

Sustainability of Human Resources in Central Public Administration in the EU Member States

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Executive summary

This report was commissioned by the Spanish DG of the Civil Service during the Spanish Presidency of the European Union in the first semester of 2010. The assignment was to produce a report for “sharing information about the levels of efficiency and sustainability in the human resources management within the administrations of the Member States” with the focus on central level government.

The concept of sustainability used in this text refers to the adaptability and survival of human resources in public sector organizations. The long and short-term perspectives have been combined in order to link the preparedness of human resources systems with the short term reactions to the global economic downturn and its impact on public sector expenditure.

The study is based on official documents and on quantitative and qualitative information provided by a web based survey sent to all EU Member States. Except for Slovakia and Germany, 25 EU countries filled the survey between the 8th of March and the 9th of April of 2010. The survey has covered different practices on recruitment, collective dismissals, retirement, mobility, salary, and competency policies. It also addresses the contribution of the HR remit and function to the sustainability of human resources.

Entries

The size of public employment, a matter of concern for its present budgetary implications and its impact on the long-term sustainability of public bureaucracies, has been analysed through the entries and exits of the system.

Regarding the entries to the system, public employment recruitment has been affected considerably by the crisis. 18 countries reported that the economic downturn had a medium/high impact on the size of the public service in April 2010. Two types of policies on recruitment have been applied in 15 countries: the use of a replacement rate and the application of *moratorium*. The replacement rate refers to a limit of new recruitments in relation to the vacancies or a percentage of the vacancies of that budgetary year. The *moratorium* is, in theory stricter, as it implies a freeze on recruitment, without replacing loses.

The *moratorium* and the use of a replacement rate are characterised for its uniform implementation across all departments and agencies. In practice, there are always some priority sectors in which the application of these instruments may be excepted. The most typical priority sector for the surveyed countries is public safety. In spite of the use of priority sectors for recruitment, some experts felt that a uniform measure could jeopardise services provided by particular units that experiment high demand during critical periods, if they are not considered a priority, as it has often been the case.

In order, to avoid uniform measures and foster more strategic thinking, the assessment of the right staffing level seems to be the answer in a long-term perspective. However, an exam of the different policies to determine public employment size in the EU Member States does not suggest that strategic thinking is behind the determination of size in all countries.

From the responses to the survey, the determination of size entails three broad policies, framed with particular idiosyncrasies of each national institutional setting. A first strategy is to set staffing targets from the centre for all departments and public sector organizations like in Ireland and in the United Kingdom. A second policy implies more autonomy for individual ministries to decide the staff numbers within the overall budgetary restrictions like the examples of Finland, Sweden and Estonia show. Finally, in most countries of the survey (12) the size of public sector employment is determined through a mixed procedure of bilateral negotiations. Ministries place their requests of staff needs and a central department (the ministry of interior or of public administration or similar) normally in agreement with the ministry of finance will give the final approval.

Some national representatives maintained that individual bilateral negotiations between line ministries and central departments (public administration and finances) lead to an increase of public employment size. However, the other two policies described above have not been able to stop the continuous rise of staff numbers as OECD reports and governmental measures have shown in the cases of Ireland (central staffing limit) and Finland (autonomy of agencies and departments to determine staff numbers).

The determination of the right size is not a pure managerial issue void of political values and decisions. If a government wishes to prioritise a particular policy field, managerial considerations can only help to establish the approximate number of staff needed to reach certain performance levels, but decisions are in the end political. Having that said, there seems to be examples in the EU countries that may lead to a more 'neutral' assessment or to the involvement of third parties to determine adequate size levels. In this sense, Spending Review exercises, for instance practiced in the United Kingdom or in the Netherlands, could be a good starting point to frame the discussion on personnel numbers.

Exits and redeployment

Retirement policies and collective dismissals have been examined in the EU Member States as exits of the system. There are at least five potential reasons to reform the pension retirement age in order to increase the sustainability of human resources, albeit from different perspectives.

Firstly, in some cases, there are incentives to delay the retirement age, at least to make sure that employees do not retire before the statutory or compulsory retirement age. With this measure, the social security budget is relieved from pension payments and the overall public sector becomes more sustainable.

In other countries, secondly, there are initiatives to incentivise earlier retirement. This measure alleviates the burden of single public sector organizations, and addresses the sustainability of the 'delivery' public sector. There is no clear pattern on the choice of policies by European countries. However, most countries try to delay the retirement age with the exception of Ireland, that is incentivising earlier retirement.

Thirdly, following an equality principle between private sector workers and public sector employees, reforms of retirement age should help the private sector to level out their conditions to those more favourable regimes of public sector staff, as discussions on the reforms on the retirement age in Cyprus shows.

Fourthly, some reforms of the retirement age are thought to encourage skilled older staff to remain at work for longer. This is the so-called “active ageing” scheme, that has been an explicit priority of Luxembourg and Denmark. However, in countries like the United Kingdom the underlying reason to abolish the retirement age has been to comply with the age equality principles of European directives.

Fourthly, a common reform in the EU is the harmonisation of age between men and women. Different retirement conditions for women have been normally justified in 12 EU Member States as a means of family policymaking. Those differences are understood to compensate the burden that normally relies on women as a consequence of the division of family responsibilities. However, this argument is being contested as men are increasingly playing similar roles than women and the advantages for women of retiring earlier are not so clear, as the pension rewards are considerably lower in some cases.

A final set of reasons is to fit retirement age to individual expectations. For instance, in Sweden and in Slovenia, earlier or partial retirement is offered for facilitating the transition to retirement of public sector employees.

Collective dismissals, as another type of exit from the system, are also a tool to reduce the numbers of public employment and consequently the public deficit. Collective redundancy is legally possible in 10 EU countries, according to the survey, but it is only practiced in eight countries of the sample. This instrument, included in the legislation of many countries, is not widely used perhaps due to national contingencies but also because there is no strong political will to pursue the strategy further. Further, many countries try to use redeployments as an alternative to collective dismissals (especially in career based systems) or active employment search by other employers (in position based systems).

Redeployment schemes are appropriate mechanisms for adjusting the staff numbers of single organizations to the job to be performed, whenever size of public employment has been frozen or curtailed across the board.

Compulsory mobility schemes are not common in all EU Member States. Seven countries have legal compulsory mobility and eight countries have voluntary schemes, while ten countries have not any mobility scheme in legislation. From the 25 countries of the survey, around half of them (13) implemented mobility policies in the last three years. However, some experts considered that redeployment of staff to avoid redundancies in critical times might not be the right solution as the needed skills cannot always be found among the potentially redundant personnel. Redeployment might be a solution for less skilled workforce or for transferring personnel within particular sectors but across different units.

Salaries

The reward level affects considerably the current expenditure of the public sector. Any measure to cut public deficit is likely to target the payroll either by reducing the number of staff or reducing/ freezing the salary as the recent examples of several EU countries show. In April 2010, 18 EU countries reported that the economic downturn had a medium or high impact on public sector salaries at central level.

A freeze on salaries and pay reductions for all public servants or certain jobs (ministers and members of parliament) were carried out in several countries like Romania, Ireland, Spain, Greece, Portugal, or Italy. This approach has given the impression of a convergence of measures among different EU countries. However, even though the percentage of salary cuts might have been the same, a comparison of policies on public sector salaries in Spain and in Ireland shows that the same anti-crisis measures deal with very different realities. The same percentage used for similar organizational levels in both countries masks higher comparative salaries and higher salary growth in the last 20 years in Ireland. Therefore, the same percentage cut has different consequences in both systems. This comparison tries to illustrate that any cross-learning strategy among countries needs deeper knowledge on how particular measures are institutionally based.

Public sector current expenditure might also be affected by how performance related payment is implemented. Some country representatives were concerned that performance related pay could be behind an uncontrollable rise of salaries. Other experts expressed the concern that monetary rewards might not explain the motivation of public sector employees to increase performance, which endanger the sustainability of motivation in the long run.

Following the patterns of the private sector, performance related payment (PRP) has been introduced since the 1980s in many European countries. However, the implementation of PRP is not homogeneous in those countries. PRP is practiced in 16 countries out of the 25 surveyed countries. From this group, in most cases the assessment is rather on individuals (14 countries) than on units (4 countries). However, the coverage in practice is not very high. In one third of the countries, a real implementation is applied to approximately less than 20 per cent of public sector employees of central level.

The review of the literature shows that the connection between motivation, higher salary and performance is not conclusive. Taking this into account, some answers to the survey from national experts offered examples on how to engage and motivate public sector staff without using economic compensation: the Employee Engagement scheme of the United Kingdom or staff dialogues in Sweden were mentioned.

Competencies

Competencies are relevant for the sustainability of human resources. In the long term perspective, they refer to the type of skills and abilities that government officials should have to meet citizen's ever changing demands. Moreover, the right type of competencies also predicts the potential transferability of civil servants across departments.

From the expert survey, two trends seem apparent. On the one hand, there seems to be a general shift in the last fifteen years from countries with almost only specialists at the top to a more even distribution of specialists and generalists. On the other hand, the number of countries with a greater proportion of managerialists at the top has increased from one, fifteen years ago, to six nowadays.

The strongest empirical trend in competency policy across EU countries is the emphasis on managerial type of competencies. Indifferent of the main features of the civil service system or the administrative tradition, all countries have recently put the emphasis on "managerial delivery" skills. "Content" related skills play a more limited role in the

2000s than one or two decades earlier. This development implies that the early juxtaposition of specialists and generalists plays a more limited role in today's competency policies. While managerialists could be considered generalists (since they share the focus on cross-sectional skills), the competency emphasis of managerialists is on "delivery" rather than on *generalist* knowledge for policy advice. This evolution would suggest a higher potential transferability of senior civil servants among Departments, but this would depend on the type of powers that rest with the centre. It is not the same to have a level of government in charge of policy delivery than a central level devoted almost exclusively to design and evaluation.

HR remit and functions

There are several ways to link the management of human resources to its sustainability in the long term perspective. A number of issues were considered to explore this link: the functions performed by HRM units, the degree of decentralization of human resource management to line managers, the share of 'back' office for managing human resources among several departments, the ideal size of the HR unit, and the potential outsourcing of HRM.

A shared 'back' office is a public sector unit providing support services like human resources to more than a single ministry, or agency from the same or different territorial levels of government. Shared services have existed in many OECD countries for a long time, but they have become fashionable again in order to gain some efficiency.

From the results of the expert survey, in 7 countries, different Departments share their HR function. Therefore, there is room here to explore the efficiency gains achieved in these countries for testing its implementability in other countries. In any case, actual savings through shared services have not been reported, according to several reviews of this issue in the private and the public sector.

One topic of considerable concern in the specialised HR literature is the HR staff ratio defined as the number of HR staff divided by total headcount. A typical target is 1:100 (1 HR specialist employee per 100 employees FTE), although this target seems to be meaningless without understanding issues of size, institutional national settings and role of HR function within the organization.

The answers to the survey gave the impression that this target (or similar one) had not been part of the national policies, except for Estonia. Asked about the usefulness of this target, in nine countries, experts thought that it could be somehow useful or very useful, while one expert had the impression that it is not useful at all. A second question on the feasibility of this target brought rather favorable responses, as eight out of nine respondents thought that human resources are easily manageable with this target. However there were some caveats to this: HR functions should be further automatized, line managers should have greater HR management responsibilities, the administrative HR processes (not the strategic ones) should be outsourced, and uniformity across organizations with the same target might not be appropriate.

The outsourcing of HR management is linked to the debate on shared services, because if the more routine services are transferred to a "common" unit, the next step could be to outsource these shared services too. The main reason for outsourcing services is cost savings, as most reviews in the public sector have found out. In public sector organizations at central level of EU Member States, the outsourcing of HR functions is

rather negligible. According to the survey, only in 2 countries some HR functions have been outsourced. For instance, in Sweden HR support (not strategic HRM) has been outsourced in some agencies with a regional organization.

At the end of the report there are some policy implications applicable more to some countries than others, as there is no single policy implication for all EU countries. Furthermore, the nature of the study has not allowed for more nuanced policy implications. In general, there are some interesting examples across Europe that can help national decision-makers when reforming their systems. In any case, those cases merit more in-depth analysis so that the institutional conditions under which they are successful are appropriately understood. Otherwise, the transfer of knowledge may end up by transferring the superficiality of the examples without comprehending the underlying rationale of institutional practices.

Introduction

This study has been commissioned by the Spanish DG of the Civil Service during the Spanish Presidency of the European Union in the first semester of 2010. The assignment was to produce a report on human resources at central level of EU countries with the goal of “sharing information about the levels of efficiency and sustainability in the human resources management within the administrations of the Member States”.

Sustainability refers to two different issues when applied to public sector organizations. On the one hand, the concept is linked to the long term survival of the organization. A sustainable public sector organization is able to perform its tasks adapting to the ever changing features of the environment. For the short term, the concept resilience is preferred as the capacity of an organization to survive in the face of crises and return the organization to its previous performing capacity. On the other hand, sustainability, rather conceived as social responsibility, also refers to the impact of a public sector organization in the wider context, including environmental, social and economic dimensions, through the use of transportation, air conditioning in buildings, contracting practices and so on. This report has focused on the long term survival of public sector organizations but it has also examined the short term responses to external global pressures.

The economic and fiscal crisis has impacted considerably the public finances of most EU Member States according to the aggregated data. For instance, the general government consolidated gross debt as a percentage of GDP grew in average 12 percent for the EU-27 between 2008 (61.6 per cent of GDP) and 2009 (73.6 per cent of GDP), and the annual public deficit also experimented a considerable growth in the EU-27 (from 2.3 per cent in 2008 to 6.8 in 2009).

The expansive Keynesian policies of 2009 were replaced in 2010 with deficit-reduction plans in many European countries. Those fiscal retrenchment policies have addressed social benefits, civil service pay, public sector recruitment, pension benefits and other similar items. Many decisions of several national governments regarding the civil service were taken either during or after the fieldwork for this report (between 9 March and 8 April). As the responses were given in a critical period of public sector cuts, data have been updated through secondary sources. These short term responses might be linked to the way in which systems address the long term preparedness of human resources in the public sector.

The report is divided in seven sections from now on. Each section deals with a particular aspect of the long and short term perspective of sustainability. The first section defines the concept of sustainability and describes the methodology used for this report. A second section is devoted to the entries of the system by analysing the determination of public employment size and the impact of the crisis in public employment at national level. A final part of this section argues that the way in which countries are prepared for the long-term perspective fosters reactive responses to the crisis. An instrument for assessing public employment size needs is also offered. The third section deals with the exits from the system. As HR systems struggle to survive given specific levels of spending, policies are aimed not only at recruitment but also at retirement and less so at collective lay-offs. The fourth section covers mobility by

examining experiences in countries in which the workforce has been compelled or incentivised to move within the public sector machinery in order to still deliver promised level of services to citizens and avoid collective dismissals. A fifth section describes the pressure of the payroll on the system and its impact on the long term survival of the organization. The sixth section examines the competencies of public employees and to what extent those competencies have evolved in recent decades. Competency management is a key issue for the long-term survival of the organizations. A sixth section is devoted to the HR unit in charge of delivering services to human resources. The HR function and remit has been accused of offering inefficiencies because the ratio of full HR staff to the number of employees is too high or because each single delivery unit aim at having their own HR management system instead of sharing services among departments and agencies. This section covers these aspects. A final section offers some policy implications of the issues under study.

The definition of sustainability and the methodology

The sustainability as a long-term and short-term concept

Sustainability is a concept that has different meanings for different authors. It may refer to the impact of present human actions in the future or the particular impact of private and public sector organizations in their surrounding societies or the ability of (public sector) organizations to survive and to meet the needs of the citizens now and in the future. While all these meanings are of value, this report focuses on the third dimension in a long and short term perspective.

The most frequently quoted definition of sustainability comes from the report *Our Common Future*, also known as the Brundtland Report (1987). Sustainable development is “development that meets the needs of the present without compromising the ability of future generations to meet their own needs“. This concept of sustainability is rather linked to society and communities while social responsibility is an attribute of organizations.

Social responsibility refers to the incorporation of social and environmental issues in the decision-making and accountability processes of one organization. Its focus is “the responsibilities of an organization to society and the environment” (ISO/DIS 26000, p. 9). Therefore, a socially responsible behaviour should lead to an enhanced sustainable development.

Finally, the impact on the environment is one perspective often complemented with the adaptation of an organization to the environment and with its survival throughout time by performing its functions and delivering the services to citizens. The latter perspective has been used for this report.

The survival of public sector organization depends greatly on the ability to perform their assigned tasks and powers (regulation, service delivery, inspection, auditing, evaluation and the like) with the adequate resources (financial, human and others). In this sense, a public sector organization is sustainable as long as it has the required resources both in quantity and in quality to perform its functions without jeopardising public accounts.

For the purposes of this report, the *sustainability in human resources management* refers to the *adaptability/survival* to the environmental, social and economic context. Therefore, sustainability implies the long-term survival and adaptability of human resources in terms of size, competencies (skills and knowledge), reward level, human resource management functions and the like to present and future demands of policy and service delivery from the citizens.

In the context of the current global economic downturn, the term resilience seems to be more convenient for the short-term responses to environmental shocks. Resilience refers to the “the capability to anticipate risk, limit impact, and bounce back rapidly through survival, adaptability, evolution, and growth in the face of turbulent change.” (see <http://www.resilientus.org/>).

This report combines the short and long term perspectives. Both perspectives are already mixed in practice as the national short-term reactions to the global economic and financial crisis have often reflected the preparedness of the systems for the long-term future. Although the link between the long-term preparedness and the short-term reactions are not the focus of the assignment, the interference of these turbulent times with the report made it convenient to search for this link.

The survey

The study is based on official documents and on quantitative and qualitative information provided by a web based survey sent to all EU Member States. Except for Slovakia and Germany, 25 EU countries filled the survey between the 8th of March and the 9th of April. All numbers and percentages refer to 25 countries unless expressed otherwise.

Expert surveys of this sort entail some methodological problems as a consequence of the way in which the questionnaire has been filled in by representatives of Member States. In some countries, responses were collated by one person after having consulted other officials in charge of the topics included in the survey. In other countries, the response to the survey was agreed in *ad hoc* meetings of several officials. Finally, in a third set of countries a single expert took charge of the whole survey.

In relation to this, two caveats should be borne in mind in relation to representativeness and officialdom of the answers. Firstly, opinions given to some questions are not representative of a particular country. Time and budgetary constraints did not allow for the search of higher representativeness, which would have implied the enlargement of the pool of expertise to be interviewed including also experts from outside government. Secondly, the response to the survey is meant to be anonymous. Anonymity in this type of surveys, however, does not ensure that all nuisances of a particular system, especially as regards to informal practices away from formal legislation, are reported. The publication of these reports may hinder some sensitive issues to come to light in some countries with less transparent tradition in public management. This potential problem was foreseen. Interviewees were told that the publication of ‘league’ tables highlighting frontrunners and laggards would not appear in the report. In spite of this guarantee, it is uncertain how much information of relevance has not been reported by different national officials.

With these two caveats in mind, the report tries to offer an informed view of sustainability with some interesting examples on how different countries are tackling

the sustainability of the human resources management at central level in the long and in the short term perspective.

Finally, the value of surveys of this type starts to pay off with time series. Trends over time help to understand the sense of direction in particular dimensions. As this survey has been conceived as one-off event, the results have to be interpreted in the light of different debates around the selected topics and the comparative perspective has to be restricted to the geographical dimension while the time dimension cannot be covered.

Entries to the system

Size of public employment is a matter of concern for its present and future budgetary implications and its impact in the long-term sustainability of public bureaucracies. Any response to an environmental shock like the present global economic downturn is likely to affect the size of public employment. The overall impact of the crisis has been medium or high for a majority of the surveyed countries (18 out of 25). The highest impact of the crisis has been felt on the salary of public sector employees and on its size. In general, measures to cut down public sector pay and size have not taken into account particular considerations of programmes or policy areas and cuts by a particular percentage has been applied across the board. These overarching measures are characterised by their simplicity and have the implicit purpose of avoiding political conflicts which would have delayed any governmental reaction to fight the public deficit. However, at the same time, it illustrates that the decision-making mechanisms on the adequate staffing level are not adequate. This section deals with the issue of how size is determined in central level and its influence on the resilience (short-term) and sustainability (long-term) of human resources.

Determination of public employment in EU countries

The size of the workforce is relevant for the long term sustainability of public sector organizations because it relates directly and substantially to the growth of government. In critical times, size is a target for reducing fiscal deficit. But size is also of concern in favourable economic contexts as it has a strong upward pressure on public budget. The strategic assessment of the right staffing level seems to be the adequate response to this concern. However, an exam of the different policies to determine public sector size in the EU Member States does not suggest that strategic thinking is behind the determination of size. The driving force of size measures is to keep numbers of staff to an acceptable level, without having a real discussion on the needed strategies to meet citizens' demands in different parts of the organization.

From the responses to the survey, the determination of size entails three broad policies, framed with particular idiosyncrasies of each national institutional setting. A first strategy is to set staffing targets from the centre for all departments and public sector organizations. For instance, the Irish system is highly centralized in recruitment. According to an OECD (2008a) report, Ireland's level of *ex ante* control on staffing numbers and costs is one of the highest in OECD countries. In other countries, the *ex ante* budgetary controls also exist, but in combination with some sort of delegation of control. All requests for staffing increases have to be approved by the Irish Ministry of Finance. Each sector is subject to an overall limit on staffing numbers, i.e an authorised number of posts. In spite of these limits in place since the mid-1990s, according to the report (OECD 2008a), there have been significant increases of staff numbers in public

sector organizations in recent years and there is no evidence that those limits imposed in non-priority sectors have been established in a strategic manner. Between 2001 and 2009, the overall employment of the public services increased 17 per cent average with a peak increase of 27 per cent in Education. Additionally, a task force (Special Group) wrote a report in 2009 *on Public Service Numbers and Expenditure Programmes*. The Special Group examined the current expenditure programmes in each Government Department in 2008. This report showed that there was a higher increase of the ratio of middle-higher management-level grades with a growth of 82 per cent between 1997 and 2009 compared to a 27 per cent of increase of the civil service numbers as a whole (Special Group 2009). This disproportionate growth has a notable impact on the overall payroll of the public sector, as the growth in numbers is experimented by the hierarchical levels that have also enjoyed a more rapid salary increase in the last ten years (see more on salaries below).

Already before the crisis, as many departments were at their maximum allowed staff capacity, the most usual way to refocus their resources to other levels of demands has been the reallocation and reorganization of staff within the ministry. This redeployment strategy was further fostered by the anti-crisis measures of the Irish government. However, mobility is not so easy when the existing staff lacks the needed skills for new services. For instance, the crisis in many countries has boosted the demand of educational services and it is not so easy to reconvert civil service position into teaching posts. The major challenge then is how to introduce the strategic focus to channel the discussion on the right number of employees. This problem, although illustrated with the Irish example, seems to be similar in other EU countries when considering other strategies to establish staff limits.

A second policy implies more autonomy for individual ministries within overall budgetary restrictions. In those countries, the department is autonomous to decide its staff numbers. For instance, in Estonia, every ministry is responsible for the recruitment of its public employees and for the staffing structure within the legal framework, the central guidelines and the budget of the ministry. Agencies can also be autonomous in recruitment practices, although there is variation among agencies. For instance, some ministries approve only the number of employees of an agency. However, the particular structure and job positions of that agency will be determined by the agency itself. In other cases, the ministry approves not only the number of employees but also the structure and the job positions of the agency.

Similarly, in Finland and Sweden, organizations have considerable autonomy to determine the numbers and types of posts within organizations, respecting always the legal and budgetary limits. The public sector organizations also have considerable autonomy in allocating the budget between the payroll and other expenses. In Finland, however, this autonomy may be influenced in the future by the current productivity program. The Finnish government plans to decrease staff numbers through this productivity programme introduced in 2004, whose goal is to reduce staff numbers at a 2 per cent rate per year. Therefore, the autonomy of the different bodies (agencies and local authorities) is being curtailed through staff 'ceilings' produced as an instrument to increase productivity.

The Productivity Programme, managed by the ministry of Finance, aims at increasing the efficiency and productivity of Finnish public sector organizations through the

intensive use of electronic government, the enhanced labour competitiveness of the public workforce and the concomitant reduction of staff numbers. According to an OECD (2010) review of the system, the programme is often perceived as a tool to reduce the number of personnel rather than giving credit to the avowed focus of innovation and efficiency because the government has a specific reduction target for the short-term future. In any case, the OECD report also acknowledges that the Productivity Programme has triggered innovative practices from ministries, which may in turn foster a reduction in staff numbers.

Finally, in most countries of the survey (12) the size of public sector employment is determined through a mixed procedure of bilateral negotiations. Ministries place their requests of staff needs and a central department (ministry of interior or of public administration or similar) normally in agreement with the ministry of finance will give the final approval. Each Ministry plans its recruitment requests, depending on their estimated needs and on the number of retired public servants. Those requests also follow the budget instructions. For instance, in France, the estimated figure proposed by each Ministry is discussed with the Directorate general in charge of the Civil Service during the so-called staff planning conferences, which are bilateral meetings between representatives of each individual Department and the representatives of the Civil Service Directorate. The Budget Directorate of the Ministry of Finance is also present in the negotiations in order to monitor the compliance of budget restrictions.

Some national representatives felt that individual bilateral negotiations between line ministries and central departments (public administration and finances) may lead to an increase of size. They argue that a more 'neutral' and strategic process to assess the required staffing level for delivering public services and performing public tasks assigned to a particular organization would stop the growth of public employment. However, other policies described above have not proved to be successful in the achievement of staff limits. This failure to limit public employment growth does not imply the absence of strategic focus in the way in which public services are assessed in some countries. Further, staffing policies are part of a broader strategy related to the delivery of public services. In some countries, especially those in which negotiations are bilateral, it seems that the discussion on the size of particular ministries has a loose connection with the performance of the ministry as a whole. There are, of course, arguments about the needs of each ministry as regards to the services they deliver, but a) there is no common framework to frame those needs and b) discussions are not transparent and multilateral with other ministries but rather bilateral and helped by the political weight of a particular minister.

In sum, there is no single European pattern as regards to the determination of size. Future trends will likely be based on the management tradition of each country, although the economic global downturn is forcing governments from different administrative traditions to carry out similar measures to reduce public deficit through the reduction/ freeze of recruitment (see next subsection). Therefore, a more strategic focus of staffing policies seems to be needed.

The impact of the crisis on public employment size

The size of public sector employment has been subject to different waves of downsizing and growth in line with different philosophies related to the New Public Management or the expansion of the welfare State. During times of crisis, governments have as a

primary target the size of public employment. During the 1970s and 1980s, the number of public sector employees was considerably reduced in the United Kingdom, New Zealand and Australia. These reforms were triggered not only by the crisis but also by a philosophy of ‘rolling-back’ the State. Other countries have experimented pressures to downsize public employment for different reasons associated to an economic crisis that hit strongly at home or as a consequence of entry requirements to become a member of the European Union.

The present global economic downturn has triggered two different groups of measures related to public employment size in a relatively short period of time in a wide range of countries. After a first wave of expansionary policies that involved higher public expenditure following Keynesian recipes, many European countries rushed into decisions to cut down public expenditure at the time of writing.

From the survey, 18 countries reported that the economic downturn had a medium/high impact on the size of the public service in April 2010. Only in 7 countries (Cyprus, Denmark, Finland, Luxembourg, Malta, Poland, Sweden) the impact of the economic crisis has been low according to the survey responses, probably because many of them had already adjusted the staff levels or had experienced staff downsizing in the recent past.

Two types of recruitment policy have been applied in 15 countries: the application of a replacement rate or of a *moratorium*. The replacement rate refers to a limit of new recruitments in relation to the vacancies or a percentage of the vacancies of that budgetary year. Potential needs of new staff cannot be covered with new recruitments. The replacement rate normally affects recruitment, but it can also be linked to promotions, as source of an upward pressure on the overall payroll.

In countries like Austria, Spain or Greece, the replacement rate has been in use. In Greece, for instance, recruitment was frozen at 1 recruitment per 5 retired persons, and mainly in specific sectors like health or education. In Spain, promotions were also reduced in 2010 by approving only 33 per cent of the promotions approved for 2009, although no specific limit was established. In Austria, the decisions have been delayed for the period 2011-2014 with a prognosis of saving 2900 jobs by only replacing half of the people receiving the pension scheme. Like in other countries, the Austrian government has made an exception of this measure in some policy areas, like the police, primary and secondary education.

The *moratorium* is, in theory stricter, as it supposes a freeze on recruitment, without replacing loses. For instance, the Irish government introduced a *moratorium*, with certain limited exceptions in the health and education sectors, for civil service posts as well as for any type of temporary appointments on a fixed term basis. The *moratorium* also prohibited promotions until the end of 2010. The government document recommended that vacancies from particular departments should be covered through the reallocation of work or staff (see below). The “Special Group” that studied the public service numbers estimated that a reduction of 17300 staff would be required to return to sustainable public finances alongside with other measures.

The *moratorium* and the use of a replacement rate are uniformly applied across all departments and agencies. In practice, there are always some policy sectors in which the application of these instruments may be excepted. The uniformity in the use of these policy tools (applied in 11 countries) clashes with the particular needs of ministries or

agencies. Their tasks and functions may demand a higher number of employees but this demand cannot be met because of the uniformity of the *moratorium*. Besides, the replacement rate and the *moratorium* only reflect the amount of savings to be likely achieved, but they do not necessarily imply that priorities are met.

The demand of new staff during the period covered by the survey has not been homogeneous across different areas for 12 countries. Some policy areas have been given priority either explicitly or implicitly. Therefore, the freeze (through *moratorium* or replacement rate) of recruitment cannot be said to be entirely homogeneous for all sectors. For instance, public order has been considered a priority in 10 countries. Economic and welfare State areas have also been privileged in recruitment in a few countries. In Spain, the opening of new positions in 2010 has concentrated in a few priority sectors like prisons (50 per cent of all new recruitments), fight against fiscal fraud (12.0 per cent), research (9.1 per cent), social affairs (8.2 per cent), information and communication technology (8.2 per cent) and air and meteorological safety (6.4 per cent).

In countries without priority sectors, the application of *moratorium* or replacement rate has the advantage of avoiding internal struggles for the recruitment in particular departments. In fact, most respondents to the survey, except for two, consider that a replacement rate is helpful instrument in times of crisis. Probably, a different answer would be given by those human resources managers in charge of areas that are not considered priority but feel the special pressure of the crisis with an increase demand on the services they provide. The answer by some governments to this particular problem has been the use of compulsory mobility (see below). However, in general, it seems that these measures to cut down public employment without discriminating particular needs of staff reflect a lack of strategic thinking in determining staff numbers. Some experts believe that the determination of the right number of employees can be established as an exclusive human resources instrument. In fact, the determination of the right level of staffing can only be connected to broader exercises that assess the public services more in general (see next subsection).

Assessing the adequate size of public employment

The determination of the right size is not a pure managerial issue void of political values. If a government wishes to prioritise a particular policy field, managerial considerations can only help by establishing the number of staff needed to reach certain performance levels, but decisions are ultimately political. In this sense, *Spending Reviews* could be a good starting point for personnel matters. A blend of human resources experts, policy experts, budget personnel and external experts would allow for setting the frame of the discussion on staff size.

Spending reviews are practiced in countries like Australia (strategic policy reviews), Canada (strategic programme reviews), the Netherlands (interdepartmental policy reviews), and the United Kingdom (spending reviews). These tools serve the purpose of establishing priorities and are normally steered by the ministry of finance because the spending review will normally have effects in the budgetary process. In the process of priority setting, the programmes are tested in terms of efficiency and effectiveness and can also be tested against the possibility of delivering the service through an alternative provider. In order to achieve some comparability, the spending reviews are normally conducted by units outside the line ministries and external experts are also involved in

the process. This procedure provides a more neutral assessment tool than having just the line ministries offering their own assessment. They may have their own policy evaluations; but spending reviews are rather external evaluations of efficiency and effectiveness with budgetary implications. According to a recent report of OECD (2009), these tools are seen by governments that use them as a means to establish priorities instead of using the traditional tools of cuts across the board.

The spending reviews do not solve all the problems because they are not normally applied to all policy programmes in some countries. Besides, line ministries are involved in policy revisions during the budget year and these aspects are not included in the budgetary discussions, although the principles of the spending review scheme can still be applied. Further, as pointed out above, priorities may be established in some systems by the prime minister and some very efficient and effective departments have to cut down their programmes. Spending reviews are not meant to replace politics, but to help it by introducing more rationality in the allocation of resources.

The spending reviews were initiated in 1998 and were performed every two years at the beginning and every three years since 2004 in the British government. They help planning expenditure over the medium term by separating capital budget from current expenditure so that investments are not subject to short term pressures. Recently, spending reviews have been accompanied by public service agreements that measure targets for a wide selection of governmental objectives. From the beginning, the spending review exercise tried to reallocate money to key priorities and reduce wastes. The spending reviews are prepared either by the Treasury or independent third parties. In addition to this, value-for-money reviews are also performed by line ministries with inputs from the Treasury and other third parties. Simultaneously to the spending review exercise, line ministries submit their budgets for the next three years period taking into account previous spending levels and the new priorities for the three incoming years. Final decisions, communicated in letters to the departments and recorded in a White Paper, are met by the Treasury in discussions with the prime minister and the cabinet, where this is adequate.

It seems that instruments like the Spending Review is tailored to assess staff needs in each department by asking questions on public service delivery (see box).

Box 1 The Spending Review in the United Kingdom (2010)

The Spending Review has been already undertaken in the past by the British government, but the exercise undertaken in 2010 shows some differences with regard to the past. The review tries to ensure that there is a reflection of the role of government in society and also that decisions are taken collectively by consulting those who deliver the services to the population. Therefore, the exercise is planned to deliver higher efficiency gains in a co-responsible way between the Treasury and the individual departments.

During the Spending Review, government departments will be asked to prioritise their main programmes against a tough set of criteria. They will be asked:

- is the activity essential to meet Government priorities?
- does the Government need to fund this activity?
- does the activity provide substantial economic value?
- can the activity be targeted to those most in need?
- how can the activity be provided at lower cost?

- how can the activity be provided more effectively?
- can the activity be provided by a non-state provider or by citizens, wholly or in partnership?
- can non-state providers be paid to carry out the activity according to the results they achieve?
- can local bodies as opposed to central government provide the activity?

The Spending Review is monitored through the Spending Review Group, which is co-chaired by the Cabinet Secretary and the Permanent Secretary of the Exchequer. All permanent secretaries from the different departments belong to this group.

Source: HM Treasury (2010) The Spending Review Framework. Cm 7872.

The Spending Review sets out a working programme that could help any government to combine centralised measures for reducing public expenditure with rigorous consultation processes that give a voice to those delivering directly the services on how savings can be made.

Some officials from countries whose governments have decided to implement public pay cuts during the global economic downturn were complaining that alternative measures less painful both for the public and for the public servants could have been implemented if only there was more willingness from the side of government either to explore other alternatives or to use more tailored instruments to assess the needs of expenditure. The Spending Review Framework, as thought by the British government, was also accompanied by plans to restrain the costs of public sector pay and pensions (HM Treasury 2010). Those plans have come directly out of the Spending Review Exercises. Further to the Spending Review, the recent conservative-liberal British government plans to rely more on a bottom-up approach by discussing business plans of Departments on how to improve the quality of public services by spending less.

In this context, the recent conservative-liberal British government also launched a participatory initiative labelled the *Spending Challenge*, whereby a list of several thousands of efficiency-gain ideas has been included in a website. The ideas cover a wide range of issues like how to save money in procurement, how to share the HR support function among different departments or how to test whether in a particular department all the staff is needed. Although many of the ideas might not be workable, the merit of this initiative is that it taps on a relevant source of knowledge trying to emulate different internet *fora* for any kind of topic in the private arena. In this regard, the savings and efficiency gains in the public sector should no longer be the monopoly of those who steer central horizontal departments. These initiatives entail better rooted decisions by involving both macro measures and micro bottom-up ideas. However, this type of initiatives should not necessarily be restricted to times of crisis, as the good value for money of public expenditure can always be shown at all times and the need to test how many employees are needed could go beyond periods of economic crisis.

Exits from the system

Another set of instruments to cut down public deficit and increase the efficiency of public services has to do with the exits of the system. Loses of personnel can be due to voluntary abandonment of public service by staff willing to work in the private or the third sector, to retirement and to dismissals in case of redundant personnel for the

assigned tasks. This section deals with retirement policies and policies on collective dismissals.

Retirement

There are at least five potential reasons to reform the retirement age, whose consequences are considerable for the public sector payroll. A first set of reasons relies on financial arguments that may run into contradiction. Two sets of arguments have to do with principles of equality of treatment. A fourth set of reasons links the reform of the retirement age to the retention of highly qualified individuals for improving public sector job performance. A final line of argumentation links the reform of the retirement age to the individual needs of staff. These aspects will be examined in turns and in the light of the results of the survey. In practice, systems are reformed through a combination of reasons.

A first set of financial reasons for reforming the retirement age is related to a two-sided argument on the public sector costs and savings of the active and passive workforce. The underlying numbers of these measures have to do with the percentage of staff that retires at the compulsory retirement age. In 9 countries, for instance 80 per cent or less of staff retires earlier than the retirement age. This practice, depending on how it affects the public purse either in the social security system or in the budget of ministries and agencies, may trigger two opposite policies. In some cases, there are incentives to delay the retirement age to reach the compulsory retirement age, while in other countries there are initiatives to incentivise earlier retirement.

Table 1 Percentage of staff that retires at the compulsory age

	N
0-20%	5
21-40%	2
61-80%	2
81-100%	8
No information	8
Total	25

Source: Expert interview

On the one side, the costs involved in the pay of the pensions are increasing as a percentage of the GDP. These costs highly depend on the particular national system but it normally involves contributions from employers and employees to some generic funds with the complement of privately contracted funds. The costs of this are born by public employers as a percentage of the salary paid to public employees. In order to reduce the proportion of these costs as a percentage of the GDP, a recurring theme is the delay of the retirement age. This option has entered in the agenda of many political systems in recent times as a consequence of the economic and financial crisis as the debates in countries like France, Spain, and Romania show.

In some countries (12 of the survey), there are some policies to delay the retirement age, as public employees are entitled to retire earlier. For instance, Portugal has taken this option with a government proposal approved in March 2010¹. In principle, a public worker who does not retire when s/he qualifies, his/her pension has a bonus (see the calculation of the bonus in the box).

¹ <http://www.eurofound.europa.eu/eiro/2011/02/articles/pt1102019i.htm>

Box 2 Calculation of the bonus paid to Portuguese workers in case they delay their retirement

Bonus 1 = M1 x P1 M1 = number of complete months from the moment that the public worker reached, for the first time, the qualifying conditions for early retirement (without reductions) and the moment s/he reaches the age legally established for normal retirement and 36 years of length of service (until 31st December 2014) or 65 years of age and 15 years of length of service (after 31st December 2014) P1 = 0,65 per cent

Bonus 2 = M2 x P2 M2 = number of complete months from the moment that the public worker reached, for the first time, the legally stipulated age for normal retirement and 36 years of length of service (until 31st December 2014) or 65 years of age and 15 years of length of service (after 31st December 2014) limited to his/her 70th anniversary.

Retirement year	Career (years)	Percentage (%)
Until 2014	36 to 39	0,65
	Over 39	1,00
After 2014	15 to 24	0,33
	25 to 34	0,50
	35 to 39	0,65
	Over 39	1,00

For bonus purposes, only actual service after 2007-12-31 is taken into account.

The maximum bonus for the pension is 90 per cent of the public worker final pay.

Source: Expert interview.

A similar perspective to delay retirement is developed by the government of the Czech Republic. In this country, earlier retirement is possible up to three years before the compulsory retirement age. The negative incentive to delay retirement would imply a reduction of the retirement rate, if someone applies for early retirement. For example, if an average retirement rate amounts 11000 CZK, an earlier retirement would imply a reduction of 1500 CZK approximately. This measure is developed through a complex matrix.

On the opposite side, some countries have tried to foster earlier retirement so that public sector bureaucracies are able to reduce staff costs, apart from freezing recruitment and promotion as well as freezing or cutting down salaries. The promotion of early retirement is accompanied by not replacing the vacancies left by retirees.

For instance, in Ireland the use of Incentivised Early Retirement Scheme (ISER) tries to reduce the public sector payroll by aiming at public servants over the age of 50 (Government of Ireland 2009). The scheme allows for the eligible public servant to

retire without actuarial reduction of pension entitlements and an immediate lump sum of 10 per cent. The balance will be paid at the normal retirement age, 60 or 65, although, usually it comes at 60 years old. In 2009, one of the provisions to make even more attractive the early retirement option stipulated that the lump sum would not be taxed. This incentivised scheme is not an absolute right of employees, although the government expected that departments facilitate the early release of personnel, giving priority to those with the longest service. Those early retirements cannot be replaced by new recruitments and the head of the department should restructure the workforce through mobility schemes to meet the demands of the service.

The same idea was behind the early retirement scheme for federal civil servants approved by the Austrian Parliament in 2001² with validity between 2002 and 2003. With an avowed reduction of 15,000 civil servants by the end of 2003, it was intended to cut public administration expenditure. The measure was aimed at all public servants (career and with contracts) aged 55 or over in case that the post in which they worked was to disappear as a consequence of a restructuring process. In this case, s/he would receive a lump-sum payment worth 9 to 12 months' pay. Additionally, civil servants aged 55 and over were entitled to retire early (without giving as a ground a restructuring process). In this case, their pension entitlement would be reduced by 4 per cent per year of early retirement. At the time, there was voiced the contradiction that these measures entail. The government that launched the early retirement scheme had announced in 2000 that it would increase the retirement age of civil servants in order to cut expenditure³.

A second group of reasons to reform the retirement age is related to some sort of equality principle between private sector workers and public sector employees. In most countries, public sector employees normally enjoy a more favourable regime than private sector company staff (OECD 2007). For instance, one clear advantage that this OECD report found is that in the public sector pension scheme the provisions for early retirement was more generous. In Cyprus⁴, like in many other countries, there is a different retirement age for public sector and private sector employees (see Table 1). While the legal retirement age for private sector employees is 65 years old, public sector employees could retire at 60, until the government proposed to raise it to 63 in 2004-2005. The reform proposal was welcomed by the confederation of workers. They claimed it would help to level out differences between the private and the public sector. Further, it would also aid to reduce the public deficit. Finally, it would allow for newly appointed employees that enter relatively late the job market (through tertiary education, post-graduate programs and the like) to complete the years of service required for a full pension.

A third reason for reforming the retirement age is to encourage skilled older staff to remain at work. This is the so-called "active ageing" scheme. In the following countries (Slovenia, Poland, United Kingdom (since 2010) and Denmark (since 2009) there is no

² <http://www.eurofound.europa.eu/eiro/2002/01/feature/at0201256f.htm>

³ <http://www.eurofound.europa.eu/eiro/2002/01/feature/at0201256f.htm>

⁴ <http://www.eurofound.europa.eu/eiro/2004/09/inbrief/cy0409102n.htm>

compulsory age limit for retirement. This idea of “active ageing” has been an explicit priority only of Luxembourg and Denmark. In Luxembourg, for example, pension supplements have been used to retain staff (OECD 2007).

However, this argument of “active ageing” encounters some problems. While the delay of the pension age may affect one single piece of legislation, the system needs other fixes to materialize “active ageing”. According to the OECD (2007) report, the major problem is to remove the barriers of employees who try to combine a career in the public and the private sector. For instance, some systems impedes a public sector employee to work in the private sector after having worked most of his/her life in the public sector with the risk of losing the pension benefits already achieved in the public sector. In that sense, those systems that are willing to do an “active-ageing” policy should be also willing to reduce the differences of pension schemes between the private and the public sector.

In the United Kingdom, however, the abolition of any compulsory retirement age has not been part of any “active ageing” scheme, but rather an anti-discrimination policy. The evolution of the mandatory retirement age in the United Kingdom reflects the transposition of the European Union's Equal Treatment at Work Directive (2000/78/EC), which tries to avoid discrimination on the grounds of age. In a first attempt, the British government set in 2006 (Employment Equality (Age) Regulations 2006) 65 years as a default retirement age. In this regulatory piece, it gave employees the right to request to work beyond that age. However, it is up to the employers to assess this request and accept or refuse it. Since April 2010 the compulsory retirement age was removed within the Civil Service. From that moment on, staff is able to continue working for as long as they want, without any acceptance or refusal of the employer. According to the government declarations in 2004, the abolition of the compulsory retirement age seemed to be in line with best practices of not having any fixed retirement age at all (see also reflections for the future in Europe 2030).

Fourthly, a common reform in the EU (according to the report from the OECD 2007) is the harmonisation of retirement age between men and women. Different retirement conditions for women have been normally justified as family policies. In sum, those differences are understood to compensate the burden that normally relies on women as a consequence of the division of family responsibilities. However, this argument is being contested as men are increasingly playing similar roles than women. Moreover, lower retirement age may shorten the time in which women are insured as well as it causes lower pensions for them. Therefore, these outcomes only reinforces the traditional cleavages and roles of women and men and is against the equality agenda at the work place put forward by the European Union in 2000.

The following Table shows that this harmonisation has not been achieved for most European countries taking into account the statutory retirement age of both private and public sector.

Table 2 Retirement age in the EU Member States

Country	All sectors		Public sector	Early retirement options
	Men	Women		
Austria	65	60	65	Men: 62, women: 57
Belgium	65	64	65	At 60 years of age
Bulgaria	63	60	60 for women 63 for men	For the civil servants in the field of defense, of interior (police and security), miners, etc.
Cyprus	65	65	63	At 55 years of age or at 58 for employees entering the service after 30.6.2005
Czech Rep.	61.75	Depends on no. of children	65	2-3 years before statutory retirement
Denmark	65	67	71	If certain criteria are met (e.g. disability)
Estonia	63	60.5	63	
Finland	63-68	63-68	63-68	At 62 years of age
France	60	60	60	At 56 years of age
Greece	65	60 (65 for those insured from 1993)	67	37 years of contribution of 55 years of age
Hungary	62 (65 for those who were born after 1957)	62(65 for those who were born after 1957)	70	Possible in different gradings under certain conditions
Ireland	65	65	65	None
Italy	65	60	65	At 57 years of age (after 35 years of contribution) or any time after 40 years of contribution
Latvia	62	61	62	Up to 2 years before statutory retirement
Lithuania	62.5	60	65	Less than 5 years before statutory retirement (after 30 years of contribution)
Luxembourg	65	65	65	At 57 years of age (after 40 years of statutory insurance) or at 60 years of age
Malta	61	60 (2020: 65 for both)	65	
Netherlands	65	65	65	None
Poland	65	60		For women at age of 55, possible for other groups if certain criteria are met
Portugal	65	65	70	At 55 years of age (after 30 years of contribution)
Romania	62-65	57-60		
Slovenia	63	61		At 58 years of age (after 40 or 38 years of contribution)
Spain	65	65	65	At 61 years of age if certain conditions met
Sweden	65	65	67	None
United Kingdom	65	60		None

Sources: Public – private (expert survey); and European Foundation for the Improvement of Living and Working Conditions, Early and phased retirement in European companies, 2007 and EURES - European job mobility portal; data 2007-2008 quoted in Kuperus and Rode (2010: 18).

Austria, Greece, Lithuania, Romania, Slovenia, Poland are examples of differences among gender in their public sector pay schemes. In Romania, a draft bill presented in 2009 already discussed the need of a gradual homogenization of the standard retirement

age for men and women. In spite of accepting the equality of treatment, there is no consensus as regards to the retirement age of women and men.

The Greek civil and military pension code sets different retirement conditions in some gender cases. For instance, mothers are entitled to retirement five to ten years earlier than fathers while women are entitled to have retirement five years earlier than men. However, a ruling of the European Court of Justice (ECJ) of 26 March 2009 in Case C-559/07 may trigger the levelling of conditions for men and women's retirement policy. According to the ECJ, the different pension schemes run contrary to the principle of equal pay for men and women for similar work. This is a principle enshrined in Article 141 of the EC Treaty. The argument of the ECJ is that more favourable regulations for women cannot be justified any longer in their more intensive involvement in traditional roles of taking care of the children, the housework or elderly relations because men may be in that position now too. Another argument put forward by the ECJ is that this affirmative action (advantages for women in the pension scheme) does not help them in the labour market, but rather when they leave it. In spite of the legal and debatable refinement that the Article 148 of the EC Treaty applies only to occupational social insurance schemes and should not be extended to statutory schemes (as the Greek public sector pension scheme is), the supranational European level is likely to influence considerably the harmonization of gender in pension schemes. In this case, the government, at the time of writing, was likely to submit a draft bill to parliament introducing the same requirements for the retirement of men and women in the public sector, affecting a considerable number of women who will have to be working until they reach the age of 65 years.

In Poland, for instance, there are also differences in retirement age among men (65 years) and women (60 years). In fact, this age reflects when public sector workers are entitled to retire, but there is no obligation of retirement. This difference seems to have support among the population. According to a 2005 survey⁵, the majority of interviewees opposed to both sexes having the same retirement age (for both private and public sector).

Finally, apart from gender, there are also differences among policy areas within the public sector, between the civil service and employees under labour contracts or other specificities according to countries (see Table). For instance, in the Romanian public sector, there is a high differential between the minimum pension (€83) and the maximum pension (€8,300) reaching a ratio of 1 to 100 (Eurofound)⁶.

Table 3 Differences in retirement age

	Number of countries
Retirement age is the same for all public servants	10
Retirement age differs across sectors	7
Retirement age differs among civil servants and employees under labour contract	3

⁵ <http://www.eurofound.europa.eu/ewco/2007/08/PL07080191.htm> quoting a survey from CBOS, 2005. Centrum Badania Opinii Społecznej (CBOS), [O wieku emerytalnym kobiet i mężczyzn raz jeszcze \(in Polish, 75.3Kb PDF\)](#) [On retirement age of women and men once again], Warsaw, December 2005.

⁶ <http://www.eurofound.europa.eu/eiro/2009/12/articles/ro0912049i.htm>

Other differences in retirement age	9
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Source: Expert survey

Fifth, retirement ages can also be made flexible in order to fit individual expectations. For instance, in Sweden and in Slovenia, earlier or partial retirement is offered for facilitating the transition to the retirement of public sector employees.

In Sweden, although the statutory retirement age is 65 years, there is some flexibility as employees aged 61 have the right to take out pension with less benefit. At the same time, employees are also entitled to carry out working until they are 67. According to the Swedish experts, more than 80 percent of the central government employees take up this option. Finally, another flexible arrangement of the system is that the employer may grant part time arrangements for a particular employee (50 per cent of working hours with 80 per cent of the pay) after his/her 61st birthday. This flexibility is normally aimed at less healthy staff until they reach pension age (65).

In Slovenia and in Luxembourg, partial retirement is possible if the employee meet the qualifying conditions. The primary goal of using partial retirement is to facilitate the transition into retirement or gradual retirement.

Retirement age in the public sector seems to be framed with some advantages as regards to the private sector and with some inequality principles as regards to gender and other aspects. Policies on this area may be contradictory even in the same country. There might be efforts to incentivise early retirement for saving money in the public sector payroll at the same time that national discussions are dealing with the delay of the retirement pension age so that the social security funds can be healthier. In any case, it seems that there is some room of manoeuvre as regards to this policy area because in many national systems employees retire earlier than the age they are entitled (or compelled) to retire. The different policies running in opposite directions cannot be seen isolated from other parts of the system. For instance, in some countries, there is no age limit for retirement and it could be an exclusive prerogative of the employee to decide to stay at work as long as s/he wishes. This policy may make sense in terms of avoiding discrimination as a consequence of age. However, for certain aspects it may run against effectiveness. For instance, some experts complained that if pension age is delayed *sine die*, this could be counterproductive when paying productivity bonus to a unit or team. For instance, labour inspectors who have to walk the streets for performing their job may benefit less from elderly colleagues. They could weaken the performance of the unit and affect collective performance bonuses.

Dismissals

Collective dismissals are also a tool to reduce the numbers of public employment and consequently the public deficit. As collective dismissals affect a whole department or agency, they normally are considered as a part of a broader strategy of government. Although the meaning of collective redundancy may vary among different legal systems, it normally refers to the termination of the contract of a certain number of employees (e.g 10 or more) in the same establishment in a short period of time (four weeks or so) due to organisational (restructuring) or economic reasons.

Collective redundancy is legally possible in 10 EU countries, according to the survey, but it is only practiced in eight countries (Czech Republic, Estonia, Finland, Hungary⁷, Latvia, the Netherlands, Romania and Sweden). The particular details of the policy differs from one country to another

For instance, collective redundancies can be practiced in the Finnish public sector as a consequence of restructuring processes. In agreement between the representatives of the ministry of Finance and of the unions, instructions were drafted in 2007 in order to have a backup plan in cases in which employment for redundant staff after a restructuring process has not been found. The government supports staff and assists them in the relocation process after restructuring schemes. The government promotes transfers into government posts, into the service of other employers (for instance, local authorities and the private sector). Furthermore, grants for absence leave (up to 3 years) are offered so that an employee could take up jobs elsewhere, encouraging retraining and, as a last resort, severance payment of up to 10 months.

In Sweden, for instance, the size and the scope of the layoff are negotiated with trade unions according to rules already set in central agreements since the problem emerges. In spite of negotiations, the employer organization has the final word regarding the collective redundancy, as the trade unions do not have veto rights in spite of their leverage in the system. In any case, redundant staff is further supported in finding a job in the labour market.

In the Swedish central government sector, the Job Security Foundation for Governmental Employees (*Trygghetsstiftelsen*) was established in 1990 by a job security agreement for government employees (*Trygghetsavtalet*) to help the rising number of redundant employees in this sector to find a new job. The Foundation is financed by fees paid by the government agencies, that are the employers. The Job Security Agreement applies primarily to redundant staff, to those who are given notice to loose their job or to employees who do not accept relocation (Job Security Foundation 2009).

There are several rights for the employees under the abovementioned circumstances. For instance, the financial support after the notice period and, when the employee has not found a new job, covers the full salary from 2 months to a year, depending on the individual conditions of the redundant employee and taking into account his/her labour track record. There are further measures regarding paid leaves, subsequent job security in case of being laid off from a new job, supplementary unemployment benefits, guarantee of early retirement options and pensions.

⁷ There is a difference between the regulation of state and local government administration. Collective dismissal at local governmental level is regulated by the Civil Service Act. However, these regulations are not relevant for central governmental level. The Legal Status of Government Officials does not contain the concept of collective dismissal. Though special rules are applicable if there are major cuts in workforce in the central governmental level.

In Hungary⁸, the government introduced a support scheme for both young public sector employees and redundant older employees to find jobs in the private sector, as the legislation made easier and cheaper in 2005 the dismissal of public sector employees. Those participating in the programme received 70 per cent of their former salary from the government. A ‘Premium Years Programme’ was established for those employees that could not find a job in the same workplace. Applicants of the programme had to show that had worked at least 25 years in the public sector and would reach retirement age in three years. This condition was modified in 2009. Since then, applicants of the programme have to show that they would reach retirement age in five years.

The employees, who could not join the Premium Years Programme, because the special conditions set for it were not met, could continue working under a ‘special employment status’ (of maximum one year of duration), allowing a public sector employee with 10 years of experience to get ready for a post in the private sector.

Data on collective dismissals are difficult to get for comparative purposes, therefore it is hard to assess the efficiency gains through these measures and the impact it has in the countries in which it has been practiced. In any case, the impact of collective redundancies does not seem to be of the same proportion than freezing or reducing recruitment, because the numbers involved are more limited. At the same time, this instrument, included in the legislation of many countries, is not widely used perhaps due to national contingencies but also because there is no strong political will to pursue the strategy further. Furthermore, many countries use redeployment as an alternative to collective dismissals (especially in career based systems) or active employment search by other employers (in position based systems). The crisis has forced some countries to make redundancies of contracted staff like in the local government sector of Greece or of Spain. This measure has been less common in central government.

Redeployment

Public fiscal deficits are mainly solved through the overall reduction of public employment and of the salary of public employees at the macro level. However, the delivery of services and the implementation of public tasks happen at the micro level of individual organizations, which need to have the adequate number of employees and the appropriate skilled staff to the assigned functions and powers. Therefore, alongside with macro measures to freeze or reduce overall public employment, other measures are needed to adjust the staff numbers of single organizations to the job to be performed. Redeployment schemes might be appropriate mechanisms for this.

Compulsory mobility schemes are not common in all EU Member States. In ten countries, there are no mobility schemes at all in legislation while seven countries have legal compulsory mobility and eight countries have voluntary schemes. From the 25 countries of the survey, around half of them (13) implemented mobility policies in the last three years. The different mobility schemes show the considerable variability among Member States.

⁸ <http://www.eurofound.europa.eu/eiro/2006/11/articles/hu0611019i.htm>

For instance, the Austrian government has fostered a voluntary mobility scheme by using techniques already in use in the private sector. Instead of relying only in the official Gazette for announcing vacancies, a web based tool (career database) allows for a more proactive search of candidates as well as a more proactive search for vacancies. This tool, implemented in 2009, allows employees to upload the curriculum and search for vacancies in case they are interested in mobility. The database, like the ones already popular in the private sector market, is a two-way instrument that matches the needs of staff and recruiters. Before that, there was an experience on voluntary mobility (*Staff Provider*) in the federal ministry of Defence and Sports. Its purpose is to accompany the reintegration of surplus staff in a new working environment. Since 2006, mobility in this ministry has been promoted by granting a special mobility allowance (*Mobilitätzuschuss*) of 75 to 150 Euro per month during five years for those public employees willing to cover more than 50 kilometres from home. This measure, restricted to only one Ministry, has been supplemented later on with the creation of the career database.

In Finland, for instance, there is also a data bank with information provided by agencies with surplus of personnel and by agencies with deficit. Staff needs (from deficit and surplus organizations) are supported by personnel coordinators, located in agencies and ministries. Finally, a small unit in the State Treasury Office is entrusted with the task of helping agencies to cope with redundant personnel. For observers, it is clear the interest of agencies with personnel deficit to advertise vacancies, but less so apparent are the incentives of agencies in surplus to provide information on redundant staff. These agencies have an interest to make collective dismissals and help their redundant personnel to be recruited by somebody else, because their operating budget is reduced anyway. Further, the government is committed not to use dismissals, if they can be avoided.

In Portugal there is a special mobility scheme as a part of the comprehensive reform of the public services (*Programa de Reestruturação da Administração Central do Estado, PRACE*), which was launched in 2006 and had the purpose of reducing staffing costs with a proposed reduction of 30 per cent of the administrative structures (Technical Commission of PRACE 2006). One of the issues at stake in the plan was the introduction of a transferability scheme for redundant public servants in case that their position is no longer needed after a process of restructuring. Redundant staff is placed on a special mobility situation managed by a central service in each ministry. When applying for vacancies, redundant staff has preference over other candidates. The central service in charge of the scheme also supports personnel in a special mobility situation through a re-qualification programme to facilitate their integration in new posts.

Cyprus has a more nuanced system with a classification of interchangeable and non-interchangeable posts (the majority of staff works in the latter) which discriminate the positions that allow transferability across ministries and services. This mobility is not compulsory neither represents an entitlement for individuals as his/her request of transfer is not guaranteed.

In Ireland, mobility has not been widely used in the past as pointed out by an OECD Review (OECD 2008a), in spite of having a career based system, which has the advantage of allowing considerable internal mobility either through promotion or

horizontal mobility. The OECD report found that the degree of mobility within the civil service itself was considerable, but not across different groups of public services, as the Irish system is highly compartmentalized. However, this situation may change as a consequence of the crisis and following the agreement between trade unions and the government. The Public Service Agreement (2010-2014) recognises flexible redeployment in order to sustain job security. The signatory parties have agreed on redeploying staff within and also across each sector of the Public Service, overcoming thus one of the problems already mentioned by the OECD report. The agreement seems to limit, whenever possible, the redeployment within a certain geographic area. Finally, the crisis may also be taken as an opportunity to dismantle the barriers that currently exist to a unified Irish public service labour market by triggering legislative provisions that enable standardised terms and conditions of employment across the Public Service.

The crisis may foster mobility schemes, even of compulsory nature, in many countries as an opportunity to better use the available resources. Many examples illustrate the dysfunctionalities caused when mobility is hardly practiced. For instance, if the programmes to give grants to researches are severely curtailed as a consequence of the crisis, the staff working in the unit is likely to have less overload. However, if mobility is not practiced, other areas with an increase of demand (employment agencies, for instance) are unlikely to benefit from the surplus of staff in parts of the organization in which it is not needed. Therefore, the use of mobility schemes to avoid redundancies makes sense. In any case, redeployment cannot solve all situations as demands of staff in certain areas require specialised skills that cannot be trained overnight. In sum, redeployment policies cannot be seen as separate from competency policies (see below).

Salaries

Rewards are linked to the sustainability of human resources in a number of ways. Firstly, the reward level affects considerably the current expenditure of public sector organizations. Any measure to cut public deficit is likely to target the payroll either by reducing the number of staff or reducing/ freezing the salary as the recent examples of several EU countries show. Secondly, rewards are partially used to foster productivity with the implicit idea that higher performance can be elicited from employees if pay is adjusted accordingly. Thirdly, the competition for attracting and retaining skilled people between public and private sector organization may foster a race to increase both fixed and variable parts of the remuneration package. Some of these concerns were addressed by the survey in the view of its impact on sustainability.

The impact of the crisis on salary policies

In April 2010, 18 EU countries reported that the economic downturn had a medium or high impact on public sector salaries at central level. In seven countries (Belgium, Cyprus, Finland, France, Luxembourg, Malta, Sweden), experts answered that the crisis had a low impact on salaries at central level while during that period, a freeze on salaries and pay reductions for all public servants or certain jobs like ministers and members of parliament were carried out in several countries like Romania, Ireland, Spain, Greece, Portugal, or Italy. Some experts reached the conclusion that countries in a similar economic situation were taking similar measures to fight back public deficit. However, a comparison of Spain and Ireland (similar countries in terms of economic boom during the mid 1990s and the first half of this decade) offer a different picture.

For instance, the Irish government⁹ launched in April 2009 an emergency budget in response to the rising public deficit. One of the measures was to review the top public service pay, which may eventually have spillover effect in the reduction of pay for the rest of the public sector. After that, in January 1st of 2010, the Irish government proposed pay reductions to the whole civil service according to the following salary scale (see box).

⁹ <http://www.eurofound.europa.eu/eiro/2009/04/articles/ic0904019i.htm>

Box 3 Pay reductions in the Irish civil service

- 5 per cent on the first €30,000 of salary;
 - 7.5 per cent on the next €40,000 of salary;
 - 10 per cent on the next €55,000 of salary.
- In the case of salaries of more than €125,000 p.a, the following reductions were applied:
- Salaries of less than €165,000: 8 per cent reduction on all salary;
 - Salaries of €165,000 or more, but less than €200,000: 12 per cent reduction on all salary;
 - Salaries of €200,000 or more: 15 per cent reduction on all salary.

Source: Expert interview.

The pay reduction of the Spanish civil service seems to have been inspired in the Irish policy (see Table 4).

Table 4 Reduction of public sector pay in Ireland and Spain (2010)

Ireland				Spain			
Prime Minister*	Minister*	Secretary General	Mean civil servants**	Prime Minister	Minister	Secretary of State	Highest civil servant (level 30)
15%	15%	15%	5%-8%	15%	15%	15%	5%

Sources: For Ireland - Financial Emergency Measures in the Public Interest, (No 2) Act 2009 (No 41 of 2009). For Spain: Real Decreto-ley 8/2010

However, the application of the same percentage of reduction (see the following Tables) masks the differences in salary between similar positions in both countries as well as different pay increases throughout the last 16 years. If we take as an example the position of secretary general (Ireland) assimilated to the rank of secretary of State in Spain, the salary increase between 1992 and 2008 was of 48.4 per cent for Spanish secretaries of state while Irish secretary generals experienced an increase of 202 per cent of the salary in nominal terms. When adjusted by the Consumer Price Index (see Table 6), which allows for temporary comparisons within countries, Spanish salaries have experienced a negative trend (between -12 and -19 per cent for higher positions in 2008 as regards to 1992), while Irish salaries have had a positive trend of around 80 per cent during the same period. Finally, when adjusted by Purchasing Power Parity (in dollars) (see Table 7), which allows comparisons among countries for the same year, it can be noticed that Irish salary levels for the same position were only between -6 to 20 percent higher than the Spanish counterparts in 1992 but between 70 and 137 per cent in 2009. This difference of increase can be explained by the different rationales applied when determining salary

Table 5 Comparison of monetary compensations for selected positions in Ireland and Spain (nominal euros)

Year	Ireland				Spain				Ireland as % of Spain		
	PM*	Minister*	SGs	Mean CS**	PM	Minister	Secretary of State	Highest civil servant (level 30)	PM	Minister	SG
1992	95,876	78,203	73,470	21,167	67,758	59,782	65,730	46,796	41.50%	30.81%	11.77%
1996	111,125	88,900	96,739	24,321	70,130	61,874	68,716	50,862	58.46%	43.68%	40.78%
2000	145,492	116,112	121,564	29,210	76,951	67,893	77,853	54,562	89.07%	71.02%	56.15%
2005	252,352	195,189	180,302	41,463	84,961	74,960	88,813	62,018	197.02%	160.39%	103.01%
2008	291,974	231,587	221,929	47,904	91,982	81,155	97,524	68,050	217.43%	185.36%	127.56%
2008 as % of 1992	204.53%	196.14%	202.07%	126.31%	35.75%	35.75%	48.37%	45.42%			

Table 6 Comparison of monetary compensations for selected positions in Ireland and Spain 1992-2008 (adjusted by Purchasing Power Parity in dollars)

Year	Ireland				Spain				Ireland as % of Spain		
	PM*	Minister*	SGs	Mean CS**	PM	Minister	Secretary of State	Highest civil servant (level 30)	PM	Minister	SG
1992	120,650	98,410	92,454	26,636	102,252	90,216	99,192	70,619	17.99%	9.08%	-6.79%
1996	134,462	107,569	117,055	29,429	97,795	86,283	95,824	70,926	37.49%	24.67%	22.16%
2000	151,067	120,561	126,222	30,329	104,693	92,369	105,919	74,232	44.30%	30.52%	19.17%
2005	246,732	190,842	176,287	40,540	110,682	97,654	115,700	80,793	122.92%	95.43%	52.36%
2008	294,480	233,574	223,834	48,315	123,781	109,211	131,240	91,576	137.90%	113.87%	70.55%

Sources for all tables: For Ireland Eoin O'Malley and Gary Murphy (2010); for Spain Parrado (2010). In Spain, following aspects apply. For executive, annual budgetary laws 1990-2006; instructions from Ministry of Treasury 1990-2006; (1) Seniority: 15 years of service have been considered for each post inholder, except for cabinet ministers and prime minister. Political appointees receive seniority if they have civil service status, which applies for around 80 per cent of post inholders. (2) For post allowance: highest values have been considered; (3) For PRP, average was given for 2005 by the ministry of Treasury. Other years have been worked out considering the percentage of public employees increase in salaries + 1% of slippery. *All values in Euro (€)* * The figure for the Taoiseach and ministers includes the TD's salary (for Taoisigh it is always, though not necessarily, the highest salary due to long service increment): ** this is average civil servant pay, and as such can be affected by difference in composition of each grade (sources: CSO and Department of Finance).

Table 7 Comparison of monetary compensations for selected positions in Ireland and Spain 1992-2008 (adjusted by Consumer Price Index in euros)

	Ireland				Spain			
Year	PM*	Minister*	SGs	Mean CS**	PM	Minister	Secretary of State	Highest civil servant (level 30)
1992	137,551	112,196	105,406	30,368	103,560	91,370	100,461	71,522
1996	147,217	117,773	128,158	32,220	90,299	79,670	88,479	65,489
2000	172,936	138,014	144,495	34,720	90,167	79,553	91,223	63,932
2005	252,352	195,189	180,302	41,463	84,961	74,960	88,813	62,018
2008	257,306	204,089	195,578	42,216	83,064	73,287	88,069	61,452
2008 as % of 1992	87.06%	81.90%	85.55%	39.02%	-19.792%	-19.791%	-12.34%	-14.08%

In Ireland, according to O'Malley and Murphy (2010) and Hardiman and Mac Cárthaigh (2008), there is a link between public sector and private sector pay as part of managerialism. This would ensure that talent in the public sector would not flee to the private sector (O'Leary 2002). This upward pressure for the upper levels has also been transferred to other hierarchical levels of the civil service as a consequence of the high degree of unionization of the system (Hardiman 2006). According to O'Malley and Murphy (2010), the Public Sector Benchmarking Body recommended in 2002 pay increases from 2 to 27 percent for the different 138 pay grades. The average was of 8.9 per cent. The Review Body was trying to benchmark public sector salaries against the private sector. It is difficult to know whether this has been achieved as the information used by the Review Body and provided by the Hay Consultancy Group has not been disclosed. However, if we take also the efforts in the United Kingdom civil service to compare salaries of the private sector, the results are that the gap between similar levels in the private and the public sector seem to be widening (OECD 2008).

However, the Spanish system has never attempted to match the salary of the private sector and this argument has never been part of the discussion of the corresponding review body. Due to different circumstances, the annual salary revision of the salary has been pegged to the inflation rate and the capacity of top civil servants to play around with the variable parts of the salary to achieve higher increases than the rest of the civil service has not yielded higher increments. When the inflation increased in the past, salary levels were frozen for the public sector, for instance when meeting the Maastricht criteria to enter the Euro zone.

In sum, countries have shopped around for responses to the crisis without necessarily reflecting the implications of transferring solutions used for other contexts. The use of the Irish example in the Spanish context almost by the letter only illustrates that benchmarking for solutions of ideas require more thinking beyond the more superficial aspects. This applies not only to the responses to the crisis but any other interesting examples on how to behave with employees when collective dismissals are applied or when mobility is fostered. The European Union and the IMF have exerted considerable pressures on countries like Spain or Greece to stabilize their public accounts and these pressures have triggered rush reactions from these countries. If the preparedness for the long term sustainability lacks the needed instruments to face short term crisis, it is unsurprising that countries do not react strategically in the short term. Only strategic long-term planning may trigger adequate responses in the short term.

Performance related payment

Public sector current expenditure level might also be affected by how performance related payment is implemented. When drafting the questionnaire, country representatives voiced two different types of concern. Some expected, for instance, that performance related pay could be behind of an uncontrollable rise of salaries, as they fear it is difficult to place upper limits once performance is rewarded accordingly, deeming performance related pay as unsustainable. Other experts expressed the concern that monetary rewards might not entirely explain the motivation of public sector employees to increase performance, which endanger the sustainability of motivation in the long run. Both aspects will be examined using the results of the survey.

PRP is practiced in the public sector and is always a goal of many decision-makers who want to increase organizational productivity. Following the patterns of the private sector, PRP has been introduced since the 1980s in many different European countries. However, the implementation of PRP is not homogeneous in those countries. PRP is

practiced in 16 countries out of the 25 surveyed countries. From this group, in most cases the assessment is rather on the individual level (14 countries) than based on collective assessments (four countries). However, the coverage in practice is not very high (see Table 8). In one third of the countries, a real implementation is applied to approximately less than 20 per cent of public sector employees of central level. Only in three countries, PRP is used for almost everyone (at least more than 80 per cent of employees). Therefore, only in those cases may PRP represent a burden on the cost of personnel.

Table 8 Percentage of employees / and of payroll to which performance related payment is really applied

% of employees	Number of countries	% of payroll	Number of countries
0-20%	9	0-20%	9
21-40%	2	21-40%	4
41-60%	1	41-60%	3
61-80%	1	61-80%	-
81-100%	3	81-100%	-
No answer	9	No answer	9
Total	25	Total	25

Source: Expert survey

Furthermore, the percentage of the payroll used for performance related payment is not very high in most countries. Only in three countries the proportion of the payroll taken by PRP was between 41 and 60 per cent. For instance, in Finland, the normal maximum share of the performance element lies between 45 and 50 percent of basic salary or 30 per cent of the total salary (as maximum) (Späth and Najda-Jędrzejewska 2009). Finally, in 5 countries there was no limit to PRP, but in 13 the amount of the salary devoted to PRP was capped.

Regarding the second concern, it is common wisdom and the main argument behind the implementation of performance related payment measures that monetary rewards can elicit higher performance from public sector staff. However, research into this is less persuaded by this rationale. Since the mid-1970s, almost all OECD member countries introduced performance-related pay (PRP) schemes with the idea that monetary rewards are key motivators to improve employee performance (OECD 2005: 10-12). This argument has been behind of almost every reform related to rewards. Katula and Perry (2003) maintain that the expectancy theory as well as rational choice theory account for using extrinsic rewards to elicit performance. Individuals either expect that financial rewards will compensate for extra effort or as benefit maximisers will enhance performance if accordingly paid. However, many studies show that the relationship between monetary rewards (more specifically performance related pay) and performance is not so clear (Christensen 2003: 82; Perry, Mesch and Paarlberg 2006; Stazyk 2009; Perry, Engbers and Jun 2009; Ingraham 1993). The explanation for this is not simple, as different reasons are given: inadequate funding of the PRP scheme, lack of capacity to make PRP work, missing managerial and organizational pre-requisites for the PRP to work, or public sector staff is more likely to be motivated by job content and career development than by performance pay (OECD 2005a).

Taking this into account, some answers to the survey from national experts gave hints on how to engage and motivate public sector staff without using economic compensation. Some interesting examples were mentioned. In the United Kingdom, there is an Employee Engagement policy whereby departments are encouraged to explore other factors than pay when motivating and engaging staff. Dimensions that are normally looked at are balance of work and life styles, opportunities for learning and development, distribution of workload and similar aspects.

In Sweden, the dialogues between supervisors and subordinates at all hierarchical levels are helpful in engaging staff by specifying the individual objectives for the next year. In the dialogues there is also a follow up of the results of the previous year as well as a discussion of the measures to be taken in order to improve performance. Another measure to engage staff is to grant special leaves to public servants like in Greece and Poland. The range of examples is limited and they are not meant to replace PRP altogether.

The examples illustrate the relevance of recognising public service motivation as an alternative to variable pay systems (Houston 2009). For instance, Perry, Mesch and Paarlberg's (2006: 93) review shows that different motivational traits (monetary and non-monetary) may have a stronger impact than using any of them separately. Wright (2007: 60) maintains that employees are more motivated to perform if they understand clearly what they have to do and how relevant and achievable the task is. In this regard, the dialogues between supervisors and subordinates in Sweden may be a way to achieve this.

Competencies

Competencies are defined as “skills, knowledge, or ability needed for the right to exercise administrative power” (Hood and Lodge 2006: 88-91). Competencies refer to ability and capacity instead of legal authority (competence, not competency). Competencies are important in connection with the sustainability of human resources in the long term perspective. Firstly, competencies as “process” skills and related abilities are relevant because policy making is not only about giving input to policy design, but also about managing the policy process down to stages of implementation or “delivery”. Secondly, the type of core competencies that public servants have predicts their transferability across departments. If competencies are rather content and sector based, this might be a hindrance to redeployment policies. In other words, competencies are relevant as a trade-off between developing a workforce with specialised knowledge or a go-anywhere corps with ‘transferable’ knowledge, whose goal is to maintain a cohesive civil service *ethos* that deals with cross-cutting issues. Although the discourse on competencies applies to any public servant, this section is based on information from the survey that focuses on senior civil servants.

NPM reforms introduced the debate between professionalization and managerialisation of public service delivery (Exworthy & Halford 1999; Freidson 2001; Fitzgerald & Ferlie 2000; du Gay 1996). The countries that have introduced managerial reforms would foster the acquisition of managerial competencies rather than the professionalization based on contents (technical knowledge and specific knowledge of a policy field). This section explores what type of competencies governments promote, how the balance has shifted at the top, and how this relates to wider reform policies within different country contexts.

In the 1970s and 1980s there was a debate on the relations between generalists and specialists in governments. This debate shifted in the 1990s towards a discussion on the relation between “managerialisation” (abilities and skills for achieving results) and professionalization (technical and specific knowledge on a policy field). In a summarised way, there has been a distinction between “content” and “process” related skills (Steen and van der Meer 2007). Knowledge and expertise can be the base for exerting influence and leverage in the decision-making process. This type of competency (emphasizing knowledge, not skills or abilities of the definition) highlights the “content” dimension. “Content” refers to two main groups: generalists and specialists. *Generalists* are characterised by having “institutional knowledge” that they use when moving up in the hierarchy. Institutional knowledge refers to knowing the rules of the game, the main stakeholders and gatekeepers involved, the sources of information, having network of alliances and the like. As opposed to generalists, specialists also possess a “content” base of power, but their knowledge is related to specific policy areas of government: environment, social services, education, health, infrastructures, and similar. Unlike generalists, their knowledge cannot be transferred between departments and remains in agencies and organisations of the same area or sector. With the arrival of the NPM movement, civil service systems have emphasized the “process” dimension of competencies, *i.e.* skills and abilities to achieve results and deliver the services according to the established goals and objectives.

From the expert survey in 25 EU countries, two trends seem apparent. On the one hand, there seems to be a general shift in the last fifteen years from countries with almost only specialists at the top like Finland and Greece to a more even distribution of specialists and generalists like in other countries (see Table 9). There are still three countries (Czech Republic, France and the Netherlands) that are basically populated by generalists at the top. On the other hand, considering the proportion of managerialists and non managerialists at the top, the number of countries with a greater proportion of managerialists has increased from one fifteen years ago (Malta) to six.

Table 9 Main competencies in different senior civil services

	Civil Service System ¹	Senior Civil Service with formal Status ¹	Centralised Competency framework? ¹	Content ²			Process ²		
				Specialists	Both evenly distributed	Generalists	Managerialist	Both evenly distributed	Non-Managerialist
Austria	Career	No	No						
Belgium	Career	Yes	Yes						
Bulgaria	Hybrid	Yes	Yes						
Cyprus	Career	Yes	Yes						
Czech Rep.	Post	No	No						
Denmark	Post	No	No						
Estonia	Post	No	Yes				*		
Finland	Post	No	No						
France	Career	No	No						
Greece	Career	No	No						
Ireland	Career	No	Yes						
Italy	Hybrid	Yes	Yes						
Lithuania	Hybrid	No	No						
Luxembourg	Career	No	No				*		
Malta	Hybrid	Yes	No						
Netherlands	Post	Yes	Yes						
Poland	Hybrid	Yes	No						
Portugal	Post	Yes	Yes						
Romania	Career	Yes	No						
Slovenia	Hybrid	No	Yes						
Spain	Career	No	No						
Sweden	Post	No	No						
United Kingdom	Post	Yes	Yes						

¹ Sources for civil service system, formal status for senior civil service and the existence of a centralised competency framework: Kuperus 2009.

² Source: Expert survey to representatives of 27 EU countries in charge of human resources management at central

* No information

Drawing on some examples, it will be explored the links between competency policies and the composition of experts (specialists), generalists and managerialists in government. The use of competency frameworks, such as the Professional Skills for Government of the United Kingdom, the Competency Framework for the Senior Civil Service of the Netherlands, has fostered the presence of more managerialists at the top. However, other countries without a centralised competency framework like Finland and Denmark (if we consider that their competency tools are not a top down instrument, but rather a bottom up), managerialist competences have also been promoted.

Therefore, three groups of countries could be established. A first group comprises countries that, in spite of some attempts at reforming either the senior civil service and introducing competency frameworks (Italy) or trying to introduce NPM type reforms (France) have not increased visibly the proportion of managerialists at the top and their top cadres are by an large content based. These countries are likely to portray a similar (non)-evolution than Greece or Spain, for instance. Responses regarding Portugal seem to contradict this trend, as according to the expert survey, the top is populated rather by a higher proportion of managerialists.

France and Italy have a career based civil service. Italy has created a separated senior civil service with the avowed aim of improving system performance (OECD 2008) and has also introduced some sort of competency framework. France has neither created a separated cadre of senior civil servants at the top nor introduced a formalised and centralised competency framework.

According to the expert survey, France still maintains a predominance of generalists over specialists and an even distribution among managerialists and non-managerialists at the top now and 15 years ago. In theory, technical expertise and policy advice skills should be the most common skills in the background of the senior civil servants, and every senior civil servant is a specialist at the start of their career. But the French system is characterised by having a considerable number of generalists, who lose some of the technical competencies acquired during the training period and acquire more open views on different topics as they advance through the system, becoming more generalists. The predominant set of skills depends on the nature of *corps*. The generalist *corps* like civil administrators are supposed to be able to work in any department. In fact, most *corps* from ENA have a generalist imprint. However, this label can be misleading as the original base of generalists' skills is a degree of expertise (or specialization), and not the capacity to deliver (managerialist - although ENA is addressing this issue for recent promotions). The technical *corps* from the *École Polytechnic* have technical knowledge, although many engineers have also acquired managerial skills.

The Italian system has evolved similarly than the French one, with the difference that they established a separated senior civil service to introduce a more managerial approach in delivering public policies. Moreover, the senior civil service would allow for a clearer delimitation between politics and management. However, instead of managerial skills, technical skills are the most relevant in the recruitment and training of senior civil servants.

In sum, having a senior separated civil service in place (Italy) or a high autonomous senior civil service (without formal independence) and some sort of awareness of introducing management by results in early recruitment process (at least in France) have

not been drivers for having more managerialists at the top. A stronger impulse seems to be needed for this.

A second group of countries are public management advocates, have a separated senior civil service and a centralised competency framework in place (United Kingdom and Netherlands). In these two countries, the top is rather dominated by managerialists.

In fact, in the Netherlands, the proportion of managerialists has increased while the proportion of specialists (*vis à vis* generalists) has decreased according to the expert survey. These results are aligned with previous field work done in 2006-2007 (OECD 2008). Competency management appeared first in 1999 in the White Paper on *Management en personeelsontwikkeling rijksdienst* (“Management and Personnel Development in the Civil Service”), and in the Dutch Central Labour Agreement of 2001-2002 (Toonen and Van der Meer, 2005). One of the reasons for introducing competencies was the low commitment of line managers to the human resources management aspects of their jobs. The White Paper suggested complementing the old emphasis on subject expertise by desired behavioural traits.

The ABD Office pioneered work on competencies for senior civil servants in 1996. The focus of ABD Office, based on management development rather than on the reinforcement of the professional/technical/expertise base (Breed 2005: 22, quoted by Van der Meer and Steen: 2007), reflects the dominant managerial perspective in the Netherlands. In addition, public service *ethos* and political awareness are also promoted by the competency frameworks for senior civil servants (Van der Meer and Toonen 2005). While those managerial and leadership competencies are part of a common trend in the New Public Management, Van der Meer and Steen (2007) raise concerns whether this emphasis on management skills and the focus on inter-departmental mobility has devalued policy expertise and the “traditional” technical knowledge of senior civil servants. This implies that “process” – the ability to do things in different domains – dominates over “content” – the ability to do the more appropriate thing in a particular sector. But managerial skills cannot replace a policy vision and this is critical for Dutch public bureaucracy, which, unlike other systems, does not employ policy advisers in the ministries.

In the United Kingdom, competencies and skills are tested within the Civil Service. Recruitment is competency based and many promotion boards test competences. According to Barker (2004), there are some standard behavioural competencies focusing on delivery. These competencies have been rephrased and collated in different fashions since the competency approach was first adopted in 1996 (see also the report from the Senior Salaries Review Body SSRB 2007) and, on paper, the emphasis on managerial skills is substantial.

However, the SSRB report argues that delivery is still not sufficiently emphasised, and specialised knowledge in a particular policy field is lacking. This lack of specialised skills or managerial competencies compels the government to recruit external candidates, who have the required skills but are more expensive. The recruitment of outsiders can impact the morale of the pure careerist, who receives less money for similarly weighted jobs. From 1993 to 2008, there have been several shifts in the contents of the different competencies that have been emphasized in the policy. Delivery has been present in each new set of competencies and has gained in relevance over time. Professional expertise (technical knowledge) was present in 1996 and 1999, but not afterwards.

In sum, the combination of managerialist reforms, a separated senior civil service that should bridge relatively 'silo' departments and the promotion of competency frameworks has produced the intended results of increasing the proportion of managerialists at the top.

A third group of countries is formed by introducers of NPM reforms. At the same time, these countries lack a senior civil service or a top-down model of competency framework (Finland and Denmark). However, they have increased the proportion of managerialists in their top cadres in the last 15 years by rather using a bottom up approach to competency management.

Finnish officials were engaged in developing a competency framework some years ago in connection with the preparation of an initiative to reform the senior civil service. They had in mind the Dutch ABD as well as models from the United Kingdom, the United States and Belgium, to create a separate "caste". As the proposal did not gain support from the political decision makers, they had to use more modest measures. However, the draft work on the competency framework may have served as a basis for reforming the selection criteria of top civil servants. They have stressed the importance of managerial ability and wide experience instead of experience gained from a single agency or ministerial sphere (Council of State 1997). A reform is envisaged for later this year in order to offer more detail on the required managerial abilities.

In Denmark, the distribution of "process" related skills seem to have shifted in the last fifteen years from a past balance of managerialists and non-managerialists at the top towards a predominance of managerialists at present. The Danish civil service has implemented neither a senior civil service nor a centralised competency framework compulsory for all agencies like in the United Kingdom and in the Netherlands. The adopted competency framework for Danish agencies was launched at the initiative of civil servants in 2005. Although it is voluntary, the framework was adopted in 2007 by 90 per cent of the agencies. The actual level of engagement of each agency is unclear (Frank 2007). According to Frank (2007: 14-16), the Danish framework focused on the relationships between senior civil servants and the political executive, on the legitimacy of public sector organizations and on the achievement of the political goals of the organizations. It also incorporates the ethical dimension of the public sector. It is unclear how the competency framework, undertaken on a voluntary basis and implemented so recently, has fostered an increase in the proportion of managerialist at the top. However, there are other aspects related to managerial practices in the system like the adoption of contractualisation between civil servants and political executives that started in the 1960s (Gregory and Christensen 2004) and may have had an impact on the managerialisation of top cadres.

In sum, there has been a convergence of results (actions) while there has been a certain divergence of decisions (and even policy design) between the Netherlands and the United Kingdom (on the one hand) and Finland and Denmark (on the other hand) (see a summary of key elements in Table 2). The four countries seem to have more managerial skills at the top in 2010 than in 1995 according to the expert survey. However, the route taken as regards to the senior civil service and the competency policies by all these countries has been considerably different. They all share the fact that managerialist reforms have been more or less wholeheartedly embraced. In countries in which senior civil service reforms have been launched without overhauling other parts of the systems with the managerialist credo, these policies have not had a considerable impact at the top.

Table 2 Comparative evolution of three groups of countries as regards to competences

	Starting Position (pre- 1990s)	Strength and emphasis of competency policy	Effect of competency policy	Shift in competency policy (late 2000s)
France	Mix of generalists and specialists	Weak managerialist	Limited effect	-
Italy	Dominance of departmental specialists and lawyers	Weak managerialist	Limited effect	-
Netherlands	Departmental specialists dominant	Strongly managerialist	Generalists dominant in leadership positions	Critique of lack of subject matter related expertise in leadership positions
United Kingdom	Mix of generalists and specialists	Strongly managerialist (delivery)	Rise of different type of generalist (economists) / dominance of managerialists	Combination of skills from generalists / and managerialists
Finland	Specialists	Weak and managerialist	Dominance of managerialists	Stronger emphasis in managerialism is expected
Denmark	Mix of specialists and generalists	Voluntary competency framework as part of department-agency relation management	Dominance of managerialists	Emphasis on leadership and managerial tools

To sum up, when comparing the competency policies across EU countries, the analysis has revealed some common trends as well as key differences. While the broad comparison of the EU-27 countries in terms of the existence of a centralised competency framework did not support “families of nations” type of explanations, the analysis of dynamics of a selection of EU countries revealed patterns that allow a more differentiated interpretation of the drivers in the development of competencies. When analysing the dynamics of competency policies in case studies, the importance of a formal senior civil service group for driving competency policy needs to be qualified. Four key observations can be derived from these examples.

First, the strongest empirical trend in competency policy across EU countries is the emphasis on managerial type of competencies. Indifferent of the character of the civil service system, the administrative tradition or the autonomy of the bureaucracy, all countries have more recently put the emphasis on “managerial delivery” skills. “Content” related skills play a more limited role in the 2000s than one or two decades earlier. This development implies that the early juxtaposition of specialists and generalists plays a more limited role in today’s competency policies. While

managerialists could be considered as a type of generalists (since they share the focus on cross-sectional skills), the specific emphasis in competency policy is on the type of “managerial delivery” skills in line with NPM type of ideas.

Second, governments vary substantially with respect to the degree of change initiated by competency policies. Attempts to strengthen managerialist competencies have had limited effect in France and Italy, where reforms have been deflected by a strong group of senior civil servants with a generalist background (France) or strong element of departmental specialists and non-managerial generalists (Italy). The clustering of countries in terms of “effective” competency policies (in the sense of degree of change) suggest that administrative traditions type of explanations carry more explanatory power than expected on the basis of the broader comparative analysis of EU 27 countries. In other words, the limited changes in the French and Italian contexts would have been expected from its Napoleonic administrative tradition.

Third, while the existence of a separated senior civil service and the presence of a centralised competency framework could be a reasonable predictor of the development of managerialists, they are neither sufficient conditions for this to happen nor necessary conditions in any case. As the Finish (and somehow also the Danish) cases shows, the rise of managerialists within the overall composition of higher civil servants is not dependent on the existence of a centralised competency framework.

Fourthly, it is difficult to assess the right blend of competencies that a particular national system should have at the top, as some systems have decentralised policy delivery to other levels of government and other countries have still centralised policy delivery. In any case, the transferability of competencies across departments seems not to be happening in most EU Member States, and this is an obstacle for using redeployment when is needed.

Human resources remit and function

There are several ways to link the management of human resources to its sustainability in the long term perspective. A number of issues highlights this: the functions performed by HRM units, the degree of decentralization of human resource management to line managers, the use of shared back office between several departments for HRM, the ideal size of the HR unit, and the potential outsourcing of HRM.

In general, the results of the survey seem to suggest that the degree of professionalization of human resources in the EU countries is not very high, although there are, of course, some exceptions. For instance, only in 12 countries, HR professionals of ministries are required to possess special qualifications and have specific training on those subjects, i. e. they are specialists. In the remaining 13 countries, HR professionals are generalists, who normally learn the aspects of the profession in the job and do not usually receive a special training. Further, many countries have some of the HR functions decentralised and most of them (19) will give some specific training to line managers in order to better perform these functions.

Table 10 Functions that have been decentralised in particular countries

	N°
Recruitment	12
Career	10
Performance assessment	23
Performance Related Payment	15
Other	6

Source: Expert Survey.

Shared services

Another aspect linked to sustainability is the use of shared services for the back office. Shared services are public sector units providing support services to more than a single ministry, or agency from the same or different territorial levels of government. Support services include human resources, audit and procurement, finances and computing services as the most common ones. According to an OECD report (OECD 2009), shared services have existed in many OECD countries for a long time, but they have come fashionable again in order to gain some efficiencies. The new concern with these services has been more prominent in those countries that have embraced NPM reforms. The *leit motiv* of the managerial reforms prompted the idea of letting the managers manage by giving them freedom to organise support services in many occasions. Furthermore, agencies could also either contract out their support services or organise their own systems. With this movement, the position of ministerial support services weakened and according to the OECD report staff numbers of these services have increased as a rule.

The idea of shared services is becoming somehow fashionable again. For instance, in the website opened by the conservative-liberal British government to gather ideas for the spending challenge of the next budgetary exercise, the following idea refers to share back office service with the expectation of achieving some savings:

“Each public sector organisation has its own support functions, such as HR, Information services, Facilities, Finance etc. This means there is huge duplication of functions and costs. The spending review team should look into whether any economy of scale can be achieved through departments sharing these support functions, such as one HR department for all local authorities, etc.”

http://www.hm-treasury.gov.uk/spend_challenge_ideas_1.htm

Ulrich (1995) has been one of the earliest advocates of the adoption of HR shared services, which should focus on the more HR administrative tasks and call centres. In theory, these tasks, performed by different local units, could be streamlined, often thanks to electronic transactions so that a single unit will offer the delivery solution for all different local units. Theoretically, this operational mode should bring about some savings as a consequence of the economies of scale; and that is the response given in a survey in the private sector by Deloitte Consulting (2006): 70 per cent of the early adopters of the shared model sought to save money. The idea of potential savings in the use of shared centres was also present in the independent Gershon review of the public

sector efficiency for the British government. However, actual results of savings through shared services have not been reported, as a report from CIPD (2006) gathered from different reviews.

From the results of the expert survey, in seven countries, different Departments share their HR function. Therefore, there is room here to explore the efficiency gains achieved in these countries in order to see whether this measure is implementable and under what conditions. In any case, the idea of shared services may probably not be a universal recipe for all times and places, as different organizations are likely to need different solutions.

The OECD (2009) report distinguishes three tasks that have to be fulfilled by support services: organizational policy on how support services should be organised, standard setting for support services like recruitment, performance assessment, job classification systems and the like and the actual delivery of support services to the client departments and agencies. The report further argues that shared service units rather focus on the delivery of this support to the client. However, the efficiency gains from concentrating the support in several units can only be met if the different client ministries and agencies involved are willing to co-operate. From the different perspectives in operation, the OECD (2009) report offers three different models. The top-down Danish model transfers service personnel to shared service units and the budget of the line ministries is accordingly decreased. The incentivised Dutch and Finnish model relies on temporary cuts of the budget of support services. Finally, the Swedish and the British model seems to rely on incentives related to a higher overall productivity gains (temporary or permanent overall budgetary cuts), which compels departments and agencies to share those services in order to increase their gains and minimise losses.

In sum, shared services have appeared in those countries in which policy delivery has been transferred to independent agencies. The NPM philosophy of separating decision-making from implementation and fragmenting policy delivery with autonomy to manage resources led to the creation of many 'independent' support services, which in turns brought about an increase of support staff. Through different approaches and incentives schemes that include the reduction of the whole budget or the budget for support services, different countries have increased their reliance on this type of units. Although the efficiency gains of shared services do not seem to be conclusive according to different reviews, it seems that it helps to homogenise standards and to potentially reduce staff numbers of these units. More research on this would be of help for other EU countries considering these ideas.

Size of HR units

One issue of considerable concern in the specialised HR literature refers to the relation between the HR staff ratio defined as the number of HR staff divided by total headcount. The link between the size of the HR unit and sustainability refers to the combined effects of shared services, outsourcing and of information technology for the HRM function. Each one of these activities may lead to a reduction in the size of HR units, as the more routine work is done more efficiently and the HR units can devote their time to strategic thinking (Ulrich 2000) or other activities in line with new needs of personnel: *upskilled* competencies, innovative reward systems and other similar aspects (Schumann 2001). If outsourcing and the introduction of shared services were to materialize, the size is likely to be reduced. The question is then to find out the most adequate ratio of HR specialists to normal staff and the way in which different HR services are delivered. The HR specialist FTE (full time equivalent) ratio refers to the

number of regular FTE employees that each HR specialist (also FTE) employee supports in the organization.

In the specialised literature, a common target is 1:100 (1 HR specialist employee per 100 employees FTE). However, this target might be meaningless without understanding issues of size, institutional national settings and the role of HR function within the organization. Brewster et al. (2006) even argue that a downsized HR unit does not necessarily lead to greater administrative efficiency. They consider that this issue requires more research before applying this ratio without further tests.

Some questions were included regarding the ratio of HR specialist in the survey. A first question was linked to the existence of the 1:100 FTE ratio as target (1 HR staff per 100 full time equivalent staff). The answers gave the impression that this target (or similar one) had not been part of the discussion in national settings. Only Estonia had this 1:100 FTE target in place. In nine countries, experts thought that the target could be somehow useful or very useful, while one expert had the impression that it could not be useful at all. A second question on the feasibility of this target brought rather favorable responses, as eight out of nine respondents thought that human resources are easily manageable with this target. However there were some caveats to this: HR functions should be further automatized, line managers should have greater HR management responsibilities and the administrative HR processes (not the strategic ones) should be outsourced. Additionally, some experts claimed that uniformity across organizations with the same target might not be appropriate.

The concern with this or similar targets has been voiced by the former Labour British Government in reports like *Putting the Frontline First – Smarter Government* (2009). This report advocated delivering efficiency savings and one of the measures was to improve back office processes trying to emulate the standards of the best. In the report, *Benchmarking the Back Office* (2009) some HR metrics (also for IT and financial service) were published for government departments. These metrics were somehow voided of other organisational information. Therefore, the numbers do not really tell whether an organization with a 1:70 is necessarily more efficient than another organization with 1:140. The discussion on HR ratio makes sense when performance parameters are also taken into account. Further, the comparison also makes more sense when organisations of similar sizes are compared, as the economies of scale in one organization of 60 employees are not the same than an organization with several thousands. In sum, HR metrics are relevant but to use 1:100 (or any other metric) as a yardstick to analyse the efficiency of support services and as a way to compare organisations or even benchmark best practices seems not to be very helpful.

Table 11 Mean Size of HRM Departments

	Country	Mean HR Ratio	Per 1000 employees	1 HR staff per x employees
Model Anglo-American	United Kingdom	.0150	15,0	66,7
	Ireland	.0199	19,9	50,3
	Germany	.0146	14,6	68,5
Large Firm Model (Germany)	Belgium	.0181	18,1	55,2
	France	.0171	17,1	58,5
	Netherlands	.0183	18,3	54,6
Large Firm Model (Japan)	Japan	.0196	19,6	51,0
	Sweden	.0113	11,3	88,5
Corporatist	Denmark	.0171	17,1	58,5
	Norway	.0165	16,5	60,6
	Finland	.0143	14,3	69,9
	Spain	.0128	12,8	78,1
Peripheral	Portugal	.0121	12,1	82,6
	Greece	.0129	12,9	77,5
	Czech	.0130	13,0	76,9
Transitional	Bulgaria	.0102	10,2	98,0
	Estonia	.0152	15,2	65,8
	Slovenia	.0114	11,4	87,7
Total		.0159	15,9	62,9

Source: Brewster et al (2006)

Normally, research into this areas focuses either on the mean or on the median of this ratio across a wide sample of organizations. However, these studies mask the fact that in some organizations the ratio of HR employees is of 1 per 18 while in others you may have 1 per 10000 or 2000. Brewster et al. (2006) tried to solve that problem in their comparative research of several countries using survey data from private sector and public sector enterprises. The results of this survey showed that organizations in central government are 32 per cent more likely to have a large HR staff ratio while, for instance, businesses in the health service area are 12 per cent likely to have a small HR function. However, the most important factor to explain for differences in the ratio HR staff and organizational staff seems to be the particular labour national institutional settings. Different clusters of countries behaved as expected in terms of the ratio (see the Table 11).

The outsourcing of HR

The debate on whether the delivery of HR services should be delivered by in-house staff or by a contractor is also linked to the debate on shared services. If the more routine services are transferred to a “common” unit where these back office services are shared by several departments or agencies, the next step could be to outsource the shared services too. According to Forth et al. (2006, quoted in CIPD 2006), who analyzed the Employee Relations Survey (WERS 2004), the activities that are more commonly outsourced were training (one third of organizations), payroll and serving temporary positions (one quarter of organizations) and recruitment by only 14 per cent of organizations. CIPD (2006) found that the outsourcing of HR has not grown exponentially over the years, as the number of organizations that seem to have

outsourced any of the HR functions has remained more or less the same between 2000 and 2006, with a few increases that cannot be considered very relevant. Finally, the main reason for outsourcing services is cost savings (CIPD 2006). This is a finding supported by most studies and surveys.

In the EU public sector organizations at central level it seems that the outsourcing of HR functions is rather negligible. According to the surveyed countries, only in two countries some HR functions have been outsourced. For instance, in Sweden HR support (not strategic HRM) has been outsourced in some agencies with a regional organization.

The degree of success in the delivery of HR functions by the external contractors has been assessed in some studies, but results are not conclusive. According to a literature review of CIPD (2006), there is a contrasting picture. On the one hand, some surveys report cost reductions and even most of the organizations that outsourced some HR functions would still be doing it in spite of the initial problems. Other surveys hint at problems related to the quality of the service delivered by the contractor.

On the other hand, research has not proved that the HR unit has devoted, after outsourcing more routine matters, more time to higher value-added activities or being more strategic. Some researchers even consider that the split of routine and non-routine functions are not beneficial for the HR unit, because if the daily operations of HR management are separated from the strategic unit, coordination and real understanding of the potential improvements may be problematic. Other experts also believe that those routine activities cannot be outsourced because the HR unit loses its core functions. These are, in any case, matters for further research and discussion.

To the questions whether there was any noticeable impact of outsourcing in savings or in the level of service provided in comparison to the in-house provision, the two countries that have had some experience with outsourcing did not report major impact, as they assessed that the quality of the service was similar and no major savings had been reported.

To sum up: some policy implications

This report has covered the wide topic of sustainability of human resources at central level by looking into a range of areas (public employment size, recruitment policies, collective dismissals, retirement age policies, redeployment, salary, competencies and the functions of the human resources unit) with a limited instrument of surveying the opinion of experts from EU Member States. Furthermore, the original purpose of the report of exploring the capacity of public sector organizations to adapt to the ever changing environment was interfered by the global economic downturn, which has prompted considerable adaptations of the system to the short term pressures. Within these restrictions, the report has summarized the state of affairs of some of the topics that considerably influence the sustainability of the public sector. In this section, some policy implications are outlined. Of course, due to the variegated nature of EU Member States and the way in which human resources are managed, these policy implications do not apply to all countries. The nature of the report does not allow for more specific ideas. However, some dimensions related to sustainability seem to be emerging from the previous sections.

Regarding the reaction of national systems to the economic downturn, most countries have been able to take radical decisions on recruitment freeze, salary cuts, extending or reducing retirement age in a short period of time. Those decisions have been applied in

a very uniform way without taking into account strategic considerations. Uniform decisions might be the only solution when markets, the European Union and other international organizations like the International Monetary Fund are pressing on governments to reduce public deficit. However, it is felt at times that short term uniform solutions have been applied because long term policies of human resources are unable to contain the rise of staff numbers and the increase of the public sector payroll, deeming public sector organizations unsustainable.

Uniform policies, like the use of replacement rate, *moratorium*, or salary cuts, across the board may show the resilience of the public sector to crises. At the same time, uniformity may jeopardize those services that have a strong pressure during critical times and are not always able to fill the staff gaps through redeployment, voluntary or compulsory, because the demanded skills are not present in the internal public sector market. Resilience of the system to the short term pressures has not solved problems of single units and services that have felt the increasing demand of citizens, but not further support with needed staff. This has proved to be a problem in the recent crisis in some countries.

There is no single ‘neutral’ and ‘uncontested’ solution to make more strategic decisions on staff numbers. However, the exercise to determine the size of staff taking into consideration local needs of departments and agencies and oversight functions from horizontal departments seem not to be working at the moment in containing public employment size. In the end, the intervention of the Treasury in the process seems to rely, except for a few cases, in not to overspend while the demands of new staff may rely on individual assessment of needs without taking a common approach in which the budget, human resources and the performance of the organizations are taken into account. In a nutshell, it seems that decisions on human resources seem to be taken in most countries in isolation of the level of performance of ministries and agencies. Tools that try to integrate level of performance with budgetary decisions for medium-term perspective and with human resources needs like spending review exercises could be of help in this enterprise. Spending reviews are managerial instruments that involve individual departments, horizontal departments and third parties by introducing certain empowerment as well as transparency and ‘neutrality’ in the process. The use of these reviews do not constitute the philosophical stone to solve the problems of strategy, as political decisions might even revert some priorities set in the spending review exercise. In any case, this exercise raises the level of discussion on how to assess personnel needs and may make politicians better aware of how to take final decisions.

Redeployment of staff from surplus agencies to agencies with deficit of personnel seems to be in theory a good solution in critical times and in order to make public sector organizations sustainable. Apart from the legal limitations that each country may pose to the mobility of their public workforce, a problem linked to sustainability is to what extent the workforce is transferable to other units. Clerical work seems to be easily transferable, but a different story must be told on the competencies at the disposal of middle and top managers. Every country, at national level, will need a different blend of managerial, generalist and policy content competencies. Some countries have devolved the delivery of policies to other territorial levels of government and managerial competencies for top executives at central level might be of less importance. In other countries, ministers rely heavily on expert advice from the bureaucracy and the content side of the competencies will be needed here. In any case, it seems that there is still a lot of work to be done in making the workforce skills transferable between different departments. Perhaps, it is to naïve to expect that anyone could work anywhere as some

managerialists believe. However, there are families of similar jobs in the public sector within the same policy field but in different departments or agencies that could help to build up transferable competencies and transferable staff. Under these conditions, a movable workforce does not only help to better deal with crosscutting and wicked policy issues but it also aids in reacting more strategically when critical times appear in the horizon.

A small section was devoted to the unit of human resources because it is often accused of inefficiencies, especially in countries in which the fragmentation of policy delivery through the managerial reform has fostered the creation of multiple HR units. So far, the studies in the private sector on the efficiency gains obtained through sharing human resources services, through reducing the HR specialist to staff ration through outsourcing more routine human resources management are not conclusive. In the European Union Member States, there are some experiences of sharing services, little experience with ratios employed in the private sector and anecdotic use of outsourcing HR management.

In general, each topic of the report merits further analysis. A good starting point would be to compare successful (and not so successful) experiences on policies that are already working in some EU Member States. The report has shown examples on retirement age policies, assessment of staff needs, and redeployment policies that are worthwhile to explore in depth. The transfer of knowledge among Member States is a value added of the EUPAN network and efforts could be invested on this. A failure to do so may encourage politicians of particular systems to go to Brussels, learn what other countries have done to minimize the effects of the crisis and try to apply back home. A very detailed example was given by comparing how Spain transferred some of the Irish measures to cut salary expenditure. The comparison tried to show that the transfer of knowledge is useful when the whole institutional setting behind policies is told, but not by reading the measures in the official gazette.

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Annex A –

Responses to the questions of the survey

Annex A - Responses to the questions of the survey

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On the crisis

Please, assess the impact of the economic and financial crisis during the last 2 to 3 years in the following policies at central level

		Number of Countries	%
On size	Low impact	7	28,0%
	Medium impact	10	40,0%
	High impact	8	32,0%
On salary	Low impact	7	28,0%
	Medium impact	8	32,0%
	High impact	10	40,0%
On mobility	Low impact	12	50,0%
	Medium impact	11	45,8%
	High impact	1	4,2%
On retirement	Low impact	14	58,3%
	Medium impact	5	20,8%
	High impact	5	20,8%
On employee engagement	Low impact	8	36,4%
	Medium impact	9	40,9%
	High impact	5	22,7%
On human resources remit and functions	Low impact	8	34,8%
	Medium impact	11	47,8%
	High impact	4	17,4%
On other policies	Low impact	7	30,4%
	Medium impact	14	60,9%
	High impact	2	8,7%

Please specify those policies from the previous question on impact of the economic crisis.
(See Annex B on Open Questions)

Overall, how would you assess the impact of the economic and financial crisis on human resources at central level in your country?

	Number of Countries	%
Low impact	7	28,0%
Medium impact	10	40,0%
High impact	8	32,0%
Total	25	100%

Size

How has the economic and financial crisis affected the size of public employment in central departments?

	Number of Countries	%
Size maintained	13	52,0%
Size reduced	12	48,0%
Total	25	100%

Is there any area in which demand for new staff has increased compared to others since the beginning of the crisis? (*Multiple responses; the number does not total 25 as a country representative may have chosen more than one option*)

	Number of responses	%
General public services	1	2,7%
Defence	2	5,4%
Public order & safety	8	21,6%
Economic affairs	4	10,8%
Health	3	8,1%
Education	3	8,1%
Social protection	3	8,1%
Does not apply	13	35,1%
Total	37	100,0%

Which organization has the final decision in determining the number of public servants for individual ministries?

	Number of Countries	%
Central ministry	6	25,0%
The department itself	5	20,8%
An independent agency or similar	1	4,2%
A combination of central ministry and the ministry itself	12	50,0%

What other organisations and / or groups of public servants take also part in this process of determining the number of civil servants for individual ministries? (*Multiple responses; the*

number does not total 25 as a country representative may have chosen more than one option)

	Number of Responses	%
Trade unions	10	27,8%
Representatives of corps of civil servants	7	19,4%
Political appointees	5	13,9%
Other	3	8,3%
Does not apply	11	30,6%
Total	36	100,0%

How do you plan the staffing capacity of individual ministries? **(See Annex B on Open Questions)**

Do you use the replacement rate in central administration?

	Number of Countries	%
Yes	15	60,0%
No	7	28,0%
Does not apply	3	12,0%
Total	25	100%

How helpful do you consider the replacement rate in order to avoid an increase of public sector employment?

	Number of Countries	%
Not helpful at all	2	11,8%
Quite helpful	9	52,9%
Very helpful	6	35,3%
Total	17	100%

In some countries, some sectors or areas are defined as “priority” for staffing purposes. Do you have “priority sectors” in any of these areas? *(Multiple responses; the number does not total 25 as a country representative may have chosen more than one option)*

	Number of Responses	%
General public services	1	2,3%
Defence	2	4,7%
Public order & safety	10	23,3%
Economic affairs	4	9,3%
Environmental protection	2	4,7%
Health	5	11,6%
Education	4	9,3%
Social protection	4	9,3%
Does not apply	11	25,6%
Total	43	100,0%

If you have a “priority” sector or area, what is the definition used in your country for this? **(See Annex B on Open Questions)**

Is collective dismissal from government employment possible?

	Number of Countries	%
Yes	10	40,0%
No	15	60,0%
Total	25	100%

If so, has it been practiced in your country?

	Number of Countries	%
Yes	7	77,8%
No	2	22,2%
Total	9	100%

Under what circumstances has collective dismissal been applied? **(See Annex B on Open Questions)**

What proportion of vacancies in central administration is advertised in a single regular (annual or bi-annual) event?

	Number of Countries	%
0-20%	2	8,0%
21-40%	1	4,0%
41-60%	0	0,0%
61-80%	1	4,0%
81-100%	6	24,0%
It does not apply	15	60,0%
Total	25	100%

If you have a centralised instrument for advertising vacancies, how do you apply it? **(See Annex B on Open Questions)**

What proportion of national public administration vacancies are advertised on the internet and / or intranet?

	Number of Countries	%
0-20%	0	,0%
21-40%	1	4,0%
41-60%	1	4,0%
61-80%	1	4,0%
81-100%	20	80,0%
It does not apply	2	8,0%
Total	25	100%

If vacancies are advertised on the intranet and/or internet, who can make use of these job sites to post vacancies?

	Number of Countries
Only central administration	11
The whole public sector	6
Private and public sector	7
Does not apply	1
Total	25

Do these job sites provide the opportunity for employees that are willing to change job to subscribe to the database as an applicant?

	Number of Countries	%
Yes	16	69,6%
No	5	21,7%
Does not apply	2	8,7%
Total	25	100%

Redeployment

Have you implemented policies to move staff from surplus to deficit organisations in the last three years?

	Number of Countries	%
Yes	13	52,0%
No	9	36,0%
Does not apply	3	12,0%
Total	25	100%

In the case you need to foster mobility from surplus to deficit organisations, is mobility voluntary or compulsory for staff?

	Number of Countries	%
Voluntary	8	32,0%
Compulsory	7	28,0%
There is no mobility scheme	10	40,0%
Total	25	100%

When staff is relocated from surplus to deficit organisations, which of the following items are included? *(Multiple responses; the number does not total 25 as a country representative may have chosen more than one option)*

	Nº	%
Mobility costs within the same city	2	7,7%
Mobility costs between different cities	5	19,2%
Individual previous salary is safeguarded	14	53,8%
Additional financial incentives to mobility costs	2	7,7%
Additional non-financial incentives to mobility costs	3	11,5%
Total	26	100,0%

Please summarise the contents of the mobility policies from surplus to deficit organisations. **(See Annex B on Open Questions)**

Retirement Age and Other

What is the compulsory retirement age for most public servants at central level / form most employees of the private sector?

	Public sector		Private sector	
	Number of Countries	%	Number of Countries	%
60	1	4,8%	2	9,1%
62	1	4,8%	2	9,1%
63	3	14,3%	2	9,1%
65	10	47,6%	12	54,5%
67	2	9,5%	1	4,5%
68	1	4,8%	1	4,5%
70	2	9,5%	1	4,5%
71	1	4,8%	1	4,5%
Total	21	100%	22	100%

Is the retirement age the same for all public servants at central level? (*Multiple responses; the number does not total 25 as a country representative may have chosen more than one option*)

	Nº	%
It is the same for everyone	10	34,5%
It differs among policy sectors (education, health...)	7	24,1%
It differs among civil servants and labour contracts	3	10,3%
It differs due to other circumstances	9	31,0%
Total	29	100,0%

What percentage of public employees retire at the compulsory retirement age?

	Number of Countries	%
0-20%	5	22,7%
21-40%	2	9,1%
41-60%	0	,0%
61-80%	2	9,1%
81-100%	8	36,4%
Does not apply	5	22,7%
Total	25	100%

Have you introduced incentives to delay retirement age in the last three years?

	Number of Countries	%
Yes	12	48,0%
No	13	52,0%
Total	25	100%

Please summarise the incentives you use to delay the retirement age (**See Annex B on Open Questions**)

Is it possible to enjoy partial or early retirement age for public sector employees at central level?

	Number of Countries	%
Yes	20	80,0%
No	5	20,0%
Total	25	100%

Have you designed or implemented a policy at central level in order to engage retired public servants in the activities of the ministries?

	Number of Countries	%
Yes	1	4,0%
No	24	96,0%
Total	25	100%

If so, in what ways do you engage retired public servants? **(See Annex B on Open Questions)**

Do you have a policy in place to manage age diversity (different to retirement age) of the workforce?

	Number of Countries	%
Yes	8	32,0%
No	17	68,0%
Total	25	100%

Have you designed or implemented policies to enhance the capacity of public servants to innovate?

	Number of Countries	%
Yes	10	41,7%
No	14	58,3%
Total	25	100%

Please summarise the contents of the referred policies in the two previous questions (policies to innovate and age diversity) **(See Annex B on Open Questions)**

Competencies

For the ministries, please indicate whether most senior executive positions are filled by specialists or by generalists / and ten to fifteen years ago.

		Number of Countries	%
Now	Specialists	3	12,5%
	Both	15	62,5%
	Generalists	6	25,0%
Ten to Fifteen years ago	Specialists	4	21,1%
	Both	10	52,6%
	Generalists	5	26,3%

Footnote: A **specialist** is someone who is an expert in the field s/he is working. A **generalist** is someone who is able to work in different departments because s/he is able to have a general understanding of the issues and / or is able to network with different groups of people placed in other departments.

For the ministries, please indicate whether most senior executive positions are filled with managerialists oriented by outputs and outcomes or non-managerialists oriented by inputs and processes / and ten to fifteen years ago?

		Number of Countries	%
Now	Managerialist	5	23,8%
	Both	12	57,1%
	Non-managerialist	4	19,0%
Ten to Fifteen years ago	Managerialist	1	5,3%
	Both	10	52,6%
	Non-managerialist	8	42,1%

Footnote: A **managerialist** is someone who is oriented by results (outputs and/ or outcomes). A **non-managerialist** is someone who is oriented by inputs (resources, and processes) rather than outputs and outcomes.

How difficult is it to recruit and retain ...

... the best people for senior executive positions in your country compared to the private sector?

	Number of Countries	%
Far more difficult than in the private sector	11	44,0%
As difficult as in the private sector	11	44,0%
Less difficult than in the private sector	3	12,0%
Total	25	100%

... specialists in information and communication technologies (ICT)?

	Number of Countries	%
Far more difficult than in the private sector	11	44,0%
As difficult as in the private sector	12	48,0%
Less difficult than in the private sector	2	8,0%
Total	25	100%

... tax inspectors?

	Number of Countries	%
Far more difficult than in the private sector	6	28,6%
As difficult as in the private sector	11	52,4%
Less difficult than in the private sector	4	19,0%
Total	25	100%

Please specify other groups for which recruitment and retention presents a problem and becomes more difficult than in the private sector **(See Annex B on Open Questions)**

If there is any policy in place to retain senior executives or other specialised professions, please summarise the contents of the policy **(See Annex B on Open Questions)**

Salaries

Have you adopted any policies to increase the engagement of public servants without an increase in pay or other financial rewards?

	Number of Countries	%
Yes	13	52,0%
No	12	48,0%
Total	25	100%

Have you adopted any policies to increase the engagement of public servants without an increase in pay or other financial rewards? **(See Annex B on Open Questions)**

Is performance related pay (PRP) generally based on individual or on collective performance assessment in most ministries of your country?

	Number of countries	%
In most cases, PRP is based on individual assessments	14	56,0%
Individual and collective assessments are evenly distributed	1	4,0%
In most cases, PRP is based on collective assessments	4	16,0%
Does not apply	6	24,0%
Total	25	100,0%

For what percentage of cases is payment linked to an **actual** performance assessment?

	Number of Countries	%
0-20%	9	36,0%
21-40%	2	8,0%
41-60%	1	4,0%
61-80%	1	4,0%
81-100%	3	12,0%
Does not apply	9	36,0%
Total	25	100%

What percentage of the whole payroll is devoted to performance related pay?

	Number of Countries	%
0-20%	9	39,1%
21-40%	4	17,4%
41-60%	3	13,0%
No information	9	30,4%
Total	25	100%

Is there an overall limit for performance pay in the system or can it grow in accordance to the achievement of objectives?

	Number of Countries	%
Yes	13	52,0%
No	5	20,0%
Does not apply	7	28,0%
Total	25	100%

Do national remuneration systems include components of seniority?

	Number of Countries	%
Yes	18	72,0%
No	7	28,0%
Total	25	100%

If so, what is the approximate proportion of this component in the whole payroll?

	Number of Countries	%
0-20%	9	60,0%
21-40%	2	13,3%
81-100%	2	13,3%
No information	2	13,3%
Total	25	100%

Furthermore, do you have policies in place to keep the personnel expenditure stable despite the continuous aging of staff? **(See Annex B on Open Questions)**

Is previous professional experience and training taken into consideration when calculating salaries of public employees?

	Number of Countries	%
Yes	16	66,7%
No	8	33,3%
Total	24	100%

HR remit and functions

What role does HR play within the organisation? (Multiple responses; the number does not total 25 as a country representative may have chosen more than one option)

	Nº	Percentage
Formulating HR strategy and general policies	15	23,1%
Implementing that strategy in individual cases	17	26,2%
Record keeping and service delivery to employees	21	32,3%
Social dialogue with line managers	12	18,5%
Total	65	100,0%

Are HR professional required to possess special qualifications to work in HR?

	Number of Countries	%
Yes	12	48,0%
No	13	52,0%
Total	25	100%

Are HR managers required to get training in HR specifics in order to manage HR?

	Number of Countries	%
Yes	12	48,0%
No	13	52,0%
Total	25	100%

Have the HR functions been completely outsourced by a department?

	Number of Countries	%
Yes	2	8,0%
No	23	92,0%
Total	25	100%

Do you use instruments to assess your human capital?

	Number of Countries	%
Yes	12	48,0%
No	13	52,0%
Total	25	100%

Do you use instruments to assess your human capital? **(See Annex B on Open Questions)**

Have you decentralised HR management to line managers?

	Number of Countries	%
Partially decentralised	24	96,0%
Not decentralised	1	4,0%
Total	25	100%

What does the decentralisation of HR management to line managers cover? (Multiple responses; the number does not total 25 as a country representative may have chosen more than one option)

	Nº	%
Recruitment	12	18,2%
Career	10	15,2%
Performance assessment	23	34,8%
Performance related payment	15	22,7%
Others	6	9,1%
Total	66	100,0%

In that case, are line managers provided with any specific training?

	Number of Countries	%
Yes	19	79,2%
No	5	20,8%
Total	25	100%

Do you have Departments that share their HR function?

	Number of Countries	%
Yes	7	29,2%
No	17	70,8%
Total	25	100%

Do you have a target of achieving 1 HR employee per 100 FTE?

	Number of Countries	%
Yes	2	8,3%
No	22	91,7%
Total	25	100%

If so, have you achieved this target?

	Number of Countries	%
Yes	0	,0%
No	2	100,0%
Total	2	100%

If so, how would you assess the level of savings achieved by outsourcing this function?

	Number of Countries	%
High level of savings	0	,0%
No savings but not higher costs	1	100,0%
Higher costs	0	,0%
Total	1	100%

If so, how would you assess the level of service provided by the contractor?

	Number of Countries	%
Better service	0	,0%
The same service	2	100,0%
Worse service	0	,0%
Total	2	100%

To what extent do you think that HR is manageable by achieving 1 HR employee per 100 FTE?

	Number of Countries	%
HR is easily manageable with this target	4	44,4%
HR is not manageable with this target	5	55,5%
Total	9	100%

Please summarise under what conditions it is manageable 1:100. **(See Annex B on Open Questions)**

To what extent do you think that this 1:100 target is useful?

	Number of Countries	%
It is not useful at all	1	10,0%
It is somehow useful	7	70,0%
It is very useful	2	20,0%
Total	10	100%

Other

Which of these policies are practiced in central departments in order to reduce the impact of public sector organisations in the environment? *(Multiple responses; the number does not total 25 as a country representative may have chosen more than one option)*

	Number of replies	%
Teleworking	14	18,9%
Flexi-working	14	18,9%
Part-time working	12	16,2%
Teleconferencing	10	13,5%
Reducing air travelling for meetings	15	20,3%
Adjusting air conditioning levels in work premises	9	12,2%
Total	74	100,0%

If you have any other central strategy for reducing the impact of public sector organisations in the environment, please specify. **(See Annex B on Open Questions)**

Have you implemented any policies that recognise and safeguard the particular values of the public servants?

	Number of countries	Percentage
Yes	13	52,0
No	10	40,0
Does not apply	2	8,0
Total	25	100,0

Have you implemented any policies that recognise and safeguard the particular values of the public servants? **(See Annex B on Open Questions)**

Annex B –

Responses to the open questions of the survey

Annex B - Responses to the open questions of the survey

(Responses are normally in written in English, but there a few instances in which French and Spanish have been used. Responses have not been edited by the author. They are given in the original form offered by the respondent)

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1. P1I: Please specify those policies from the previous question on impact of the economic crisis

Please specify those policies from the previous questions (it refers to the category 'Other policies' from the general question: <i>Please assess the impact of the economic and financial crisis during the last 2 to 3 years in the following policies at central level</i>	
Belgium	Teleworking, reduce air travelling, ...
Bulgaria	Mostly travelling.
Cyprus	-Reducing cost of travelling and participation to meetings abroad -A moratorium of 18 months has been adopted for the creation of new posts
Czech Republic	Reducing of travel expenditures, reducing of amount of delegates participating in the meetings, reducing of meetings with Czech participation, reducing of methodological or project activities
Estonia	The introduction of those measures is caused by the budget reductions which include training and travelling funds. The reduction of training and travelling funds are compensated by in-service training, electronic correspondence, Skype-conferencing etc. Also good practices are introduced via professional networks of top executives, personnel and training managers.
Finland	Teleworking and virtual meetings have been encouraged. Ethics and values project implemented in mid-2000s, (in other words, not linked to the current economic situation).
France	The General Review of Public Policies (RGPP): The reforms approved by the Public Policy Modernisation Council will help improve the quality of public services and meet the objective of replacing only one out of two retiring civil servants between 2009 and 2011. The Council's decisions should represent some €7bn in savings by 2011. Half of this amount will be redistributed among civil servants. The reforms involve: - modernising the ministries: wide-scale reforms have been adopted for each of France's fifteen ministries in order to refocus them on their core missions, better meet users' needs and improve efficiency. Several ministries (including those of Defence, Sustainable Development and the Interior) already have a ministry-wide modernisation roadmap. - a series of cross-departmental measures: these include a multiyear State budget, modernisation of the State's territorial organisation, streamlining internal procedures, modernising human resource management, improving users' reception by public services, modernising the State's support functions (payroll, real estate policy, and State purchases), and a "zero red tape" policy.
Greece	Reducing mainly air travelling and general travelling to meetings, enhancing public values to have higher legitimacy among citizens, applying transparency to

Please specify those policies from the previous questions (it refers to the category ‘Other policies’ from the general question: *Please assess the impact of the economic and financial crisis during the last 2 to 3 years in the following policies at central level*

	every deal with citizens
Hungary	Economic crisis had an impact on every policy and area marked in the previous question.
Ireland	<p>In response to the economic and financial crisis, the Irish Government introduced a Moratorium (with certain limited exceptions) on recruitment and promotion in the Irish Public Service. The application of the Moratorium in respect of the Health and Education sectors has been modulated to reflect the special needs of those sectors. In December 2009, the Government announced in Budget 2010, that Departments and Offices are to be subject to Employment Control Frameworks requiring them to meet specified authorised civil service staffing levels by the end of 2012. Interim target figures have been given for the years of 2010 and 2011. The pay allocation in the Estimate process in relation to civil service staff is determined in the context of the agreed staffing levels.</p> <p>The Minister for Finance instructed Departments to apply pay reductions to the civil service of with effect from 1 January 2010 in accordance with the Financial Emergency Measures in the Public Interest (No. 2) Act 2009 (No. 41 of 2009). The Act provided for the following adjustments to pay of civil servants.</p> <ul style="list-style-type: none"> • 5% on the first €30,000 of salary; • 7.5% on the next €40,000 of salary; • 10% on the next €55,000 of salary. <p>In the case of salaries of more than €125,000 p.a, the following reductions were applied:</p> <ul style="list-style-type: none"> • Salaries of less than €165,000: 8% reduction on all salary; • Salaries of €165,000 or more, but less than €200,000: 12% reduction on all salary; • Salaries of €200,000 or more: 15% reduction on all salary.
Italy	The reduction of expenses was a priority even in the past
Latvia	Economic and financial crisis has made a huge impact on public sector cost cutting, including reductions of public sector employees and salaries. Also the impact was on other policies regarding cost cuttings of travelling expenses, collective events, health insurance, and etcetera. On the other hand the situation regarding the unemployment rates in the labour market influences the turnover in the public sector - people choose to be devoted to their working places.
Lithuania	Development of IT in public sector due to reduce the costs.
Malta	Reduced air travel to meetings where possible, and teleworking

Please specify those policies from the previous questions (it refers to the category ‘Other policies’ from the general question: *Please assess the impact of the economic and financial crisis during the last 2 to 3 years in the following policies at central level*

Poland	Reducing costs of functioning of the office, centralization of awarding public contracts for more than one office, introducing teleworking.
Portugal	Teleworking was regulated in 2009 for workers under employment contract in public functions.
Romania	Teleworking Reducing travel expenses Enhancing the use of internet communication
Slovenia	<p>1. Wage costs, organizational and personnel measures and</p> <p>2. Measures to reduce material and technical conditions for the functioning of public sector.</p> <p>Internal organization and optimization of work processes</p> <p>Optimizing the organization and work processes is a concrete action that leads to a reduction in government expenditure in the field of work, both in public institutions, agencies, funds, state and judicial administration and in local communities.</p> <p>We set new standards for both systems and internal organization of the public sector and standardize procedures for the adoption of acts of statutory employment. We are preparing new standards and norms, and on that basis, change the number and structure of the necessary jobs, and consequently the number of necessary work. We streamline the missions at home and abroad. For civil servants, we organize free training and retraining. By combining services in areas where the light of the content and scope of work possible, we are optimizing the administrative, technical expertise and financial processes.</p> <p>The results of the functional analysis of the processes will be the basis for optimization of business processes in the public sector. The reorganization will result in greater transparency, potentially increasing the speed of decision-making and efficient exchange of information between subsystems. Furthermore, the Ministry of Public Administration proposes pooling processes in public services and public institutions to achieve synergies and thus greater efficiency.</p> <p>The second point has been decided to take the following actions:</p> <ul style="list-style-type: none"> • continuation of the policy of reducing the scope of visits by representatives of governments abroad and in Slovenia by the number of visits that will be smaller and include only the most necessary delegation composition, • amendment to the reimbursement of expenses for business trips abroad, which is determined to be for flights abroad only be used in regular service and

Please specify those policies from the previous questions (it refers to the category ‘Other policies’ from the general question: <i>Please assess the impact of the economic and financial crisis during the last 2 to 3 years in the following policies at central level</i>	
	<p>exceptional, pre-defined conditions, an airplane hired,</p> <ul style="list-style-type: none"> • modification of the use of official mobile phones and mobile services <p>call in state government because of the cost reduction of 25%,</p> <ul style="list-style-type: none"> • examine reasons for claiming the right to a permanent personal use of company car, • the prices of catering services which he provided by bodies of state administration to take account of variable costs and volume of food allowances provided by the employer, • all ministries and government departments in planning the international and domestic events in so far as concerns the organization of conferences and meetings as well as catering and accommodation, preferably a public service institution of the Republic of Slovenia.
Spain	<ul style="list-style-type: none"> • Issuing instructions to rationalise current costs for goods and services in Ministerial Departments so as to foster information and communication technologies within the context of implementing eGovernment. • 2010 Agreement by the Spanish Council of Ministers: reducing the public employment offer (replacement rate 10%) and prohibiting temporary hiring. • 2009 Agreement by the Spanish Council of Ministers: Elimination of vacancies (8%)
Sweden	<p>This far the financial crises has had very low impact on employment in the state sector. Sweden started the crises with very good liquidity in the public economy and has to this point chosen not to worsen the labour market impact of the crises by making further reductions in the state administration.</p>

2. P2F: How do you plan the staffing capacity of individual ministries?

How do you plan the staffing capacity of individual ministries?	
Austria	Top Down approach - central ministry Bottom Up process - ministry negotiation political decision
Belgium	On the basis of an approved personnel budget, which results from "historic" figures and the reigning political priorities
Cyprus	Ministries/ Departments submit their proposals concerning the creation of new or additional posts, the abolition of posts etc., to the Ministry of Finance (Public Administration and Personnel Department), throughout the year, or via the annual budgetary process. The PAPD examines these proposals (desk study or Organisation and Staffing study, the methodology of which includes interviews with management and other employees of the Ministry/ Department concerned), discusses the proposals with the Ministry/ Department itself and puts forward a suggestion to the Minister of Finance regarding proposed organizational structure, new/ additional posts recommended for approval etc. Such proposals may be subject to collective bargaining i.e. third parties involved in the process are usually trade unions. Proposals are discussed in the Joint Staff Committee, a formal committee comprising of the Permanent Secretary of the Ministry of Finance, the Ministry under examination and the trade unions. Final proposals for the creation of new posts are submitted to the Council of Ministers for approval, and then to the House of Representatives. Posts are created or abolished only via the budgetary process i.e. Annual Budget or Supplementary Budget.
Czech Republic	Decision of the ministry (in collaboration with HR department of each ministry) regarding the government priorities and its budget
Estonia	Every ministry is responsible for recruitment of its servants, guided by the legal framework, centrally set advisory guidelines and budget. The structure and the staff of public servants of a ministry and the State Chancellery shall be approved by the minister or the State Secretary, respectively, taking into account the functions and budget of the agency. Due to the decentralised public service system the practices of the agencies vary (e.g. some ministries approve only the number of employees and concrete structure and positions will be determined by the agency; other agencies' structure and the positions are approved with the number of employees by the ministry).
Finland	The main principle is, that the individual ministries decide upon their staffing needs within the total budget frame at their disposal. The budget frame is decided upon by the government based on the preparation by the ministry of finance together with the ministries. In the context of the current productivity program, however, more detailed targets for the number of personnel in the years to come

How do you plan the staffing capacity of individual ministries?	
	have been decided by the government, and the ministry of finance is following the implementation of the program.
France	<p>Each Ministry plans its needs in terms of recruitment, depending on competency needs and on the number of retired agents, as well as budget instructions.</p> <p>The analysis proposed by each Ministry is discussed with the Directorate general in charge of the Civil Service during so-called staff planning conferences (bilateral meeting). The Budget Directorate of the Ministry of Finance is also present in order to monitor the compliance of budget restrictions.</p>
Greece	<p>First, a department or an organisation undertakes a self-assessment and sends its proposal with the number of vacancies to Ministry of Interior. Then the central department of this Ministry has the final decision on this with the intervention of a public independent administrative authority, the Supreme Staff Selection Council. The Ministry and the authority validate the process and then the organisation can advertise the vacancies.</p>
Hungary	<p>Planning staffing capacity of ministries is according to the state budget and the budget of the organisation.</p>
Ireland	<p>The Administrative Budget System: A devolved budgetary system was introduced for most Irish civil service departments in 1991. The system, referred to as the administrative budget system, was intended to increase administrative efficiency and the effectiveness of spending programmes by the delegation of decision-making about administrative spending - both from the Department of Finance to departmental managements and within individual departments to line management. A further aim of the administrative budget system was to reduce civil service running costs.</p> <p>In December 2009, the Government announced in Budget 2010, that Departments and Offices are to be subject to Employment Control Frameworks requiring them to meet specified authorised civil service staffing levels by the end of 2012. Interim target figures have been given for the years of 2010 and 2011. The pay allocation in the Estimate process in relation to civil service staff is determined having in the context of the agreed staffing levels.</p>
Italy	<p>Normally, the Financial Law annually establishes the percentages of assumption that Public Administrations can make in relation to staff ceased. Specific resources for new recruits could be considered in it, but this is not always provided. Each Public Administration sets its needs of staff for three years and should ask the Department of Public Administrations the permission to recruit personnel year by year. The Department and the Ministry of Economy and Finance authorize the recruitment for each PA, adopting a special decree signed by the President of the Council of Ministers.</p>
Latvia	<p>The number of positions within the departments (including subordinated bodies) is set by the budget law. Decisions about the reductions were taken by the government; proportional approach was used to all departments.</p>

How do you plan the staffing capacity of individual ministries?	
Lithuania	<p>State authorities or agencies under the Government control submit proposals to the Government on the maximum authorised number of positions of civil servants and employees working under employment contracts and receiving remuneration from the state budget in state institutions or bodies. The Government sets the maximum authorised number of positions of civil servants and employees working under employment contracts taking into account the submitted proposal and other circumstances. Then the maximum authorised number of positions of civil servants and employees working under employment contracts is set by the Government decree, the state institution or agency make the decision on the number of occupied positions which shall not exceed the maximum authorised number of positions of civil servants and employees working under employment contracts. as regards the Office of the Parliament and institutions accountable to the Parliament – by the Board of the Parliament, as regards the Office of the President of the Republic and institutions accountable to the President of the Republic – by the President of the Republic or a person authorised by him.</p> <p>The maximum authorised number of positions of civil servants and employees working in municipal institutions and agencies under employment contracts and receiving remuneration from the municipal budget shall be approved by the municipal council.</p>
Malta	Capacity building exercises
Netherlands	<p>We have a Renewal Central Government-project that reduces the current formation with 20%.</p> <p>We have shared service provision to help ministries with their recruitment activities.</p>
Poland	There is no limit of employment. Every office individually plans the staffing capacity taking into account budget act prepared by Ministry of Finance. The Director General of Office organizes recruitment of candidates for the Civil Service Corps at the office.
Portugal	Services staff boards are annually managed. The staff boards predict the work posts for permanent and temporary activities, its characterization and quantification is made in accordance with the service mission and strategic objectives to be achieved in each year. The service top manager submits a proposal to the responsible minister with details on job posts to be created so that budget appropriations for that purpose may be authorized. The decision of the responsible Minister should consider budget allocated by the Finance Minister and take into account the general guidelines given by said Minister.
Romania	Manpower planning for civil servants limitation imposed by law and international agreements
Slovenia	. Personnel plan Article 42

How do you plan the staffing capacity of individual ministries?

(Personnel plan)

- 1) Bodies shall conclude employment relationships and shall manage personnel resources in conformity with personnel plans.
- 2) Personnel plans shall show the actual state of employment with respect to work posts, and determine in accordance with the field of activity and a two-year action programme of the body the anticipated target state of employment as to work posts requiring permanent employment, and the anticipated fixed-term employment.
- 3) Personnel plans shall also show the anticipated reduction in the number of work posts or the restructuring of work posts.
- 4) Personnel plans shall also determine the maximum possible number of apprentices, trainees, pupils and students having practice lessons or receiving similar theoretical or practical training for the period under paragraph 2 of this Article.
- 5) The planning of additional permanent and fixed-term employment shall be possible in case of a permanent or temporary increase in workload that cannot be handled with the existent number of civil servants.

Article 43

(Personnel plan proposal)

- 1) The principal shall make the proposal of the personnel plan during drafting of the budget. The proposal of the personnel plan must be harmonised with the proposed budget.
- 2) Personnel plans for the Administrative Units shall be proposed by the minister competent for the administration, on the proposal by the principals of the Administrative Units. Personnel plans for Bodies within Ministries shall be proposed by the minister.
- 3) Joint personnel plans shall be proposed for public administration bodies, courts, state prosecutor's office, state attorney's office and for independent state bodies competent for violations, on the basis of proposals by their principals.
- 4) Joint personnel plan shall be proposed by:
 1. the body competent for personnel issues, for public administration bodies;
 2. the Supreme Court of the Republic of Slovenia, for courts and bodies competent for violations;
 3. the State Prosecutor's Office of the Republic of Slovenia, for state prosecutor's office;
 4. the State Attorney's Office of the Republic of Slovenia, for state attorney's office.
- 5) The provisions of Public Finance Act governing the harmonisation of proposals during the preparation of the budget shall reasonably apply to the harmonisation of proposed personnel plans.
- 6) The proposer must enable representative trade unions to give their opinion

How do you plan the staffing capacity of individual ministries?	
	<p>regarding proposed personnel plans and regarding proposed joint personnel plans. Representative trade unions of activities and professions shall give the opinion regarding proposed joint personnel plans under paragraph 4 of this Article.</p> <p>7) Minister competent for the administration shall make provisions relating to the manner of the preparation and the submission of proposed personnel plans for state bodies.</p> <p>Article 44 (Adopting the personnel plan)</p> <p>1) Bodies shall adopt personnel plans harmonised with the adopted budget within 60 days after the budget takes effect.</p> <p>2) The principals shall adopt the personnel plan in state bodies and local community administrations.</p> <p>3) A joint personnel plan shall be adopted for bodies under paragraph 3 of Article 43 of this Act. Joint personnel plan for public administration bodies shall be adopted by the Government, whereas joint personnel plans for other bodies under paragraph 3 of Article 43 of this Act shall be adopted by bodies under paragraph 4 of Article 43 of this Act. Joint personnel plans shall consist of overall data (joint quotas) and of the plans of individual bodies.</p>
Spain	Through the offer of public employment: each Ministry presents its proposals to the General Directorate of the Civil Service. Approving the offer of public employment is the Government's responsibility.
Sweden	Central government administration in Sweden consists of 240 agencies that are autonomous in their responsibility for staffing, localities, processes of work, technical equipment etc. Each agency have fixed yearly budget appropriations, a general instruction and annual result objectives to reach. The actual management of the operations and allocation of resources is delegated to the head of each agency. The political level is not involved in this.
United Kingdom	This is done through workforce planning within departments which must meet staffing targets set by the Chancellor in the budget.

3. P2H If you have a “priority” sector or area, what is the definition used in your country for this?

If you have a “priority” sector or area, what is the definition used in your country for this?	
Austria	Education (teacher), internal safety (policemen), justice, health and safety inspection
Cyprus	There is no formal definition for “priority” sector. However, due to the sensitive issues affecting the whole of the population relating to Public Order and safety, Defence, Health, Education and Social Protection, priority is usually given to examining staffing enquiries submitted by the competent Ministries.
Czech Republic	eGovernment, EU Funds (by 2013)
Ireland	In response to the economic and financial crisis, the Irish Government introduced a Moratorium (with certain limited exceptions) on recruitment and promotion in the Irish Public Service. The application of the Moratorium in respect of the Health and Education sectors has been modulated to reflect the special needs of those sectors.
Latvia	Medical practitioners – persons who have a medical education and who are engaged in medical treatment Medical treatment institution – hospitals, rehabilitation institutions, military hospitals, specialised centres, technical orthopaedic institutions, emergency medical care institutions, medical practices (outpatient clinics), health centres, first aid posts, special therapy rooms, clinics of medical institutions of higher education, institutes, as well as laboratories for functional, morphological, haematological, biochemical, microbiological and other diagnostic examinations, pathology-anatomical investigation and forensic examination laboratories, and doctor’s practices
Malta	High Priority Sector
Netherlands	Not applicable
Poland	Managing EU funds
Slovenia	Personnel (Staff) plan for the years 2009 and 2010, prepared by the total number of employees to the state allowable number of employees at 31 12th 2008 in 2009 reduced by 2%, except in the Slovenian Armed Forces, Police and Administration for the Prison. The total authorized number of employees in the Slovenian Armed Forces, Police and Administration for the Prison will be reduced by 1%, under the condition that it does not reduce the operational military units and police forces, is not reduced police presence on the ground and that does not reduce the number of employees who work directly in prison. It also must provide systemised Inspector fill jobs.

If you have a “priority” sector or area, what is the definition used in your country for this?	
	<p>The development of the Republic of Slovenia’s defence capabilities will respect the principles of NATO and EU defence planning, and will focus of efficient accomplishment of mission and tasks of defence system in the national and international environments. It will also based on adoption of the size and structure of defence system capabilities in terms of the qualitative increase and simultaneous downsizing of their quantity to the reasonable minimum size of specific capabilities. In the area of personnel it is necessity to develop a comprehensive personnel policy which will have a stimulating effect on recruitment and retention of personnel.</p> <p>Under the Criminal Police was in early 2010 established an autonomous body within the police called the National Bureau of Investigation, which will deal with cases in the field of economic crime, corruption and other serious forms of crime.</p>
Spain	<p>The following are considered to be priority sectors: Immigration offices and divisions, airtraffic and railways security, penitentiaries, monitoring compliance legislation related to social jurisdiction, managing active employment and unemployment benefit policies, monitoring tax fraud and Public Investigation bodies.</p>

4. P2M Under what circumstances has collective dismissal been applied?

Under what circumstances has collective dismissal been applied?	
Czech Republic	The decision taken by the government regarding its priorities (cancellation of the Federal Ministries after 1993, cancellation of the Ministry for Informatics in 2005); some agendas merged with already existing ministries, some civil servants were transferred to other bodies
Estonia	<p>According to Public Service Act, there are many possibilities to dismiss public servants in Estonia. In practice, however, the principle for collective dismissal is release from the service due to lay-offs = an official may be released from the service due to lay-offs if the number of positions on the staff of an administrative agency is reduced, if the service is restructured, winded-up or if an unlawfully released official is reinstated in the service. An official shall not be released if it is possible to appoint the official to another position with his or her consent.</p> <p>Release from the service shall be made by way of a directive or order. A directive or order for release must comply with requirements set for administrative documents and shall contain among other required information the basis for release with reference to the relevant section, subsection or clause of the applicable Act. It is also required that the dismissed public servant has to be aware of the reasons why he or she has been dismissed from the service. The advance notice of the release from service shall be given in writing to the official (1 month before dismissal). In addition, the compensation upon release from the length of service. Due to the winding-up of an administrative agency or lay-off, an official, if he or she has been employed in the public service for:</p> <p>less than 3 years, shall be paid his or her two months' salary as compensation; 3 - 5 years, shall be paid his or her three months' salary as compensation; 5 - 10 years, shall be paid his or her five months' salary as compensation; more than 10 years, shall be paid his or her ten months' salary as compensation.</p> <p>There are many restrictions on timing of release from service which are necessary to take into account:</p> <p>an official shall not be released from the service due to lay-off during the time the service relationship is suspended;</p> <p>an official who is pregnant or a person raising a child under three years of age shall not be released from the service due to lay-off;</p> <p>an official elected, pursuant to the procedure established by law or a regulation of the Government of the Republic, to an organization representing public servants or as a representative of public servants may be released from the service due to lay-off at the time he or she acts as a representative and within one year thereafter only with the consent of the labour inspector of the location of the administrative agency.</p>
Finland	In connection with mergers of agencies or other reorganization of functions. The volume is some 400-500 during the last few years.

Under what circumstances has collective dismissal been applied?	
Hungary	There is a difference between the regulation of state and local government administration. Collective dismissal at local governmental level is regulated by the Civil Service Act. However, these regulations of the mentioned Act are not relevant for central governmental level. Act on the Legal Status of Government Officials does not contain the concept of collective dismissal. Though special rules are applicable if there are major cuts in workforce in the central governmental level.
Latvia	The decision by government was taken to reduce the number of employees by 10%.
Netherlands	In case a complete part of central government or an agency is abolished, and no employment within the influence sphere of the Ministry can be found and other procedures didn't lead to alternative employment.
Romania	<ul style="list-style-type: none"> - reorganisation of public authorities and public institution - termination of labour contracts for public workers in the public sector - dissolution and merger of public institutions and agencies

5. P2Ñ If you have a centralised instrument for advertising vacancies, how do you apply it?

If you have a centralised instrument for advertising vacancies, how do you apply it?	
Bulgaria	The Administrative Structures Register. It is open to the public internet-based system.
France	<p>Web tools: vacancies are published on the following Website: http://www.biep.gouv.fr/common/jobSearch</p> <p>Publication of the calendar of open competitions on the Official Journal: http://www.legifrance.gouv.fr/affichTexte.do;jsessionid=74F8F47436B932F9775C8E681630A134.tpdjo04v_2?cidTexte=JORFTEXT000021923787&dateTexte=&oldAction=rechJO&categorieLien=id</p> <p>Organisation of events to promote public employment. For example, the annual public job fair.</p>
Greece	The selection of civil servants takes place by competitive examinations or by virtue of quantitatively assessed qualifications (experience, academic qualifications, social criteria, etc). The selection and recruitment process is entrusted to an independent administrative authority, the Supreme Staff Selection Council. Every vacancy is advertising from this organisation.
Hungary	All advertised national administration vacancies have to be published on website of the organisation responsible for governmental personnel administration tasks (Service Centre).
Ireland	The Public Appointment Service (PAS) operates a website - www.publicjobs.ie on which the majority of posts to be filled in the Irish civil service are advertised. In general, all open competitions are advertised on publicjobs.ie and application is online. The main mobility mechanism in the Irish civil service is the system of interdepartmental promotion competitions. Officers serving in eligible grades may apply online to compete for promotion to the next grade. Approximately 75% of all posts are filled by way of recruitment or promotion as result of a PAS competition. All recruitment and promotion competitions must meet the criteria set down in codes of practice published by the Commission for Public Service Appointments (CPSA). The CPSA website is www.cpsa_online.ie The PAS also carries out recruitment and testing for a wide range of public service organisations.
Lithuania	<p>The information about the vacancies is advertised on the internet and in the State journal every Monday and Wednesday.</p> <p>Process of advertisement: State and municipal institutions and agencies inform the authority which performs the civil service management functions (hereinafter – authority) that it wants to advertise for vacation. This authority checks if there are former career civil servants which meet the common and special requirements. If there are, then it offers a vacant position to former career civil servant. If no, it advertises about the vacancy on the internet and in the State journal.</p>
Luxembourg	Website of the Ministry of public service and administrative reform

If you have a centralised instrument for advertising vacancies, how do you apply it?	
Malta	<p>Management and Personnel Office - Website - Department of information (Government Gazzette - web site - Recruitment Portal</p>
Netherlands	<p>We have a shared service centre that runs publicity campaigns for the whole central government.</p>
Poland	<p>The Director General of Office shall be obliged to disseminate information about vacancies within the Civil Service by ensuring publication of announcements of the recruitment in the Public Information Bulletin of The Chancellery of the Prime Minister.</p> <p>This centralised instrument provides equal access to the information on vacancies in civil service. The announcements however are published on a ongoing basis - not once or twice a year.</p>
Portugal	<p>Vacancies for work posts in the Portuguese Public Administration (central, regional and Local) are compulsorily published in the Official Gazette available in paper and on-line edition, being this one currently more used.</p> <p>Public employment vacancies are also compulsorily made available through the Public Employment Pool (<u>BEP</u> - <u>www.bep.gov.pt</u>) site. BEP was started up on October 23rd 2003. It is an information base, the aim of which is to stimulate the dissemination and publicizing processes– with priority through Internet – of recruitment and mobility opportunities – geographical, interdepartmental and professional – and the re-assignment of Public Administration Human Resources.</p>
Sweden	<p>Each agency advertises its own vacancies. There is though a general legislation that all advertised vacancies wherever in the labour market should be reported to the national employment office. From this, in turn the Swedish Agency for Government Employers publishes all reported central government vacancies on its website http://www.arbetsgivarverket.se/t/AFJobList___1390.aspx</p>

6. P3D Please summarise the contents of the mobility policies from surplus to deficit organisations.

Please summarise the contents of the mobility policies from surplus to deficit organisations.	
Austria	<p>1) In the field of the Federal Ministry of Defence and Sports a steering tool called “Staff Provider” has been operating since two years. It aims at adequately reintegrating surplus staff into their new working environments. Staff assigned to “Staff Provider” will be provided with occupational redeployment. To enhance mobility public employees willing to cover a larger distance (more than 50 km) to their entities are granted a special mobility allowance in addition to the commuter allowance.</p> <p>2) Federal Job Exchange</p> <p>Since summer 2009 the Federal Job Exchange has been offering public employees interested in mobility a new tool called “Career Database”. On the one hand the tool offers public employees the chance to upload their profiles on the other hand staff recruiters have the possibility to look for new talents.</p>
Czech Republic	Decision of the ministry regarding the government priorities (e.g. overall lowering of staff by 20 % in 2009)
Finland	Surplus agencies have to provide the information on redundant personnel to a data bank and so are the deficit agencies to provide information on vacancies to the same data bank. In addition there are personnel coordinators in the agencies and ministries to help the demand and supply of personnel to meet. On the central level, a small unit has been established in the State treasury office to help agencies cope with redundant personnel.
France	<p>Article 7</p> <p>Law no. 84-16 of 11 January 1984, cited above, has been modified as follows:</p> <p>1. In article 36, after "general statute", the following words have been inserted: "and without prejudice of placement in professional reorientation as provided for by subsection 3 of the present section”;</p> <p>2. Section 1 of Chapter V now contains a subsection 3, worded as follows:</p> <p>“Subsection 3</p> <p>Professional reorientation</p> <p>Art. 44 bis. Should a Government Administration or one of its public administrative bodies be restructured, a civil servant may be placed in a situation of professional reorientation as soon as his/her position is subject to elimination.</p> <p>Art. 44 ter. After consulting with civil servants undergoing professional reorientation, the administration shall establish a personalised professional transition project designed to facilitate their appointment to a position at their grade, within their current service or in another administration, or permitting them</p>

Please summarise the contents of the mobility policies from surplus to deficit organisations.

	<p>to enter another entity or job situation with at least an equivalent level. The project may also be intended to help a civil servant obtain work in the private sector, or create or take over a company.</p> <p>During reorientation, the civil servant shall be bound to complete the orientation and training components and undergo evaluation and validation of those professional experience skills identified as priority skills and intended to foster that individual's reorientation. The civil servant is also given priority during the professional training period.</p> <p>The Administration guarantees that he/she will receive personalised, regular follow-up and support during the reorientation process. The Administration makes every effort to place the civil servant in a new or vacant position corresponding to his/her grade and his personalised professional transition project.</p> <p>The civil servant may be given temporary assignments by his/her service or by another administration. The assignments given to the civil servant must be listed in the personalised project.</p> <p>Art. 44 quater. Professional reorientation ends when the civil servant is assigned a new position.</p> <p>At the administration's discretion, it may also be terminated if the civil servant refuses three successive offers of public employment which are firm and specific and correspond to his/her grade and personalised professional transition project, taking into account the individual's family situation and habitual place of residence. In this case, the civil servant may be given leave with re-employment rights, or where not applicable, granted retirement.</p> <p>Art. 44 quinquies. A decree by the Council of State shall determine under what conditions the present sub-section shall be applied.”</p> <p>3. Article 44 bis becomes Article 44 sexes.</p> <p>4. The following words were added to the first sentence in the second paragraph of Article 51: “or in the case provided for in the second paragraph of Article 44 quarter”.</p> <p>5. The fourth paragraph of article 60 now contains the following sentence: “Priority is equally given to civil servants placed in professional reorientation for positions corresponding to their personalised professional transition projects.”</p>
Greece	<p>There aren't particular policies but only occasionally there are some specific statutes from one surplus organisation to a deficit organisation, usually when there is an abolition or a privatisation of a surplus organisation.</p>
Hungary	<p>The Service Centre operates an electronic system for recruitment and application to help fulfilling the needs for workforce of public administrative bodies. By extant conditions after abolition of public servant's status they get into reserve list and during this period of time another public administrative body can offer them</p>

Please summarise the contents of the mobility policies from surplus to deficit organisations.	
	vacancy. Furthermore there is a support scheme for redundant public servants to find jobs in the private sector. They could continue working under a 'special employment status' (of maximum one year of duration), allowing a public sector employee with 10 years of experience to get ready for working in the private sector. Those participating in the programme receive 70 per cent of their former salary from the government and then special labour market services are provided supporting to find a vacancy.
Ireland	<p>The Government and public service trades unions have recently agreed a Public Service Agreement 2010 - 2014 with a view to ensuring that the Irish Public Service continues its contribution to the return of economic growth and economic prosperity to Ireland, while delivering excellence in service to the Irish people. The Agreement recognises that flexible redeployment is necessary to sustain the commitment to job security within the public service. The parties have agreed appropriate arrangements to redeploy staff within and across each sector of the Public Service. Where it is not feasible to redeploy within the sector, cross-sectoral redeployment may take place, within a geographic area where possible, having regard to the arrangements agreed in respect of non-commercial State-sponsored bodies.</p> <p>The Agreement also provides that in order to help in the integration of the public service, barriers to a unified public service labour market will be dismantled, including through legislative provision as appropriate. To the greatest extent possible, there will be standardised terms and conditions of employment across the Public Service, with the focus initially within sectors.</p> <p>The Agreement has not yet been ratified by the constituent trades unions representing the public service but these decisions will be made over the coming weeks.</p> <p>The full copy of the Agreement is attached below.</p>
Italy	In relation to vacant posts, the Department of Public Administration manages a list of employees who are made formally redundant (i.e. in special status, article 33, paragraph 8 and art. 34, paragraph 4). It verifies the possibility to put the listed personnel into compulsory mobility.
Latvia	State Civil Service law provides the possibility of Transfer to Another Position in the Interests of the State. In transferring a civil servant his or her point of view shall be evaluated.
Malta	Detailing and deployment policies
Netherlands	Flanking policies have been concluded with unions, implying that employers have an obligation to offer alternative employment in a procedure, and if employees refuse their contract can be ended.
Portugal	Special mobility scheme (SMS) is part and complements the services restructuring law. Rationalization of structures and resources can result in redundant personnel who are placed on a special mobility situation managed by a central service in each ministry. Personnel on special mobility situation have preference over other

Please summarise the contents of the mobility policies from surplus to deficit organisations.	
	<p>applicants in the scope of open competition procedures, on the other hand the duty on tendering falls upon them. A re-qualification programme was set to facilitate the integration of staff placed in a special mobility situation in other services of Public Administration. This programme was based on vocational training geared to the competences of the new work post.</p>
Romania	<ul style="list-style-type: none"> - Reorganisation of public authorities and institutions - public interest transfer - reserve body of civil servants
Slovenia	<p>Article 48 (Records of internal labour market)</p> <p>1) The body competent for personnel issues shall manage the records of internal labour market in public administration. In these records, the following data shall be kept: data on vacant work posts, data on work requirements in project groups and similar personnel requirements, and data on civil servants that request permanent or temporary transfer or whose principals propose such transfers. The records shall keep the data on civil servants from the central personnel records, and, at civil servant's request, other data relevant to decisions on personnel management.</p> <p>2) Larger bodies shall keep records of internal labour market as well.</p> <p>Article 57 (Procedure prior to new employment)</p> <p>1) Prior to taking a decision on new employment, the principal shall verify whether it is possible to fill the vacant work post by transferring civil servants from within the same body.</p> <p>2) In case the vacant work post cannot be filled in a manner pursuant to the preceding paragraph, the work post may be filled by transferring civil servants from another body; an internal competition may be held for this purpose.</p> <p>The Government adopted conclusions on reducing the number of employees, the government has imposed on all government agencies that vacancies in the quota of employment in principle, meet in accordance with paragraph 57th Article in conjunction with the 48th Rule of Law on Civil Servants with the relocation of public servants from other bodies of state administration in the internal labour market. Ministry of Public Administration, should strengthen the functioning of the internal market work in state government.</p> <p>In the context of strengthening the functioning of the internal market, through which to increase the flow of personnel in state administration and the movement between bodies of state administration and other institutions (local government, other state agencies) involved in the internal labour market, the ongoing activities:</p> <ul style="list-style-type: none"> - Allow the relocation of public servants who wish to change jobs, - Set up a web publishing and notification support (work in progress) and - To establish a search of possible candidates for all state administration bodies

Please summarise the contents of the mobility policies from surplus to deficit organisations.	
	<p>through the Central Personnel records of public authorities on the basis of completed work included coding.</p> <p>With these three functions will be expanded coverage of the internal labour market, even more importantly, to construct a tool for more substantive information about an individual's working ability and experience.</p>
Spain	<ul style="list-style-type: none"> • Mobility is defined with regard to the concept of “priority sectors”, rather than by considering surplus and deficit of organisations. The Government establishes the criteria for priority sectors. • Voluntary mobility does not entail a cost to the Administration.
Sweden	<p>The Swedish state administration has since 1991 a very flexible job security system. Where there is a need to layoff staff the size and scope of the layoff is negotiated with the trade unions according to rules in central agreements. The employer carries the final right to decide about the size of the cut down. Redundant staff is cared for according to the rules in the job security agreement for the central government sector. In short it supports finding work anywhere in the labour market by means of advice, education or financial support during the notice time that depending on age varies between 2 months to a full year (with full salary). Please see attached information.</p>
United Kingdom	<p>We have a job vacancy database for surplus staff only where they can find jobs in other Government organisations.</p>

7. P4G Please summarise the incentives you use to delay the retirement age.

Please summarise the incentives you use to delay the retirement age	
Belgium	Maximum increase with 9.5% of the global retirement benefit for those who retire at the compulsory retirement age
Cyprus	The gratuity granted at retirement is increased when one retires after the age of 60.
Denmark	In 2009, the general retirement age of 70 years was abolished.
Finland	The retirement age is flexible between 63 to 68 yrs. The pension accrues at the rate of 1,5% till the age of 53, 1,9% till 63, and thereafter at 4,5%. A number of older state employees, who had 63 yrs pension age before the 1995 pension reform and which was raised in that reform, have the right to higher pensions if they continue until their new, higher pension age (2,2% yearly accrual rate until 1995).
Hungary	In the pension system of social insurance the amount of pension is proportionally increasing with the years of service. For employees – taking opportunity provided by law – remaining in service for longer time is more favourable.
Lithuania	There were incentives to prolong the retirement age.
Malta	Engagement of nurses beyond 61 yrs of age
Netherlands	Reduce / abolish early retirement benefits. reduce invalidity retirement benefits raise the statutory pension age to 67 for all staff younger than 55
Portugal	If the public worker does not retire immediately after he meets the qualifying conditions, his/her pension shall have a bonus. That bonus corresponds to a given percentage of the retirement pension, being calculated according to the following formula: Pension x (Bonus 1 + Bonus 2) meaning Bonus 1 = M1 x P1 M1 = number of complete months from the moment that the public worker met, for the first time, the qualifying conditions for early retirement (without reductions) and the moment he/she reaches the age legally established for normal retirement and 36 years of length of service (until 31 st December 2014) or 65 years of age and 15 years of length of service (after 31 st December 2014) P1 = 0,65% Bonus 2 = M2 x P2 M2 = number of complete months from the moment that the public worker reached, for the first time, the legally stipulated age for normal retirement and 36 years of length of service (until 31 st December 2014) or 65 years of age and 15 years of length of service (after 31 st December 2014) and retirement, limited to his/her 70 th anniversary P2 = Percentage of Table IV

Please summarise the incentives you use to delay the retirement age

	<p>Table IV</p> <p>Pension bonus</p> <table border="1"> <thead> <tr> <th>Retirement year</th> <th>Career (years)</th> <th>Percentage (%)</th> </tr> </thead> <tbody> <tr> <td rowspan="2">Until 2014</td> <td>36 to 39</td> <td>0,65</td> </tr> <tr> <td>Over 39</td> <td>1,00</td> </tr> <tr> <td rowspan="4">After 2014</td> <td>15 to 24</td> <td>0,33</td> </tr> <tr> <td>25 to 34</td> <td>0,50</td> </tr> <tr> <td>35 to 39</td> <td>0,65</td> </tr> <tr> <td>Over 39</td> <td>1,00</td> </tr> </tbody> </table> <p>For bonus purposes, only actual service after 2007-12-31 is taken into account.</p> <p>The maximum amount of the bonified pension is 90% of the public worker final pay.</p>	Retirement year	Career (years)	Percentage (%)	Until 2014	36 to 39	0,65	Over 39	1,00	After 2014	15 to 24	0,33	25 to 34	0,50	35 to 39	0,65	Over 39	1,00
Retirement year	Career (years)	Percentage (%)																
Until 2014	36 to 39	0,65																
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	35 to 39	0,65																
	Over 39	1,00																
Spain	<p>New article 163.2 in the General Social Security Law (after the 2007 reform): Retirement pensions for those retiring after the age of 65 will include an additional 2% for each full year passing by between an individual's 65th birthday and the date of retirement, provided that the individual had completed the minimum contribution period by the age of 65. That percentage shall increase to 3% if the individual is shown to have contributed during at least forty years before turning 65.</p>																	
Sweden	<p>General retirement age in Sweden is 65 years of age. There is though flexibility built into the system. From the age of 61 all citizens have the right to take out pension, but the benefits is reduced in relation to the longer expected period of pension. All employees in Swedish labour market also carry the right to work until they are 67 before they have to leave for pension. More than 80 percent of the central government employees use this possibility. According the specific pension agreement for the central government administration there is a possibility for the employer to decide that single employees may work part-time (50% with 80% of pay) from they reach the age of 61. This is used in order to make it possible for not so healthy staff to provide services until they reach pension age (65).</p>																	
United Kingdom	<p>From April 2010 the compulsory retirement age was removed within the Civil Service, from that point staff are able to continue working for as long as they want, and as long as they are capable of continuing working.</p>																	

8. P4I Please summarise the conditions under which early or partial retirement can be practised.

Please summarise the conditions under which early or partial retirement can be practised.	
Austria	After 40 years of service (this will only apply until the end of 2013). After 37.5 years of service (valid for an unlimited period).
Belgium	Conditions set by legal criteria i.e. part-time in anticipation of full retirement
Cyprus	It is noted that only early retirement is allowed. In this case, early retirement at the age of 55 or at the age of 58 for employees entering the public service after 30.6.2005
Czech Republic	Lower retirement rate
Denmark	An early retirement age applies to certain personnel groups (e.g. Police and Judges).
Estonia	Overall early-retirement pension is one of the types of state pensions. The right for the early-retirement pension appears no sooner than 3 years before reaching the age of old-age pension. In case of existence of the required pensionable service or accumulated period emerges the right to receive the early-retirement pension becoming of 60 years of age.
Finland	Early retirement is possible at the age of 62. Some older state employees have the right to an even earlier retirement age. Partial retirement is currently possible at the age of 58, but for younger employees this age is raised to 60 yrs.
France	A mechanism of partial retirement called "cessation progressive d'activité" (gradual retirement) is allowed for servants depending on conditions (see joint document p.20)
Greece	Early retirement can be practised in cases of disability or when a mother has a child under 18 years old at the retirement age of 55 years old. There are similar conditions for the parents with many children.
Hungary	Forms and conditions of retirement are laid down by the Act on Pension Supply of Social Insurance System. Basically there are three conditions of being entitled for pension supply: retirement age, determined years of service and abolition of employment. "Preferential" retirement means allowance in one of the above mentioned three conditions.
Ireland	In response to the need to reduce public service numbers and in the context of the Moratorium mentioned above, the Government introduced an Incentivised Early Retirement Scheme (ISER) aimed at public servants over the age of 50. The ISER allowed qualifying public servants over the age of 50 to retire with an immediate pension payable on service to-date. Such retirees would receive 10% of the lump sum benefit due immediately with the balance payable at actual pension age

Please summarise the conditions under which early or partial retirement can be practised.	
	(usually 60).
Netherlands	Only the ones that were considered to be very close to the entry date kept their early-retirement rights, all others lost it. The old generation can go at 61/62.
Poland	Pensioners who have reached the statutory retirement age (65 years - men, 60 - women) and continue their work have the right to combine their pension with remuneration from work (at settled level).
Portugal	An early retirement pension (voluntary type of retirement) is granted when the beneficiary (civil service social protection scheme - CGA - member) is, at least, 55 years old, with an accomplished period of 30 calendar years of contributions. The worker's retirement pension amount is reduced according to the number of years missing to attain the legal age. Partial retirement is foreseen for workers under employment contract; however this pattern has not yet been regulated.
Romania	- Most of public employees (civil servants and public workers) retire according to the general retirement law; this legislation allows employees to benefit from special procedures like early and partial retirement.
Slovenia	Partial retirement is a possibility that you are older, they meet the conditions for retirement. It is intended primarily to facilitate the transition into retirement or gradual retirement. Partial retirement means that an individual half-time to retire, four hours and remain employed. There are two possible ways of partial retirement. The first is that the individual is continuing to work in half scale, for four hours, the retired and the other to retire in full, and again after the part-time. This is his personal decision. The employer need only consent to amend the contract of employment. However, the employer must also be modified to adjust employee's workday working process in the company.
Spain	<ul style="list-style-type: none"> • Early retirement is permitted for individuals aged 60 and older with a demonstrated contribution period of 30 years. • Partial retirement conditions are not regulated.
Sweden	The possibility exists from the age of 61 as for the rest of the labour market. Upon that see comment above.
United Kingdom	Early retirement is optional if the individual choose to go before their pension age. Partial retirement can be utilised as a way of supporting staff as they prepare for full retirement.

9. P4K If so, in what ways do you engage retired public servants?

Malta	Engaged on board and committees across government and advisors and nurses over 61 yrs
Hungary	Apart from pension rules concerning engaged retired public servants there are no different regulations, so – apart from some exceptions – they have the same rights and obligations as the non-retired public servants.

10. P4N Please summarise the contents of the referred policies in the two previous questions (policies to innovate and age diversity)

Please summarise the contents of the referred policies in the two previous questions (policies to innovate and age diversity)	
Austria	As the Austrian Federal Public Administration is confronted with the demographic change topics such as productive ageing are of prior interest. There already exist good practice in some Federal Ministries, please find attached a presentation of Federal Ministry of Finance
Belgium	Knowledge transfer between senior and junior employees
Cyprus	<p>Recently, a project proposal has been approved for the “Re-organisation and improvement of the administrative capacity of the Public Administration and Personnel Department (PAPD) (Ministry of Finance) and the Labour Department (Ministry of Labour and Social Insurance)”. The project falls under the priority axis “Development of Human Capital and Adaptability” (specific objective “Upgrading the administrative capacity of the public sector and its provided services”). The project is part of the Operational Programme “Employment, Human Capital and Social Cohesion 2007-2013”, and is co-financed by the European Social Fund. Its overall objective is the improvement of the provided services and the internal operation of the two afore-mentioned Departments, as well as the development of a series of methodological tools that will be horizontally implemented, so as to enhance the operation, efficiency and effectiveness of the Organisations (Ministries / Departments) of the Civil Service in Cyprus. The project includes actions relating to:</p> <ul style="list-style-type: none"> • The improvement of the efficiency and effectiveness of the Public Administration • The decentralisation of competences and the enhancement of the strategic role of the PAPD • The modernisation, simplification and codification of the legal framework • The simplification of procedures • The adoption of modern practices, and the use of ICTs • The introduction of strategic planning methods <p>The project is already underway and a number of competitions for obtaining the services of Consultants have been procured.</p>
Denmark	There are no centrally determined schemes or policies on the issues as such. But managing (age) diversity as well as stimulating innovation are important issues for state sector work places and thereby natural for managers to include in the implementation of the local personnel policies and in the dialogue between management and employees.

Finland	<p>Age diversity is taken into account for instance in the possibility to utilize flexible working times to suit for people in different life situations. In management development it is stressed that different age groups need to be managed differently. Mentoring programs are used to transfer knowledge from older to younger employees.</p> <p>A particular project has been set up to develop sustainable productivity of the public sector, and in this connection also means to manage innovation are to be developed. Key aspects here are developing innovation friendly organization culture including acceptance of taking risks, reward mechanisms to favour innovation, cross-administrative cooperation and taking customers to participate in the operational processes.</p>
Greece	<p>Civil servants may receive non-pecuniary remunerations such as commendation and a distinguished acts medal, with a diploma for exceptional acts during their service, beyond the call of duty. Also, civil servants who, on their own initiative, prepare and submit a significant original proposal or study, on either the subject-matters of their service or the better organization or improvement of the service's productivity, will be rewarded with pecuniary prizes.</p>
Ireland	<p>The Irish civil service is an equal opportunity employer. All public servants, irrespective of age, are entitled to pursue training relevant to their job with a view to enhancing their competencies and capabilities.</p>
Italy	<p>A continuous training is provided</p>
Malta	<p>Reduced hours over 50 yrs of age</p>
Netherlands	<p>Please find your answers in GOV/PGC/PEM(2009)1/Final OECD-report dd 2009 on Diversity</p>
Portugal	<p>Portuguese public entities apply equal opportunities policy regarding all features linked to public employment. Staff performing public functions is entitled to vocational training relevant to their work post aimed at improving their skills, on an equal basis.</p>
Spain	<p>Selective access exams for public employment tend to evaluate competencies (functions specific to the position)</p>
Sweden	<p>The very flexible ways of work in Swedish central administration gives each employer great opportunities to handle the issues mentioned. Since there are no career systems and agencies are free to recruit the competencies needed on the labour market age problems are limited (with exceptions for the defence, and police that still work within career systems).</p> <p>Additionally the notion of being employed for defined tasks has been eroding for more than 20 years. As a state employee you are supposed to contribute with the skills you have in order to develop the work and services provided, but also expected to update your skills continuously. Limited job descriptions are no longer in use. Central government as whole has the highest education level and invest more</p>

	in education than any other sector on the labour market.
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11. P5I Please specify other groups for which recruitment and retention presents a problem and becomes more difficult than in the private sector

Please specify other groups for which recruitment and retention presents a problem and becomes more difficult than in the private sector	
Belgium	Engineers
Bulgaria	Managers in various fields, financiers, etc.
Cyprus	In general, employment in the public service is considered more attractive than in the private sector, due to the favourable terms of employment that exist. Nevertheless, perhaps for a few specialized professions/posts there may be some difficulty in finding and retaining suitable candidates.
Estonia	Difficulties concerning the recruitment of professionals and high qualified experts of specific areas, for example technical experts.
Finland	The situation differs a lot also depending on the economic cycle. In the most difficult branches such as above, the situation is turned as the economic situation of the private sector gets worse. At this time, for instance, no major recruitment difficulties are being reported by the agencies.
Greece	The group that recruitment and retention presents a problem is the staff at hospitals and mainly the nurses.
Ireland	Recruitment of ICT specialists is always a difficulty in the Irish civil service. During recent years, when the Irish economy was booming, the civil service found it difficult to compete with private sector salaries.
Lithuania	Specialists working with the EU's funded projects.
Malta	ICT and Financial Sector
Netherlands	Bèta-scientist for schools, Economists, Econometrists, specialized telecom-and taxation-lawyers
Poland	experts in a very narrow field
Portugal	Doctors; Drivers; Switchboard Operators – Difficulties regarding recruitment due to differences in the level of remuneration registered in the public sector compared with the private sector. Bailiffs –Difficulties as to retention due to the demands of geographic mobility linked to the performance of functions.
Romania	- legal specialists - financial specialists - public relations

Please specify other groups for which recruitment and retention presents a problem and becomes more difficult than in the private sector	
Slovenia	<p>In addition to these the problems in obtaining and retaining employees are mainly in the science professions, for example:</p> <ul style="list-style-type: none"> - University degree in mathematics to work in the Statistical Office of the Republic of Slovenia, - University degree in management contractors for administrative procedures and inspections, - University graduate engineers to work in the Slovenian army graduate mathematician Univ. Sc. mathematicians to work in the Statistical Office, etc..
Spain	State Lawyers and State Engineers.
Sweden	Lawyers, economists, some ICT-staff and some engineers are groups that may be difficult to retain in times of prosperity. During recession times this problem does not occur for the central government administration. Generally due to the system of flexible, individual and market based pay, the state administration can easily get qualified applicants for vacant positions.

12. P5K If there is any policy in place to retain senior executives or other specialised professions, please summarise the contents of the policy

If there is any policy in place to retain senior executives or other specialised professions, please summarise the contents of the policy	
Austria	Recruitment of Senior executive positions: The Act on the Advertising of Vacancies contains systematic and comprehensive provisions governing the whole selection procedure for managers.
Belgium	Specific mandate system developed for senior executives
Estonia	Higher officials shall be appointed to office on the basis of an open competition, except special cases. The group of senior civil service is not defined by the Civil Service Act, but in practice the term “senior civil service” is used to denote top civil servants, such as secretary generals of the ministries, deputy secretary generals of the ministries, directors general of executive agencies and inspectorates and the county governors. There is a separate system for assessing the performance of top civil servants. The Senior Civil Service Competency Framework was developed in 2004-2005 as a new tool to support the development and selection of Estonian top civil servants. Assessment of competencies is conducted annually during annual appraisal interviews. A competency profile is formed from a self-assessment of a senior executive; assessment of one's immediate superior; summary assessment and comments of subordinates and colleagues. The process is centrally driven and supported by the State Chancellery. Please see additional comments.
Finland	A government decision was made in 2008 to safeguard the competitiveness of the administration for senior executives. Issues related to selection, career development, rewarding incl. performance bonuses, personal development etc. were tackled.
Greece	The main incentive is the quick promotion to top managerial positions, but generally at this era of crisis, a position at public sector is on itself a basic incentive because of the unemployment and the permanence of the Greek public sector.
Hungary	One instrument for retaining senior managers and other specialised professions is the application of elements of training, rewarding and allowance systems.
Ireland	There is no special policy in place to retain senior executives or other specialised profession.
Netherlands	The Netherlands possesses a Senior Executive Service(ABD), where extensive attention is given to instream (Candidate development) & retention(MD)
Portugal	In the Portuguese Public Administration performance bonuses are granted to middle managers according to their performance as an incentive pattern to managerial positions. In the statute of management staff management bonuses are provided for top managers.
Romania	- High-ranking civil servants undergo special recruitment, assessment and disciplinary procedures, are subject to mobility under public interest and have well defined

If there is any policy in place to retain senior executives or other specialised professions, please summarise the contents of the policy

	<p>training programmes;</p> <p>- Other civil servants that are subject to special recruitment and assessment procedures are: public managers, auditors, police force etc.</p>
Slovenia	<p>The Law on Civil Servants is a special provision to recruit senior executives</p> <p>Article 60 (Implementation of open competition)</p> <p>4) Open competitions for positions of directors-general, secretaries-general, the principals of Bodies within Ministries, the principals of Government Offices and the principals of Administrative Units shall be run by a special competition commission, appointed by the Officials Council in each particular instance.</p> <p>5) The special competition commission under the preceding paragraph shall also run internal competitions for the positions under the preceding paragraph.</p> <p>Article 64 (Special open competitions)</p> <p>1) The competition commission under paragraph 4 of Article 60 of this Act shall determine which of the candidates satisfy the conditions for the position and which of the candidates are suitable for this position in view of their professional qualifications. The competition commission shall issue a decision determining the candidates that satisfy the conditions and are suitable for the position in view of their professional qualifications, whereas those candidates who have failed to be placed on the list shall be issued with a special order. The competition commission shall submit the list of candidates that are held to be suitable for the position in view of their professional qualifications to the functionary to whom the official in the position is held responsible. The functionary to whom the official in the position is held responsible shall among these candidates select the candidate that he believes to be the most suitable. The functionary under this paragraph shall not be obliged to state the grounds for the decision. No decision shall be issued on the selection; the select candidate and candidates not selected shall be notified of the decision.</p> <p>2) In case where the functionary to whom the official in the position is held responsible finds that none of the candidates from the submitted list are suitable, the functionary may request that the Officials Council conducts the procedure again, or may himself appoint a competition commission to conduct the procedure. The provisions of Article 178 of this Act shall apply to the composition of the competition commission under this paragraph. The functionary shall be obliged to state to the Officials Council in writing the grounds for such a decision.</p>
Spain	<p>A minimum of five years of service is required in order to solicit paid leave.</p>
United Kingdom	<p>Graduates, Economists, Statisticians.</p>

13. P6C Have you adopted any policies to increase the engagement of public servants without an increase in pay or other financial rewards?

Have you adopted any policies to increase the engagement of public servants without an increase in pay or other financial rewards?	
Belgium	Branding [image building]
Czech Republic	It wasn't necessary, the main reason was fear of unemployment
Denmark	The State Employer's Authority, in cooperation with the authorities for local governments and the regions, issued in December 2009 a publication 'Acknowledge your employee' - inspiration for motivation and job satisfaction at the public sector work places. The project is part of the implementation of the government's Quality Reform in the Danish public sector.
Estonia	In April 2008, the government instructed the ministers to keep the personnel costs of their respective ministries at the level of 2008 for the next two years. In July 2008, the government instructed the ministers to reduce their operational costs for 2009 by 8%. In February 2009 with the first budget correction, the Government reduced personnel costs of ministries by 10%. In June 2009 with the second correction of the budget the Government reduced personnel costs by another 4%. Compared to the costs of personnel in 2007 and 2010, then we can see that the personnel costs in 2010 are about 15.5% lower.
Finland	The most important thing is that the employees have the right to good personnel management, be it about individual life situations, possibility to impact ones own work, just and fair treatment of everybody. Only secondary are various material elements of rewarding.
France	Improvement of career development practices: simplification of the mobility, strengthening the training, creation of career advisers...
Greece	The engagement of public servants without an increase in pay, can be applied with their participation in different working groups with extra bonus(financial and other rewards) or public servants can take some special leaves.
Hungary	Apart from pay and other financial allowance public service is attractive because of the advantages provided by career-model.
Italy	Managers work on objectives and increased merit component in salary
Lithuania	Involving civil servants in the decision-making process; promotion of oral; publishing the employer's contribution to the institutions purposes.
Poland	Additional annual recreation leave for a Civil Servant

Have you adopted any policies to increase the engagement of public servants without an increase in pay or other financial rewards?	
Portugal	Easier professional development based only on public staff merit.
Sweden	There is a general use of development dialogues between managers and subordinates at all levels. These dialogues specify the objectives for each individual the forthcoming year, follow up the results for the passed year and discuss what measures are needed and could be taken in order to reach better output. Connected to this the individual skills development and measures needed are settled.
United Kingdom	Within the Employee Engagement policy, departments are expected to look beyond just pay and look at what they offer staff with regard to; work/life balance, workload, learning and development opportunities etc.

14. P6j Furthermore, do you have policies in place to keep the personnel expenditure stable despite the continuous aging of staff?

Furthermore, do you have policies in place to keep the personnel expenditure stable despite the continuous aging of staff?	
Austria	Yes we try to reduce the number of employees. Also a new salary system started in 1999 which is reducing seniority is now bringing first results.
Belgium	A fixed global personnel budget
Czech Republic	see attached file, page 10: table refers horizontally to the demands, vertically to the seniority (years of employment)
Denmark	The 'old pay systems' are primarily based on seniority. Approx. 25 per cent of the state sector personnel are paid according to the old pay systems. The 'new pay systems' are composed by a basic salary plus (locally determined) allowances for special functions and qualifications. Approx 75 per cent of the state sector personnel are paid according to new pay systems. For both groups, performance related pay may apply according to local agreement (either for individual employees or for groups of employees).
Estonia	No.
Finland	There is a particular productivity program in place which should also help to keep personnel expenditures stable. In addition, in the recently completed collective bargaining, a crucial target was to keep the salary increases at a low level (less than 1% increase for 2010 was agreed upon by the parties)
France	In the General Review of Public Policies (RGPP), objective of replacing only one out of two retiring civil servants between 2009 and 2011.
Greece	The personnel expenditure is stable because it is managed by a common body for all the personnel and this body controls absolutely all the changes including the aging of

Furthermore, do you have policies in place to keep the personnel expenditure stable despite the continuous aging of staff?	
	staff.
Hungary	The system of salary scale facilitates keeping personnel expenditure stable, at the beginning of public servant's career this progress draws a dynamically increasing curve and at the end the increasing curve is decreasing step by step. This process ensures an appropriate balance for the whole system.
Ireland	<p>In respect of Question H above, the salary system in the Irish public service contains a elements of incremental progression. Staff is appointed on a salary scale with a number of points - typically 6-8 points and, subject to satisfactory performance, will progress up the scale on an annual basis in accordance with service.</p> <p>In respect of Question J, this seems to suggest that measures could be put in place that would discriminate against older workers. This would be illegal in Ireland and there is no such policy.</p>
Lithuania	No
Malta	No
Netherlands	Yes, efficiency cuts
Poland	A bonus for long-term employment can not exceed 20% of base pay
Portugal	<ul style="list-style-type: none"> - Wage increases below inflation rate, with the exception of 2009, and a wage freeze for 2010 and freezing of remuneration supplements amounts. - General regime careers and categories remuneration architecture was redefined with the increase of pay step number. - Alteration of the career/remuneration development rules. The law stipulates that a change of remuneration pay step may occur by managerial option taking into consideration the budget appropriations that are defined each year for this purpose. Top managers opt to promote these changes in a well defined career/category universe (the criteria used to define this universe are chosen by the top manager) of workers who have achieved in two consecutive years the maximum rating (excellent performance) or in three consecutive years the rate below the maximum one, as well as those who in five consecutive years achieve the rating of adequate performance that substantiate positive consecutive performances. <p>If the service's budget appropriations are limited, in order to ensure a change in the pay step a point system was created: to excellent performances 3 points are granted, to relevant performance 2 points are granted, to adequate performances 1 point is granted and to inadequate performance a negative score (-1 point) is granted. A compulsory change for the remuneration pay step immediately following the one in which the worker is placed takes place when he/she achieves 10 points.</p> <ul style="list-style-type: none"> - Regarding social protection the gradual increase of the retirement age for workers performing public functions was set up in order to converge with the rules applied to the private sector. It is foreseen that the legal age for retirement will be 65 years with

Furthermore, do you have policies in place to keep the personnel expenditure stable despite the continuous aging of staff?	
	<p>the performance of 40 years of length of service in the next two years (2013).</p> <ul style="list-style-type: none"> - In 2008 the sustainability factor was introduced relating the calculation of pensions to the increase in the average life expectancy, i.e. the number of years expected for the worker to benefit from the pension; - To early retirements a penalty rate is applicable. - The application, since 2005, of the rule establishing the assignment of a new worker to fulfil public functions when the leaving of two PA workers from the corresponding services occurs by any of the employment link termination patterns.
Romania	No, there aren't such policies
Spain	No
Sweden	Sweden has a system of individual and differentiated pay. It includes elements of market price for the actual competence, performance components, components of the contribution to collective work processes etc. This means that newly recruited well educated staff may be as well paid as staff that has been working for a long time in the organisation.

15. P7H Please summarise the aspects related to your assessment in the previous questions on outsourcing HR functions

Please summarise the aspects related to your assessment in the previous questions on outsourcing HR functions	
Greece	Intranet, Internet, Training, Legislation, Resolution of problems and questions.
Sweden	<p>"HR functions" could be divided into several:</p> <p>National employer responsibility which is mainly delegated to the Swedish Agency for Government Employers (SAGE)</p> <p>Organisational employer responsibility including HR strategy/services which are delegated to each of the 250 agencies that form the central government administration.</p> <p>Operational employer responsibility which increasingly is carried out by the operational managers.</p> <p>Some agencies with a regional organisation have separated operational HR-support from strategic HRM. The latter is then connected to the overall strategic management and the former could either be an in-house service or contracted out.</p>

16. P7J Do you use instruments to assess your human capital?

Do you use instruments to assess your human capital?	
Austria	<p>Since 1998 an obligatory staff appraisal has to be carried out annually which involves all managers and each of their staff members. Only teachers and judges are not obliged to carry out these appraisals. Originally this tool belongs to management by objectives. Thus staff appraisals are an occasion for setting objectives.</p> <p>The realisation and implementation of staff appraisals depend to a high degree on the acceptance of the instrument by top executive levels.</p> <p>To enhance the realisation of this tool a special handbook, forms and a film which is available in the Intranet are offered to managers as well as to employees.</p>
Czech Republic	EFQM
Finland	There are different tools applied by individual agencies. An important tool are personnel accounts, supplying the employer with a wide range of personnel information. On the central level, lots of comparative data are being produced, giving the individual employers the possibility for bench marking.
Hungary	To assess human capital there are performance assessment and qualification systems.
Ireland	<p>In May 2000, the Irish civil service introduced a Performance Management and Development System (PMDS). This PMDS system introduced an assessment framework incorporating role profiles and competencies with the aim of clarifying the contribution which each role makes to the achievement of organisational objectives and identifying the required competencies, i.e. knowledge, skill and behaviours needed to perform the role effectively. It also involves setting out the training and development required to enable staff to achieve the competencies required and to put this in place, in a structured way, through the training and development strategy for each Department/Office.</p> <p>In 2005, following on from a review of the operation of the PMDS system carried out by Mercers and discussions with staff representatives, the potential benefits from an integrated and more streamlined PMDS model for managers and staff were highlighted. The Integrated Model includes a rating scale (1-5) where a rating of 3 means that a job-holder has met all the role requirements and that performance is at a fully acceptable level. A rating of 2 means that some role requirements have been met but performance has fallen short in some respects and needs to improve, while a rating of 1 means that performance falls clearly short of the required standard and is not acceptable.</p> <p>The Integrated Model links staff assessments to incremental progression for salary purposes, access to promotion opportunities, access to higher scale posts and introduces review procedures where staff are dissatisfied with the rating received. The Integrated Model became fully operational on 1 January 2007.</p>
Italy	According to legislative decree n° 150/2009, a new evaluation system is introduced relating to the establishment of new control equipment and a central evaluation

Do you use instruments to assess your human capital?	
	committee.
Malta	Performance Management Programme
Netherlands	Assessment centres intelligence tests
Poland	Evaluation system (staff appraisal), career development system (to be developed)
Portugal	<p>The integrated performance appraisal in Public Administration (SIADAP) applies to the performance of public services, their respective managers and other staff. It is an integrated approach to management and appraisal systems allowing for consistently aligning the performances of services and of staff who work therein.</p> <p>SIADAP is designed for universal application throughout State, regional and local administration, providing for wide-ranging mechanisms for flexibility and adaptation to be able to cover the specific nature of the different types of administration, public services, careers and functional areas of their staff and management needs.</p> <p>The system is based on a management design for Public Administration services centred upon objectives. In this sense, in the appraisal of services, managers and further staff, the results achieved in relation to previously set objectives play a central role. The results should be measured through pre-established indicators that, among other things, allow for transparency, impartiality and avoidance of discrimination.</p> <p>The assessment is carried out annually and refers to the performance of one calendar year. This process begins with the contracting of the assessment parameters (Results and Competences) in February. Said assessment must be made during the months of January and February of the following year.</p> <p>A percentage system (quotas) was set up for the differentiation of performance, including managers: 25% for relevant performance and, within this percentage, 5% for excellent performance. In case of the service itself obtaining the classification of excellent, the percentages for workers increase respectively to 35% and 10%.</p>
Spain	<ul style="list-style-type: none"> • Assessments for access to public employment. • Assessments for position filling (assessment commissions in calls to fill positions) • Assessments of productivity distribution according to objectives.
Sweden	It's up to each state employer to chose whether such systems should be in use or not and which systems to use in such cases. Rules of public procurement will, of course, apply.

17. Please summarise under what conditions it is manageable 1:100.

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Estonia	If middle managers would be more engaged in personnel management, then the principle 1:100 FTE would be reasonable.
Finland	It depends fully on how the HR is being organized. For instance, if a large number of the HR processes have been outsourced, the need for HR employees is naturally smaller. Strategic HR can never be outsourced, however.
Hungary	With exclusive process review
Sweden	In the Swedish system with delegated employer responsibility which we can, according to our statistics, identify less than 1,5 % (1:65) of the staff working with HR or HRM. This includes all levels of HR and HRM from calculating pay, holidays etc to strategic HRM. By further automation and greater responsibilities for the line management the 1:100 objective would be reachable.
United Kingdom	The 1:100 ratio is a target that is recommended in the HR field but as with most targets they are set but then there is little research into how it works in practice. I think any target is feasible but it depends on what service is provided. If you provide a basic housekeeping function (paperwork, finance etc) then 1:100 would be feasible but when we are looking at HR in a more strategic role then 1:100 might be impractical and provide a lower standard of service. I am always very sceptical of target setting in such a broad way as it doesn't take into account the uniqueness and the business needs of the organisation.

18. P8C If you have any other central strategy for reducing the impact of public sector organisations in the environment, please specify.

If you have any other central strategy for reducing the impact of public sector organisations in the environment, please specify.	
Belgium	Sustainable development, for which an specific public service has been installed
Estonia	Each administrative agency has decided how to handle the reduction of the agency's budget caused by economic crises. In the governing area of several ministries the execution of functions were optimized by merging administrative agencies (eg Road Administration and Motor Vehicle Centre, Police and Rescue Board, Health Care Board) or restructuring functions of agencies (eg. Environmental Agency). In order to handle reduced budget several instruments were implemented, eg. reduction of number of employees, implementing part-time work, leave without pay, reduction or omitting performance related pay.
Finland	The work premises strategy aiming at the most efficient use of office space.
Greece	Wide recycling at all public organisations
Ireland	Ireland's National Climate Change Strategy 2007 - 2012 acknowledges the key leadership role of the public sector in adopting high energy efficiency standards and

If you have any other central strategy for reducing the impact of public sector organisations in the environment, please specify.

practices that can lead by example and drive change through the wider community and contains specific commitments for the public sector. Including carbon offsetting for all official air travel.

(Chapter 9 - Public Sector)

Green Public Procurement

Ireland is increasingly adopting sustainable consumption and production (SCP) policies, to ensure that resources are used in the most eco-efficient way possible. Green public procurement - GPP - is a key part of initiatives for sustainable consumption and production.

Public authorities in Ireland spend some €17 billion per annum on goods, services and other works. By using its purchasing power to “move the market” in favour of eco-efficient goods and services, the Irish public sector can make an important contribution to meeting our Kyoto and post-Kyoto targets on CO₂, and our environmental objectives in terms of waste, human health, biodiversity conservation, air quality, water quality and soil quality.

GPP means that public authorities integrate environmental criteria into all stages of the procurement process, thus encouraging the spread of environmental technologies and the development of environmentally sound products, by choosing outcomes and solutions that have the least possible impact on the environment.

The Programme for Government re-states Ireland’s long-standing commitment to GPP and undertakes to “put in place new public procurement procedures and guidelines to ensure that green criteria are at the heart of all State procurement”. It also provides that Ireland will work with other Member States “to adapt the EU’s competition, state aid and public procurement policies to include social and ecological factors”. GPP commitments are also re-affirmed in the 2008 Framework for Sustainable Economic Renewal Building Ireland’s Smart Economy.

Developing the Green Economy in Ireland - the Report of the High Level Group on Green Enterprise (November 2009) - recommended that this work be urgently progressed, “with a view to the earliest possible attainment of the 50% target [for GPP] by the Irish public sector. The Group emphasises the importance of implementation of this action plan, in a manner that supports innovative firms, as a matter of priority... Progress towards these targets needs to be monitored and made publicly available [so that] weak-performing Departments/ Agencies are held to account”.

The Department of the Environment, Heritage and Local Government and the National Public Procurement Operations Unit are tasked with jointly progressing the Green Public Procurement National Action Plan. To this end, a National Conference on Green Public Procurement will be held in May 2010. The target audience for this Conference is primarily procurement personnel in the public sector (both central government and local authorities), as well as Industry representatives and other stakeholders. It is hoped that at this Conference, wide “buy-in” to the various actions and targets to be set by the

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	<p>National Action Plan can be achieved.</p> <p>This Department's Market Development Programme for Waste Resources seeks to increase green procurement in both the public and the private sectors. It is expected that work undertaken under this Programme will significantly assist the development of the GPP National Action Plan.</p>
Italy	<p>The Department of Public Administration and Innovation has prepared an amendment to the Digital Administration Code to make the use of email obligatory for any communication among different administrations and between offices and their employees.</p> <p>Provisions have been set for the use of certified electronic mail box (PEC) for all communications between citizens and public administrations.</p> <p>The creation of a Mobility Manager within each public administration ensures an important planning role to optimize travel costs, according to policies for sustainable mobility in its areas.</p>
Malta	Waste separation and energy audits
Netherlands	Sustainable procurement
Poland	Waste sorting, electronic flow of documents
Portugal	Guidelines were defined and apply to all PA entities in order to make savings on goods and services (streamlining the use of office supplies, rationalize the use of energy and enhance information technologies and electronic government -SIMPLEX).
Romania	<ul style="list-style-type: none"> - Many public institution contracted specialised companies that help them recycling waste paper - Use of eco-friendly lighting - Use of recycling paper for documents drafting - Collective meeting for planting trees
Slovenia	<p>1. The Government in 2009 adopted the Strategy for the management of immovable assets of the state within which to achieve more efficient handling and ultimately improve the financial effects of management or management of immovable property. These are mainly:</p> <ul style="list-style-type: none"> • Strong emphasis on negotiations with a view to achieving better economic performance, • Implementing a common policy for energy efficiency energy saving building and renovating, and consequently lower energy costs, • Audit pricing, • Replacement of the proprietary lease, the new buildings, purchases and leases

If you have any other central strategy for reducing the impact of public sector organisations in the environment, please specify.	
	<ul style="list-style-type: none"> • A unique strategy for solving spatial problems of all state bodies and control over this. <p>Activities of the Ministry of Public Administration are described in an attachment.</p>
Spain	Issuing instructions for saving on expenses for goods and services (responsible use of paper, responsible use of lighting, fostering information and e-Government technologies).
Sweden	Recycling in various forms; effective work processes; High level of automation and computerisation; Low emission vehicles;

19. P8E Have you implemented any policies that recognise and safeguard the particular values of the public servants?

Have you implemented any policies that recognise and safeguard the particular values of the public servants?	
Belgium	i.e. Ethics code
Denmark	Implementation of the Government's Quality Reform in the public sector. The reform was introduced in 2007 with the aim of enhancing quality in public services, investing in the welfare state, and enhancing motivation and job satisfaction among public employees. 180 initiatives constitute the reform.
Estonia	<p>Main measures to enforce public service ethics and values in Estonia are as follows:</p> <ul style="list-style-type: none"> - Public Service Code of Ethics (Annex to the Public Service Act, includes aggregate set of principles and values that all public servants are expected to hold); -centrally provided 2-days training program on public service ethics and 3-hours module on public service ethics integrated to the induction training of state and local government officials; -centrally provided guidelines and training materials on public service ethics (translated version of OECD Toolkit "Managing Conflict of Interest in the Public Sector", CD-ROM including adapted version of "The Public Sector Ethics Resource Series"). <p>More concrete measures to prevent conflict of interest and reinforce ethical behaviour in public sector have been foreseen in Estonian Anti-Corruption Strategy 2008-2012, approved by the Decision of Government of the Republic.</p>
Finland	Agencies are being encouraged and advised to discuss and clarify their organizational values in connection with their strategy processes. Also the joint values of the administration have been specified and approved by the government. These values include both traditional values such as equality, neutrality, independence and transparency but also values such as effectiveness, quality and expertise, and service principle.
France	A key element of the white book on the future of the civil service (see attached document). To be implemented.
Hungary	Particular values of the public servants are protected by the public servant's ethos as an exemplary system of value, approach and conduct.
Ireland	<p>The Civil Service Code of Standards and Behaviour was drawn up and promulgated by the Minister for Finance on 9 September 2004 pursuant to Section 10(3) of the Standards in Public Office Act 2001 and published by the Standards in Public Office Commission (revised edition) in September 2008 pursuant to Section 10(11) of the Standards in Public Office Act 2001.</p> <p>The Code applies to all civil servants and the main features of the Code are summarised below.</p> <ul style="list-style-type: none"> • Civil servants must be impartial in the performance of their duties.

Have you implemented any policies that recognise and safeguard the particular values of the public servants?

- Civil servants are not permitted to stand for general or European elections. Civil servants must work within the law.
- Under the Freedom of Information Acts 1997 to 2003, members of the public have a legal right to information held by Government departments and other public bodies.
- Civil servants must maintain high standards of service in all of their dealings with the public.
- Civil servants who are convicted of criminal offences, or given the benefit of the Probation Act when tried for a criminal offence, must report that fact to their Personnel Officer.
- Civil servants are required to attend at work as required and comply with the terms of sick leave regulations.
- Civil servants are required to have due regard for public funds and property.
- Civil servants should respect their colleagues and give due regard to their beliefs and values.
- The use of their official positions by civil servants to benefit themselves or others with whom they have personal or business ties is forbidden.
- Civil servants may not engage in outside business or activity which would in any way conflict with the interests of their Departments / Offices or impair them in carrying out their duties.
- Civil servants who occupy “designated” positions for the purposes of the Ethics in Public Office Acts have certain statutory obligations in relation to disclosure of interests. These obligations are additional to any obligations imposed by the Code.
- The receipt of gifts by civil servants from those with whom they have official dealings must be governed by the highest standards. Departments are required to apply the rules contained in the Code on the receipt of gifts or to make local rules deriving therefrom.
- Within the general framework of guidelines set out in the Code, every care must be taken to ensure that (a) any acceptance of hospitality does not influence, or is not seen to influence, the discharging of official functions and (b) that there are clear and appropriate standards in place which have been notified to all staff in relation to payment for work on behalf of outside bodies.
- Civil servants must not seek contracts with government departments or offices for supply of goods or services whether for their own benefit or for the benefit of any company with which they may have an involvement in a private capacity.
- Civil servants who hold positions which are “designated” positions for the purposes of the Ethics in Public Office Acts shall not, within twelve months of resigning or retiring, accept an appointment, or particular consultancy project, where the Civil Servant concerned believes that the nature and terms of such appointment could lead to a

Have you implemented any policies that recognise and safeguard the particular values of the public servants?	
	conflict of interest or the perception of such, without first obtaining the approval of the Outside Appointments Board.
Italy	<p>A 3-5-years plan was established that envisages a 20% rise in productivity in the public services to make Public Administrations more efficient, and to reorganize and digitalize Public Administrations, enhancing quality and customer–citizen satisfaction. A set of targeted and objective systems to measure and evaluate public administration performance has been established, inspired by publicity and transparency, thanks to websites where citizens will be able to make proposals to enhance the system and communicate any fault or disservice; moreover, to revalue and enhance the role and tasks of managers of the public sector, who are in charge of monitoring the real productivity of employees assigned to them.</p> <p>Moreover, "Mettiamoci la faccia" is a pilot initiative promoted by the Minister for Public Administration and Innovation, in partnership with national and local governments, to detect systematically through the use of emoticons, the satisfaction of citizens and users for public services</p>
Malta	Public Administration Act - section on public values
Netherlands	Strengthened whistleblowers protection
Poland	<p>Training and development programmes</p> <p>The Civil Service day</p> <p>The Civil Service Code of Ethics</p> <p>openness to journalists - law on public information</p>
Portugal	Codes of Conduct and Corruption Risk Prevention Plans, compulsory for every service.
Slovenia	The policy of Republic of Slovenia is described in an attachment.
Spain	<ul style="list-style-type: none"> • Code of good governance for members of Government, Directors of Government Agencies and legislation to prevent conflicts of interest. • Code of Ethics and disciplinary regime for public employees.
Sweden	<p>Democracy is the first and superior principle, stated in the constitution – declares that all public power emanates from the people of Sweden.</p> <p>Beneath this you find the following legal principles:</p> <ul style="list-style-type: none"> - Legality i.e. public power is subordinated the laws. - Objectivity, impartiality and equal treatment. - Freedom of opinion and freedom of speech, - Respect for citizens freedom and dignity, - Effectiveness, efficiency and service to the public.