge handover, access revocation, alumni engagement).
- **Knowledge Management (KM)**
  The systematic process of capturing, storing, sharing, and applying explicit (documented) and tacit (experiential) knowledge.
- **Knowledge Transfer File**
  A structured template that captures all relevant information for a role: tasks, contacts, processes, tools, risks, and recommendations.
- **Knowledge Transfer Strategy**
  A deliberate plan for retaining and transmitting critical knowledge through tools such as mentoring, overlap, communities of practice, and documentation.
- **Mobility**
  The planned movement of staff across roles or organisations to promote development, collaboration, and knowledge diffusion.
- **Neo-Weberian State (NWS)**
  An intermediate model combining bureaucratic traditions with modernisation, user orientation, and results-based management.
- **New Public Governance (NPG)**
  A contemporary paradigm centred on networks, collaboration, co-production, and systemic impact. Emphasises adaptability, democratic quality, and partnerships across sectors.

- **New Public Management (NPM)**
  A reform paradigm from the 1980s to 2000s emphasising efficiency, performance measurement, and managerial practices inspired by the private sector.
- **Onboarding**
  The structured process of integrating a new staff member into their role, team, and organisational culture.
- **Planned Annual Retirements**
  A structured forecast of expected retirements by year, role, and organisational unit, forming the basis of succession plans.
- **Professional Profiles / Functional Frameworks**
  Descriptions of roles, career paths, and professional functions form the basis for HR planning and development.
- **Project-Based Organisation**
  An organisational form centred on objectives and projects rather than hierarchical structures, increasingly linked to public policy impact.
- **Public Administration**
  The overarching system of state institutions and governance arrangements that deliver regulation, services, and policy. Used as the umbrella term in this document.
- **Public Policy**
  The design and implementation of interventions to achieve systemic transformation and impact. Contrasted with civil service, it represents the impact-oriented model of administration.
- **Public Service**
  The provision of services (e.g., health, education, licensing) to citizens and businesses.
- **Staff Ageing Analysis**
  An HR diagnostic tool analysing the age structure of the workforce, used to forecast retirements and identify demographic risks.
- **Succession Planning**
  The systematic preparation for leadership and critical role transitions. Goes beyond replacement to include continuity of knowledge, institutional memory, and leadership pipelines.
- **Succession Protocols**
  The structured set of tools and rules for staff transitions, consisting of:
  • Succession Guide: high-level process steps.
  • Handover Document: detailed record of tasks, contacts, and pending issues.
  • Onboarding Protocol: integration plan for successors, often including mentoring.
- **Talent Management**
  A strategic approach to workforce planning, recruitment, development, retention, and mobility. In NPG, talent management shifts from role-based to competency- and impact-based.

- **Talent Map**
  A visual tool for plotting staff by dimensions such as experience, potential, or performance, to support development and succession decisions.
  • Experience vs. Potential Map: locates individuals based on accumulated expertise and growth capacity.
  • Performance vs. Potential (9-Box Grid): categorises individuals to guide retention, development, or transition.
- **Weberian Bureaucracy (Napoleonic Administration)**
  The classical model of public administration: hierarchical, rule-based, focused on neutrality and legal guarantees.

3. TALENT MANAGEMENT IN NEW PUBLIC GOVERNANCE2

3.1. Introducing New Public Governance

Public administration has broadly evolved over the past 200 years through three main models (Bryson, Crosby & Bloomberg, 2014; Brugué Torruella, 2022). The first model emerged alongside establishing liberal states by Weberian bureaucracy – also known as Napoleonic Administration in countries with a French tradition. This model primarily focuses on organising society. Its core functions include providing a regulatory framework and maintaining a monopoly on the use of force to ensure law enforcement and security. It also develops the essential infrastructure necessary for the functioning of society.

In the aftermath of World War II, driven by reconstruction efforts, the recognition of workers' rights, and the growing need for economic intervention, the role of the administration expanded significantly. It became deeply involved in providing public services and implementing public policies, particularly in the economic and social domains. The growing demand to "do more with less" and achieve measurable goals paved the way for the second model: New Public Management. This approach emphasises effectiveness, efficiency, and operating the administration with the principles and practices of a private company as its guiding framework.

The limitations of New Public Management, particularly its perceived neglect of the general interest, have been exacerbated by globalisation and digitalisation, prompting strong criticism of the model. A new model has emerged over the past two and a half decades. It seeks to retain the focus on efficiency and effectiveness while restoring the public-oriented vision of governance (Mazzucato & Ryan-Collins, 2022). This model also recognises the interdependence of actors in delivering services and policies, shifting the focus from achieving isolated results to generating systemic impact. Increasingly, it is known as New Public Governance (Osborne, 2010; Torfing & Triantafillou, 2013; Krogh & Triantafillou, 2024). It has also been referred to as New Public Service (Denhardt & Denhardt, 2000), Digital-Era Governance (Dunleavy et al., 2006), or Network Governance (Considine, in Osborne, 2010). Between these models lies an intermediate stage, termed the Neo-Weberian State by Pollitt & Bouckaert (2000).

As illustrated in Table 1, this transitional phase has been protracted. While the theoretical underpinnings, particularly those addressing the broader environment, are well-defined, the practical application of this conceptual framework in public administration remains elusive. In fact, all models coexist nowadays: the original Weberian one, NPM, NWS, and the first incarnations of NPG. The challenge lies in translating theory into practice. The main goal of this framework is to provide an applied New Public Governance model, supported by a toolbox of instruments for implementing public policy in times of networks, uncertainty, and complexity.

It is important to note that the challenge is twofold. First, it concerns the management of the administration itself. Second, beyond managerial concerns, it involves aligning the new management model with reinforcing democracy and democratic values. At the intersection of

---

[2] This text is an adaptation from Peña-López (2023) and Peña-López (2025), reproduced with permission.

these two dimensions lies a certain devolution of sovereignty, enabling shared decision-making at both strategic and operational levels. In this context, facilitating and fostering public administration networks becomes crucial (Janowski, Pardo & Davies, 2012). The only viable way to address uncertainty and complexity may be to embed the broader context within the government and its management model. This approach renders transformation context-specific (Janowski, 2015). In addition, adopting flexible governance enables adaptation to this context and supports the development of a model that fits specific needs.

	New Public Management (NPM)	**Neo-Weberian State (NWS)**	**New Public Governance (NPG)**
External dimension	• Privatisation • Outsourcing • External recruitment • Quasi-public companies • Public-private collaborations • User surveys	• User dashboards • User surveys	• Network governance • Intersectoral collaboration • Public-private innovation partnerships • Co-creation and co-production with citizens
Internal dimension	• Single-purpose public organisations • Strategic management • Performance management • Performance measurement • Execution contracts • Bonus salary systems • Benchmarking • Product orientation	• (Re) centralisation of public services • Modernisation of public bureaucracy • Professionalisation of public services • Results-oriented management • Evaluation and ex post control • User orientation in services	? (as in the original)

Table 1. The External and Internal Dimensions of the Three Major Models of Reform of the Administration. Source: Krogh, A. H. & Triantafillou, P. (2024).

In this regard, collaborative governance does not merely represent an alternative management system, but constitutes an enabling environment (Sørensen & Torfing, 2021a). It offers new approaches to problem identification and solution implementation, while simultaneously introducing novel mechanisms for rendering the (new) system accountable (Sørensen & Torfing, 2021b). Nevertheless, the factual implementation of New Public Governance remains a challenge.

3.2. Levers of Change in Practice

Two exercises are outlined to examine how the New Public Governance model has been implemented in practice (even if tacitly or implicitly, always partially). First, this section will reinterpret the theoretical framework(s) from an operational perspective. It will adapt them to the six primary levers of change or areas of administrative work: governance, organisation, talent, processes, quality in management, and democratic quality. This approach draws chiefly, but not only, on the conceptual contributions of Denhardt & Denhardt (2000); Osborne (2010a, 2010b, 2010c); Farneti, et al. (2010); Torfing & Triantafillou (2013); Bryson, Crosby & Bloomberg (2014); Mazzucato & Ryan-Collins (2022); and Krogh, A.H. & Triantafillou, P. (2024).

When addressing the operationalisation of New Public Governance, two factors quickly emerge – changes in people and tasks. These can be analysed at three levels: macro, meso, and micro, as shown in Table 2.

At the macro level, systemic change requires the concurrence of new actors with new roles and, most notably, the devolution of sovereignties through a commitment to democratic quality. This shift impacts the meso level, where the various layers of public administration require a thorough redesign, primarily in terms of internal organisation, the distribution of competences, and inter-administrative relationships. The micro level refers to how the new paradigm influences the profile and performance of public servants.

From a task-oriented perspective, the macro level addresses expectations around the support and execution of overarching decisions, including the management culture that frames administrative functioning. At the meso level, the emphasis is on governance: who makes strategic and operational decisions, and by what means. The micro level then deals with the impact of this governance model on the design of individual processes and daily tasks.

	Macro	**Meso**	**Micro**
People	Democratic quality (i.e., quality in decision-making)	Organisation	Talent (i.e., public servants, teams)
Tasks	Quality in management	Governance	Processes

Table 2. Six Levers of Operationalising New Public Governance According to Factors and Levels. Source: Author.

This framework enables translating abstract theoretical questions into practical challenges, requiring either new institutional designs or the implementation of tailored public policy instruments. The focus of this section is narrowed to a single domain: talent, specifically, how NPG conceptualises public sector professionals and teams.

Table 3 presents this analysis. The left column outlines theoretical dimensions relevant to talent in public management. The corresponding entries interpret or adapt these dimensions within the NPG framework. Although the analysis remains conceptual, it offers a valuable foundation for applying these ideas in practical and operational contexts.

As the public interest and complex social challenges become increasingly central to the role of the state, public servants, especially senior managers, are no longer passive links in a bureaucratic chain. Instead, they emerge as active agents of change, empowered to solve problems and generate systemic impact, far beyond delivering results.

Talent

Dimension	NPG Approximation
Approach to accountability	Public servants must attend to law, community values, political norms, professional standards, and citizens' interests.
Assumed motivational basis of public servants and administrators	Public servants and managers aim at public service, and desire to contribute to society
Output	Development of new tools that empower and engage stakeholders in public problem-solving and service production
Policy	Stakeholder management
Prevailing rationality and associated models of human behaviour	Strategic rationality, multiple tests of rationality (political, economic, organisational)
Prevailing rationality and associated models of human behaviour	Formal rationality, multiple tests of rationality (political, administrative, economic, legal, ethical), belief in public spiritedness beyond narrow self-interest, "reasonable person" open to influence through dialogue and deliberation
Primary virtue	Flexibility as a primary virtue
Resource allocation mechanism	Networks and relational contracts as the resource allocation mechanism
Role of politics	Public work is paramount, including determining policy objectives via dialogue and deliberation; democracy as "a way of life"

Table 3. Dimensions and Approaches of the New Public Governance in the Area of Talent. Source: Author, based on works above.

3.3. Talent Strategy and Toolbox

After categorising the theoretical framework in talent, the next step is identifying the instruments introduced in practice to provide applied responses to these theoretical concepts. While no cohesive model has emerged, many instruments have been developed over time, operationalising what was once purely conceptual.

These instruments often arise in an emergent, decentralised, and uncoordinated manner, sometimes lacking coherence and consistency. However, they exist and generally address the specific needs for which they were created.

Over time, some of these instruments begin to interact, forming part of broader approaches and methodologies. These are often integrated into plans or strategies that group and promote them collectively. Tacitly or explicitly, these tools are shaping a new toolbox for delivering public services and policies in times of network management, uncertainty, and complexity, aligning closely with the dimensions and theoretical principles of New Public Governance.

Talent is arguably the area where the paradigm shift toward New Public Governance is most evident, yet also the most complex and delicate. Centring talent over procedure fundamentally transforms the role of the public servant. They must transition from being a bureaucrat – traditionally tasked with processing files and administering citizens (still referred to as "the administered" in much terminology) – to becoming a designer and implementer of public services and policies in collaboration with citizens. The citizens are now viewed as partners and target beneficiaries of the intended impact. This shift prioritises skills and abilities over static knowledge, making talent development strategies essential rather than traditional human resource management.

The demand for external interaction redefines the public servant's relationship with knowledge, positioning it as both central and a currency of exchange within the organisation and beyond. Training courses evolve into continuous learning, supported by technology that enables ubiquity and accessibility. Objectives are increasingly defined with a focus on designing achievable and evaluable projects. On top of that, the learning model becomes competency-based instead of knowledge-based.

Despite widespread agreement on what needs to be done and the tools required, the resistance to change in this area is immense. Talent development is one of the most explored, designed, and prototyped areas, but faces significant hurdles in mass implementation. These challenges stem from the fragility of existing balances in professional relations in the administration.

However, many initiatives promote a strategic approach to talent management, the definition and deployment of skill frameworks, and a complete rethinking of learning and development—often accompanied by a complete reorganisation of Public Administration institutes. Most importantly, there is a clear trend towards working around goals and projects and ensuring performance can be evaluated accordingly. Table 4 summarises the key instruments associated with this transformation, mapping them according to their core functions and referencing the primary sources that support their development and implementation.

Talent		
Instrument	**Approximation**	**References**
Comprehensive Talent Management	Managing public sector workforce capabilities through strategic recruitment, retention, and growth plans.	Associació Catalana de Gestió Pública & ESADE (2003); Generalitat de Catalunya (2005); Associació Catalana de Gestió Pública & EAPC (2008); Cortés Carreres (2021); Cuenca Cervera (2021); Mapelli Marchena (2021); Ramió Matas (2021); Peña-López (2023a); Gorriti Bontigui (2024a); Gorriti Bontigui (2024b)
Professional Function Frameworks and Professional Profiles	Establishing defined roles and profiles to structure and professionalise public sector careers.	OECD (2017); Cortés Carreres (2021); Cuenca Cervera (2021); Mapelli Marchena (2021); OECD (2021b); Ramió Matas (2021); Schwendinger, F., Topp, L. & Kovacs, V. (2022); OECD (2023); Gorriti Bontigui (2024a); Gorriti Bontigui (2024b);
Competency and Skills Frameworks	Establishing standardised competency and skill sets for public sector roles.	OECD (2017); OECD (2021b); Schwendinger, F., Topp, L. & Kovacs, V. (2022); OECD (2023); Gorriti Bontigui (2024a); Gorriti Bontigui (2024b);

Human Resources Strategy	Developing strategic policies and frameworks to align HR practices with public sector goals, with a long-term vision.	Associació Catalana de Gestió Pública & ESADE (2003); Generalitat de Catalunya (2005); Associació Catalana de Gestió Pública & EAPC (2008); Cortés Carreres (2021); Cuenca Cervera (2021); Mapelli Marchena (2021); Ramió Matas (2021); Gorriti Bontigui (2024a); Gorriti Bontigui (2024b)
Talent Cycle Management	Develop transversal HR policies and strategic frameworks throughout the incorporation, development, and separation cycle.	Cortés Carreres (2021); Cuenca Cervera (2021); Mapelli Marchena (2021); Ramió Matas (2021; Gorriti Bontigui (2024a); Gorriti Bontigui (2024b)
Senior and Top Public Management	Define senior management in the public sector based on leadership skills and meritocratic standards.	Ramió Matas (2021); Cortés Abad (2024); Gorriti Bontigui (2024a); Gorriti Bontigui (2024b); Instituto Nacional de Administración Pública (2024)
Competency-Based Recruitment and Selection	Recruiting public servants based on defined skills and competency standards.	Associació Catalana de Gestió Pública & ESADE (2003); Generalitat de Catalunya (2005); Associació Catalana de Gestió Pública & EAPC (2008); OECD (2017); Gorriti Bontigui (2018); Cortés Carreres (2021); Cuenca Cervera (2021); Mapelli Marchena (2021); OECD (2021b); Ramió Matas (2021); OECD (2023); Cortés Abad (2024); Gorriti Bontigui (2024a); Gorriti Bontigui (2024b)
Recruitment and selection strategies and innovation	Recruiting strategies and methodologies centred on people, not on mass procedures.	Cortés Carreres (2021); Cuenca Cervera (2021); Mapelli Marchena (2021); Ramió Matas (2021);
Professional development	Developing public sector employees through structured training, learning, and capacity-building programs.	Associació Catalana de Gestió Pública & ESADE (2003); Generalitat de Catalunya (2005); Associació Catalana de Gestió Pública & EAPC (2008); Cortés Carreres (2021); Cuenca Cervera (2021); Mapelli Marchena (2021); Ramió Matas (2021); OECD (2023); Monteiro & Dal Borgo (2023); Peña-López (2023a); Gorriti Bontigui (2024a); Gorriti Bontigui (2024b)
Ed-Tech for public servants	Technology applied to learning and talent development, with independence of time and space, wherever it is required.	Associació Catalana de Gestió Pública & EAPC (2008); Peña-López (2020); Peña-López (2023a); Gorriti Bontigui (2024a); Gorriti Bontigui (2024b)
Horizontal Career	Creating opportunities for public servants to grow through lateral	Generalitat de Catalunya (2005); Associació Catalana de Gestió Pública & EAPC (2008); Ramió Matas (2021);

	job roles and cross-functional assignments.	Peña-López (2023a); Gorriti Bontigui (2024a); Gorriti Bontigui (2024b)
Goal-Oriented Individual Work Organisation and Incentives	Structuring work and rewards for individuals based on achieving specific goals.	Osborne & Gaebler (1992); Associació Catalana de Gestió Pública & ESADE (2003); Generalitat de Catalunya (2005); Stoker, G. (2006); Associació Catalana de Gestió Pública & EAPC (2008); Osborne (2010); EC Chicot, Kuittinen & Lykogianni (2018); Ramió Matas (2021); McLean et al. (2022); Monteiro & Dal Borgo (2023)
Project-Based Individual Work Organisation and Incentives	Structuring work and rewards for individuals around completing specific projects.	Col·legi d'Economistes de Catalunya (2018); Cortés Carreres (2021); Cuenca Cervera (2021); Mapelli Marchena (2021); Ramió Matas (2021);
Performance Evaluation of Public Servants	Assessing public servants' contributions based on organisational objectives and outcomes.	Associació Catalana de Gestió Pública & ESADE (2003); Generalitat de Catalunya (2005); Associació Catalana de Gestió Pública & EAPC (2008); Col·legi d'Economistes de Catalunya (2018); Cortés Carreres (2021); Cuenca Cervera (2021); Mapelli Marchena (2021); Ramió Matas (2021);

Table 4. Instruments and Approaches of the New Public Governance Applied to Talent Strategy and Management. Source: Own Elaboration.[3]

3.4. From Civil Service to Public Service

It is not easy to find a consensual definition of the state. However, there is likely broader agreement regarding its evolution, especially since the emergence and development of liberal democracies from the 18th century onwards. The administration – as organiser, manager, and, to some extent, practical implementer of the state – has also undergone profound transformations (Brugué, 2022). Generally speaking, the evidence indicates that the role of Napoleonic (Roura Aulinas, 2016) or Weberian (Generalitat de Catalunya, 2005) bureaucracy has gradually expanded to include new functions, particularly related to the implementation of policies associated with social protection and the Welfare State.

While this expansion of functions has not entailed significant changes to the core organisation of the administration, it does appear to be showing signs of fatigue (Generalitat de Catalunya, 2005), especially as public procurement becomes increasingly technical and specialised.

The environment in which public administrations operate is becoming increasingly complex. Factors such as globalisation, the financialisation of the economy, digitalisation, growing

[3] For the complete list of references please refer to Peña-López, 2025

demands for institutional responsiveness, volatile public support, and the participation of a broader range of political actors intensify this complexity.

These conditions push administrations to consider evolving towards a more open and participatory paradigm, such as Open Government (Cruz-Rubio, 2014). Alternatively, they may take a conceptual leap in which the administration becomes a platform. In this model, it continues to fulfil public functions and provide public services, while also building infrastructure and channels that enable other actors to participate in collective governance (O'Reilly, 2011; Al-Ani, 2017; Peña-López, 2020).

In any case, there is little doubt that the new functions related to public service and, above all, to impactful and transformative public policy are gaining importance and, at least relatively speaking, may eventually outweigh the traditional public function of the administration. As a result, comprehensive talent management within the administration must be rethought to respond to these new functions.

3.5. Functions and Competencies for HRM

	Civil Service	Impact Public Policy
Object	The procedure	Public service and public policy, **impact**
Role of the worker	Apply the procedure	Design and implement a public service or policy
Recruitment	Based on knowledge of the norm	Based on the worker's competencies and skills to perform the functions that they will have to develop
Training	Update worker knowledge when the procedure changes	Develop the worker so that they acquire new skills and their performance improves
R&D&I	Mostly outsourced	Own team, communities of practice, and learning
Organisation	Hierarchical	By projects
Logical operation	Record	Interoperability and data science
Relationships between units and organisations	Competences	Of collaboration and complementarity
Vertical mobility	Based on seniority and general training. It is often accompanied by horizontal mobility.	Based on capacity. It requires acquiring specific skills. Progress is generally made within the same functional area.
Horizontal mobility	Easy and relatively quick: the procedure is generic.	Complex and slow: requires acquiring specific skills.

Table 5. Comparison of Procedure-oriented vs. Impact-oriented Models of Public Administration

In the model focused on service and impactful public policy, procedures are no longer at the heart of the administration, giving way instead to specialised functions. As a result, the civil servant also shifts – this time towards a role of far greater prominence: whereas their task concerning procedures is to apply them with guarantees, neutrality and, above all, rigour as prescribed by the law, their role in public policy is far more proactive. Unlike procedures, which are theoretically well-defined and strictly regulated, public policy is inherently undefined and complex – from diagnosis through to evaluation, including its design and implementation.

Consequently, specialised functional areas, particularly competency-based profiles, gain significant relevance (Escola d'Administració Pública de Catalunya, 2009). The paradigm shift in talent management is radical.

In the model centred on the civil service, recruitment is based on knowledge of procedures, and training is required when professional updating becomes necessary due to changes in those procedures. In the model based on specialised functional areas and competency-based profiles, selection must no longer rely on static knowledge but rather on the skills, abilities, and competencies needed to mobilise and apply that knowledge in practice – knowledge which itself becomes dynamic in light of the volatility, uncertainty, and complexity of the environment. Recruitment itself requires a technical body specialised in selection functions (Pla Rius, 2010; Aldomà et al., 2011), capable of designing and applying different methodologies according to the professional profile to be selected and the competency models to be assessed.

The same applies to training. In an environment governed by established procedures and tasks that revolve around their scrupulous application, training makes sense primarily when those procedures change and such changes need to be disseminated for implementation. Of course, training has many facets, but professional updating is especially relevant alongside procedural updating. However, as specialised functions, professional profiles and competency models gain importance, the concept of professional development emerges strongly – now linked not just to training, but to learning (Noguer Portero & Guzmán Valverde, 2007). Under this approach, training is no longer merely about updating; it involves deliberate and planned strategies for acquiring new and higher levels of existing competencies. These competencies may be general, transversal, or specific to a particular function. They are, of course, tied to a functional area and a professional profile, and therefore accompanied by specific content. However, the approach is different from that of traditional professional updating.

It goes without saying that with a focus on specialised functions and competency frameworks, in addition to professional development, the coordination of teams organised around these specialised functions becomes more crucial than ever. In this regard, not only does horizontal career development gain importance, but so too does vertical development: training and development must include the professionalisation of managerial roles (Vilert Barnet, 2010), and the acquisition and application of managerial competencies by leadership and management teams (Obrero Cusidó et al., 2021).

3.6. Role of Research and Innovation

In addition to learning and developing individually and collectively, these teams need to incorporate new knowledge to effectively carry out their functions. Unlike procedures, which are predefined, public policy is essentially about diagnosis, design, implementation, evaluation, and a continuous questioning of the entire process.

While a procedure-centred model typically expects all innovation to come "from the outside" – primarily through legislative initiatives that amend existing regulations – a public policy-centred model requires that the process of questioning and knowledge integration begin "from within."

Closely tied to professional development and team building, peer support becomes essential. This is where the major journey of knowledge transfer begins, which must now also become a deliberate and explicit strategy. Moreover, when existing knowledge is exhausted, there is no alternative but to generate new knowledge: innovation and research become fundamental in the model centred on specialised functions.

In contrast to the procedure-based model, which is often self-contained, the functional-area model necessarily requires openness – working with as many actors as possible (Peña-López, 2014) until a true ecosystem for public policy is formed (Nesta, 2016).

In summary, this represents a shift from a model centred on updating training to one focused on learning and professional development, and from the incidental application of innovation to procedures to an intensive knowledge transfer and creation strategy grounded in peer support, innovation, and research. This radical reorientation should be reflected in team management units and, above all, in training departments, particularly in institutions designed explicitly for that purpose: public administration schools and training institutes.

3.7. Organisational Structure (I): Projects and Objectives

When all activity is centred on procedures, hierarchy, and the compartmentalisation of tasks by jurisdictional areas, they are optimal forms of organisation and operation: who applies what, and to whom. In this model, performance is measured by the number of completed procedures.

When what lies at the centre is impact – impactful public policy aimed at systemic transformation – resources such as people, funding, and time must be structured differently, and evaluation must be parameterised in an entirely new way. The unit of measurement now becomes the objective, and the organisational structure is a collection of objectives aimed at achieving impact: the project (Jiménez Asensio, 2021; Salamanca Tarazona, 2015; Blasco, 2009).

This is where the evaluation of the public servant's performance becomes closely tied to both strategic and operational planning of public policy, and these, in turn, to the design of the policy itself, which is ultimately determined by the civil servant's level of training and competencies. Thus, the learning-development cycle that defines comprehensive talent management in a model focused on impactful public policies is completed. The organisation learns as its teams do – and vice versa.

If external teams are included – other actors involved in the design and implementation of public decision-making – then strategy becomes more than just planning: it becomes a kind of ecology, a way of organising not only internally but also of facilitating, energising, and structuring the entire ecosystem of public governance (Iansiti & Levien, 2004).

3.8. Organisational Structure (II): Mobility and Collaboration

Working with individuals and teams organised around functional areas – with competency models that are objective, measurable, comparable, and complementary – and focused on projects and objectives should enable the evaluation of both professional performance and collective impact. Moreover, it allows the organisation to transcend itself, which becomes increasingly necessary as the complexity of the environment grows, yet remains challenging to achieve within the rigid structures typical of public administration.

If the administration is conceived as the facilitator, catalyst, and backbone of the public governance ecosystem, it becomes an open infrastructure for collective decision-making (Peña-López, 2020). It functions as a platform (Scholz, 2016; Peña-López, 2019) that mobilises resources to achieve both organisational results and those of the broader environment, in the common interest. It does so not through hierarchy, but by weaving a network: identifying and connecting actors, spaces, and tools, and providing mechanisms for organisation and coordination. In this scenario, functional mobility of professionals – as well as permeability and collaboration between organisations, especially administrations – is essential.

If the civil service-centred model builds a bureaucratic army – in the Weberian sense – to implement procedures efficiently and, above all, effectively, the model centred on service and impactful public policy constructs an orthography and grammar so that the entire ecosystem can speak a shared language: the language of functional areas, professional profiles, and competency models. This orthography and grammar are built by mobilising knowledge, generating it through innovation and research strategies, structuring it through the definition of career paths and competency profiles, promoting self-reflection and evaluation via conscious learning and development strategies, and facilitating it by flattening organisational structures and removing barriers to mobility.

At the centre lies public policy: policy that influences the determinants of quality of life, questions the system to improve it, and acts not on the consequences but on the causes. At the centre is a State as a social contract, seeking to shape and contribute to constructing a shared social project.

3.9. New Approach to Succession Planning

The preceding sections demonstrate that, for succession planning in public administration to be effective in this new landscape, it requires a fundamental rethinking in line with the transformation of governance itself. As administrations evolve from rigid, hierarchical structures into dynamic, knowledge-driven platforms, succession can no longer be reduced to the replacement of individuals in fixed roles. Instead, it must be understood as the strategic cultivation of collective capacity, adaptability, and leadership across functional domains.

This demands a shift from role-based to competency-based planning, grounded in identifying and developing talent capable of responding to complexity, driving innovation, and contributing to public value creation. Succession must anticipate the future – not merely preserve the past

– and align with organisational learning, peer collaboration, and knowledge transfer mechanisms.

Moreover, a successful succession strategy must build porous, networked structures that foster mobility and enable collaboration across organisations and sectors. The aim is not simply to ensure continuity but to embed regeneration into the organisation's fabric – regeneration of skills, approaches, and leadership mindsets attuned to impact and transformation.

Ultimately, succession planning becomes not an administrative task but a governance imperative: a commitment to sustaining the capacity of the public sector to act as a steward of the common good through competent, distributed, and purpose-driven leadership.

4. OPERATIONAL SUCCESSION PLANNING

4.1. Introduction

Succession planning in the public sector is no longer an isolated HR procedure but a strategic necessity. With demographic shifts accelerating retirements and institutional knowledge increasingly concentrated in a shrinking cadre of experienced professionals, organisations must act not only to replace individuals but to retain critical knowledge, functions, and culture. This chapter offers a **practical playbook** for operational succession planning, bridging the gap between high-level strategies and day-to-day implementation.

Designed for **practitioners and HR professionals** across public administrations, this chapter breaks down succession planning into structured tasks and concrete instruments. It does not aim to be exhaustive or theoretical; instead, it provides a **comprehensive and actionable guide** that supports organisations at each stage of the succession cycle – from anticipating retirements to transferring tacit knowledge and onboarding new talent.

Across the chapter, users will find frameworks for mapping competencies, identifying critical roles, analysing organisational age trends, and developing knowledge transfer strategies. It also includes tools such as talent matrices, mentoring protocols, onboarding schemes, and knowledge transfer files.

Each section begins with a short introduction to its focus, followed by an explanation of the key concepts and visuals, and concludes with an implementation pathway that sets out the operational tasks involved. These implementation pathways serve as guidance and a checklist, enabling HR units to plan, monitor, and institutionalise succession planning practices.

In short, this chapter equips practitioners with what they need to make succession planning **visible, manageable, and repeatable** – helping public institutions ensure continuity, resilience, and leadership renewal.

This chapter presents implementation pathways and visuals for practitioners. It does **not** restate the regional diagnosis or policy sequencing. For those, see **Volume 1 – Analysis and Recommendations**. For editable forms and checklists accompanying each pathway, see **Volume 3 – Toolkit**, Chapter 7.

4.2. Human Resources Management Strategy

The foundation of effective succession planning lies in a solid, forward-looking **Human Resources Management (HRM) Strategy**. This section frames succession planning within the broader HR strategic cycle - aligning it with organisational goals, workforce development, and talent management – and positions it as a **strategic, ongoing component** of institutional resilience rather than a reactive exercise. The HRM Strategy establishes the critical inputs - **competency frameworks, functional/professional profiles, and strategic workforce analysis –** so later stages of the succession process align with operational needs and long-term objectives.

Merged concept and implementation pathway

Key instruments are grouped according to their purpose. The elements include:

- **Function frameworks:** Guides and conceptual models that define roles and functions across the organisation.

Action: *Develop clear and updated functional descriptions for all roles, and ensure these reflect current and future organisational needs.*

- **Competency frameworks and dictionaries:** Meta-documents that articulate expected behaviours, skills, and knowledge for different roles.

Action: *Identify core and role-specific competencies, and develop behavioural indicators and required proficiency levels.*

- **Professional profiles:** Describe generic and specialised roles, forming the basis for recruiting, developing, and replacing staff.

Action: *Use standardised templates for generic and specialised roles, and regularly review profiles to keep them relevant.*

- **Onboarding protocols:** Tailored for top/senior and middle managers, they ensure continuity and cultural integration.

Action: *Create structured onboarding paths, differentiated by seniority level, and include shadowing, mentoring, and access to key knowledge resources.*

- **Training:** A cross-cutting element, preparing staff for future roles and responsibilities.

Action: *Plan training aligned with succession objectives, prioritising development for potential successors and managers.*

- **Strategic Plan:** A final document that guides all HRM activities, including succession planning.

Action: *Ensure the HR strategic plan incorporates succession planning goals, and use it as a governance mechanism for monitoring progress.*

Ideally, all these elements are managed or coordinated by a dedicated HRM Strategy Unit, responsible for aligning human resources tools with the overall strategic vision. This initial step sets the infrastructure for everything that follows in the succession planning cycle. It ensures consistency across roles, transparency in talent development, and alignment with organisational priorities.

4.3. Knowledge Management

Succession planning is not just about replacing people but about ensuring continuity of critical knowledge. This section focuses on Knowledge Management (KM) as a strategic pillar that supports successful transitions, mitigates institutional memory loss, and fosters a culture of collective intelligence. KM ensures that knowledge – especially tacit, experiential and hard-to-document insights – is captured, shared and made accessible across the organisation. Rather than being incidental, KM is embedded into the succession lifecycle through structured practices, tools, and communities.

Concepts and implementation pathway

This section introduces key KM elements organised into functional clusters, with instruments indicated by their role and colour:

- **KM Unit** – A designated team or function responsible for organisation-wide structuring, curating and enabling knowledge transfer practices.

Action: *Identify or create a team with the mandate to lead KM initiatives and support knowledge continuity in succession processes.*

- **Communities of practice, clinical sessions, and good practices banks** – These collaborative platforms (dark orange/red and light green) promote ongoing knowledge exchange, particularly around critical processes or innovations.

Action: *Enable staff working in similar areas to share problems, solutions and lessons learned regularly; support peer learning and build informal expert networks.*

- **Process Maps and Manuals** – Guides, models, maps and manuals that codify how work is done, helping successors quickly understand operational contexts.

Action: *Create process manuals, work instructions and operational guides for key areas.*

- **Knowledge Maps** – Structured diagrams or databases linking roles, functions and knowledge sources; they clarify who knows what and where that knowledge resides.

Action: *Build knowledge maps identifying roles and their knowledge domains.*

- **Collaborators** – Profiles of internal and external experts, both regular and essential, who are key sources of institutional knowledge; mapping these people is crucial for knowledge continuity.

Action: *Identify internal and external experts essential for operations, and engage them in mentoring, documentation and training tasks.*

- **Document Repository** – The institutional memory core where documents, guidelines, communications and training resources are stored and made searchable.

Action: *Centralise critical documents and knowledge products; use structured metadata to facilitate search and reuse.*

- **Training** – A transversal instrument used to build capacity in knowledge sharing, using tools, and adopting KM culture.

Action: *Promote understanding of tacit and explicit knowledge; train staff to use KM tools and document expert knowledge.*

By building a living knowledge system, organisations reduce dependency on individuals, speed up onboarding, and make succession a less disruptive and more strategic process.

4.4. Workforce Planning

Planning is the cornerstone of operational succession management. This section provides a structured approach to identifying future staffing gaps, forecasting retirements, and prioritising critical job roles and knowledge. It helps organisations move from reactive to proactive HR management, ensuring continuity through foresight and structured analysis. Succession planning becomes effective when underpinned by reliable data, a solid diagnostic process, and annual cycles of review—the instruments in this section support scenario building, workload forecasting, and creating prioritised, calendar-based plans.

Concepts and implementation pathway

This section focuses on two core planning instruments:

- **Planned Annual Retirements** — Combines guides, models, and plans to anticipate vacancies by job role, department, and timeframe; it supports aligning succession actions with retirement patterns.

Action: *Develop the* ***guide and model*** *for planned retirements (define the retirement age threshold—e.g., 63, 65, etc.—and create templates to project retirements over a 3–5-year horizon). Include variables such as role, organisational area, and impact on services; conduct* ***annual staff ageing analysis*** *(assess average age by role/unit, track the proportion of staff aged 55+ and 35–, and calculate the* ***Ageing Index (55+/35–)****) to identify risk areas and refine projections.*

- **Annual Analysis of Critical Job Positions / Critical Knowledge** — A toolkit for identifying roles and knowledge areas whose loss would significantly affect operations; includes diagnosis/inventory tools, analytical methods, and a calendar of actions. The aim is to create a diagnostic framework that feeds actionable plans:
  - Who will leave, when, and with what impact?
  - What roles or knowledge areas must be prioritised for replacement or transfer?
  - How should actions be scheduled?

Action: *Define criteria for* ***"critical"*** *(e.g., strategic value, scarcity, institutional dependence); conduct inventories, interviews, or self-assessments to map risks; carry out* ***impact analysis*** *(assess organisational effects of vacancies or knowledge loss and map these against current organisational charts and service dependencies); create a* ***calendar of actions*** *that aligns critical retirements with recruitment cycles, onboarding timelines, and training plans (including buffer periods for mentoring or overlap when feasible); and* ***integrate with HR strategy and budgeting*** *so planned succession actions are linked to resourcing plans and long-term staffing needs.*

By establishing a cyclical and evidence-based planning process, organisations gain foresight, reduce disruption, and can deploy talent pipelines more effectively.

4.5. Retirement Trends

Planning for retirements is the **first alert mechanism** in succession management. By tracking retirement trends and systematically analysing the age structure of the workforce, organisations can anticipate gaps, prepare replacements, and align recruitment with long-term service needs. This section lays out an integrated system for managing **planned annual retirements**, ensuring HR is ahead of the curve – not catching up to it.

Succession planning begins not with a vacancy, but with **strategic foresight**. Understanding who will leave, when, and where the impact will be most significant allows HR teams to deploy timely responses such as tailored recruitment, targeted communication, or mentoring programmes. This section also links retirements to talent acquisition and visibility actions, making it a risk response and a **talent attraction strategy**.

Concepts and implementation pathway.

This part combines **diagnostics, outreach, and recruitment** tools:

- **Staff ageing analysis** — A structured examination of the organisation's workforce by job/position/area of work/employee type/age; identification of which positions are at risk of becoming vacant; and detection of patterns (e.g., mass retirements in departments or functions).

Action: *Conduct an* ***annual staff ageing analysis****: generate lists by age, job type, and organisational area; identify groups aged 55+ and calculate the* ***Ageing Index (55+/35–)****;* ***map potential vacancies*** *due to retirement; and use heatmaps/dashboards to visualise concentrations over the next* ***3–5 years****.*

- **Impact assessment** — Focuses on understanding which services/functions will be affected most, what types of roles are at higher risk, and whether there are clusters of upcoming retirements that could disrupt operations.

Action: Assess organisational impact*: identify critical services/functions affected, analyse potential service delivery disruptions, and flag areas with mass retirements or skills bottlenecks.*

- **Recruitment and awareness raising —** Includes new selection processes, outreach to younger generations, talent and graduate fairs, and open educational resources (OERs) for candidates; these instruments proactively address upcoming vacancies.

  Action: Activate recruitment channels *aligned with projected retirements: launch selection processes, attend/organise talent and graduate fairs, and publish* ***OERs*** *for future applicants.*

- **Selection system infrastructure** — The Selection Unit, stable selection boards, and training for selection boards create consistency and professionalism in hiring; scoreboards help track performance.

Action: Professionalise selection processes*: ensure the Selection Unit is trained and well-resourced; establish or reinforce stable selection boards; provide regular training for board members; and track fairness and efficiency through a* ***scoreboard****.*

- **Monitoring tools** — Goals and KPIs help track the effectiveness of succession measures tied to retirements.

***Action: Define strategic goals and KPIs** (e.g., time-to-hire, readiness of successors, diversity of applicant pools), review metrics annually, and adjust planning accordingly.*

- **Integration with HR strategy and budgeting** — Links planned succession actions to resourcing plans and long-term staffing needs.

***Action: Align** the retirement plan with the **HR strategy** and **budgeting cycles**; create a calendar that synchronises projected vacancies with recruitment cycles, onboarding timelines, training plans, and, where feasible, buffer periods for mentoring/overlap.*

This approach transforms retirements from a threat into a strategic opportunity—to renew talent, modernise profiles, and boost employer branding among new generations.

4.6. Ageing Workforce Analysis

The effectiveness of any succession planning effort depends on a clear understanding of **who is in the workforce today – and who may leave soon**. Staff ageing analysis provides exactly this: a data-driven foundation for forecasting retirements, identifying at-risk functions, and prioritising intervention areas. By analysing the age **distribution** across roles, areas, and contract types, HR teams can spot demographic imbalances, prepare for generational turnover, and design more targeted development or recruitment strategies. This section presents the tools and indicators needed to carry out such an analysis systematically and meaningfully.

Concepts and implementation pathway

Staff ageing analysis typically uses a combination of descriptive statistics and risk indicators to profile the organisation's workforce across these key dimensions and outputs:

- **Overall staff numbers** — The starting point for any demographic snapshot.

***Action: Collect staff demographics** (age, position, organisational area, contract type, years in service); ensure data quality and privacy compliance.*

- **Average age** — Both overall and by job type, position, or department; reveals where experience is concentrated.

***Action: Calculate key indicators**: compute the average age; segment averages by job type, position, and area; identify the highest-average-age clusters.*

- **Age distribution** — Proportion of staff aged **55+** and **35−** in each organisational segment.

***Action: Analyse distribution**: determine % 55+ and % 35− per unit; calculate the **Ageing Index (A/B)** to highlight areas at demographic risk.*

- **Ordinary retirements forecast** — Numeric and percentage estimate of expected retirements in the coming years (based on statutory age or trends).

Action: Forecast retirements*: use statutory/observed retirement ages to project annual retirements; present findings by unit, service, and job type.*

- **Breakdown by job, position, area of work, and employee type** — Enables refined insights (e.g., senior professionals clustered in technical roles, younger bases in administrative roles).

Action: Identify risk areas*: flag units with high % 55+ and low % 35−; pinpoint where retirements could create operational bottlenecks or skills gaps.*

- **Visualisation and reporting** — Makes results usable for decisions.

Action: Visualise and report*: use dashboards or heat maps to communicate results; share with leadership to support workforce and budget planning; integrate outputs with broader HR and succession strategies.*

This analysis is not a one-off task—it should be repeated **annually**. Done regularly, it moves organisations from reactive replacement to **strategic workforce renewal**.

Note: A detailed table for staff ageing analysis is provided in **Annexe A**.

4.7. Critical Positions and Knowledge

Not all roles are created equal or evolve in the same way. Certain positions and knowledge domains in every organisation are **critical**: their loss would significantly disrupt service delivery, institutional memory, or strategic continuity. This section focuses on identifying, prioritising, and planning **for** these critical elements, allowing HR teams to concentrate succession efforts where they are most needed.

Rather than treating all retirements equally, this approach uses structured criteria to **map vulnerability**, combining functional importance, scarcity of skills, and risk of knowledge loss. The outcome is a focused diagnosis that guides succession planning, onboarding, mentoring, and training.

A first decision is whether to **maintain, transform or remove** the positions analysed. This section addresses the positions identified for retention, outlining how to determine their criticality and value.

Concepts and implementation pathway

This section integrates two parallel but interrelated analyses:

- **Critical Knowledge Analysis** — Identifies the types of knowledge at risk and assesses them using these key dimensions: **Kind of knowledge** (e.g., process, project, software, strategic access); **Owner** (who currently holds the knowledge); **Impact** (0–3); **Risk** (0–3); **Urgency** (0–3). The **Priority score** (0–9) ranks items for action and enables targeted strategies to retain or transfer knowledge.

Action:

1. ***Define criticality criteria*** *with service managers (strategic alignment, service disruption risk, irreplaceability).*

2. ***Identify and assess critical knowledge**: interview current holders; catalogue **explicit and tacit** assets; score **Impact–Risk–Urgency** and compute the **Priority score (0–9)**.*
3. ***Prioritise and map**: build priority matrices/dashboards; cross-link knowledge items to specific services/functions and related positions.*
4. ***Plan responses**: for each priority item, define mitigation (documentation, training, mentoring, recruitment) and feed this into succession, onboarding, and knowledge transfer protocols.*

Note: A detailed table of critical knowledge analysis is provided in **Annexe B**.

- <u>**Critical Positions Analysis**</u> — Focuses on positions that meet one or more criteria: **integrated into critical services** (linked to the mission or core delivery); **functionally critical** (governance, operations, control); **demographically at risk** (clusters of upcoming retirements). The analysis tools include a **Functional profile** (generic function/mission; specific functions by area of work; specific functions by position), a **Competency profile** (generic and specific competencies with proficiency levels), and **Training requirements** (mandatory vs. complementary) to support successor readiness.

Action:

5. ***Identify critical positions** using organisational charts and function maps; apply the criteria to produce a short list.*
6. ***Develop detailed position profiles**: document functions, responsibilities, required competencies; record training completed and still needed.*
7. ***Prioritise and map**: combine data in dashboards; link positions to services/functions and the knowledge items above.*
8. ***Plan responses**: define targeted mitigation (training, mentoring/overlap, documentation, recruitment) and integrate into succession, onboarding, and development plans.*

By systematically identifying and addressing what matters most—**critical knowledge and critical positions**—organisations can focus resources where continuity matters most, strengthening resilience in the face of demographic and structural change.

Note: A detailed table of critical position analysis is provided in **Annexe C**.

4.8. Talent Maps

While identifying critical positions is essential, succession planning also requires insight into **who might fill those roles**. Talent maps offer a visual, comparative way to assess internal candidates and guide their development. They allow HR teams and managers to locate individuals across dimensions such as experience, potential, and performance, and define appropriate actions—whether training, mentoring, or promotion. This section presents two key tools: **(1) an experience vs. potential talent map** and **(2) a performance vs. potential (9-box) talent map**. These maps help shape strategic decisions about development, mobility, and succession.

Concepts and implementation pathway

1) <u>Experience vs. Potential Talent Map</u>

A two-axis matrix:

- **X-axis (Potential):** Assesses the individual's ability to grow, take on more complex roles, or move into leadership (via manager evaluations, assessments, or development interviews).
- **Y-axis (Experience):** Reflects accumulated knowledge, time in role, exposure to organisational processes, and technical expertise.

Typical groupings:

- **Low potential / low experience:** Early-stage professionals or those needing further assessment/support.
- **High potential / low experience:** Emerging talent, ready for development.
- **High potential / high experience:** Strong candidates for succession, retention, or promotion.
- **Low potential / high experience:** Valuable contributors; may be suited to mentoring roles or role redesign.

Action

1. ***Define clear criteria*** *for "potential" and "experience" to ensure consistency.*
2. ***Gather manager input and past performance data.***
3. ***Position staff on the grid collaboratively*** *(HR + managers).*
4. ***Use the map*** *to: prioritise development actions; flag candidates for mentoring or knowledge transfer; identify at-risk talent (e.g., highly experienced but nearing retirement).*
   Result: A simple baseline diagnostic that is beneficial for organisations starting succession planning or with limited HR analytics infrastructure.

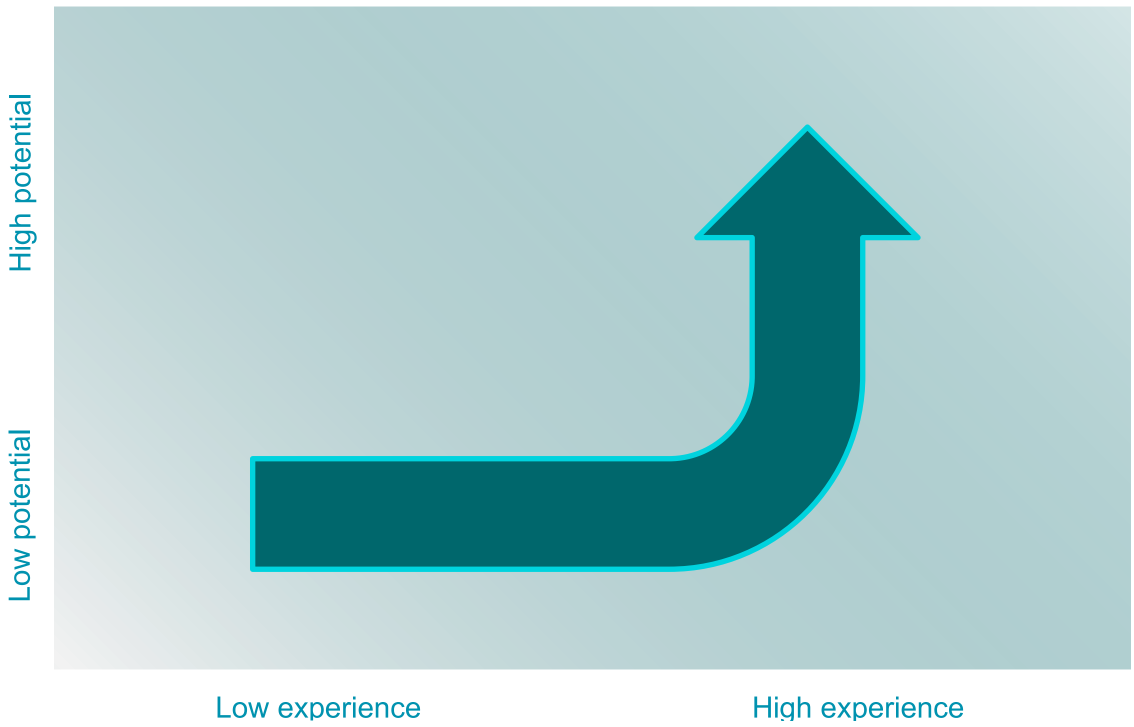

Figure 1: Experience vs. Potential Talent Map (Adapted from Busquets Montes & Macià Losada, 2021)

2) Performance vs. Potential Talent Map (9-Box Grid)

Concept. A widely used model mapping individuals across:

- **X-axis (Potential):** low/moderate/high
- **Y-axis (Performance):** low/average/high

Examples of profiles and implications:

- **High performance / high potential:** Exceptional talent → retain and fast-track.
- **High performance / low potential:** Trusted professional → retain, mentor others.
- **Low performance / high potential:** Untapped talent → develop, observe.
- **Low performance / low potential:** Underperformer → consider transition/exit strategy.
- **Moderate performance / moderate potential:** Core contributors → stabilise, support growth.
  (Profiles are often linked to action lines such as develop, observe, incentivise, rotate, retain, or consider transition.)

Action

1. ***Define organisational definitions** of "performance" (results, behavioural indicators, evaluations) and "potential" (learning agility, leadership traits, motivation).*
2. ***Collect data through structured evaluations** (HR- or manager-led panels; peer/360° feedback as needed).*
3. ***Place individuals in the 9-box grid** with line managers and senior leadership; ensure fairness and reduce bias through documented criteria.*

4. ***Link each profile to action plans** (training, mentoring, promotion, job rotation, or role redefinition) and **use the grid in annual talent reviews**.*
5. **Review and update regularly** so the map reflects development progress.

This map allows organisations to **move from intuition to insight**, building structured talent pipelines and prioritising investment in people with the greatest organisational impact.

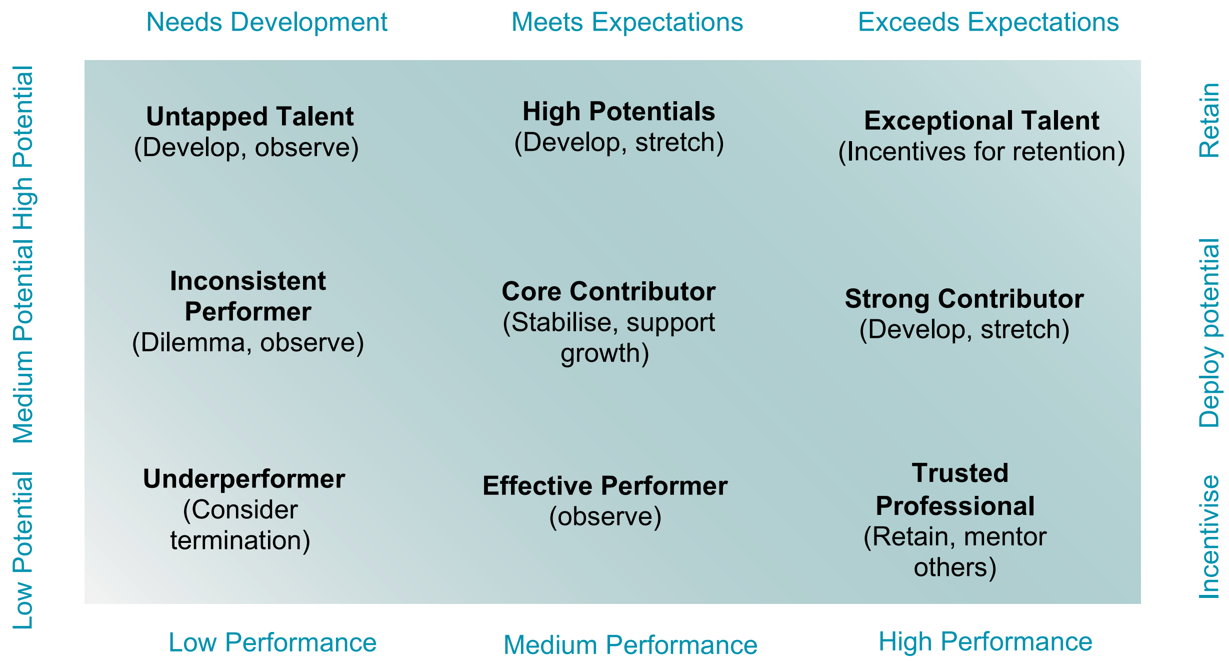

Figure 2: Performance vs. Potential Talent Map (9 box grid)

4.9. Succession and Onboarding

Succession planning only becomes real when it is operationalised – when successors are identified, trained, introduced, and embedded into their new roles. This section covers the critical transition from planning to execution, focusing on **succession** (preparing someone to take over a critical role) and **onboarding** (effectively integrating someone into that role).

Succession and onboarding are two sides of the same process: one ensures that knowledge and responsibilities are transferred; the other ensures that the incoming person is equipped and supported to assume the role successfully. Together, they form the final phase of the succession cycle – and the beginning of renewed continuity.

Concepts and Implementation Pathway

This section integrates operational tools and formats, grouped by function and colour-coded by type, and pairs each with concrete steps:

- **Onboarding instruments**

  Onboarding Guide — a structured document explaining how to introduce new staff into the organisation or position, tailored by role type (senior, middle, technical).

Onboarding Training — standardised sessions to familiarise newcomers with procedures, systems, and internal culture.

Overlap Mechanism (mirror jobs) — temporary role-sharing where outgoing and incoming staff work side by side, supported by norms/protocols and schedules to plan the handover period.

Action: Design the onboarding process *using the guide;* ***prepare overlap plans*** *where feasible (mirror jobs);* ***coordinate schedules*** *with all parties;* ***deliver onboarding training*** *aligned to competency gaps and critical knowledge needs.*

- **Mentoring instruments**

  Mentoring for Succession — a formalised relationship where the current incumbent supports a successor in understanding the role, building confidence, and navigating complexity.

  Mentoring for Critical Positions — a strategic intervention to transfer tacit knowledge, networks, and problem-solving strategies in roles considered hard to replace. **(Both tracks are supported by guides for mentors/mentees, training on effective mentoring, and structured schedules.)**

Action: Plan the transition early *(use retirement forecasts and criticality analysis to anticipate transitions; identify incoming/outgoing staff 3–6 months ahead);* ***assign a mentor*** *(incumbent or relevant expert);* ***set a cadence*** *for mentoring sessions and track progress.*

- **Succession instruments**

  Succession Guide — outlines the full transition process: what must be passed on, how, and to whom.

  Handover Document — a practical file detailing responsibilities, contacts, processes, pending issues, and risk areas; accompanied by a schedule and training actions if needed.

Action: Activate succession protocols*;* ***complete the handover document*** *(including pending tasks, stakeholder maps, risk notes);* ***share all materials via the repository*** *and* ***hold at least one handover meeting****.*

- **Central document repository**

  All instruments are linked to the **central document repository** to ensure consistency and accessibility.

Action: *Store guides, schedules, training materials, and the final handover record in the repository; control versions and access.*

- **Follow-up and review**

Action: Follow up during the first 90 days *of onboarding; conduct review meetings to evaluate satisfaction and readiness;* ***adjust onboarding and mentoring*** *processes accordingly; record lessons learned for future cycles.*

With structured mentoring, documented handovers, and well-planned onboarding, succession becomes a continuous transfer of capability—not a disruptive event.

4.10. Knowledge Transfer Strategy

One of the most significant risks in succession is not just the loss of personnel, but the loss of their knowledge—particularly tacit, experience-based knowledge that is rarely written down. A well-designed knowledge transfer strategy ensures that critical information, insights, and practices are retained and passed on in a structured, intentional way. This section outlines **what** needs to be transferred, **how** to do it, and **who** is responsible. It also distinguishes between **explicit knowledge** (documented and structured) and **tacit knowledge** (intuitive, experience-based), highlighting the different methods required for each.

Concepts and implementation pathway

A comprehensive knowledge transfer strategy is built around three core dimensions—**what** is transferred, **how** it is transferred, and **who** is responsible—each paired with concrete actions:

- **<u>What will be handed over / transferred</u>**

  Explicit knowledge: processes, documents, templates, databases, protocols, manuals (more easily captured and stored).

Action: *Standardise formats and* ***upload to the document repository****; create checklists of must-have artefacts per role.*

  Tacit knowledge: skills, judgment, strategies, and know-how developed over years of experience (often role-specific, harder to formalise).

Action: *Schedule* ***mirror jobs/overlap****,* ***mentoring****, and* ***storytelling/job-shadowing sessions*** *focused on real cases and decisions.*

- **<u>How knowledge is going to be kept and transferred</u>** <u>(mechanisms)</u>

  Document Repository: stores explicit knowledge—documents, procedures, communications, guidelines.

Action: *Enforce version control and access rights; link repository folders to each critical position.*

  Mirror Jobs (overlap): outgoing and incoming staff share duties, enabling observation and practice.

Action: *Set overlap* ***start/end dates****, shared task lists, and daily/weekly handover rituals.*

  Seminars and Training: experienced staff explain procedures, tools, or decisions in context.

Action: *Run short "practice seminars" tied to competency gaps; capture Q&A and upload slides/notes.*

  Communities of Practice: forums or networks for informal sharing among professionals in the same field.

Action: *Nominate facilitators; keep a recurring cadence; record "good practices" and tag them for search.*

  Mentoring: long-term, relationship-based transfer of tacit knowledge through dialogue, example, and reflection.

Action: *Pair mentor–mentee; define learning goals; set a meeting schedule; log progress and outcomes.*

- **Supervisor oversight (who is responsible)**
  Managers ensure knowledge transfer happens effectively—planning transitions, enabling access to tools, and fostering collaboration between outgoing and incoming staff.

Action: *Name a* ***transfer owner*** *(supervisor), a* ***knowledge holder*** *(outgoing/incumbent), and a* ***receiver*** *(incoming); approve the timeline; monitor completion.*

Sequenced actions (tie the pieces together)

1. ***Identify knowledge assets:*** *map the functions and responsibilities of each critical position; distinguish explicit vs. tacit components;* ***prioritise*** *by risk, impact, urgency.*
2. ***Select transfer mechanisms:*** *for explicit knowledge → standardise and upload; for tacit knowledge → plan mirror jobs, mentoring, storytelling.*
3. ***Plan the transfer:*** *build a schedule aligned with notice periods/retirement dates/internal moves; assign roles (transfer owner/holder/receiver); allocate time and resources.*
4. ***Monitor and document:*** *use checklists to track what's transferred; record key observations, unresolved issues, emerging risks; store outputs in the repository.*
5. ***Evaluate and improve:*** *gather feedback from outgoing/incoming staff; fix gaps/bottlenecks; update guides and checklists so each transition strengthens the next.*

A structured knowledge transfer strategy prevents knowledge loss, builds institutional memory, and ensures that every transition **strengthens—not weakens—the organisation**.

4.11. Knowledge Transfer File

While strategies and mentoring are essential for knowledge transfer, they must be supported by structured documentation. The **Knowledge Transfer File** is a practical, standardised tool that captures everything a successor needs to take over a position. It transforms individual know-how into a codified, portable asset, ensuring continuity even in complex or high-risk roles. This file goes beyond job descriptions: it captures tasks, tools, networks, and unwritten practices, and is especially useful for roles classified as **critical** or held by experienced staff nearing retirement.

Concepts and implementation pathway

The Knowledge Transfer File is a multi-section document that guides the outgoing staff member (with manager support) in documenting all relevant aspects of the role. The main components include:

- **Identification** — Basic information about the current jobholder (name, job title, position, organisational area, etc.).

Action: *Complete a standard header so files are easy to find and compare.*

- **Team and Collaborations** — Details about the immediate team, supervisor, and key internal/external collaborators (supports relational continuity).

Action: *List contacts and roles; include notes on communication routines.*

- **Functions** — A comprehensive description of goals, responsibilities, regular tasks, and any management duties.

Action: *Summarise what is done weekly/monthly/annually and why it matters.*

- **Competencies and Knowledge** — Inventory of knowledge and competencies required to perform the job (knowledge areas; competency levels—current and optimal; training needs still pending).

Action: *Indicate gaps to inform the successor's development plan.*

- **Instruments** — Tools, systems, platforms, and methodologies used regularly (software, databases, decision frameworks).

Action: *Provide access paths, licences (if relevant), and quick guides.*

- **Documents** — Key resources used or produced by the position, organised by type, format, source, and purpose.

Action: *Link to the central repository locations for each document set.*

- **Projects (Completed and Ongoing)** — Summaries of past and current projects (completed: strategic relevance, results, lessons learned; ongoing: stage, priorities, dependencies, risks).

Action: *Flag critical next steps and pending decisions.*

- **Risk Assessment** — Reflection on complex situations, challenges, and sensitive issues related to the position.

Action: *Note risk triggers, early warnings, and typical mitigations.*

- **Conflict Assessment** — Identification of fragile relationships or internal/external tensions, with suggested approaches for handling.

Action: *Provide do's/don'ts and escalation paths.*

- **General Recommendations** — Advice for the incoming person (what to watch out for, how to approach certain tasks, informal rules, cultural insights).

Action: *Capture practical tips and shortcuts that are not written elsewhere.*

Process actions (end-to-end).

1. ***Design the template*** *— Create a standard format including all sections above; ensure clarity and usability.*
2. ***Assign responsibility*** *— The outgoing jobholder completes the file, with support/oversight from the manager or HR unit; for* ***critical*** *roles, add structured interviews/facilitation.*
3. ***Schedule the process*** *— Begin at least* ***two months*** *before departure/transition; combine writing with knowledge-sharing meetings.*
4. ***Validate and store*** *— Managers review for completeness and accuracy; once finalised,* ***store in the institutional document repository****.*

5. ***Link to onboarding** — Make the file a key tool for mentors and successors during onboarding.*
6. ***Review and update** — Where roles are continuous, keep the file **alive** (light annual updates).*

Used consistently, Knowledge Transfer Files turn individual expertise into **shared institutional knowledge**, reinforcing resilience across teams and departments.

Note: A detailed table of the Knowledge Transfer File is provided in **Annexe D**.

4.12. Farewell Practices

Succession planning involves people and processes. While the process focuses on continuity, roles, and knowledge, the **emotional and social aspects** of departure also warrant attention. A **farewell process** acknowledges contributions, facilitates transition, and reinforces organisational values. Consistent application of such a process helps maintain institutional cohesion and supports alumni engagement.

This section provides guidance on approaching this stage of the succession with **care, intention, and consistency (**see the "Knowledge Transfer" section for handover requirements).

Concepts and Implementation Pathway

The farewell phase is supported by a small set of instruments and practices—each with both symbolic and operational functions—paired with concrete actions:

- **Communication strategy** — a structured plan for internal and external communication of departure (timely and respectful notice; clarity about the transition process; positive and appreciative tone; reinforcement of organisational continuity).

***Action:** Prepare channel, timing, and key-message grids; pre-clear with leadership and HR.*

- **Protocol** — a framework or checklist defining how farewells are managed (minimum and optional actions by role/seniority; roles and responsibilities—e.g., line manager, HR, communications; timelines and key milestones—last day, tribute, knowledge-transfer deadline; see **Knowledge Transfer**).

***Action:** Adopt a standard protocol and attach role-specific variants.*

- **Events** — farewell gatherings, formal or informal, to recognise the departing colleague (small team ceremonies/coffee meetings; institutional recognition events—service awards; opportunities for brief remarks/testimonials).

***Action:** Select proportionate format(s); schedule and brief speakers.*

- **Website and internal communications** — intranet/HR platforms hosting short tributes or interviews, photo galleries or video messages, links to contributions (projects, publications, innovations).

***Action:** Publish and archive assets; link to the document repository where relevant.*

- **Community and alumni engagement** — invitation to remain connected to the professional community, especially for long-serving staff (access to newsletters or alumni groups; invitations to future events or mentorship programmes; opportunities to contribute post-retirement—seminars, panels).

Action: *Offer opt-in options consistent with policy.*

- **Institutional messages** — final messages from leadership or unit heads that combine formality with appreciation and provide clear closure.

Action: *Draft short, appreciative notes aligned with the organisation's voice.*

- **Prototype and personalisation** — use of templates and protocols for consistency, with proportionate adaptation to the individual's role and contributions.

Action: *Start from standard templates; tailor lightly to context.*

Farewell checklist (operational)

*Use alongside the protocol; align handover elements with the **Knowledge Transfer** section 4.11.*

- **Archive (records and work products)**

– Confirm records-retention category and retention period.
– Archive final versions of documents, datasets, code, and correspondence to the designated repository.
– Update ownership/maintainer fields and file paths in registries.
– Log what has been archived (location, date, owner).

- **Knowledge handover** *(see **Knowledge Transfer** section)*

– Complete role profile, key processes, and critical contacts.
– Capture open risks, issues, and decisions pending.
– Record system configurations, SOPs, and workarounds.
– Conduct a handover session with the successor/cover and record actions.

- **Access revocation and asset return**

– Schedule removal of accounts and permissions (email, SaaS, VPN, repositories) effective close of business on the last day.
– Transfer ownership of shared resources (mailboxes, folders, calendars, project spaces).
– Collect physical assets and credentials (badges, keys, devices) and confirm data wipe where applicable.
– Update distribution lists and on-call rotations.

- **Successor onboarding**

– Create or update the 30/60/90-day plan for the successor.
– Assign a mentor/buddy and schedule check-ins.
– Ensure training, licences, and environment access are provisioned.
– Define success criteria and initial KPIs.

Sequenced actions (from initiation to closure)

1. ***Create a standard farewell protocol*** *— define the organisational farewell model with actions by role/seniority; align with HR policies and tone; cross-reference* ***Knowledge Transfer****.*
2. ***Initiate the process early*** *— begin planning* ***4–8 weeks*** *in advance where events or tributes are anticipated; allow time for contributions.*
3. ***Coordinate roles*** *— assign responsibilities for event logistics, institutional message, internal communications, and parallel knowledge-transfer activities (see* ***Knowledge Transfer****).*
4. ***Prepare communications*** *— draft messages that are appreciative and consistent with the organisation's voice; use appropriate channels and timings.*
5. ***Host the event*** *— ensure participation opportunities for the team and relevant stakeholders, including a brief speaking slot for the departing colleague.*
6. ***Support post-exit connection*** *— offer proportionate options for continued engagement (alumni groups, invitations, mentorship), in line with policy.*
7. ***Gather feedback and improve*** *— after each farewell, collect targeted feedback from organisers and the departing colleague; adjust practices to balance consistency with proportionality.*

A well-managed farewell supports respect, culture, and continuity—and complements the operational requirements of succession planning.

5. CONCLUSION

Succession planning is not a narrow HR procedure but a cornerstone of modern, future-oriented governance. The framework presented in this volume situates succession within the wider transformation of public administration, from bureaucratic traditions through New Public Management to the paradigm of New Public Governance. It emphasises continuity of leadership, institutional memory, and the development of talent as essential conditions for public sector resilience.

The pathways outlined here translate principles into practice. By integrating succession into HR strategies, aligning it with knowledge management and retirement forecasting, and deploying tools such as talent maps, onboarding protocols, and knowledge transfer files, administrations can move from ad hoc replacement to systemic continuity.

The ultimate value of this framework lies in its complementarity: **Volume 1 provides the rationale and regional context, Volume 2 offers the conceptual and operational pathways, and Volume 3 supplies the hands-on instruments.** Together, they form a coherent package that allows governments in the Western Balkans to institutionalise succession planning, strengthen leadership pipelines, and deliver more sustainable reforms.

Implementing this framework requires commitment, patience, and adaptation to national contexts. But if pursued consistently, it can transform succession from a challenge into an opportunity—helping public administrations to become more adaptive, more professional, and more trusted by their citizens.

6. LITERATURE

Ballvé Jerez, M.B. (2023). "La actuación de las organizaciones públicas en el siglo XXI". En Gairín Sallán, J. & López-Crespo, S. (Coords.), *Aprendizaje e inteligencia colectiva en las organizaciones después de la pandemia, Capítulo 3.1*, 123-130. Comunicación en el Simposio "De la función pública al servicio público: hacia un nuevo modelo de aprendizaje y desarrollo" del VII Congreso Internacional EDO 2023, 18/05/2023. Madrid: Praxis-La Ley.

Brouwer is H. & Brouwers, J. (2017). *The MSP Tool Guide. Sixty tools to facilitate multi-stakeholder partnerships*. Wageningen: Wageningen University and Research, WCDI, and Rugby, UK: Practical Action Publishing.

Bryson, J.M., Crosby, B.C. & Bloomberg, L. (2014). "Public Value Governance: Moving Beyond Traditional Public Administration and the New Public Management". In *Public Administration Review, 74* (1), 445-456. Indianapolis: Wiley, American Society for Public Administration.

Busquets Montes, S. & Macià Losada, M. (2021). *Guia de relleu generacional per als governs locals*. Guies d'innovació i gestió estratègica dels Recursos Humans per als governs locals, n. 4. Barcelona: Diputació de Barcelona.

Busquets Montes, S. & Macià Losada, M. (2022). "Plan de actuación para los procesos de relevo generacional en las entidades locales". En *Revista Vasca de Gestión de Personas y Organizaciones Públicas, 23*, 163. Vitoria-Gasteiz: Instituto Vasco de Administración Pública.

Bustos, R., García, J. & Chueca, D. (2018). *Guía práctica para facilitar la participación ciudadana. Una selección de herramientas presenciales y digitales para el trabajo colectivo*. Participación y gobernanza en las entidades locales. Materiales de apoyo n.º 1. Pamplona: Departamento de Relaciones Ciudadanas e Institucionales. Gobierno de Navarra.

Denhardt, R.B. & Denhardt, J.V. (2000). "The New Public Service: Serving Rather Than Steering". In *Public Administration Review, 60* (6), 549-559. Indianapolis: Wiley, American Society for Public Administration.

Diputació de Barcelona (2022). *Els processos selectius al món local: reptes de futur i elements d'innovació*. Barcelona: Diputació de Barcelona.

Diputació de Barcelona (2024). *Diccionari de competències per al desenvolupament dels empleats públics de l'Administració local*. Barcelona: Diputació de Barcelona.

Escola d'Administració Pública de Catalunya (2009a). *Guia per elaborar la descripció dels llocs de treball*. Eines per als recursos humans, 2. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2009b). *Guia per identificar i definir perfils competencials per àmbits funcionals*. Eines per als recursos humans, 3. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2010a). *Diagnosi de necessitats formatives en institucions públiques*. Eines per als recursos humans, 8. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2010b). *Guia per a l'avaluació de competències dels càrrecs de comandament*. Eines per als recursos humans, 6. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2012). *Guia de l'entrevista de selecció per competències*. Eines per als recursos humans, 9. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2018). *Marc professional de la funció directiva a les administracions públiques*. Eines per als recursos humans, 10. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2020a). *Diccionari de competències dels càrrecs de comandament i llocs singulars de la Generalitat de Catalunya*. Eines per als recursos humans, 1. 2a edició. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2020b). *Marc competencial del perfil innovador a les administracions públiques*. Eines per als recursos humans, 11. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2022a). *Marc competencial per al treball col·laboratiu en recerca i innovació*. Eines per als recursos humans, 12. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2022b). *Pla estratègic 2022-2027 de l'Escola d'Administració Pública de Catalunya*. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2024a). *Guia per a la definició de marcs competencials*. Eines per als recursos humans, 13. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2024b). *Guia per a la gestió del coneixement crític a les administracions públiques de Catalunya*. Barcelona: Escola d'Administració Pública de Catalunya.

Escola d'Administració Pública de Catalunya (2025). *L'ecosistema d'innovació pública de l'Escola d'Administració Pública de Catalunya*. Barcelona: Escola d'Administració Pública de Catalunya.

European Institute of Public Administration (2024). *Análisis de la Estrategia de Aprendizaje 2023-2024 del INAP*. Madrid: EIPA.

Galindo Caldés, R. (2023). *Transformació digital local i funció pública: aspectes organitzatius*. Estudis de Relacions Laborals, 17. Barcelona: Diputació de Barcelona.

Gorriti Bontigui, M. Y Toña Güenaga, F. (2005). "El nuevo modelo de organización y recursos humanos en la Administración General de la Comunidad Autónoma del País Vasco". En *Presupuesto y Gasto Público, 2005* (41), 245-270. Madrid: Instituto de Estudios Fiscales, la Secretaría de Estado de Presupuestos y Gastos.

Gorriti Bontigui, M. (2018). "Innovar en selección desde la evidencia empírica y las nuevas competencias". En *Revista Vasca de Gestión de Personas y Organizaciones Públicas, Número especial 2, Procesos selectivos*, 66-85. Vitoria-Gasteiz: Instituto Vasco de Administración Pública.

Gorriti Bontigui, M. (2021). "Evolución de los puestos y nuevos perfiles profesionales en la Administración Pública del siglo XXI". En Ramió Matas, C. (Coord.), *Repensando la*

Administración pública. Administración digital e innovación pública, Capítulo 11, 297-337. Madrid: Instituto Nacional de Administración Pública.

Gorriti Bontigui, M. (2024). “La planificación estratégica de recursos humanos en las Administraciones públicas españolas del siglo XXI”. En Documentación Administrativa (13), 10–32. Madrid: Instituto Nacional de Administración Pública.

Herrero García, O. & Dalmau Ibáñez, Ò. (2023). “Transición hacia un nuevo modelo de aprendizaje y desarrollo”. En Gairín Sallán, J. & López-Crespo, S. (Coords.), *Aprendizaje e inteligencia colectiva en las organizaciones después de la pandemia, Capítulo 3.3*, 137-151. Comunicación en el Simposio "De la función pública al servicio público: hacia un nuevo modelo de aprendizaje y desarrollo" del VII Congreso Internacional EDO 2023, 18/05/2023. Madrid: Praxis-La Ley.

Krogh, A.H. & Triantafillou, P. (2024). "Developing New Public Governance as a public management reform model". In *Public Management Review, 26* (10), 3040–3056. London: Routledge.

Mapelli Marchena, C. (2021). “Experiencias comparadas para abordar procesos de cambio en el empleo público”. En Cantero Martínez, J. (Coord.), *Continuidad versus transformación: ¿qué función pública necesita España?, Capítulo 2*, 37-62. Madrid: Instituto Nacional de Administración Pública.

Mazzucato, M. & Ryan-Collins, J. (2022). "Putting value creation back into 'public value': from market-fixing to market-shaping". In *Journal of Economic Policy Reform, 25* (4), 345-360. Abingdon: Taylor & Francis.

Moratinos Echevarría, J.L. (2022). “¿Es el momento de cambiar el sistema de acceso a la función pública? Una alternativa integral al actual sistema de Oferta de Empleo Público”. En *Revista Vasca de Gestión de Personas y Organizaciones Públicas, 23*, 114-127. Vitoria-Gasteiz: Instituto Vasco de Administración Pública.

OECD (2016). *Engaging Public Employees for a High Performing Civil Service*. OECD Public Governance Reviews. Paris: OECD Publishing.

OECD (2017a). *Ageing and the Public Service: Human Resource Challenges*. Paris: OECD Publishing.

OECD (2017b). *National Schools of Government: Building Civil Service Capacity*. OECD Public Governance Reviews. Paris: OECD Publishing.

OECD (2017c). *OECD Schools of Government Survey*. Meeting on Promoting Public Sector Innovation: The Role of Schools of Government, OECD, 13-14 November 2014. Paris: OECD.

OECD (2017d). *Skills for a High Performing Civil Service*. OECD Public Governance Reviews. Paris: OECD Publishing.

OECD (2019). *OECD Recommendation on Public Service Leadership and Capability*. OECD/LEGAL/0445. Paris: OECD Publishing.

OECD (2021a). *Ageing and Talent Management in European Public Administrations. The OECD prepared a report for the Slovenian Presidency of the Council of the European Union*. OECD Public Governance Reviews. Paris: OECD Publishing.

OECD (2021b). *Public Employment and Management 2021: The Future of the Public Service*. Paris: OECD Publishing.

OECD (2021c). *The OECD Framework for digital talent and skills in the public sector*. OECD Working Papers on Public Governance, No. 45. Paris: OECD Publishing.

OECD (2022). *Towards Which Future for Schools of Government? Results of the Survey of Schools of Government*. 2022 Annual Meeting of the OECD. Global Networks of Schools of Government. Brasilia: ENAP.

OECD (2023a). *Opinion on the draft amendments to Law 158/2008 on the public function and the status of the civil servant*. 30 November 2023 [mimeo]. Paris: OECD.

OECD (2023b). *The Principles of Public Administration*. 2023 edition. Paris: OECD.

Osborne, S.P. (Ed.) (2010). *The New Public Governance? Emerging perspectives on the theory and practice of public governance*. London: Routledge.

Peña-López, I. (2019). "L'Estat com a plataforma: la participació ciutadana per la preservació de l'Estat com a bé comú". In *Nota d'Economia, 105*, 193-208. Barcelona: Generalitat de Catalunya.

Peña-López, I. (2020). "El ecosistema de gobernanza pública: las instituciones como infraestructuras abiertas para la toma de decisiones colectivas". En Reniu i Vilamala, J.M. y Meseguer, J.V. (Eds.), *¿Política confinada? Nuevas tecnologías y toma de decisiones en un contexto de pandemia, Capítulo 2*, 53-71. Cizur Menor: Thomson Reuters/Aranzadi.

Peña-López, I. (2023). "La gestión integral del talento en la Administración centrada en la política pública de impacto". En Gairín Sallán, J. & López-Crespo, S. (Coords.), *Aprendizaje e inteligencia colectiva en las organizaciones después de la pandemia, Capítulo 3.2*, 131-137. Comunicación en el Simposio "De la función pública al servicio público: hacia un nuevo modelo de aprendizaje y desarrollo" del VII Congreso Internacional EDO 2023, 18/05/2023. Madrid: Praxis-La Ley.

Peña-López, I., Herrero García, O., Dalmau Ibáñez, Ò. Rodera Bermúdez, A.M. (2023). *Model d'aprenentatge i desenvolupament de l'Escola d'Administració Pública de Catalunya*. Barcelona: Escola d'Administració Pública de Catalunya.

Peña-López, I. (2025). *Nova Governança Pública aplicada: un model de caixa d'eines per a la política pública en temps d'incertesa i complexitat*. 4rt Congrés d'Economia i Empresa de Catalunya 2025. Barcelona: Col·legi d'Economistes de Catalunya.

Porrúa Vigón, M.A., Lafuente, M., Mosqueira, E., Roseth, B. Y Reyes, Á.M. (Eds.) (2021). *Transformación digital y empleo público. El futuro del trabajo del gobierno*. Washington, DC: BID.

Ramió Matas, C. (2021). "El modelo anticuado y fragmentado de la Función Pública en España: algunas propuestas". En Cantero Martínez, J. (Coord.), *Continuidad versus transformación: ¿qué función pública necesita España?, Capítulo 5*, 125-154. Madrid: Instituto Nacional de Administración Pública.

Schwendinger, F., Topp, L. & Kovacs, V. (2022). *Competences for Policymaking — Competence Frameworks for Policymakers and Researchers working on Public Policy*. Brussels: Publications Office of the European Union.

Torfing, J. & Triantafillou, P. (2013). "What is in a Name? Grasping New Public Governance as a Political-Administrative System". In *International Review of Public Administration, 18* (2), 9-25. Abingdon: Taylor & Francis.

Vallejo Picher, M. A., Anton Francos, M.C., Bilbao-Osorio, B., Rodríguez Gálvez, M. Y Puig Palomar, M. (2025). *Guia pràctica: La jubilació parcial del personal laboral dels ajuntaments*. Guies d'innovació i gestió estratègica dels Recursos Humans per als governs locals, n.3 (2a edició). Barcelona: Diputació de Barcelona.

ANNEXE A – STAFF AGEING TABLE

STAFF AGEING ANALYSIS	
Indicator	**Value/Description**
Staff (Total Number)	[number]
Overall Average Age	[number]
Highest Average Age - by Position	[list]
Highest Average Age by Organisational Area	[list]
Highest % Staff Aged 55+ - by Position	[list]
Highest % Staff Aged 55+ - by Organisational Area	[list]
% Aged 55+ (A)	[number]
% Aged 35 (B)	[number]
Ageing Index (A/B)	[number]
Ordinary Retirements Forecast	[number] [%]

Table 1: Staff Ageing Analysis (Adapted from Busquets Montes & Macià Losada,2021)

ANNEXE B – CRITICAL KNOWLEDGE TABLE

Critical Knowledge Analysis	
Category	**Details**
Kind of Knowledge	Process, project, area of knowledge, software, access…
Description of Knowledge	[description]
Owner	[name]
Impact	0 [none] – 1 [low] – 2 [high] – 3 [critical]
Risk	0 [none] – 1 [low] – 2 [high] – 3 [critical]
Urgency	0 [none] – 1 [low] – 2 [high] – 3 [critical]
Priority	0-9

Table 2: Critical Knowledge Analysis (Adapted from EAPC, 2024b).

ANNEXE C – CRITICAL POSITION TABLE

CRITICAL POSITION ANALYSIS	
Component	**Description**
Functional Profile	
Function (Generic – Mission)	Functions (specific – area of work)
	Functions (specific – position)
Competency Profile	
Competencies (specific). Name and Definitions	[set optimum level]
Competencies (generic). Name and Definitions	[set optimum level]
Required Training	
Mandatory	[list]
Complementary	[list]

Table 3: Critical Position Analysis (Adapted from Busquets Montes & Macià Losada, 2021)

ANNEXE D – KNOWLEDGE TRANSFER FILE

KNOWLEDGE TRANSFER FILE	
Identification	Name, job, position, area, etc.
Team	Supervisor, team/unit, collaborations (internal, external)
Functions	Goals, functions, tasks, [management tasks]
Competencies, Knowledge	Knowledge, competencies, level required/optimum, training needs
Instruments	Tools, methodologies, resources
Documents	Type, format, source, etc.
Projects (completed)	Strategic projects, instrumental but necessary [reason]
Projects (ongoing)	Stage, importance/impact, assessment
Risk Assessment	Complicated situations forecast, fragile issues in the job, and approaches.
Conflict Assessment	Complicated relationships forecast, fragile issues in the job, and approaches.
General Recommendations	Recommendations, suggestions, advice

Table 4: Knowledge Transfer File (Adapted from Busquets Montes & Macià Losada, 2021)

.