

Action Plan on Geographical Balance

AUSTRIA



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1. Introduction

In line with the 2018 report on Geographical balance¹, the new HR strategy² "Communication to the Commission: A new Human Resources Strategy for the Commission³" highlights the importance of geographical balance of all staff, which is to be strengthened, and foresees the development of Action Plans together with underrepresented Member States. This Action Plan represents a joint political commitment by the Member State and the European Commission (Commission) to strengthen geographical balance, and takes the form of measures to be undertaken by the Member State, by the Commission as well as joint measures.

As a rule, discrimination based on nationality is prohibited by the Treaties, the Charter of Fundamental Rights and the Staff Regulations. At the same time, the EU Staff Regulations require that EU institutions recruit staff from the broadest possible geographical basis.⁴ In 2014, the co-legislators introduced a new legal basis for each institution to adopt appropriate measures where a significant imbalance between nationalities of Officials is observed and is not justified by objective criteria.

The methodology for defining the objective to be reached has been subject of several communications⁵ over time. It has taken the form of guiding rates or reference values, as well as indicative recruitment targets for enlargements.⁶ In its 2018 report on geographical balance⁷, the Commission considers a significant imbalance is observed if the share of nationals of one or more Member State amongst staff is lower than 80% of the relevant guiding rate and is focussing on AD staff occupying non-management functions excluding linguists. The Commission regularly reports on the state of play on presence by nationality among its staff. Measures have been adopted by EPSO and the Commission when imbalances were observed. However, these measures have not always provided results in line with the objective. Underrepresentation in many staff categories is still observed in several nationalities, including in the case of Austria.

More recently, the Commission committed in its HR Strategy that it will prepare specific Action Plans, together with the Member States concerned, to address this issue and take into account the specificities of each Member State. In addition, the HR Strategy indicates that, in line with Article 27 of the Staff Regulations, the Commission will consider adopting General Implementing Provisions to enable actions aiming at improving geographical balance.

¹ COM(2018)377final/2

² C(2022) 2229 final

³ According to the Communication to the Commission: A new Human Resources Strategy for the Commission, C(2022) 2229 final, 'On geographical balance at all levels, though by law we need to recruit staff on the broadest possible geographical basis from among nationals of Member States of the Union, there are categories of staff for which certain Member States are currently under-represented. [...] In 2022, specific Action Plans will be developed together with these Member States to improve their balance, keeping in mind that by law, no posts should be reserved for nationals of any specific Member States.'

⁴ See in that sense Article 27 of the Staff Regulations and Article 12 of the Conditions of Employment of Other Servants.

⁵ Commission Communication of Mr Van Miert SEC(1994)844 of 17 May 1994 at the occasion of the accession of Austria, Finland and Sweden; Communication of Mr Kinnock concerning the recruitment of Commission officials from the new Member States of 14 February 2003 C(2003)436/5, adopted on 19 February 2003; Communication of Mr Kallas C(2006)5778 concerning the recruitment of Commission officials and Temporary Agents from Bulgaria and Romania of 24 November 2006, adopted by Written Procedure on 1 December 2006 (SEC(2006)1574/5); Communication of Vice-President Šefčovič concerning the recruitment of Commission officials and Temporary Agents from Croatia of 12 July 2012, (SEC(2012)436 final).

⁶ The indicative recruitment targets refer to nationals from Member States joining the EU on the occasion of enlargements.

⁷ COM(2018)377final/2

1.1. Developments in 2022

In order to address geographical imbalance of Austria (both structurally and in the shorter term), the Director-General for HR and the Permanent Representative of Austria agreed on 13 June 2022 to jointly prepare this Action Plan, based on the specific situation of Austria. The aim of the Action Plan is to outline the reasons for Austria's low representation, and to set out measures to be undertaken by Austria, the Commission, EPSO, as well as joint measures to increase the number of Austrians working in the Commission. The implementation of some measures has already commenced in 2022 and is ongoing. The assessment of the results will be undertaken in the first quarter of 2024.

However, in line with the Staff Regulations, all work to address geographical imbalances is to be done in the context of no posts reserved for nationals of a specific Member State, and merit remains the primary selection criterion.

2. Austria: challenges and outlook

2.1. Geographical balance snapshot as per 31/12/2022

Austria's presence is above 80% of the guiding rate⁸ at overall non-linguist AD level (including management). It is below 80% of its guiding rate at AD5-AD8 level (Figure 1). Since 2016 non-linguist AD level (excluding management) has been stable, and the AD5-AD8 staff has been consistently on a stably low level but slightly increased since 2021 (Figure 2). Austria is below 100 % of the guiding rate at Middle Management level and above 100% of the guiding rate at Senior Management level. The trended presence of non-permanent positions is depicted in Figure 3. It shows that Austria is below 80% of the guiding rate at the level of Temporary Agents and Contract Agents FGIV with negative trends in both cases. The same figure shows that the participation by Austrians in EPSO competitions is lower than the expected percentage relative to its population leading to an Austrian underrepresentation of Officials despite a pass rate which is higher than average ("pipeline problem").

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⁸ In its 2018 report on geographical balance, the Commission considers a significant imbalance is observed if the share of nationals of one or more Member State amongst staff is lower than 80% of the relevant guiding rate and is focussing on AD staff occupying non-management functions excluding linguists.

⁹ According to the Report from the Commission to the European Parliament and the Council pursuant to Article 27 of the Staff Regulations of Officials and to Article 12 of the Conditions of Employment of Other Servants of the European Union (Geographical balance (COM(2018) 377 final/2), only the distribution of staff occupying non-management functions is considered. The report excluded management staff from its scope and the guiding rates defined for non-management staff are not therefore directly applicable. Indeed, the only relevant legal basis referring to geographical balance in management staff in the Commission, the Compilation Document on Senior Officials Policy (SEC(2004) 1352) only refers to functions of Director-General or equivalent (i.e. Deputy Director-General or Hors Classe Adviser) stating that the Commission considers it a desirable objective that each nationality should hold at least one function corresponding to the basic post of Director-General. Nonetheless, it is longstanding internal administrative practice to monitor the presence of Middle and Senior Management staff by analogy to the levels defined in the different Communications in effect (see footnote 6). Since 2018, the guiding rates per Member State used for internal monitoring of the presence of Middle and Senior Management staff in the Commission are the percentages defined in the 2018 report, even if they are not directly applicable. Internal reporting is established by reference to 100% of the guiding rates.

Detailed analysis:

For a guiding rate of 2,6%, underrepresentation is defined as below 80% of the guiding rate, which for Austrian nationals¹⁰ corresponds to 2,1%. Therefore, Austrian nationals are:

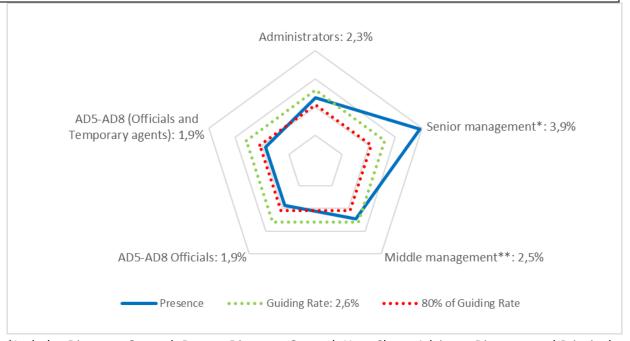
- Below 80% of the guiding rate among all Commission staff (1,8%) and above 80% of the guiding rate at the level of AD non-linguists (including management) (2,3%). Regarding the population of all ADs, 9,0% are Temporary Agents;
- Below 80% of the guiding rate among AD5-8 non-linguists (1,9%), of which 25,9% are Temporary Agents;
- Above 80% of the guiding rate at AD9-14 non-management grades (2,6%);
- Below 100 % of the guiding rate at Middle Management (2,5%) and above 100% of its guiding rate at Senior Management level (3,9%).

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¹⁰ This Action Plan concerns EU-27 nationalities and guiding rates without the UK from the Geographical Balance Report COM(2018)377final/2. Managers that changed their first nationality from British to one of the EU-27 nationalities after 29/3/2017 are considered to have kept their British nationality in line with section 2, 1.2.2.1 of the Report.

Figure 1. Austrian presence of permanent staff (including Temporary Agents) at the EC on December 31, 2022

(N.B. A nationality within a Staff category is considered as sufficiently represented when it is at/above 80% of the guiding rate of the Member State - i.e., the red dotted line; it is considered as under-represented, when it is below 80% of the guiding rate).



^{*}Includes Directors-General, Deputy Directors-General, Hors Classe Advisors, Directors and Principal Advisors. **Includes Heads of Unit, Heads of Departments, Heads of Task Forces.

Figure 2. Austrian trended presence of All AD (non-management), All AD5-AD8, Temporary Agents as % of guiding rate

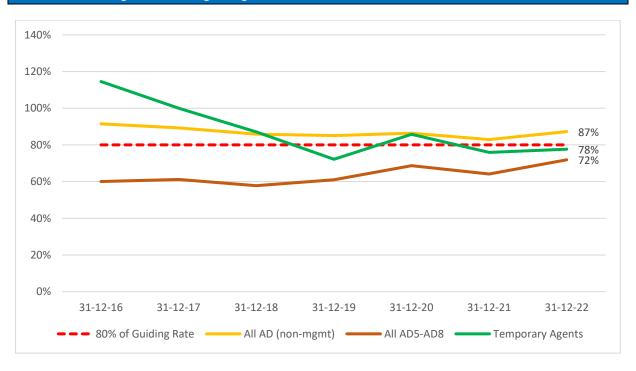
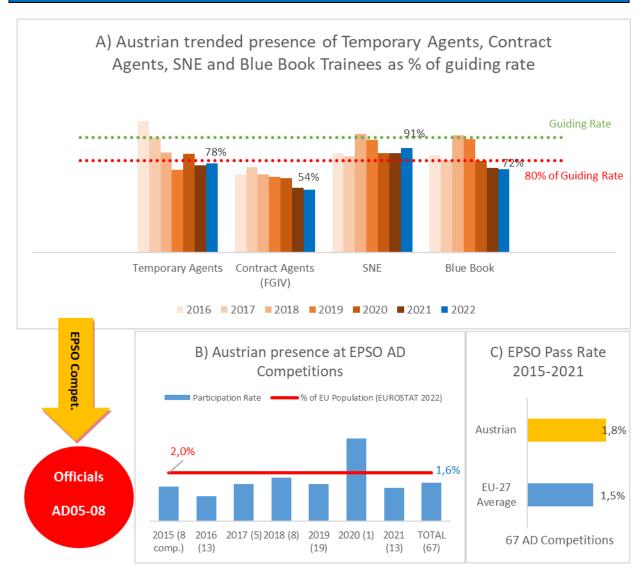


Figure 3. Factors influencing Austrian presence at the EC



A) Non-permanent Staff of Austrian nationality is underrepresented in the Commission workforce, with shares below 80% of the guiding rate in 2022. Together with external candidates, they have access to EPSO (external) competitions that could lead to permanent contracts (Officials AD5-AD8). In addition, Temporary Agents and Contract Agents are eligible to apply for internal competitions. Although Seconded National Experts (SNEs) do not fall within the parameters of the Staff Regulations, the Commission takes them into account as a relevant entry point for permanent positions, with potentially significant impact on overall representation of a particular Member State.¹¹

Participation in EPSO AD competitions of Austrian candidates initiated between 2015 and 2021 is below the expected rate based on the size of the population.

The pass rate of EPSO AD competitions initiated between 2015 and 2021 is higher than the EU average.¹² The results from measures targeting EPSO competitions will depend on the frequency of these competitions.

¹¹ Across the Commission, 74% of SNEs are funded jointly by the Commission and the Member State (so called, "shared cost" SNEs) whereas 26% are paid in full by the Member State ("cost-free" SNEs).

¹² The indicated EPSO participation and success rate refers to an aggregated average of all AD competitions initiated between 2015-2021.

2.2. Outlook

Finally, the picture should also be interpreted in light of the following additional elements:

- Austrian underrepresentation in the EU institutions may be seen as a result of several structural factors, including a robust labour market in Austria¹³;
- The share of Austrian Officials (16% of current AD staff of Austrian nationality compared to 12% for EU-27 average) which is set to retire from the Commission ("cliff edge" effect) between 2023 and 2026 could potentially increase the underrepresentation further if recruitments do not compensate departures. The Commission will therefore follow carefully inflow and outflow trends;
- Lengthy and complex EU careers' selection and recruitment procedures result in lower participation in the EPSO competitions. The new EPSO Competition framework has been adopted at the end of January 2023 and is aimed at shortening and simplifying selection procedures.

3. Measures to address under-representation

3.1. Austria's actions and initiatives

3.1.1. Current (updated by Austria)

The Austrian government has already undertaken the following measures¹⁴ to support geographical balance:

- Bilateral co-operation with EPSO and co-operation within the EPSO Network;
- Management of a dedicated Austrian website on EU careers <u>www.jobboerse.gv.at/eujobs</u>;
- Distributing a newsletter to more than 12,000 people providing e.g. detailed information about competitions, events and different job options within the EU institutions and agencies;
- Promoting EU careers on social media, through universities, at webinars and at career fairs;
- Adopting a tailor made approach to each competition by requesting the national candidate's lists for EPSO competitions, reaching out to those candidates and providing training and guidance throughout all stages of the competitions;
- Supporting all candidates who apply and ask for support with tailor made and prompt advice and coaching;
- Supporting laureates in the recruitment process and already serving Austrian staff in their career;

¹³ In 2022, the unemployment rate in Austria was at 4,8%, below the EU average of 6,2%, EUROSTAT

¹⁴ Technical meetings between the Commission and Officials from Austria's Federal Ministry for Arts, Culture, Civil Service and Sport, 23/09/2022 and 26/01/2023.

- Co-operating with individual Ministries;
- Memorandum of understanding with the College of Europe on providing grants for students to attend the College of Europe courses (Federal Chancellery);
- Involvement in the 'back to school' programme (Federal Chancellery).

3.1.2. Future (updated by Austria)

The new Austrian Government Action Plan 2022¹⁵ includes the following proposals:

- **Development of a social media strategy:** through targeted information campaigns on jobrelated social media platforms, such as LinkedIn;
- Targeted information campaigns for specialists' competitions: Increased co-operation with the line ministries and the federal states (Länder), cities and municipalities can help in addressing and attracting experts who cannot be reached via the established information channels easily and may not know about the benefits of working in the Commission;
- In-depth provision of information on EU career opportunities within the framework of the departmental training and further education programmes;
- Analysis of the number and cases of Austrians who were subsequently transferred to regular
 EU Official positions from contract staff as a result of internal or external competitions;
- Supervision and intensified support of Austrians on AD reserve lists by intensifying the existing contacts between the specialist departments and the EU institutions and agencies.

3.2. European Commission's measures

To strengthen geographical balance, the Commission will adopt measures considering the specificities of Austria.

3.2.1. Actions aiming at redressing the observed imbalances in the short term, with impact on the long term

In the short-term, actions aiming at improving geographical balance will mainly consist of promoting underrepresented nationals in the recruitment of non-permanent staff as statistics show that a significant part of successful candidates in external competitions belong to these categories.

As concerns the actions focussing on non-permanent non-linguistic AD level recruitments (which are valid both for the short and the longer term):

DG HR launched in September a pilot project aiming to increase the share of Temporary Agents
 (TA) from underrepresented Member States. DG HR is currently working with DGs to see how

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¹⁵ Projektauftrag_ OeS_in_EU_Institutionen-final

to increase the visibility of job vacancies, possibly yielding more applications from these Member States. The take-up of this initiative would need to be assessed, also in view of new IT solutions to handle large number of applicants. Commission DGs will be asked to **interview** at least one candidate from underrepresented Member States when organising the selection of non-permanent staff as of September 2022.

- o These actions are expected to produce a short-term effect and longer-term effect, e.g. by organizing internal competitions, allowing the most successful non-permanent staff to be recruited as Officials. In this sense, the Commission ensured a greater predictability for this internal track by publishing a calendar for internal competitions until 2024.
- In parallel, DG HR is preparing **General Implementing Provisions** (GIPs), which will allow the adoption of appropriate measures to tackle geographical imbalances (including competitions by nationality) if required. The HR Strategy indicates that nationality based open competitions will be used, where appropriate and in line with EU law, following an analysis of the impact of Action Plans for underrepresented Member States. Whilst nationality-based open competitions are mentioned as possible appropriate measures under certain circumstances¹⁶, it needs to be ensured that they comply with Article 27 of the Staff Regulations;
- The Blue Book traineeships are also a key entry point in the Commission. DG HR and DG EAC agreed to apply as of 2023 the Member States' guiding rates and replace the current geographical quotas to improve the geographical balance of the Virtual Blue Book candidate-Trainees. All trainees already receive introductory training for EU Careers in general and positions as Contract Agents, AD5 and Junior Professionals Programme (JPP) in particular. For the October 2022 campaign, a top up was used to improve the geographical balance of underrepresented Member States and brought already positive results. From March 2023 campaign, the Commission applies the Member States' guiding rates to the Blue Book database to ensure geographical balance of the pool of candidates;
- The Commission is currently reviewing its decision on the use of Temporary Staff (to be adopted before the end of 2023), aiming for external publication of these posts to increase visibility (centralisation of publications on one webpage, together with the possibility to publish on other platforms);
- The Commission will work on increasing the visibility of publications of non-permanent positions and will collaborate with Member State administrations on how best to reach the desired recipients in the Member State concerned. The Commission will make efforts to promote the publication of EU non-permanent job offers on a single webpage as a point of entry when looking for any type of position in the EU institutions;
- The Commission is and will continue to offer support for future managers, by providing coaching and career guidance and organizing early talent identification;
- Promotion of Junior Professionals' Programme (JPP) as a further prominent path for the internal competitions and more permanent positions in the institutions;

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¹⁶ Those appropriate measures must be justified and shall never result in recruitment criteria other than those based on merit. Before such appropriate measures are adopted, the appointing authority of the institution concerned shall adopt general provisions for giving effect to this paragraph in accordance with Article 110.

• In order to increase transparency, the Commission will continue to periodically report to the Working Party on Staff Regulations (WPSR) about the geographical balance in all job categories (Officials, TA, CA, SNE, trainees).

3.2.2. Actions aiming at correcting the underlying causes of imbalances in the longer term.

Actions aiming at correcting the causes of imbalances in the long term have a large spectrum. They include among others communication, outreach, targeted training.

- External competitions: The main measures in the EPSO Action Plan include:
 - a new competition model (approved) focusing on reducing the duration of external competitions to 6 months, from publication of the notices of competition to publication of the reserve lists;
 - o terminating the use of the Assessment Centre (oral tests) and using only written tests in the selection procedures;
 - o creating a single-window review mechanism;
 - pre-publishing information materials for the EU knowledge test (used only for generalist AD and AST competitions);
 - possibly introducing a digital skills test for some competitions, in line with the needs of EPSO's institutional clients;
 - o universal use of remotely proctored tests;
 - reasoning tests organised on a pass/fail basis (not ranked);
 - o multilingual competitions with some testing in one specific language, in line with the needs of EPSO's institutional clients.

Moreover, EPSO will continue to publish information on competitions in due time, and will strive to enhance communication with successful candidates on its reserve lists.

EPSO will also continue to provide targeted information on working and living conditions in Brussels and Luxembourg, including by providing relevant statistics and video staff testimonials. EPSO will continue to produce webinars for Member States EU Careers experts, public video tutorials, public online landing pages and infographics (in all 24 languages), as well as social media posts and ads for each competition. EPSO's new website (June 2022) will remain the main information hub for external competitions.

- Outreach: The Commission will actively mobilise available resources in the Commission's Representations in capitals to participate in outreach, public events and spread targeted communications materials on the EU civil service and emphasising the opportunities EU careers offer (value-based jobs, variety of policy fields, possibility to be hosted in other Member States or in third countries outside EU, etc).
- Management: The Commission will continue to work on identification of talent for managerial functions and support those Officials who aspire to Middle Management and Senior Management, also targeting Officials coming from underrepresented Member States. This includes tailored development programmes for aspiring Middle Managers and Senior Managers, and other support measures. For aspiring Senior Managers, this is in the form of individual coaching sessions, and for aspiring Middle Managers it is in the form of different learning experiences that include coaching, mentoring and career guidance.

3.3. Joint measures

Actions to be jointly undertaken by the Austrian Government, the Commission and its Representation in Austria. These initiatives include among others targeted training, outreach and promotion.

- Austria will continue to organise job fairs and invite the Commission, EPSO and other EU institutions to participate;
- Close co-operation with the EU Careers' Staff Ambassadors and Austrians already working within the EU insititutions;
- Co-operation with the local EC representation in Austria to disseminate information relating to EU Careers and collaborate with MS to provide support to citizens;
- Identify an Official within the EC Representations who is located in Austria, to disseminate information relating to EU Careers and collaborate with MS to provide support to citizens;
- Produce materials for social media campaigns for EU Careers by filming short inspiring testimonial videos from AT nationals who work for the EC;
- Ensure that Austria is informed about updates on recruitment procedures. The Commission aims to share the information material (infographics, publications etc.) so the Capital can disseminate this information. An open line of communication should be kept between the Commission and Austria;
- Finally, it is also important to do everything to reach potential candidates who have not traditionally seen a career for themselves in the EU institutions. This could include qualified candidates from lower socioeconomic backgrounds, from outside the main universities and centres of population, candidates with disabilities or with an ethnic minority background. These groups are currently underrepresented among Commission staff and reaching out to them could be a way of both increasing the talent pool and increasing diversity among Commission staff.

4. Data and performance indicators

4.1. Data sharing on geographical balance

The Commission is conscious that Member States need to be regularly informed on the evolution of the situation regarding geographical balance. The 2018 report on geographical balance was a one-off exercise (as foreseen by the Staff Regulations). The Commission committed however to present data on Staff geographical balance to the Working Party on Staff Regulations (WPSR) once a year (higher frequency would not be appropriate for several reasons: statistical significance, influence of external constraints, technical factors; granularity is to be examined also in light of personal data protection; additional ad hoc requests could be examined on a case-to-case basis).

In addition, the Commission will continue to provide **comprehensive statistics at regular intervals** through different channels: via the Europa website (HR statistics and Statistical Bulletin); three times a year directly to Permanent Representations (full staff listings); via regular updates to the WPSR on geographical balance.

4.2. Action Plan Performance indicators

The measures implemented by Austria and the Commission will be assessed in the first quarter of 2024¹⁷ according to the following indicators (non-exhaustive list). The baseline used will be 31 December 2021:

Output indicators (they relate to implemented operations/measures by measuring what is directly produced/supplied):

- Indicators related to promotional and communication activities to be developed based on the design/setup of the measure and internal capacities to collect the data:
 - o Increase in the number of events (online and offline), such as webinars and career fairs to promote specific EU jobs as well as EU careers;
 - Increase the scope of newsletter(s), of dedicated website on EU careers, of targeted information campaigns, of mailing lists and of social media activities (recipients, followers etc.);
 - o The number of Austrian candidates who attend training and coaching sessions;
 - o The number of Austrian students receiving grants to attend the College of Europe;
 - o The number of candidates who receive support in applying for the Blue Book Traineeship.

Result indicators (they capture the expected effects on participants or entities brought about by an operation/measure):

- Number of applicants to the Blue Book Traineeship programme and number of trainees who start the traineeship;
- Number of Blue Book Trainees who become Commission staff;
- Number of successful candidates on the Junior Professionals Programme (JPP);
- Share of Temporary Agents and FGIV Contract Agents;
- Number of non-permanent staff and number of external candidates who become Contract Agents FGIV, AD5-AD8 Temporary Agents or AD5-AD8 Officials;
- Share of administrators across various grades, focusing on AD5-AD8 Officials;
- Participation and success rate at EPSO competitions.

¹⁷ The assessment will take note of the limited impact of EPSO competitions organized during 2023.

5. Next steps



As per the HR Strategy, the Commission, has committed to improve geographical balance by meeting all Member States and drafting joint Action Plans for those that are underrepresented in entry grade categories of staff. These Action Plans are not to be seen as "a one-off reporting" but rather as a continuous, dynamic process made jointly by the Commission and the concerned Member State.

The implementation of the soft measures in the joint Action Plans will be carried out during 2023. Based on the collected data on output and results indicators, the Commission will jointly with the Member State make an assessment of the impact of these measures in the first quarter of 2024.¹⁸

Based on the jointly reached conclusions from the assessment, it will be discussed whether to include further measures in addition to those already listed in this joint Action Plan. In addition, an annual follow-up of the statistics in the Working Party on Staff Regulations is foreseen as well as regular monitoring of geographical balance and continuation of a dialogue with the Member States.

The Commission encourages Member States to share their best practices. Synergies can be achieved by launching joint actions in Brussels, including the joint job fairs, and organizing communication and outreach events to promote EU Careers wherein the Commission and other EU institutions could participate.

¹⁸ The assessment will be based on measures starting from the 1st of January 2022.

6. Annex: Glossary on Staff Grades and Categories

Administrator: This percentage includes staff between AD5-AD16. It includes managers and Temporary Agents. It excludes linguists.

AD5-AD8 Officials: This percentage includes AD5-AD8 Officials. It excludes linguists and Temporary Agents.

All Commission staff: This percentages includes all ADs, ASTs and AST-SCs in the Commission. It includes linguists and Temporary Agents.

Average EPSO Pass Rate: This percentage shows the country's EPSO AD Competition pass rate in comparison to the average EU-27 pass rate (1,5%) for competitions initiated between 2015 and 2021.

Blue Book Trainees (BBT): Twice a year, the Commission offers 5-month paid traineeships. The traineeships begin in March or October. This percentage includes both sessions per year.

Contract Agents (CA): Contract staff are employed for a limited period, with an initial contract of 6-12 months which can be renewed for up to 6 years. This percentage only includes Contract Agents FGIV.

Guiding Rate: It is used to measure and determine whether an EU Member State is underrepresented or not according to Article 27 of the EU Staff regulation. It is calculated on the basis of: 1) population 2) number of seats in the European Parliament and 3) voting rules in the Council. A country is considered to be underrepresented if there is a deviation of at least -20% from the guiding rate. It does not set indicative targets for future recruitments of certain nationalities and is used for monitoring purposes.

Junior Professional Programme (JPP): This percentage includes selected Junior Professionals (up to 50 in total per year). The JPP is targeted at Blue Book Trainees, CAST Contract Agents and Temporary Agents with less than 3 years of work experience. It gives them the opportunity to participate in internal competitions to become EU Officials at the end of the programme.

Middle Management: This percentage includes Heads of Unit, Heads of Departments and Heads of Task Forces.

Participation at EPSO Competition: The participation rate shows the country's share of participation in EPSO AD competitions initiated between 2015 and 2021 compared to the share of its population among the EU-27.

Seconded National Experts (SNE): This percentage includes national or international civil servants who are working temporarily for the Commission but remain in the service of their national employer.

Senior Management: This percentage includes Directors-General, Deputy Directors-General, Hors Classe Advisors, Directors and Principal Advisors.

Temporary Agents (TA): Temporary Agents can perform specific tasks as an Administrator on a temporary basis. The maximum duration of the initial contract is four years. The contract can be renewed once for a maximum duration of two years.

