

Report on the Survey on 'Mobility between the Public and Private Sectors with Special Regards to the Impact of the Financial Crisis'

STUDY COMMISSIONED BY THE HUNGARIAN PRESIDENCY OF THE COUNCIL OF THE EUROPEAN UNION

Presented on the 56th Meeting of the Directors-General of the Public Services of Member States of the European Union – a joint session with the representatives of TUNED

Hungary, Gödöllő, 24th June, 2011

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2011

Executive summary

This report summarises the results of the survey carried out for the European Public Administration Network (EUPAN) during the Hungarian Presidency. Based on the medium-term Priorities of EUPAN as well as other information needs, the survey addressed the following issues:

- The position of public administration on national labour markets;
- Various aspects of the mobility of civil servants and career arrangements as well as the termination of service;
- The impact of the crisis on the civil service, especially in regards to the above issues.

This report is based on the answers of the experts of the EUPAN Human Resources Working Group (HRWG), their colleagues from the Member States' central administrations, the European Commission, and other invited countries. Most questions required expert judgments from respondents, based on their overviews of the civil service and its social and economic environment. The draft report was presented to the Directors-General at the 56th Meeting of EUPAN and the representatives of TUNED in Gödöllő, Hungary in June 2011.

The **major findings** of the survey can be summarised as follows:

- Civil services are in a relatively bad position on the labour market, as employees generally prefer private to public employment.
- In most relevant aspects, public employment performs worse than its private counterpart does. Most importantly, it seems that the business sector offers higher salaries and higher prestige. Rapporteurs also found that the business sector offers much better promotion opportunities. (Surprisingly there was no significant difference in this regard between career and position system countries.)
- The strengths of public sector are higher job security and what we called its “more humanistic working environment” (better personal relationships with colleagues and supervisors, more understanding towards private life needs, etc.)
- The economic crisis has affected the position of the civil service in various ways. Somewhat simplistically: the value of the civil service (or more generally public employment) has largely increased for potential employees. Most of all, job security has regained its value of past years. In short-term, as more people lose their jobs and search for new opportunities the interest in public sector positions is increasing. (However, as indicated below, while the supply side grows the demand side decreases.)
- Meanwhile, the crisis affected public employment: as budgets shrink, several countries are forced to cut back the number and/or remuneration of public employees. The report summarises the measures that have been planned or already taken by individual countries.
- Each country reacts differently to the specific circumstances. Still, some types of strategies can be named:
 - Some career system countries try to loosen the present system to react more rapidly to these challenges;

- Other countries stick to the values of career systems – presumably as part of the national-political tradition and/or because they offer comparative advantages versus private employment;
 - Position system countries were impacted the least by the crisis either because it had caused a smaller shock to these countries' economies or because the position system allows quick changes and flexible reactions to challenges;
 - Seemingly, CEE countries applied the most radical measures, such as large-scale (e.g. 10%) dismissal from the civil service or immediate double-digit decreases in staff salaries.
- Various types of mobility are present in most countries, although mobility within one public organisation is by far the most typical. At the same time, it is exceptional for employees to move between public administration offices and service organisations (e.g. schools, public enterprises, etc.). It seems that mobility might be a good means to handle the tension caused by the crisis.
 - The termination of service is considered a normal phenomenon in position systems in sharp contrast to career systems. Still, we found that guarantees against termination have been loosened in some career system countries – presumably because of the financial pressure on personnel budgets. The harshest measures, again, were applied in the CEE region, where the abovementioned mass dismissals occurred even in countries that are categorised as career systems.

Still, we emphasise that each country differs in the way its civil service is managed and the crisis was handled.

Foreword

The medium-term priorities of the EUPAN determined for the Spanish–Belgian–Hungarian trio to carry out a Survey on the Mobility of Civil Servants on National Labour Markets with Special Regards to the Impacts of the Economic and Financial Crisis during the Hungarian Presidency of the European Council.

This report is based on the answers of experts of the EUPAN HRWG, their colleagues from the Member States' central administrations, the European Commission and other invited countries.¹ The draft was presented to the Directors-General at the 56th Meeting of EUPAN and the representatives of TUNED in Gödöllő, Hungary.

The survey addresses the following aspects of the civil service:

- The position of public administration on national labour markets;
- Various aspects of the mobility of civil servants and career arrangements as well as the termination of service;
- The impact of the crisis on the civil service, especially in regards to the above issues.

The research analyses the position of the public sector as an employer on national labour markets in a comparative approach and the changes in public employment conditions because of the impact of the economic and financial crisis. Because preceding surveys carried out in the framework of the EUPAN have already touched upon most of the issues we researched during our work, we pay attention to earlier findings and attempt to compare some conclusions and information presented in earlier Reports to EUPAN HRWG and other research material.

Acknowledgements

We would like to express our gratitude for the Directors General in commenting on and accepting the paper and thank you for the excellent cooperation of experts of the HRWG and other representatives of the Member States' and invited countries' central public administrations. As well as the experts from the European Commission, we thank the Organisation for Economic Cooperation and Development and the European Institute of Public Administration for supporting our work and contributing to the development of the questionnaire and research. We especially would like to express thanks to professor Christoph Demmke, who continually supported us in commenting on the draft of the questionnaire and a preliminary version of the paper.

György Gajduschek

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¹ Participants were:

Austria (AT); Belgium (BE); Bulgaria (BG); Switzerland (CH); Cyprus (CY); Czech Republic (CZ); Germany (DE); Denmark (DK); European Commission (EC); Estonia (EE); Spain (ES); Finland (FI); France (FR); Hungary (HU); Ireland (IE); Iceland (IS); Italy (IT); Lithuania (LT); Luxemburg (LU); Latvia (LV); Malta (MT); the Netherlands (NL); Norway (NO); Poland (PL); Portugal (PT); Romania (RO); Sweden (SE); Slovenia (SI); Slovakia (SK); Turkey (TR); and Ukraine (UA). Some answers from Greece (GR) are also taken into consideration in the descriptive part of the report (owing to sending the filled in questionnaire after closing the statistical analysis).

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Methodology

This survey addresses somewhat diversified but strongly interrelated topics. Most of all, we were interested in the changes caused by the economic crisis on the position of the civil service (and generally the public sector as an employer) and on mobility (especially between the public and private sectors).

The questionnaire consisted of 15 questions, most of which were so-called closed questions. Open-ended questions were also relied on, mostly for providing detailed information specifically on a given country. The majority of rapporteurs, however, answered the general questions.

Most questions required expert judgments. These answers, undoubtedly, are subjective to some degree. Some rapporteurs emphasised this fact. It was also a problem that some of the questions were intentionally general, which, understandably, also caused difficulties to some rapporteurs. Indeed, it is really difficult to assess the position of a country's civil service on the labour market.

No doubt that the expert judgments are not perfectly reliable sources of information but they have been widely used in social sciences research (Adelman & Mumpower, 1979). We still rely on these judgments in this report as we trust that rapporteurs are able to appropriately assess the issue at hand at a general level, even if they lack hard evidence. Of course, subjectivity inevitably appears in these answers. For this reason, we do not refer to individual countries.² Instead, we try to draw a general picture and potentially review differences between the main groups of countries and/or civil service systems. For this latter purpose, we created control, or independent, variables (indicators), which are listed and explained in Annex 4. It seems that the most relevant such indicator differentiates between three types of civil services. Accordingly, we classified countries into (a) career system (16 countries in the "sample"), (b) position system (six countries), and (c) CEE countries (14 countries). On one hand, we were specifically interested in the civil service systems of CEE countries, as Hungary belongs to this – otherwise heterogeneous – group. On the other, this indicator seemed to be the best one for statistical analysis. In a few cases, we also relied on other types of indicators.

Statistical analysis was carried out to reveal the general tendencies as well as differences that can be discovered among main types of civil service systems. In most cases, we provide first the overall picture with a diagram of either the mean values or frequency of answers.



Then, we present a brief analysis and attempt to draw the general picture. This is indicated by the symbol to the left of the text.

² Individual countries are mentioned in the analysis of survey results only in terms of specific solutions in handling the tensions in civil services caused by the crisis. Each country is able to compare its position to the general picture by comparing answers to the survey results as they are presented in Annex 2.



Next we refer to potential differences among the groups of countries or to other relevant statistical relations. This type of discussion is indicated by the symbol to the left of the text.



We attempted to place the findings in a broader perspective. On one hand, we relied on the available professional literature. Perhaps more importantly, we utilised and widely quoted previous research reports by EIPA, OECD, and EUPAN. Additionally, we carried out desk studies based on the available legal documents from the countries as well as the relevant government websites. These pieces of information are reviewed in this specific format in the report and are also indicated by a symbol.

Analysis of findings

The position of the civil service on the labour market

The civil service and public organisations as employers in general compete on the labour market with business employers for well-qualified employees. This competition is crucial for filling vacant positions with the best candidates and recruiting the most appropriate personnel for carrying out public functions.

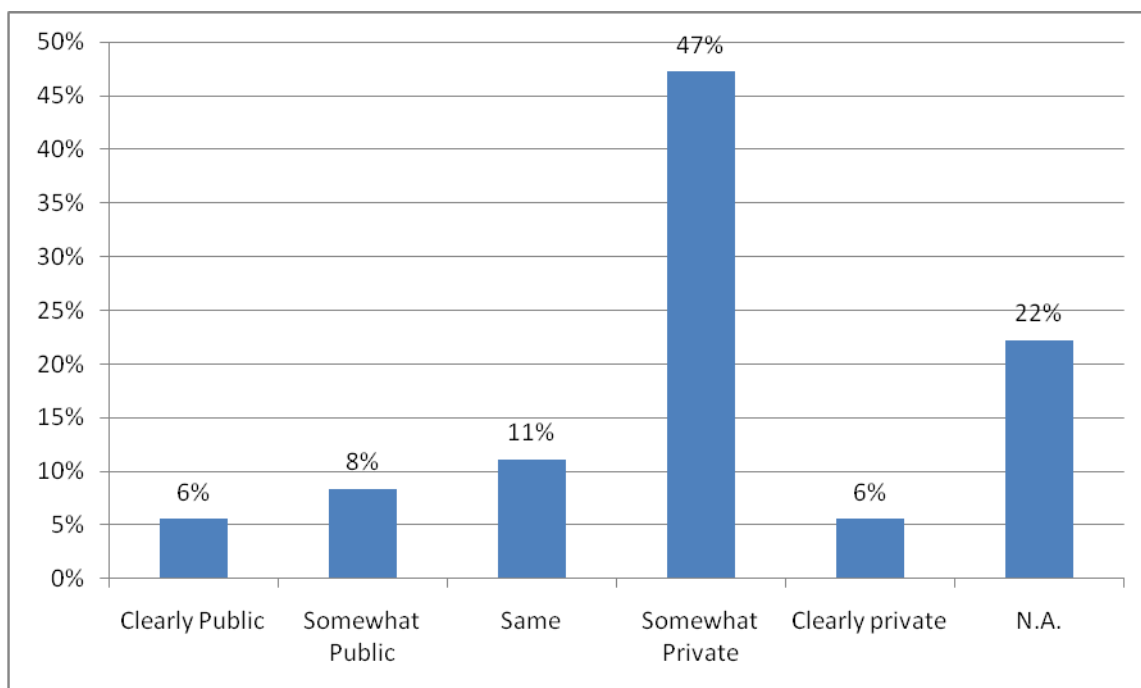
For a long time, it seems that the civil service has been losing ground in this competition, not only in Europe but also in most developed countries (Kirsi, 2002). Selden (2007) in her paper published just before the crisis identified this problem as the most crucial of the civil service. Governments rarely contract the best employees, especially in expert and managerial positions, presumably because salaries are lower, career opportunities are slower, and the image of public employment is poorer compared with the business sphere.

It is sensed by most practitioners and scholars of the field that the economic crisis may induce change in this regard. The questions analysed briefly in the section below refer to this issue: the position of public employment (in the civil service) on the labour market.

Typical preferences of employees

Figure 1 illustrates the distribution of answers regarding the presumed preference of a “typical employee” between public and private employment. This question, as some rapporteurs reasonably emphasised, is overly general as there is no such thing as a “typical employee” or a “general preference”. Still, it may be useful to have a look at the figure below.

Figure 1. General preference of a typical employee (answers, percentages)





About one fifth of rapporteurs did not answer the question, supposedly because of its overly general nature. Most respondents found that an “average employee” prefers “somewhat” private employment, although the “clearly private” answer was given by only two respondents out of 28 answers. Still, a considerable proportion of the responses stated that private employment is no more preferred.



It may be worth noting that Demmke, Henökl, and Moilanen (2008, p. 112) in their study³ carried out for the Slovenian Presidency asked a question with similar content but in a different form. They asked about the attractiveness of public service work, predominantly to those who work for the public service. A further difference was that the question did not contrast public service with private employment. At first glance, the answers may seem much more positive. As can be seen from the table (page 112 of the report), the majority of respondents found

Table 22. Attractiveness of Public Service Work
(Frequencies in parenthesis)

	Rel. frequency
Yes, very much	7,0 (25)
Yes	37,7 (135)
Neutral	30,2 (108)
Rather not	22,6 (81)
Not at all	2,5 (9)
Total	100,0 (358)

working for the public service attractive. However, while our question asked about the “general employee’s preference”, these answers were given by those who work for the public service. About one quarter of these respondents implicitly indicated that they work in this sector begrudgingly. Seemingly, they would prefer private employment.



We found a surprisingly robust, statistically strong relationship between the answers given to this question and the type of civil service system, using the “three-type” indicator (differentiating between career systems, position systems, and the systems of CEE countries)⁴. According to the answers, career systems are most competitive at this general level. All answers stating that public employment is preferred came from these countries. Rapporteurs from position system countries unanimously stated that private employment is “somewhat” more preferred. The majority of rapporteurs from CEE countries (eight out of 11) also chose this answer and both “private employment clearly preferred” answers came from these countries, too.

Although a main argument for the position system could be that it allows better chances for competing for excellent workers on the job market, at a general level in these countries, public employment is not as attractive as is private employment. In some cases, career civil services may be competitive enough, presumably by offering higher job security, better working

³ “The questionnaire was sent in electronic form to the members of the EUPAN-HR Working Group and published on the EUPAN website. In total, 363 public employees responded to this study. From these, there were 198 employees, 122 line managers, and 43 top managers” (page 8 of the Report). As the authors note, the number of respondents is relatively small and, more importantly, the method applied does not produce a representative sample. Thus, the results cannot be considered representative and reliable for civil servants in EU countries.

⁴ Further information on this and other indicators regarding the countries’ civil service systems is provided in the “methodology” section and in Annex 4.

environments, and competitive salaries. However, as it can be seen from the answers presented later in this report, career system countries face – sometimes severe – difficulties in attracting highly qualified personnel, especially in expert (non-managerial) positions, which is seemingly less problematic in position system countries.



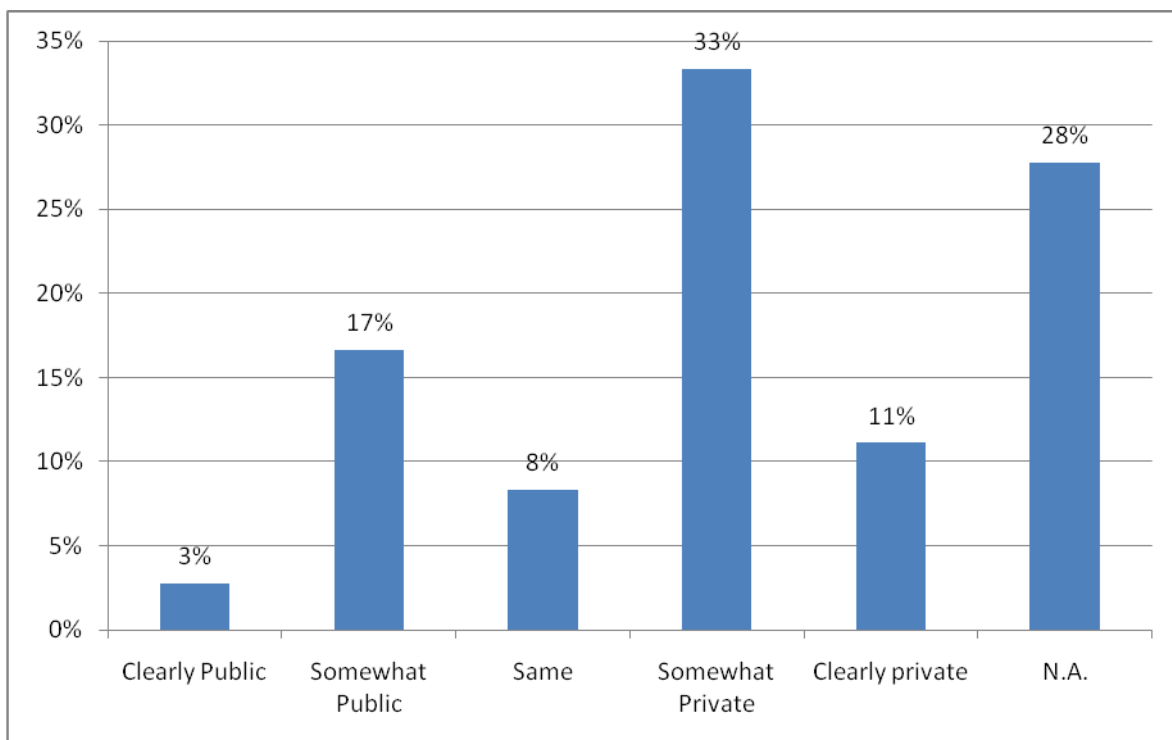
In studying the success of public services in the field of human resources management (HRM), Demmke et al. (2008) reached similar findings. Although in some areas private employment offers more advantageous conditions (primarily concerning salaries), in others job stability and better working conditions as well as job content can attract people to the public sphere (Demmke et al., 2008, pp. 112–113). The authors also suggested that governments should work on improving the overall image of public employment.

Prestige of public employment

Prestige in social sciences has long been an important concept. Occupation has always been considered as a major source of a person’s prestige. The issue of “occupational prestige” surfaced somewhat later (Treiman, 1977). Since then, it has been a regular topic for social surveys to measure the comparative prestige levels of different jobs and positions, especially between various segments of the civil service and/or government posts.

In this context, we were interested in prestige from a narrower aspect. We asked rapporteurs to assess the prestige of civil service employment compared with private employment. The distribution of answers is presented in Figure 2.

Figure 2. Does public or private sector employment have a higher prestige?





We find here a similar pattern to that in Figure 1. A relatively large number of rapporteurs did not attempt to answer this difficult question. The majority of respondents indicated that private sector employment is more prestigious than is the civil service. However, opinions in this regard seem to be more polarised because one third of respondents⁵ stated that the civil service enjoys higher prestige but almost one fifth stated that the private sector is the absolute “winner” in this regard.



We found no significant difference among the groups of countries. CEE countries seemed to be most polarised. All five options were chosen by at least one rapporteur from this group of countries.



In **Hungary**, citizens were asked to value the work of different categories of public servants on a five-point scale (1 the worst – 5 the best). From the different categories, civil servants scored the worst mark. Beginning with the best valued group of public servants, the order was the following: firemen; paramedics, nurses, doctors, librarians, teachers, soldiers, civil defence employees, customs officers, policemen, and then civil servants in local governments with a mark of 3,3, and in land registry and excise offices, both with 3,1. Civil servants working in ministries scored 3 points, this result being the worst.⁶

Other aspects influencing the position of the civil service on the labour market

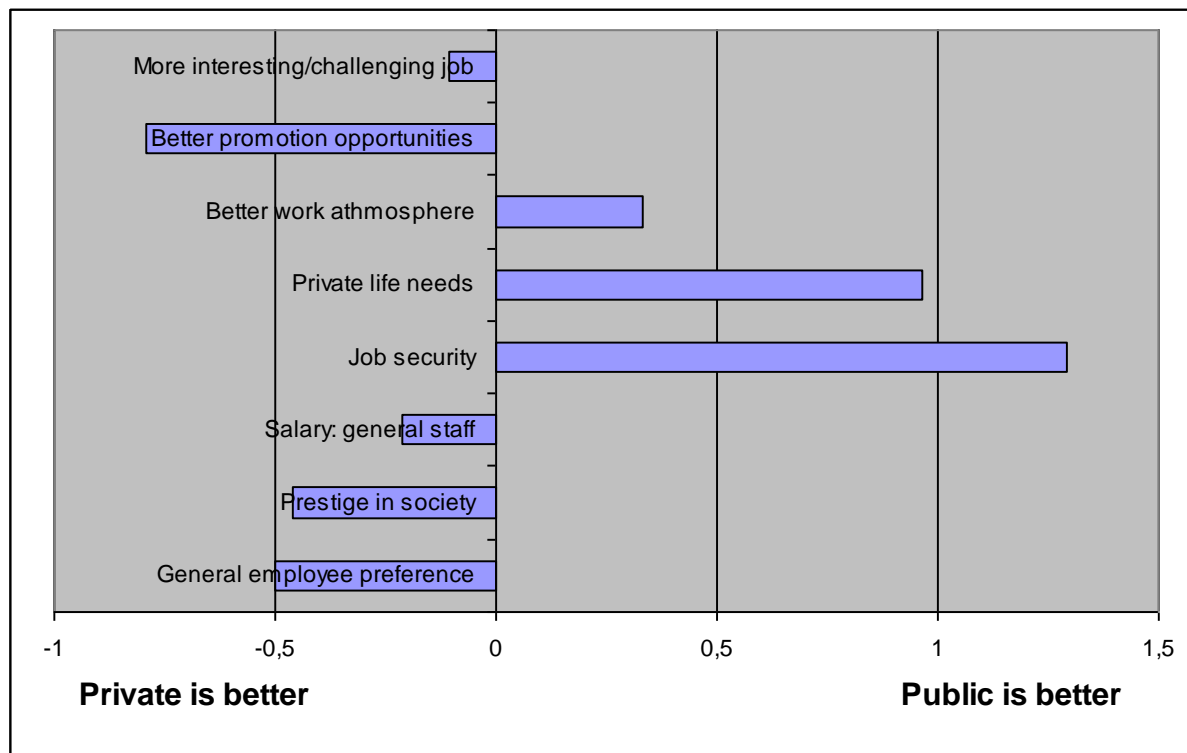
In Question 1, we asked rapporteurs to compare public and private employment in terms of not only general preferences and prestige but also several other aspects. Figure 3 summarises the results of these answers. The figure is prepared so that those elements that are considered better in the public sector appear in a positive direction (right from 0), whereas work characteristics in which public employment is considered deficient appear on the left side, in the “negative” part of the graph.⁷

⁵ That is one fifth of rapporteurs, though!

⁶ Szonda Ipsos survey on the commission of the Prime Minister’s Office, 2003.

⁷ Mean values were calculated and, in order to reach the above format, we deducted these calculated means from the theoretical mean of the 1–5 scale (i.e. 3).

Figure 3. Position of the civil service on the labour market on certain job characteristics



It is easy to see that the main strength of the civil service is **job security**. This characteristic has always been regarded as a main advantage of public sector employment. This can be interpreted negatively or positively. But according to the data, this is by far the strongest positive factor of the civil service on the labour market.

The other positive features are related to the **working environment** in the public sector. On one hand, the civil service offers a more family-friendly working environment; on the other hand, it provides a relaxed working atmosphere (more humane relationships with colleagues, supervisors, etc.). On this, no rapporteurs found the private sphere better; answers ranged from “clearly public” to the “same” only.

These characteristics of the civil service are relatively well known and generally regarded positively, although the New Public Management (NPM) movement frequently mentions these features as causes and/or indicators of lower levels of efficiency.

It seems that generally there is no great difference between the private and public sectors in terms of how much the working environment allows or even improves the **self-fulfilment** of employees (Demmke et al., 2008 reached a different conclusion in this regard).

Looking now to the negative side of the graph, we find somewhat surprisingly that **promotion opportunities** are mentioned above salary. Indeed civil service systems, especially in their classical forms, offer a predictable but typically slow career path. Still, it may be reasonable to suspect that answers to this question were influenced by rapporteurs’ specific points of view. Career arrangements are, indeed, a crucial element of the civil service that needs to be improved in most countries, whereas salary level is difficult to change because of permanent budget constraints. Naturally, rapporteurs working in HRM are more sensitive to this issue.

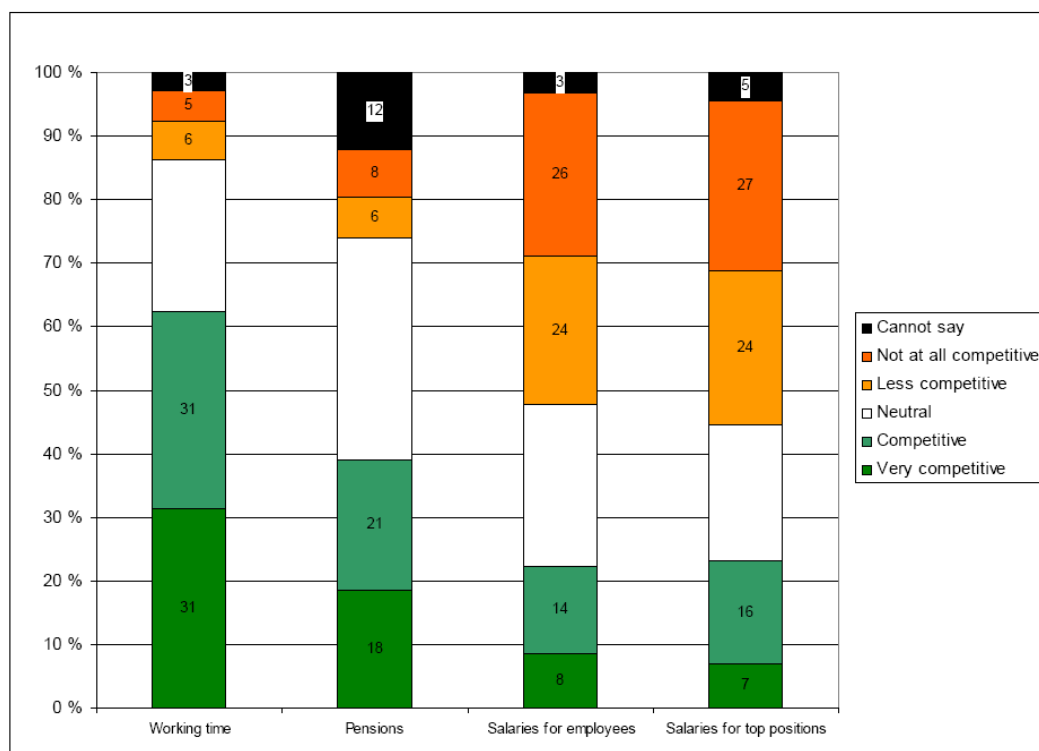
However, it may be reasonable to believe that a typical employee regards **salary** as at least as important as career opportunities. A typical applicant may be less informed about career paths than they are about salaries. Thus, we may conclude that salary and career opportunities are the main deficiencies of the civil service on the labour market.

On average, rapporteurs found no large differences in terms of **how challenging or interesting the job is**. We included into the graph – for the sake of comparison – the mean values of the two previously analysed indicators (general preferences and prestige).



It may be worth referring again to the results of the abovementioned Report prepared for the Slovenian Presidency (Demmke et al., 2008, p. 84). Figure 31 of the Report on page 84 summarises the answers to these four questions. These questions were raised in a somewhat similar form to ours: they asked respondents to assess the competitiveness of the public sector, among others, in terms of the salaries offered. The answers obtained from over 300 public employees disclosed more plainly that civil service salaries are uncompetitive compared with private sector wages. Fewer than a quarter of public employees found wages competitive at least to some degree.

Figure 31. Public Services' Competitiveness in Relation to Private Sector



One may reasonably expect that there is a difference in terms of **job security** among career and position system countries. Indeed, we found a clear and statistically significant difference between career and position system countries. CEE countries, in this regard, fitted to the general tendency, as those that are considered career system ones provided higher levels of job security according to rapporteurs. Although the differences were significant, one should not forget the general picture: even position systems provide higher levels of job security than does the

private sector. In other words, guarantees against dismissal exist even in position system countries. These guarantees may be formal or informal, the latter being the way issues are handled, customs are followed, or the style of labour relations in practice.

Acceptance of **private life needs** also differed significantly among the groups of countries. Not surprisingly, career systems most accept the needs of employees. CEE countries seem to be the least sympathetic to these needs.

The main dividing line for the evaluation of **self-fulfilment** (challenging work) was between the CEE countries and other countries, as the latter generally state the public sector is somewhat better in this regard (clearly better in position system countries), whereas respondents from CEE countries see the private sector clearly stronger. This difference, however, was not statistically significant.

One may reasonably expect major differences between career and non-career systems in terms of **promotion opportunities**. However, we found no difference in this regard. Respondents from CEE countries were slightly more optimistic but the difference was not significant.



Other research findings

According to Demmke et al. (2008), for people working in the public sector, job content is the most important aspect, although they wish to have more responsibilities in their jobs. Employment in the public sector is also appealing as many people are attracted by the job stability and good working conditions. Generally, people in **Mediterranean** career system countries consider public employment most attractive, whereas respondents from **Eastern European** countries were more negative in this regard.

For instance, employment in the public sector in **Cyprus** has always been considered attractive because of the overall benefits public servants enjoy. Therefore, it is much more common to have employees leaving the private sector to be appointed to public service positions rather than the other way around. Furthermore, since public employees have permanency, they tend to retain their positions until retirement. As a result, employment in the public service is generally considered very competitive.

The **Swiss** expert⁸ pointed out that there may be significantly different reasons behind an employee's decision to enter or leave public service. These causes are as follows:

Causes for entering: 1) job content (people with high public service motivation); 2) career perspectives; 3) running one's competencies/potential; others: to acquire public administration knowledge/experiences.

Causes for leaving: 1) career perspectives (the majority estimates it to be good); 2) attractiveness of the new job; job content; unfolding one's potential/competencies; others: salary (to be higher in the private sector).

There are open-term contracts under public law applied in the Swiss Federal Civil Service, similar to the private sector; therefore, there is no lifetime employment as a civil servant.

The **Danish** State Employer's Authority conducted three **surveys** in order to provide a picture of the motivational situation. They covered employees in central government institutions in the private sector and among young people (altogether 14.000 people). The questions concerned motivational factors and expectations. According to the results, the most important motivational factor among all types of employees was **job content**, especially the authority to make decisions and interest in the work or project; the ability to plan one's own work schedule, particularly the possibility to decide one's own

⁸ From the presentation: Mobility between the Public and Private Sectors Switzerland's. Data of the Report from the personal management, 2010. Swiss Confederation. Federal Department of Defence, Civil Protection and Sport. May 2011.

holidays and time off; salary, especially the possibility of connecting salary to qualifications and competencies; and working environment. The major reasons cited for staying in the current job were: satisfaction with job content; a positive and co-operative relationship with colleagues; and influence on work planning. Those individuals thinking of changing workplaces expressed the need for a higher salary or complained about unsatisfactory leadership or too few possibilities for development. (Kirsi, 2002).

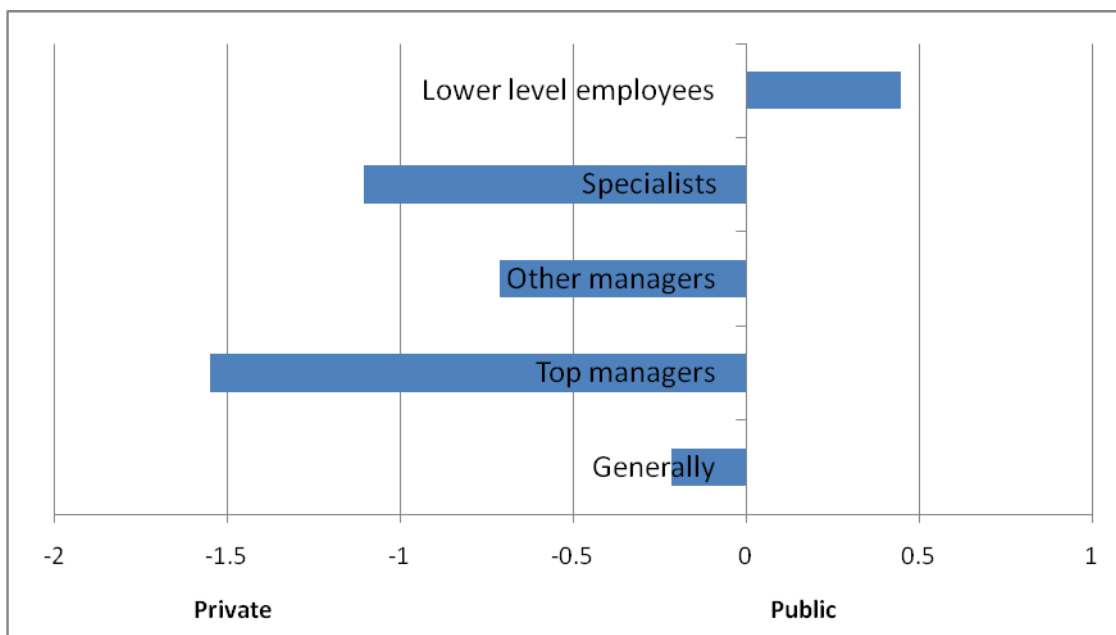
The literature also suggests that **job security** remains among the main factors that attract people to work into the public sector. In traditional bureaucratic systems, one of the most important characteristics is the lifelong tenures of civil servants, according to the rules of public law. This often remains the main difference between private and public employment. Among the main reasons for the lifelong tenure has been the need for a non-politicised civil service, which should be compensated by a civil servant's neutrality and his or her loyalty to the government in power. Civil servants have been assumed to fulfil public tasks and perform public authority, but this has been accompanied by extra liabilities. These have been the reasons that established and underlined their protection from dismissals by the state. Job security also has served the continuity and stability in the civil service, which nowadays can be counterbalanced by a mobility policy adjusted to the ever-changing needs required by modern circumstances in order to enhance motivation and enrich the skills of employees.

When we speak about job security, the question of how the employment of a civil servant can be terminated is vital. This issue is discussed in detail in a later section of the Report. We provide a relatively wide overview of termination practices in European countries there.

Salary

We asked detailed questions about the salaries of various groups in the civil service. The responses are presented as mean values similar to the above analysed items in Figure 4.

Figure 4. Competitiveness of salaries in the civil service



As already indicated, the importance of the difference between private and public sector wages may be somewhat underestimated by rapporteurs, at least in light of the survey by Demmke et al. (2008). This set of data suggests that the answers about the general competitiveness

of wages may be reasonably influenced by the well-known fact (Bossaert, Demmke, Nomden, & Polet, 2001, pp. 129–130) that less qualified people in lower level positions may be better paid in the public than they are in the private sector.

By contrast, the civil service faces difficulties in providing managers and specialist professionals with competitive wages. Attracting experienced and well-qualified people to top management positions seems to be specifically difficult in the civil service.



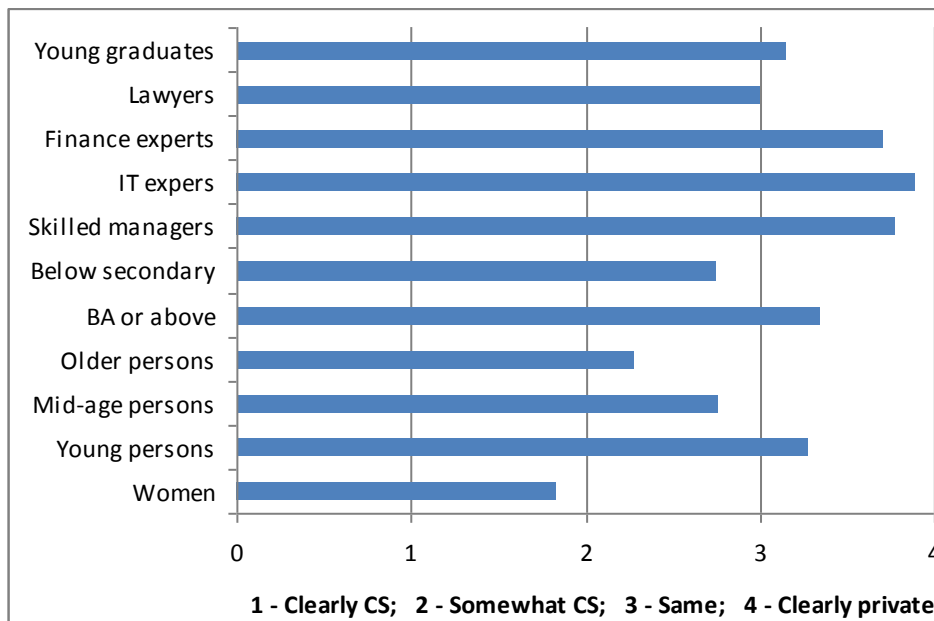
We found no difference in regards top managers between position and career system countries. In both systems, this is a major issue. It is somewhat surprising that position systems – at least according to our data – are not in a better position than that of career systems.

There is, however, a strong, significant difference between career and position systems in attracting highly skilled specialist professionals. Career system countries face severe difficulties in this regard.

Social group preferences towards public employment

Question 3 of the survey listed several employee groups and we asked rapporteurs to assess if these groups prefer civil service employment to private employment. Figure 5 presents the mean values of the answers given to this question.

Figure 5. Preferences of various social groups towards public and private employment (mean values)



It seems that women, those closer to the pension age, and less skilled workers prefer the civil service or more generally public employment over private. We have already seen some of the reasons above.

Presumably less skilled workers prefer the competitive wages paid in public sector for this group. Perhaps it is neither too speculative nor too prejudiced to assume that **women** may be attracted by the fact that civil service is more sensitive to their family and

child care needs. Those ***closer to pension*** age may be attracted by the less competitive, more relaxed working environment. And surely all these groups value the job security.

By contrast, we can see that well-qualified people and those whose expertise is highly valued by business prefer private to public employment. This reinforces the previous findings: the civil service seems to lack competition for the most “scarce labour resources”.



The most significant difference between civil service systems is in regards less skilled personnel, as this group strongly prefers civil service employment in career system countries (mean: 2.21), whereas this does not appear in position system and CEE countries (means: 3,20 and 3,33). Career system countries and – although supposedly for other reasons – CEE countries face significantly larger difficulties finding IT experts than do position system countries. It seems that young people tend to prefer the private sector in position system and CEE countries, whereas this is less characteristic for career systems.⁹ These differences, however, are not statistically significant. By contrast, there is no difference among various types of countries in terms of skilled managers.

In summary, the overall picture generally fits the “image” of the civil service, namely that it is preferred by women, older people, and less skilled workers, but less preferred by skilled professionals. However, in most cases we found no evidence that position system countries are in a significantly better position in this regard, except perhaps in certain fields of expertise, such as IT.

Mobility

On various types of mobility

Question 7 asked about the prevalence of various types of mobility. The distribution of answers is presented in Table 1.

Table 1. Answers to Question 7: “Are the enlisted types of mobility encouraged by the present civil service system?”

	Yes it is present (not exceptional)	Exceptionally (rarely)	No, it is impossible (e.g. forbidden)	N.A.	Did not respond
Horizontal mobility within an organisation among various units (e.g. a ministry’s divisions)	25	5	0	1	5
Horizontal mobility in public administration (e.g. moving employees between various ministries)	21	9	0	1	5
Vertical mobility (e.g. from lower level units to higher ones)	22	5	1	3	5
Between public administration and other organisations in the public sphere (e.g. schools, public companies, etc.)	7	19	3	2	5
Between national and international organisations (including EU administration)	16	13	1	1	5

⁹ It is worth entering into career civil service at a young age, as this system rewards seniority, namely the longer devotion to serving the public.

Temporary assignments in another unit or department of the organisation (e.g. when composing taskforces or groups dealing with a specific project)	19	8	3	1	5
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It seems that most enlisted types of mobility paths are widespread. The main exception is mobility between public administration and other public organisations, which in several countries are also part of the civil service. The most typical type of mobility is that within the same organisation.

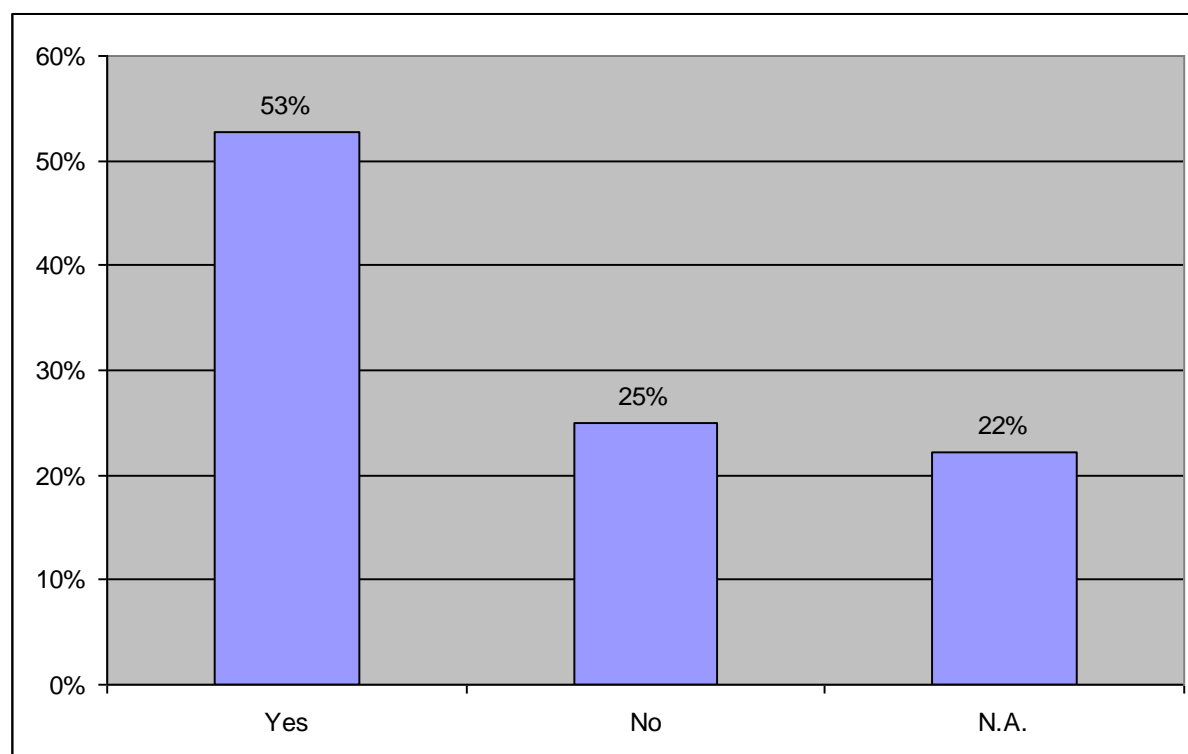


We found no significant difference between position and career system countries, although on average career system countries reported a lower level of mobility than that of position system countries. In CEE countries, mobility between public administration and other public organisations is exceptionally rare.

Competition among public organisations for employees

We asked a set of questions regarding the competition for certain employees between various government organisations. Figure 6 presents the prevalence of competition.

Figure 6. Answers to question: Is there competition among various public institutions for certain employees (e.g. among ministries or various government offices, between central, regional, and local government organisations, etc.) (%)



As can be seen, competition for employees among public organisations is widespread. Although several rapporteurs did not answer the question, the majority stated that this phenomenon is present and only one quarter of rapporteurs stated the opposite.

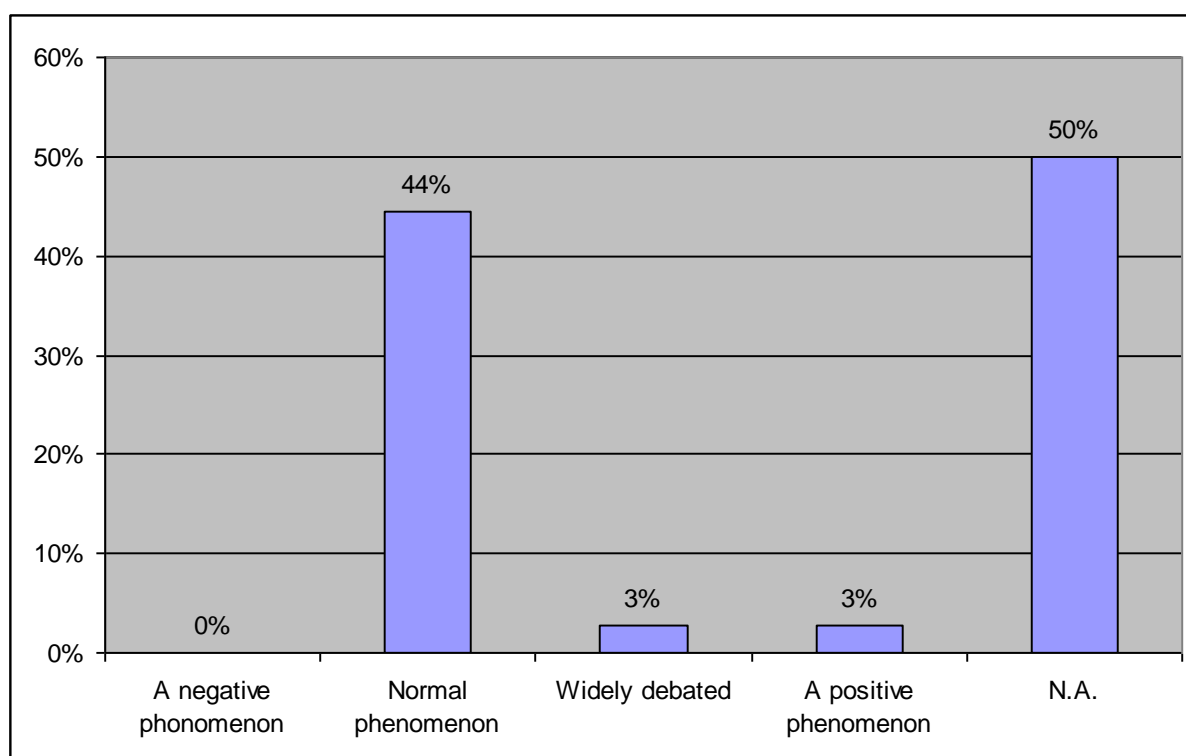


Naturally, this type of competition is a characteristic feature of all position system countries. The majority (seven out of 10) of CEE countries also answered “yes”. Quite surprisingly more than half (seven out of 13) of career system countries gave this answer too.

The most typical reasons for this phenomenon are the differences in career opportunities (eight responses), salaries (six), and prestige (one). Some other reasons were also mentioned, such as different job content (BE, EC); possibility for working from home (BE); personal choice (FI); and need for outstanding specialists (LV). In the Swedish answer, it was noticed that being a position-based system where the employee is free to apply for work anywhere and since he/she is recruited on the bases of his/her skills, he/she is not losing position for the future when trying another job. Interestingly, only one position system country but two career system countries mentioned the different pay levels at various units.

We also asked about the evaluation of this phenomenon within professions. The answers are presented in Figure 7.

Figure 7. Answers to the question regarding the evaluation of competition among public administration organisations for employees. (%)



No respondents regarded competition for employees as a negative phenomenon. Presumably in countries where this phenomenon is considered as clearly negative, they do not allow such competition and these countries have not answered the question.



Indeed, most career system countries did not answer this question. All rapporteurs from career systems and CEE countries who answered this question stated that this is considered as a “normal” phenomenon. Position system countries, where the phenomenon is present, and consequently rapporteurs who reacted to this question, seemed to be more divided on this issue, as the only “it is widely debated” answer arrived from one of these countries, just as the only “it is considered positively” one.



The mobility of civil servants is an often **debated issue** in the context of civil service modernisation. Bossaert et al. (2001) stated that the basic definitions of mobility (geographical, professional, and/or functional) are all recognisable in the various civil services of the then 15 Member States of the European Union. They distinguished between voluntary and compulsory mobility but also underlined that mobility is encouraged for other reasons, namely i) from an administration’s viewpoint, in order to increase the flexibility and effectiveness of a ministry’s or agency’s activities; and ii) from a civil servant’s viewpoint, mobility offers opportunities to become familiar with other areas, develop new skills, acquire freedom of movement, or develop one’s career. During the Greek Presidency in 2003, Bossaert (2003) analysed the mobility policies of civil services in Member States. She stated that most countries had a positive attitude towards balanced mobility policies in order to optimise the use of staffing resources and also for individual professional development. Among the stated reasons for the phenomenon she denominated the development of competencies, the ability to think across departmental boundaries, and the enhancement of motivation as well as changing staff requirements to react to changing circumstances. But she also noted that mobility may be used as a tool to reduce staff. In order to create categories for this HRM instrument, she differentiated among different types of mobility: structural mobility, functional mobility, and the mobility outside the public sector (Bossaert, 2003).

During the elapsed time, mobility in the public sector has grown in importance and there hardly exists a country without some type of mobility policy even though the accents and goals may have been shifted. According to Parrado (2010), among the 25 countries studied in 2010, in 10 there were no mobility schemes at all in legislation, while in seven there existed compulsory mobility and in eight voluntary schemes.

Mobility in various civil service systems

In **France**, the law of 2009 on mobility in the civil service puts HRM at the centre of civil service reforms. The new law offers the tools for civil servants to plan a real career in their professions by guaranteeing new rights in mobility issues and a real professional accompaniment. At the same time, it makes it easier for public administration organisations to dispose of human resources according to their needs, even in taking into consideration the evolution planned for coming years with the aim to ensure quality and continuity in offering services to the public. The law contains innovative solutions and allows the decompartmentalisation of the corps and public administration organisations. Following the birth of the new law, mobility charters are in preparation in order to strengthen the recently reaffirmed principles, such as the right to mobility. The charters aim to present the important principles and new measures, such as employees’ burses, regional platforms, and mobility careers counsellors.

The decree on professional reorientation based on the law on mobility was published in November 2010 in France. According to the decree, a civil servant whose job seems to be abolished because of a reorganisation can be put in a professional reorientation situation if there is no post that suits his/her grade. In order to help the redundant civil servant find a new job either in the same administration or elsewhere in the civil service – also including the possibility of being employed in the private sector – the administration has to make every effort. During this reorientation period after consultation with the civil servant, the organisation establishes the civil servant’s personalised project of professional development including the perspectives on professional evolution, the nature of employment, activity, and responsibility, which have to be taken into account when the civil servant stands as a candidate for a post. This development plan also includes his/her training plan, certification, and evaluation of professional experience. Civil servants are assumed to complete the training components according to the plan and undergo evaluations and validations concerning the professional experiences’ skills

identified as priorities in order to develop them and acquire new competencies. Temporary assignments relevant to the civil servant's skills and abilities – and which cannot exceed three months – must be listed in the individualised project. When the civil servant is assigned to a new post, the period of reorientation ends. According to the decree, if the civil servant refuses three successive offers corresponding to his/her grade, skills, and abilities as determined in his/her personalised evolution project, the administration may decide to second him/her without remuneration, allocation, and dole (the personal circumstances of the private life must be, of course, taken into account). But the civil servant may ask for reintegration into one of the first three vacant posts in his/her corps of origin any time. If he/she refuses three new offers for posts in view of the reintegration, he/she may be terminated or granted retirement.

In **Ireland**, under the scope of the Public Service Agreement (2010–2014), the signing parties have committed to working together to build an increasingly integrated public service. They recognised that one way to achieve these aims is to build an increasingly integrated public service that is leaner and more effective, and focused more on the needs of citizens in the context of reduced resources and numbers. The public service will need to be reorganised and public bodies and individual public servants will have to increase their flexibility and mobility to work together across sectoral, organisational, and professional boundaries (see also OECD, 2008/b; Parrado, 2010). 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 provisions 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. The agreement allows for surplus staff to be identified in various government departments and for them to be moved, initially on a voluntary basis but compulsorily if necessary, to areas of greater priority. The document effectively restates a number of principles regarding redeployment. The redeployment of personnel is considered essential to maintaining services at a time when the government is planning to reduce the number of staff on its payroll dramatically. In that context, the signing parties have agreed to review and revise contractual or other arrangements or practices that generate inflexibility or restrict mobility (Public Service Agreement, 2010-2014).

In **Germany**, it is assumed that the administration of the future would face a faster change of public tasks. This would need the mobility of employees in order to be able to fulfil changing needs. The regulation allows mobility initiated either by the service or by civil servants. German civil servants are entitled to be i) transposed in the same administration for a transition period or in another post for a longer period; ii) delegated to another administration for a transition period belonging to the same or other employer (e.g. from Bund to a Land); or iii) transferred for a longer period to an administration belonging to another employer.

In **Spain**, the new law on public service introduced new regulations on mobility issues. According to the legislation, there are different types of mobility: horizontal and vertical mobility; voluntary and obligatory mobility, and gender-based mobility. These are carried out through “concursos”, as free designation; voluntary mobility into sectors that have deficits in human resources; transfers arising from the interest of the service or functions to other post than the original; or transitional appointments.

In **Austria**, there exists the Career Database – a tool to facilitate horizontal mobility between various ministries. Civil servants who would like to engage in new tasks and responsibilities may use this “talent pool”. They can send their career profiles to the Database, denoting the type or kind of job they would like to apply for. The application is completely anonymous. Name, date of birth, actual post and employer, and other data that would give identifiable information on the civil servant are not indicated. The whole procedure runs under a code number. The data of civil servants are stored for three months. After that time, the candidate is periodically contacted by e-mail by the Federal Job Exchange if he/she would like the data storage to be prolonged. All employers' HR departments can recruit new employees from this anonymous database using their access data got from the Federal Chancellery. If they would like to contact registered federal public employees, they can do it through the job exchange.

Concerning vertical mobility, the candidates for the posts of head of department and director general have to apply for the specific job and have to pass a selection procedure. Presently, only heads of unit ('Referatsleiter') can be appointed to their posts without formal selection procedures.

In **Italy**, to tackle the challenges related to a long working lifetime and changing age structure in public administration, according to a law from 2008, public administrations can improve and encourage exemption from service, for personnel with 35 years of contributions, on request, five years before the 40 years provided by law. Furthermore, public administration can take specific measures to rescind the contracts of employment with personnel with 40 years of contributions.

In **Luxembourg**, there exists a general tendency regarding mobility from the private to the public sector that has been stable over the past decade.

In general, mobility within the **Cyprus** public service is limited. Offices in the public service are divided into interchangeable and non-interchangeable. The first category constitutes a separate department and the holders of such office can be transferred across ministries/departments/services, depending on the needs of the service for such categories of staff. The second category of staff is permanently placed in a specific ministry/department/service and as long as the holder of the post retains his/her post it is not possible to have mobility across the public service, unless secondment is decided by the Public Service Commission on the recommendation of the appropriate authority. Furthermore, secondment is subject to various conditions.

In **Great Britain**, the Civil Service Management Code designs the frameworks for mobility issues. As in Great Britain, the majority of HR issues have been delegated to the heads of departments and agencies. However, according to the guidelines, they also have authority to determine the extent to which their own staff have a mobility obligation. The minimum mobility obligation for all staff must be a liability to: i) move between posts which are within reasonable daily travelling distance of their home; and ii) serve away from home for periods of detached duty. Mobility requirements must be capable of being justified by departments and agencies if challenged.

Departments and agencies in Great Britain have the authority to determine the circumstances in which staff may be transferred between departments and agencies. They must take into account the interests of the civil service at large, the interests and needs of staff, with special regards to surplus staff, where other departments and agencies have given notice of surpluses. Concerning the 'machinery of government changes' the general rule when functions are transferred from one department to another is that staff is transferred with the work.

In order to facilitate the flow of information concerning vacancies, the Cabinet Office maintains a list of contact points to enable departments and agencies to distribute details of vacancies that they are seeking to fill from within the service and give notification of surplus staff.

According to the Civil Service Management Code's guidelines on voluntary mobility, departments and agencies are encouraged to arrange for the interchange of staff between the Civil Service and outside organisations where they are satisfied that it would benefit their wider interests and the individuals concerned. There are no limits on age or grade. Secondment is the term used to describe the voluntary movement of individuals into or out of the Civil Service on a temporary basis, in a way that does not affect their employment status. Officers seconded outside the civil service do not cease to be civil servants and the provisions of the "Conduct and Discipline" continue to apply to them, including those relating to disclosure of information, conduct, and discipline.

In the Senior Civil Service, other regulations are applicable. Full-time staff in the Senior Civil Service may be required to transfer to any post in the Senior Civil Service in the UK.

In the **Netherlands**, if a civil servant becomes redundant because of restructuring, the law obliges competent authorities to elaborate plans to support them. The basic principle is that candidates for redeployment should preferably be moved to another position within the central government sector. Both the candidate and the authority are expected to do their best to make this happen. The authority has to make every effort to offer the civil servant an appropriate job within its own organisation or elsewhere in the central government sector within 18 months. Redeployment candidates are expected to adopt active, flexible attitudes in seeking suitable employment, for example through retraining. If it is offered, he/she is obliged to accept an appropriate job. Procedures are regulated in detail, and there exists a Civil Service Mobility Database that helps candidates and employers find each other. In order to facilitate redeployment the competent authority can offer a lot of provisions to help the civil servant to adjust his/her life circumstances to his/her new duties (e.g. removal expenses, allowance for relocation,

allowance for lodging, etc.) When redeployment is not possible and the employee is not to blame for this situation, his/her employment will be terminated and entitled to different compensation.

The **European Commission** generally encourages internal mobility within and between Directorate Generals (DGs) and rates of internal mobility are relatively high (about 6% of the staff change DGs every year). The Commission has a very high retention rate of permanent staff (almost all staff stay until retirement), but it also has a large population of contractual staff, most of whom must leave after three years.

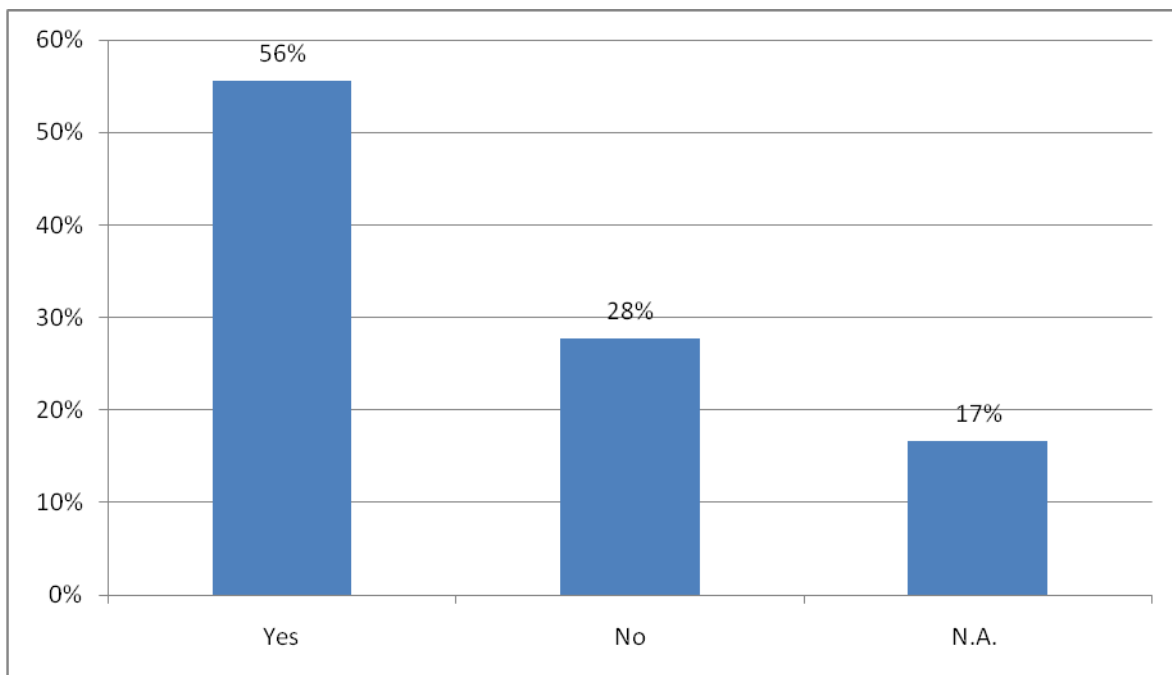
Crisis and change

The focus of our study was on the impact of the economic crisis on civil service systems. This issue was discussed in several questions. Some of these questions were asked directly about the crisis. Others, however, were less directly formulated asking about the “past 2–3 years” in order not to force respondents to decide whether a certain change appeared because of the crisis or not. At the statistical level, however, we supposed that these changes were mostly caused by the crisis.

The general impact of crises

Question 5 of the survey asked about the impact of crises at a general level. The distribution of answers is presented in Figure 8.

Figure 8. Has the economic crisis had any major impact on the civil service as such? (answers, %)



Although a few rapporteurs could not clearly assess the impact of the crisis, the majority of responses stated that the crisis had had an evident impact on the civil service.



There was practically no significant difference among career or position system countries as – at least statistically– both groups were somewhat impacted. Non-EU countries reported a less severe impact, whereas CEE countries reported a harsh impact, as almost every one answered that the crisis had impacted the civil service to a great extent. CEE countries significantly differ in this regard from the other groups of respondents.

Somewhat surprisingly, these data did not reveal the slightest statistical relationship with the answers to Question 2 referring to changes in specific features such as job security, prestige, working environment, etc. Further analysis revealed the reason for this strange finding. It seems that the economic crisis induced at least two diverse and contradictory outcomes. On one hand, the position of the civil service improved on the labour market. On the other hand, its “strengths” declined because of the crisis. In other words, the civil service in comparison to the private sector got into a better position, but in comparison to its previous state it deteriorated. Of course, this is just the general picture. Some countries may greatly differ from this “statistical average”.

We also asked a question on how governments reacted to the crisis (Question 6). Members of the EUPAN Human Resources Working Group showed a special interest in this question. Reacting to this expectation, we sent out a structured table and asked rapporteurs to indicate their additional items and remarks. The summary of findings is presented in Table 2. The country codes and texts in italics are the modifications to the original answers.

Table 2. Measures taken by countries to meet the challenge generated by the crisis

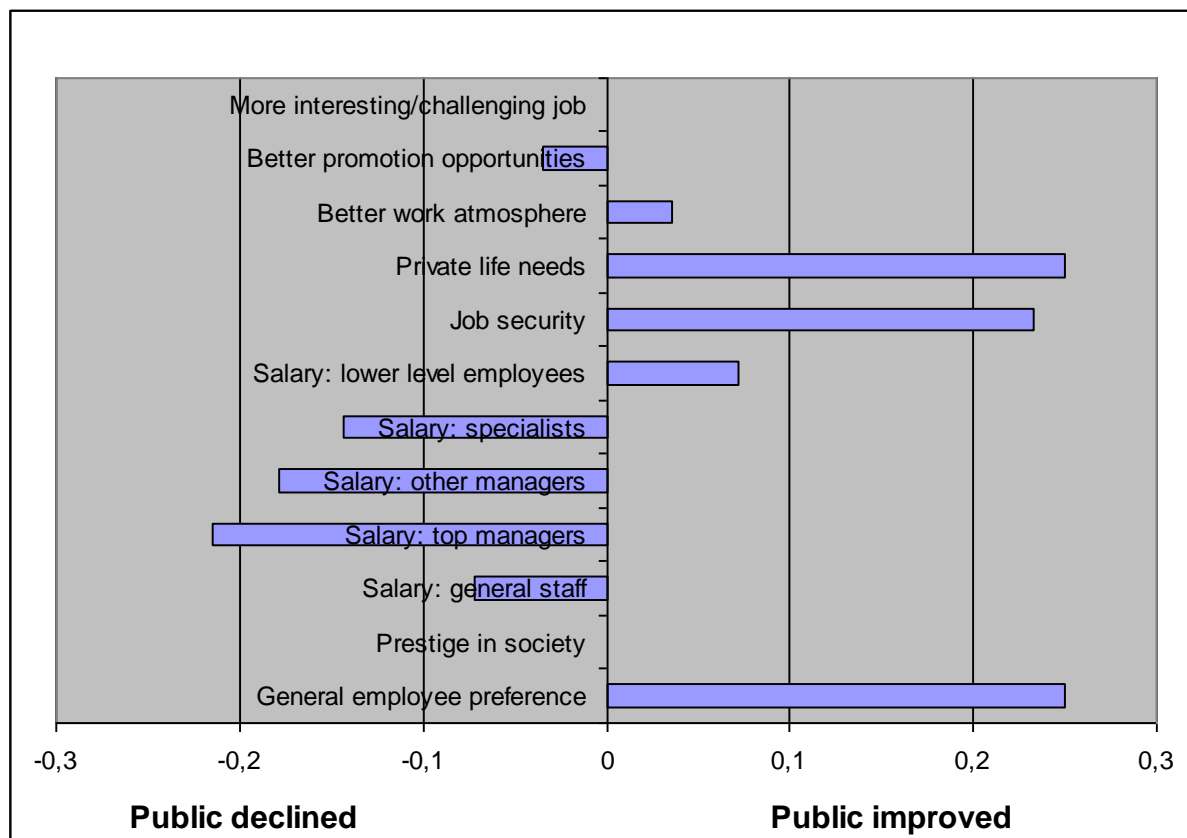
RESPONSES TO THE CRISIS AND CONSEQUENCES OF IT	
Budget cuts	AT; CZ (10%); CY; EE; ES; FR; IE; IS; HU; DK; FI; IT; LT (10%); LV; NL; PL; PT; SLO
Reduction of personnel (severe cut):	AT; CZ (10%); EE; ES; FI; FR (only 50% of retiring central government employees being replaced); HU; LT (10%); LV; NL; SLO (1%);
Reduction of salaries:	CZ (0–10%); EE; ES (5% on average) HU; IE (7%&5–10%); IS; LT (~28%); LV; PT (from 2011 variable %); RO (25%); SLO (for public sector management posts and for elected political posts)
Other measures:	<ul style="list-style-type: none"> ➤ Freeze on hiring (CY; IT; PL; PT), ➤ Restrictions on new employment (EE; LT; PT; SLO) ➤ Freeze on promotions (ES (through restrictions in mobility); LT; PT; RO) ➤ Freeze on wages (ES – after the abovementioned reduction) IT; LT; NL; PL; PT (2010); SK)

	<ul style="list-style-type: none"> ➤ Intended large-scale civil service reform (BG) ➤ <i>Cuts in staffing budgets (BE; PT)</i> ➤ Strict, restrictive control on staffing budgets (BE; PT) ➤ Increase of salary on a very low level (AT; CY) ➤ Intensified efforts to reduce cs-s numbers (CY; PT); ban on new employments (if any – mostly terminated – DE) ➤ Greater pressure on budgets and staff numbers (potentially salaries/benefits) (CY; EC; ES; PT, SLO; SK) ➤ Outsourcing of public services (PL) ➤ State institutions reorganised (LT; PT (as from mid 2011))
Other consequences in relation to the crisis and measures:	<ul style="list-style-type: none"> ➤ Less job security (IS; RO) ➤ Easier to find high quality experts (EE; SE); ➤ <i>Less labour market pressure for higher salaries (SE; CY)</i> ➤ Not experienced the pressure (SE, UA) ➤ Civil service is a stable employer (ES; IT; UA) ➤ Owing to freeze on employment and terminated new employments, the average age of employees is going to rise in the future (DE; ES; PT) ➤ Increasing need for effectiveness (DK, IT; PT; SK), ➤ Image of the CS decreased, motivation and common sense negatively influenced (ES; LV)

Impact on the civil service's work characteristics

The crisis may have had an effect on the work characteristics of the civil service. We asked in Question 2 if this kind of impact occurred and if yes, was that positive or negative. The distribution of answers to this question is presented in Figure 9.

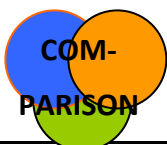
Figure 9. Change in the position of the civil service on the labour market on certain job characteristics



ANALYSIS

If we compare this with Figures 3 and 4, we find a similar pattern. That is, respondents generally see improvements in attributes when they considered public service better on the labour market and report declines when they sensed the weaker position of public service. We must admit that, regrettably, this question was wrongly formulated and seemingly has not measured what we intended to. Statistical analysis proves¹⁰ that the answers reflected the relative strengths and weaknesses of the civil service (identical to the answers to Question 1 presented in Figures 3 and 4) and did not refer to the change in this regard.

There is only one element that differs from this pattern, and that is “general employee preference”. This indicator was clearly negative in Figure 3, whereas it is the most positive in this figure, depicting the result of change. This indicates that the overall preference of the employees generally has shifted greatly towards the civil service. And this may be the real message of this graph.



COMPARISON

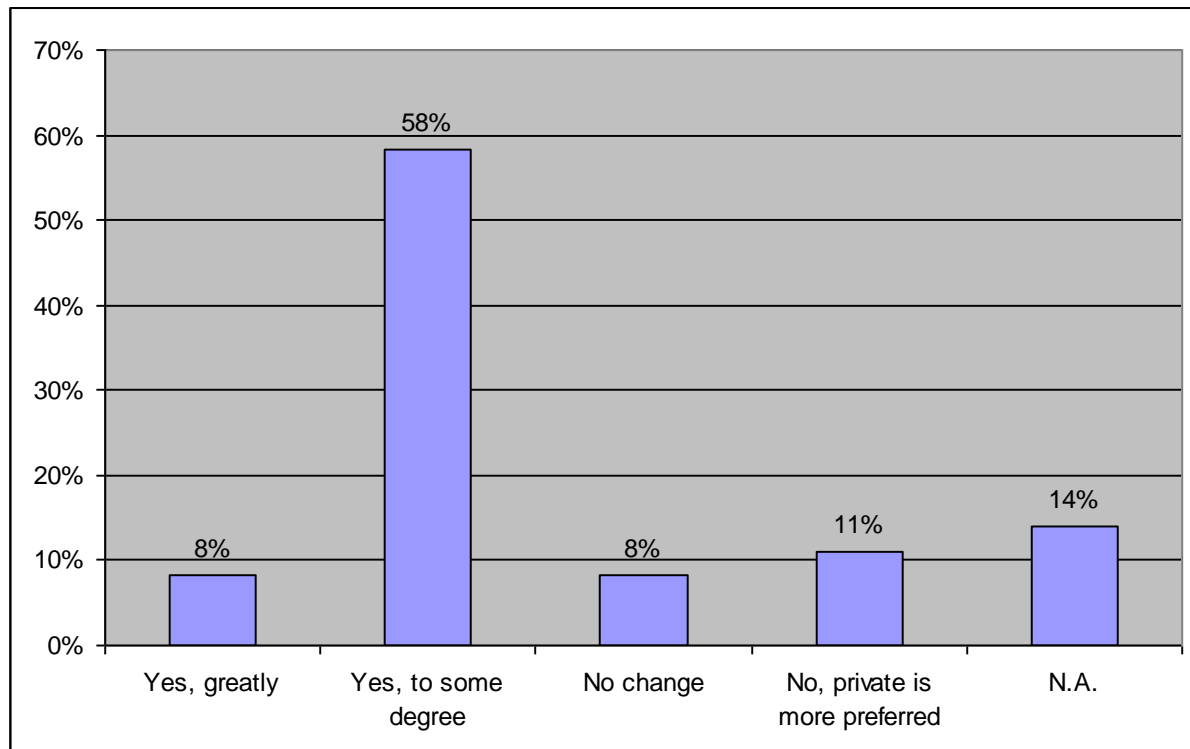
No indicators referring to the civil service system revealed significant relationships with the answers to these questions. We also found no difference between position and career system countries. Respondents from CEE

¹⁰ For instance the highly positive value of “general employee preference” is not supported by the evaluation of individual elements, most of which were reported to decline. Furthermore, we found no indication that “job security” generally increased. On the contrary, in several countries large-scale dismissals are planned or have already started (which must have an impact on work atmosphere.) Furthermore, the answers to these questions do not correlate at all with the general question regarding the impact of the crisis.

countries reported a somewhat larger improvement but this was not a statistically significant difference. Other indicators tested revealed absolutely no difference between the groups of countries.

We also asked about the impact of the crisis in a more general way. The distribution of the answers to this question is presented in Figure 10.

Figure 10. Answers to the question: “Do you think that the economic crisis made public sector employment more preferable to potential employees?”



ANALYSIS

It is clear from these answers that the crisis has had a strong impact on the civil service and that at least part of this impact is that the civil service has become a more preferred employer than it was before. This fact reinforces the conclusion deduced from the above graph, namely that the civil service became a more preferred employer, presumably not in its own right, but because the private sector offers fewer job opportunities with worse conditions. Only three out of the 31 respondents stated that there had been no change in this regard and four respondents said that the crisis made the private sector more preferred than it was before.



COMPARISON

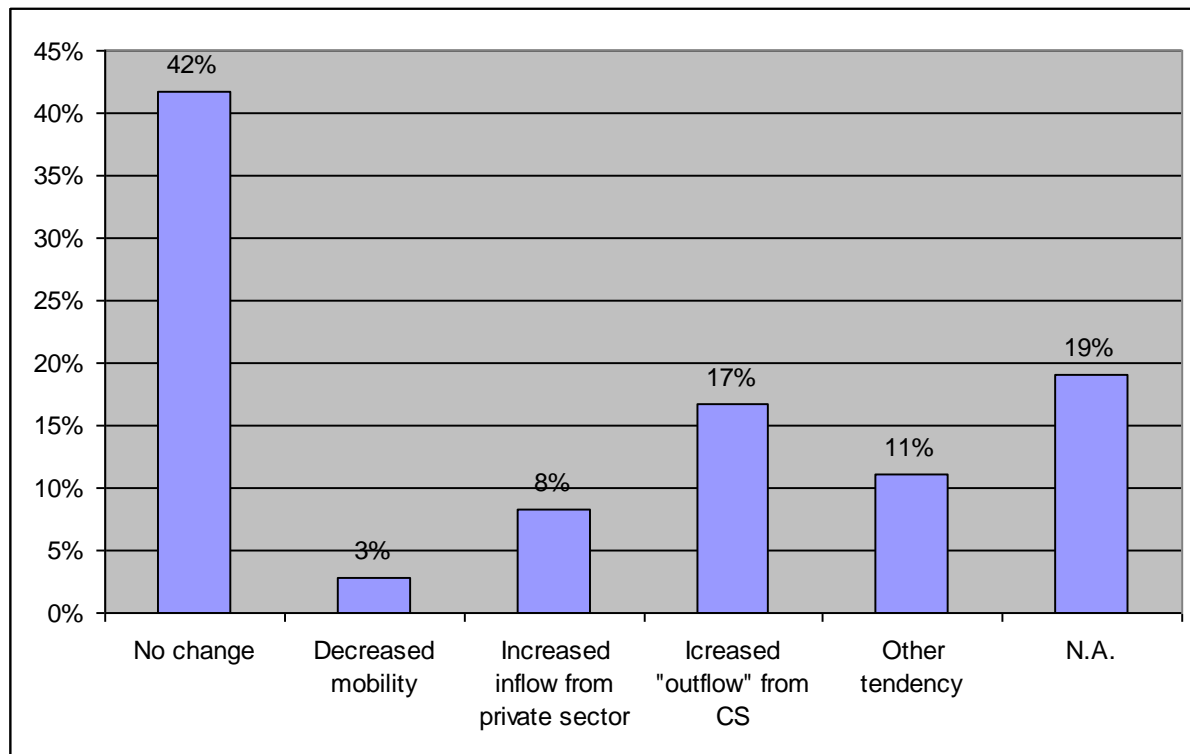
There is a clear but not statistically significant difference among the countries in this regard. Career system countries were impacted most, whereas CEE countries were the least positive. Three out of the four responses stating that the private sector was more preferred came from CEE countries.

In summary, the crisis improved the position of the civil service, although there are great differences among civil service systems and individual countries.

Impact of the crisis on mobility

Besides the questions regarding the general impact of the crisis on the civil service, we asked more specific questions about its impact on mobility. We asked specifically about mobility between the public and private sectors that may be most directly affected by the crisis and we asked a few questions about termination practices. The answers regarding mobility between the public and private sectors are presented in Figure 11.

Figure 11. Answers to the question: “Has mobility between the private and public sectors changed during the past few years in your country?” (%)



A few respondents could not answer the question because either data were not available or the picture was not clear enough. Still, most countries experienced no change in mobility. Some of the “other” answers also referred to this fact. Decreased mobility is exceptional, and refers to the freeze in new employment. Increased mobility appeared in one quarter of countries.



Increased mobility is most typical in CEE countries. Two thirds of cases of increased inflow (two out of three) and increased outflow (four out of six) were reported from these countries. Most career system countries, by contrast, can be characterised by the “no change” (11 out of 15) and the decreased mobility answer (one of one).

The Danish remark on this question may be characteristic of several if not most countries. Seemingly, there is more interest and more applicants for vacant positions in the civil service. This increased interest, however, does not necessarily mean greater mobility as the number of vacant positions may not be larger, and in several countries this number is rather decreasing or close to zero.



In their study, Demmke et al. (2008) found that despite new measures and enhanced efforts there has been no outstanding increase in mobility between the public and private sectors. They also stated that cross-border and international mobility did not seem to be a success story. At the same time, they concluded that new instruments and incentives aiming to enhance interministerial mobility had been relatively successful. According to different types of civil service systems, the trends may show discrepancies.

In the study carried during the Spanish Presidency, the authors touched on the phenomenon of redeployment as part of mobility policies. These measures may be needed to complement macro measures such as freezing or reducing overall public employment when public fiscal deficits are at an organisational level and means that staff may be redeployed from surplus to deficit organisations (Parrado, 2010).

In **Denmark**, mobility between sectors has always been a regular phenomenon. Following the crisis' impact on the general employment situation (both in the private and public sectors), notably more people applied for vacant positions in the public sector. This does not automatically mean more mobility in practice, only that people were more open to seek employment in another sector because of the crisis (and possibly unemployment).

In **Ireland** in March 2009, the government introduced a moratorium on recruitment and promotion in the Irish civil and public service, which reduced public sector workers from 37,421 at the end of 2008 to 34,628, a reduction of 2,793.

In **Finland** – according to the answers –mobility has increased to some extent. However, often it is the same people moving. A large share of personnel is not moving at all and that is unfortunate.

In **Italy** in 2009, the tendency in legislation was to provide a structural rearrangement of public expenditure. From 2008, all central administrations have had to reduce total staff expenditure by at least 10% and rationalise and condense organisational levels and structures (e.g. by reducing the number of managers or limiting the use of flexible working to temporary and exceptional needs).

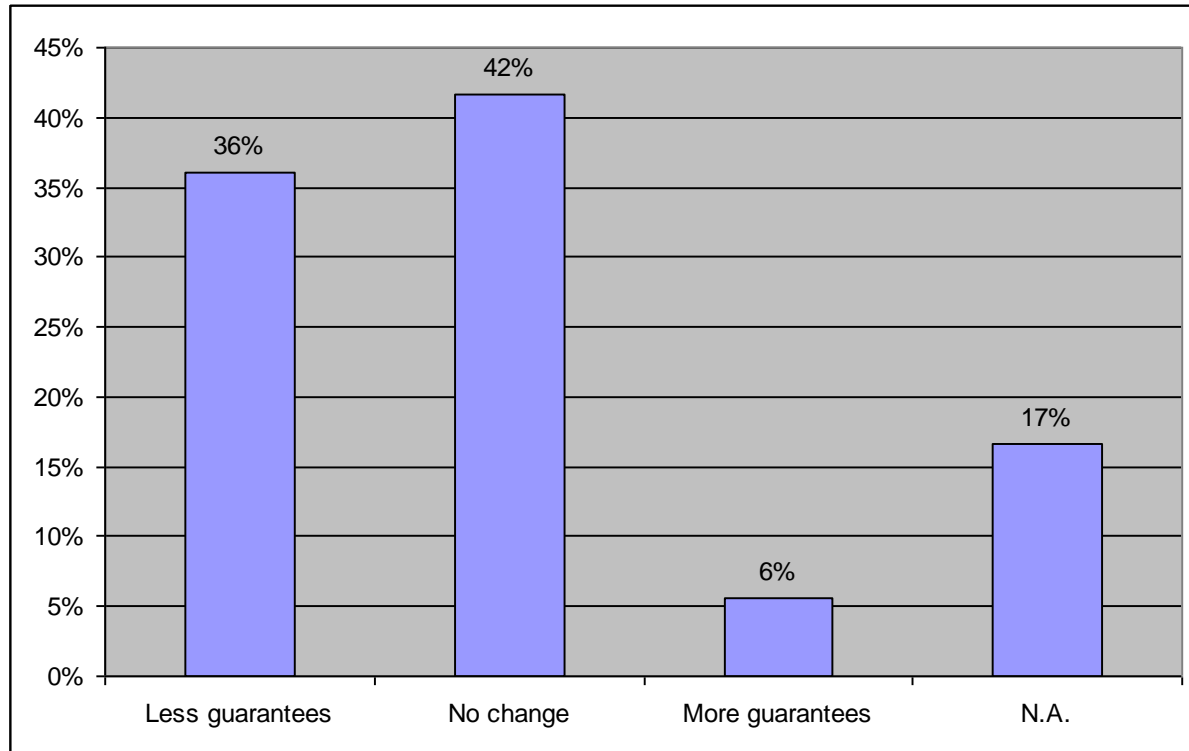
In **Norway**, there are no data available yet on whether mobility between the private and public sectors has changed during the past few years but previous experience indicates that mobility from the private to the public sector increases in times of crises.

Mobility policies are largely designed to offer means for governments to reallocate resources and for some administrations, methods to handle the question of redundancy or the problems of staff cuts. For individual civil servants, mobility is a good way for reintegration instead of losing their jobs. In other cases, mobility broadens their horizons, trying new jobs with new tasks and responsibilities. In both cases, this means the possibility and the need to acquire new competencies, knowledge, skills, and abilities. The importance of career guidance is becoming more and more important in this process.

In the **European Commission**, the mobility of personnel is an integral part of career management. This means the practice of finding the right person the right job at the right moment. In the EC, all staff can benefit from systematic career guidance, which can be an effective support for individuals at their requests. Several tools have been developed to help officials and other employees of the EC manage their careers and prepare for mobility. In the institution's intranet system, a Career Navigator has been developed and in addition two information modules are organised in each DG, upon request. Other training modules on career development are also available in order to develop skills and competencies. Through the Career Navigator Portal, officers and other staff can find useful information on career management and mobility in the EC in relation to their personalised needs (i.e. rules, procedures, tools, training programmes, courses, and useful contacts). Two main paths can be followed: the first being the short-term, the second one long-term career management. Various kinds of mobility are presented: voluntary, compulsory mobility within the EC, or mobility outside. A distinction is made between the generalist and specialist profiles, between the recently recruited and those mid-career or end of career. Staff members are guided step by step through the career planning process. Besides these electronic possibilities, interested staff can contact career guidance counsellors and local career guidance officers.

In some countries, the crisis called attention to termination practices. As a ban on new hiring blocks inflow from the private sector (e.g. in Cyprus, Italy, Poland, and Portugal), decreased guarantees against termination may increase the outflow from the civil service. We asked a few questions in this regard. Most of all we were interested in whether the guarantees against dismissal have changed. The distribution of answers is presented in Figure 12.

Figure 12. Answers to the question regarding the change of guarantees against termination of service (%)



ANALYSIS

The answers seem to support the general trend, namely that termination in the civil service becomes easier and the major difference between the private and public sectors in this regard is decreasing. This is not a new phenomenon; rather a longer trend has been emphasised by most research reports over the past decade or more. The gap between the two sectors has been closing. In the 1950s in most European countries, new measures were introduced that aimed at preventing or at least limiting arbitrary lay-offs in the private sector. From the 1980s on, because of the demands of some political decision makers and some of the wider public, these guarantees were weakened in several European countries. However, this tendency has been greatly reinforced by the crisis.



COMPARISON

Concentrating on the present answers, we found a characteristic, although not statistically significant, difference between various types of civil service systems. Career system countries revealed the greatest variety. The two cases where guarantees were strengthened are in career system countries. But this “group” is also overrepresented in the “less guarantees” category. The “no change” answer was most typical in position system countries, whereas almost half of CEE countries reported loosening guarantees.



Termination of service and the civil service status

The following are the main categories according to which a civil servant's employment relationship in most countries may be terminated:¹¹

- in relation to age (limit) by attaining:
 - the pension age or
 - the age determined for different types of early retirement
 - the age that allows a person to enjoy beneficiary periods near the pension age
- disability pension, superannuation because of health reasons
- termination of employment based on a joint agreement
- expiration of fixed term employment
- renouncement/resignation
- dismissal
 - because of long-term incapacity to work
 - in relation to ability or poor or inadequate performance (if inadequate evaluations on several occasions or over time)
 - incapacity on medical grounds (e.g. absenteeism, sick leave for a longer period – if it doesn't reach the level by which the civil servant would be entitled to a disability pension, but it must be certified by medical examination and ensured by guarantees for the civil servant)
- dismissal because of a disciplinary offence – exists in all countries, although the cases are strictly stipulated and restricted
- dismissal because of economic and structural reasons, e.g. redundancy, supernumerary, cutbacks, etc. (very rare or not possible in career systems)

Termination legislation and practices in some European countries

We will now look into the regulation of career, position, and CEE country systems. By surveying the regulation of countries concerning the termination of civil service relationships, we can assess the statement that nowadays few countries can be clustered as real career systems, which in earlier times were characterised as “old” public administrations and Weberian career systems.¹² On the other side, in the so-called position-based systems for cases of the termination of service, there are a lot of guarantees for civil servants that ensure a high job protection. Furthermore, in countries where the protection of employees functions at a high level – for example in Scandinavian states – employees can get different types of support from the state if they lose their jobs.

We enumerate the causes of the termination of service in different countries. But we have to emphasise that the pure enumeration of causes for termination and dismissal – which tend to overlap in different states – may be misleading. While, for example, in Western career systems dismissal is only allowed when based on a well-grounded justification and only in exceptional circumstances, in some CEE countries political considerations may overwrite merit ones.

The SIGMA report on the sustainability of civil service reforms in CEE countries found that the turnover of civil servants (i.e. civil servants leaving the public sector for the private) is relatively high, although in some cases it is difficult to obtain reliable data. These rates of turnover are because of the relatively low levels of job security – specifically at managerial levels – in comparison with the “old” Member States of the European Union. However, turnover is initiated by civil servants who decide to leave for

¹¹ These categories can be found in most pieces of civil service legislation of EU Member States but, of course, the exceptions are numerous.

¹² As Bossaert et al. (2001) determine, career systems and systems with other structural characteristics.

the private sector or sometimes abroad – especially in the case of high qualified young officials (Meyer-Sahling, 2009).

In **France**, the termination of service is restricted to the following cases: retirement; renouncement; dismissal as a consequence of a disciplinary procedure; losing French nationality; disqualification from public affairs; uncertified absenteeism; inadequate performance; physical inadequacy; leaving the service; to the lack of possibility for reintegration; and cutbacks. However, civil service legislation does not know the notion of dismissal from the service for economic reasons. The financial difficulties of the state and the will to cut back expenditures may lead to a reduction in the numbers of civil service employees, but it doesn't mean dismissal. In this case or in cases of restructuration, the procedure of reclassification and/or compensation is applied. In practice, this procedure is rarely applied. It is difficult to carry out and is unpopular (even for people who criticise the large size of the civil service).

In **Germany**, civil servants also have a lifelong tenure that exists for retired civil servants and ends only if dismissed from the service. Legislation provides for the following cases: imprisonment for at least one year for a crime committed deliberately; imprisonment at least for six months for committing deliberately the following crimes: crime against the peace, high treason; threat of democratic rule of law, threat of external security; losing German nationality or the nationality of another EU Member State; refusal of service oath; establishing another public service relationship; on the demand of the civil servant; and as a punishment for a service offence.

In **Belgium**, the law for the federal civil service states that the abolishment of a post in the administration should not lead to the civil servant's termination of service. The termination of service of civil servants and contract staff can be bound to two elements of the relationship: i) to the evaluation and ii) to disciplinary measures. If a civil servant scores an inadequate evaluation during the evaluation process and after three years he/she gets the same score, his/her executive lays a proposition for dismissal before the employer. In the case of dismissal, the civil servant is entitled to get a severance pay according to his/her seniority, which also contains different allowances, affixes, and completions. The most severe disciplinary punishment is dismissal from the service. Its imposition is the subject of a long-lasting, severe, and complicated procedure.

Austria distinguishes between the termination of employment of civil servants with provisional relationships under public law and after six years of provisional relationship, with permanent tenures. After six years of service when the civil servant fulfils the general conditions of employment, he/she becomes a permanent tenure. Permanently employed civil servants have lifelong tenures and they are guaranteed against dismissal. After permanent assignment, the causes for dismissal can be the following: dismissal as a punishment imposed in a disciplinary procedure; losing office; negative results of performance appraisal; and losing Austrian nationality.

In **Denmark**, one of the most important differences between civil servants and other groups of employees is that in the case of dismissal because of the abolition of positions, civil servants are entitled to three years pay. Prior to dismissal, civil servants have the right to consultation. Any dismissal must be based on a reasoned argument relating to the circumstances of the institution (denoting the insufficiency of the funds or the fact of restructuring, etc.) or the conduct of the civil servant (e.g. incapacity, absenteeism on medical grounds, lack of co-operation, etc.). (*State Employer's Authority, 2005*)

The Civil Service Management Code in **Great Britain** provides for the following cases concerning leave of the civil service: retirement (there is no age limit determined); dismissal for inefficiency (including on medical grounds); early retirement or severance; compulsory early retirement or severance; structure; limited efficiency; flexible early retirement or severance; approved early retirement; actuarially reduced retirement; and medical retirement.

The permanent appointment of a civil servant in the **Netherlands** may be terminated on the following grounds: reaching the age limit attached to a particular job; reaching retirement age; being unqualified for or unsuited to the position; providing incorrect information on entry into service or at a medical examination; ceasing to fulfil the requirements for appointment; incapacity for work owing to sickness (invalidity); transfer of the job; abolition of the position; redundancy; and resignation by the employee.

In **Slovenia**, civil servants can be dismissed from positions in following cases: upon their own request; no contract of employment or annex to the contract of employment is concluded within a month after

the appointment; it is ascertained by the prescribed procedure that the official is not competent to perform tasks in the position; pursuant to an order determining the responsibility for a disciplinary violation; in the case of joint agreement; expiry of the five-year-long period of appointment of a senior official; and the body or organisational unit headed by the official is abolished.

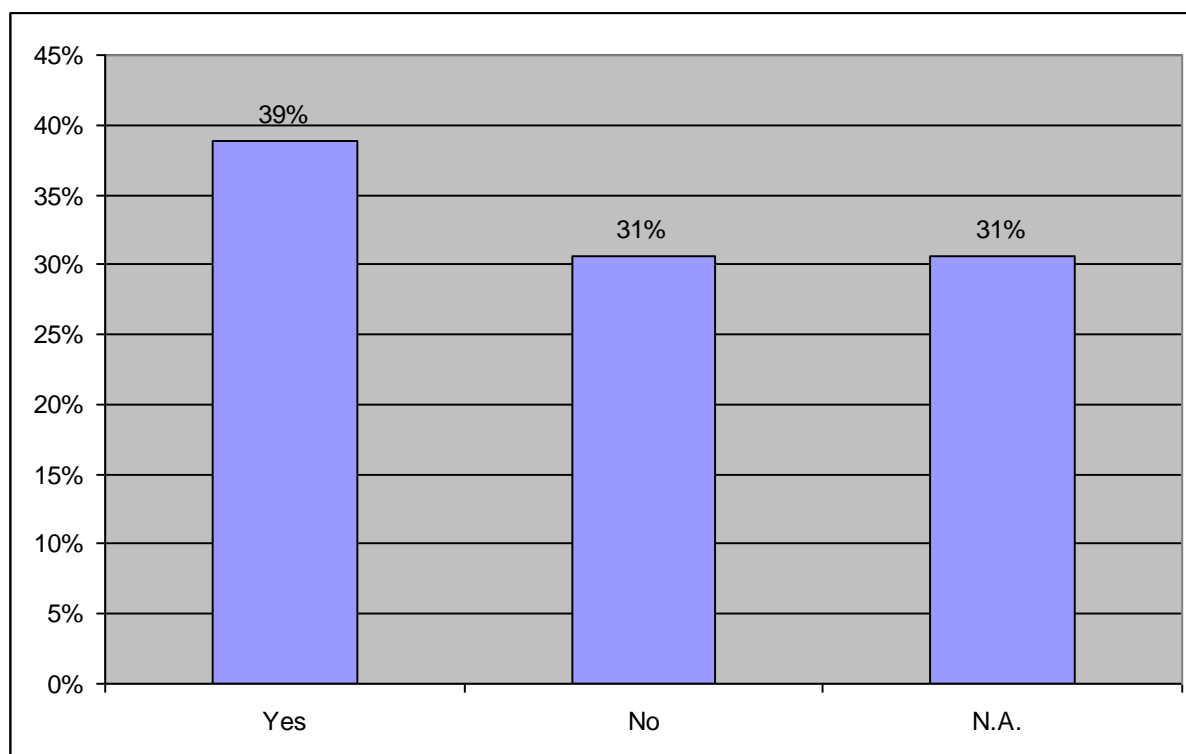
In **Estonia**, the most widespread principles relating to the termination of the service of civil servants are as follows: release from the service because of lay-off – except if appointment is possible to another position with the civil servant’s consent; following a disciplinary offence; unsuitability for the position (e.g. unsatisfactory results during the probationary period, inadequate language and communications, skills, etc.); long-term incapacity for work; conviction by a court; violation of employment rules; incompatibility with family members; and change of citizenship.

As we have seen, the causes for the termination of civil servants’ relationships in different countries considerably overlap – at least – in the legislation. As has emerged from the different surveys carried out during recent years, job security remains one of the most important factors attracting people to the civil service and keeping them in public employment. Disclosing further details would need further investigation.

Concerning the procedures and tools that handle these issues, mobility as a tool in HRM is getting to propagate in more and more civil services partly in order to anticipate budgetary constraints, use HR more efficiently, and avoid cutbacks as much as possible.

Our next question referred to the potential measures taken to assist employees who become redundant in their civil service positions. The distribution of answers to this question is presented in Figure 13.

Figure 13. Answers to question: In the case of the termination of service because of redundancy, are there any measures or government programmes (in law and/or in practice) in order to try to retain staff? (e.g. reserve lists, career guidance, etc.) (5%)





Most of those career system countries in which dismissal is limited to exceptional cases of highly improper behaviour did not answer this question or indicated that termination was practically not possible. This is the reason of the high level of missing (N.A) answers.



Somewhat surprisingly, all position system countries assist civil servants in this situation, even though in these countries civil servants are aware of their relatively lower levels of job security when they take their positions. Most surprisingly, in the overwhelming majority of CEE countries (eight out of 11; that is three quarters of all “no” responses), there are no relevant measures assisting civil servants who are about to lose their jobs. This finding must be seen in light of the fact that guarantees against termination have significantly loosened in these countries during recent years and that job security, as previous studies have proven (Meyer-Sahling, 2009), were low even before the crisis. This stands for those civil servants also hired into a tenure position. This finding seems to be in sharp contradiction to the fact that most CEE countries are classified as career system countries.



In **Austria**, there are different measures in the case of the termination of service. For example, the Federal Ministry for Defence and Sports has installed a special unit called ‘Personal Provider’ to provide relevant employees with career guidance such as special advanced vocational training in order to enable them to work in another field of the Federal Public Administration.

In **Belgium**, the Federal Government applies reallocation measures in order to retain staff and allocate it from surplus to deficit organisations.

In **Ireland**, in the Public Service Agreement (2010–2014) the government has agreed in return for a series of modernisation measures that there would be no compulsory redundancies or further pay-cuts for the period of the agreement.

The mobility scheme currently in force in **Portugal** includes two patterns, General Mobility and Special Mobility. General Mobility consists of the transitional alteration of the functional situations of workers within the same body or service, or between different bodies or services, based on the grounds of public interest. General Mobility instruments are applicable to all workers in public employment. They may assume the form of the loan of a public employee if it’s in the public interest (external mobility) or internal mobility. The Special Mobility Scheme¹³ has been defined to frame processes for the extinction, merger, and restructuring of public services. Likewise, a general regime for staff rationalisation has been laid down in situations where human resources assigned to some services are mismatched with regard to permanent needs and the pursuit of the objectives. Current legislation envisages two instruments for special mobility: a) reassignment, which consists in the integration of civil servants or contractual staff into another service, on a transitional basis or for an indefinite period of time, and b) resuming functions in any service, also on a transitional basis or for an indefinite period of time.

In **Switzerland**, there exists a social programme containing replacement (inplacement, outplacement) measures. Before the employer dismisses employees because it wants to restructure or decrease its number of employees, it has to propose reallocation possibilities to the staff. If this is not successful and it dismisses employees, these may get a leave allowance, but only if they have been working for many years with the administration, are older than 50, and/or belong to a professional group with “monopole” characteristics and poor possibilities on the labour market.

¹³ <http://www.dgaep.gov.pt/eng/index.cfm?OBJID=94c321dd-268f-4cb6-9caa-d9c0b65938a7>.

In **Denmark**, there are no generally applicable programmes in force. However, the website for vacant positions in the state sector¹⁴ provides a tool that applicants can use by filling in data to be notified of relevant vacant positions. Whether specific measures and/or programmes apply depend on the specific programmes that are in force in connection with the major restructuring of the public sector or large institutions.

In **Finland**, because of downsizing as well as moving agencies further away from the capital area, a special process has been created. If redundancy is about to take place, the agency has to try to find work: 1) inside the agency, 2) inside the sphere of administration in the same region, 3) between the spheres of administration in the same region, or 4) in the whole labour market. A specialised unit has been established in the State Treasury Office to assist agencies find placements for redundant staff.

In the **Netherlands**, alternative employment is offered up to certain limits – as we have seen earlier.

In **Norway**, redundant staff has priority over vacant positions in the organisation and the civil service generally. These staff members must comply with the qualification requirements for each job. If they cannot be reemployed, severance pay could be granted.

In **Hungary**, there exists a reserve – albeit dysfunctionally working – database for dismissed civil servants.

In **Lithuania**, there exists a reserve list for six months to which free civil servant places are offered during the mentioned period.

In **Romania**, there exists a reserve list for the redistribution of civil servants to try to retain staff, career guidance, and professional reorientation.

In **Sweden**, according to labour laws, a redundant or newly dismissed person has priority on new employment opportunities in her or his field of competence. The job security agreement in the state sector actively supports redundant staff in finding new jobs, inside or outside central government.

In **Greece**, employees who are considered redundant or who work in public agencies that shut down are usually reassigned to another public organisation. However, for every person that is reassigned, five people must have already left the public sector (e.g. through retirement).

¹⁴ www.job-i-staten.dk.

Conclusion: The impact of the crisis

In order to understand better the impact of the crisis on the civil service it may be worth going back a bit in history, so that we can put the present situation into a wider historic context.

After the Second World War, the countries of Western Europe applied the ***career civil service*** system. This system had great ***advantages*** from the employees' points of view compared with private employment. Most importantly:

1. A high level of life security in terms of:
 - a. A well-established pension scheme, guaranteed by the state compared with the private sector where such a general and secure pension scheme did not exist.
 - b. A system of health and social care that assured assistance for civil servants and their families, in the case of illness (or even death), housing, and other social problems.
 - c. A lifelong tenure with strong guarantees against dismissal.
 - d. A predictable salary scheme and career in which good or bad luck, as well as the arbitrary decisions of supervisors, played only a minimal role.
2. Relatively high prestige in society, especially in continental European countries, as working for the public was considered more valuable than working for private purposes.
3. A humanistic work atmosphere, with more attention on family life, more collaborative relationships, and less existential dependence on supervisors' decisions.

Meanwhile, private employment has long been characterised by somewhat higher salaries, especially in managerial positions¹⁵ and an opportunity for quicker career progression, and more independence and responsibility at work (at least in some typical managerial positions).

The first main "attack" on the classical career system came from the ***welfare state post-WWII***, which created a pension, health care and social care system for society. Furthermore, new labour law regulations limited the arbitrariness of labour relations in the business sphere as well unemployment benefits, and other measures were applied by the state to assist people who lost their jobs. In this way, the main disadvantage of private employment, that is the high level of insecurity and unpredictability, had diminished.

From the ***1960s*** onwards, a significant shift in general and ***work culture*** occurred. The importance of predictability declined and other values such as "challenging job" and the opportunity for independent and creative work activity ascended. Labour appeared more and more a field of self-fulfilment (a value that boomed from the 1960s), either in terms of career and money and/or in terms of the nature of work itself. The largely bureaucratic structure and functioning of public administration and the civil service did not really seem to fit into this picture.

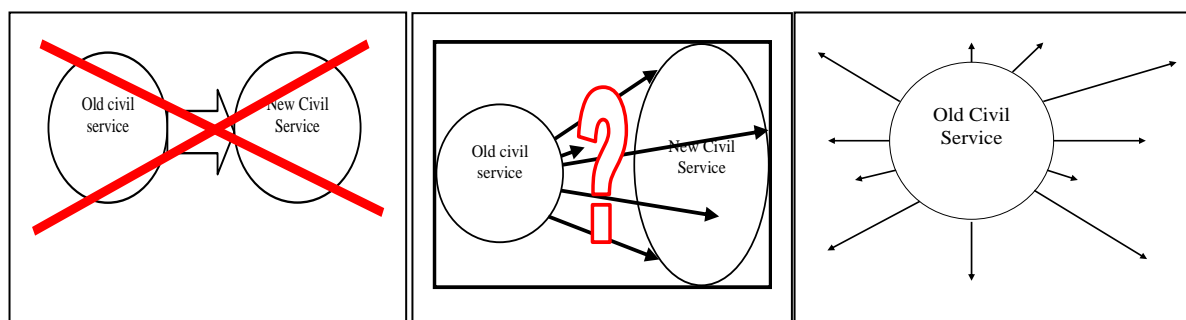
¹⁵ This trend has accelerated in recent decades.

From the 1980s onwards, with the appearance of the New Right in dominant Anglo-Saxon countries around the world, and the neo-liberal ideology spread by individual scholars, politicians, and large international institutions such as the IMF, WB, and OECD, a new challenge to the career system emerged. The neo-liberal ideology and its scholarly background appeared in the form of **NPM**, which was a new theoretical approach to public administration that successfully challenged the “old Public Administration”¹⁶. By contrast, NPM also offered practical solutions to the problems of the public sphere and public administration. The main idea behind this approach was that less state bureaucracy and more market competition was needed. In terms of the civil service, the suggestion was to apply the HRM techniques used in business (“Let managers manage!”). This meant loosening or abolishing strict civil service regulations, and with it, the rigid and overregulated pay tables and slow career paths. Instead, performance should be the only basis of pay and other benefits, and civil servants should be dismissed just like private sector employees. Furthermore, a business-like approach may be the best answer to the inability to hire and retain high quality specialists and managers on the labour market.

Thus, NPM directly attacked the career system as it was known in almost all developed countries. The position system, which appears today as an alternative to the career system, can be interpreted as a reflection of NPM ideas.

This somewhat simplified history may suggest that (a) there was a general tendency for all countries and (b) the trend was unilinear. However, as Demmke and Moilanen (2010) concluded, the situation was much more complex and confusing for those who looked for clear tendencies and categories. As Figure 14 suggests, tendencies are rather diverse. There is **some movement away from classical civil service systems**, or more generally, the bureaucratic way of functioning; however, the size of change and its directions may differ from country to country.

Figure 14. Direction of civil service reforms, three potential explanations



In the early 1990s, **CEE countries** faced the challenge of transitioning from planned to market economies, from communist dictatorships to democratic political systems with a system of rule of law, and some of them even the establishment of independent states. These tendencies were largely reinforced by the NPM and neo-liberal ideology in terms of minimising the presence and activity of government and the strengthening the role of market mechanisms, especially

¹⁶ The most frequently quoted book is Osborne and Gaebler’s (1992) *Reinventing government*. However, in the 1990s, almost all scholarly work (e.g. Perry, 1996) or practical handbooks (e.g. Owen, 2003) on public administration followed the NPM line. For a bright and informative evaluation of NPM reforms, see Pollitt and Bouckaert (2000).

competition against rule- and hierarchy-based functioning. This, some argue, may have led to an extremely weak public sector.

The impact of NPM generally on public administration and specifically on the civil service has been widely debated among researchers. Its credibility has been greatly undermined by the economic crisis, because crises question the myth of the perfect and self-regulating market mechanism as the ultimate solution to societies' needs and problems.

NPM has had a direct, although still not wholly understood impact on civil service systems. It also had an additional impact. The inherent values of public service were attacked and were shaken by the NPM ideology. This can be sensed both among civil servants and the wider public. Classical values, most of all the civil service ethos of "serving the public", have been questioned. Compared with business, public service has been depicted as lazy, unmotivated, ineffective, inefficient, and wasteful.¹⁷ This simplified, sometimes clearly malicious "picture", slowly infiltrated into the public mind. Thus, indirectly and gradually but quite efficiently NPM has damaged the image and prestige of the civil service.¹⁸ We attempt to sum up the above "storyline" in Figure 15 (see also Demmke et al., 2008, pp. 95–112).

The economic crisis had a significant impact on the civil service. However, it is not easy to detect, identify, and conceptually capture the influences of the crisis for at least two reasons:

- Firstly and perhaps most importantly, the crisis did not have just one clear impact. On the contrary, ***crises impact the civil service at various points, in various ways, and in various directions. These pressures may contradict, reinforce, or offset one another.***
- Secondly, ***various countries have been impacted differently.***

In regards the second issue, it seems that the size and type of this impact depends, to some degree, on the different nature of civil service systems. However, several other factors influenced the impact of the crisis, such as economic stability and the severity of the crisis. As we know, some countries have been stricken more than others have. The impact depends also on the stability of political systems and even on such intangible factors as culture. We have not attempted to include these factors in our analysis.

We tried to identify ***differences*** in the impact of and reactions to the crisis on different types of civil services. As we described in the methodology section in great detail, we tested various variables in this regard, most of those elaborated on by Demmke and Moilanen (2010) and OECD (2010), as well as compound indicators generated from these and other sources of information. We found that none of these indicators fully explained the differences among

¹⁷ An evidence-based critical review of this approach was provided, among others, by Demmke (2005) or Goodsell (2004).

¹⁸ The authors of this Report are perfectly aware that several statements of NPM are valid and several techniques have proven to be successful in many administrative systems. Our critique is aimed at the oversimplified message that has reached the general public and political decision makers, which was surely not intended by most devoted scholars and practitioners of NPM. It seems that as the OECD publication phrased it "context matters" (OECD, 2005), the success of certain methods and approaches depends greatly on social, economic, political, and cultural circumstances. NPM successfully reformed civil services in some countries (e.g. most Scandinavian states, New Zealand, and Australia), while failed to bring success or caused severe harm in others (e.g. most CEE countries). Still, it is hard to find any country in Europe whose civil service system was not impacted to some degree by the NPM movement.

countries. This again proves that several other factors influence the impact of the crisis on the civil service. But it may also confirm that our indicators cannot really capture the great variety of systems. Finally, we decided to rely mostly on an indicator that differentiates between three types of civil services and classified countries into (a) career systems (16 countries in the “sample”), (b) position systems (six countries), and (c) CEE countries (14). On one hand, we were specifically interested in the civil service systems of CEE countries, as Hungary is one of these. On the other, this indicator seemed to be the best for statistical analysis.

In this regard, we found differences in the reaction to the crisis. Although there was great variety among the three main groups, we still found some characteristic differences, as follows:

- *Position system countries* were the least impacted by the crisis and had to change their systems to the lowest extent. The reasons for this could be twofold. On one hand, the position system is frequently described as the one closest to labour relations in the business sphere. As such, it provides a greater opportunity to restructure services or even dismissals. However, we received relatively little feedback about such harsh measures. On the contrary, it seems that, on average, these countries needed the least motivation to introduce radical changes. Although we do not have information on this from our study, it may be reasonable to suspect that the budgets of these countries may have been less affected, on average, by the crisis than those of others.
- On the other side, several *CEE countries* were severely stricken by the crisis and a lot of them introduced harsh measures such as radical cuts in personnel (mass dismissals) and salaries that would be impossible in most Western countries.
- *Career system countries* revealed the greatest differences in ways of reacting to the crisis. Roughly half of rapporteurs indicated that career system countries remained untouched by the crisis and some indicated that guarantees (e.g. against dismissal) were even strengthened. Others indicated that some elements of career system were “softened” or perhaps “further softened” as a reaction to the crisis.

Let us now identify ***the impact of the crisis at a more general level***, as summed up in Figure 16. As referred to above, the crisis impacted the civil service in various ways. The immediate effects of the crisis were *lower personnel budgets*, as state budgets shrunk, and *social tension*. We described above that the extent and form of this impact varied greatly among countries, just as the reactions to this challenge did. Naturally, most rapporteurs mentioned this direct impact in the first place (we even experienced a kind of informal competition in terms of whose civil service was most cruelly hit by the crisis).

Some rapporteurs mentioned, however, a positive impact of the crisis. Well-qualified experts and managers, who were previously almost impossible to recruit into the civil service, were now looking for employment in the public sector. In other words, it was much *easier to find highly skilled, young professionals* for public administration. Somewhat paradoxically, and sadly, because of the abovementioned budget cuts this new opportunity was left largely unexploited. This may be the reason that this element was only sporadically mentioned in our questionnaire.

As some of the responses mentioned, an economic crisis usually *makes public employment more appealing* on the labour market. During the crisis, and presumably for some period afterwards, certain elements of the civil service (especially the career civil service) become *more valued* by employees. Job security and the predictability of career and pay are perhaps the most important

such elements. Moreover, during this period features that we summed up as “more humanistic working atmosphere” became more highly valued, too. In other words, it was not only the fact that the private sector offered fewer job opportunities that made public employment more attractive, but also that its attributes became more valued themselves. This could be why these elements, especially security, played a crucial role in the overall attractiveness of public sector employment changing in *a positive direction*. Thus, it is poignant that the civil service cannot really exploit this beneficial situation.

We presume that there could be a further, less immediate, and thus less detectable impact of the crisis. Hopefully, the message “broadcasted” in the past decade that – in a greatly simplified manner¹⁹ – “business is perfect, public is faulty” will have been overwritten by the crisis and its experience. There may be hope that serving the public will become a widely shared value again and thus desirable for a larger group of employees, and more valued and respected by the political elite as well as the wider public. In the long run, this may have the most beneficial impact on the civil service.

¹⁹ This kind of oversimplification is normally alien to a research report. By contrast, exactly this oversimplified message is what has reached a large segment of the general public and political decision makers, and thus, influenced greatly the past few decades of public administration and civil service. In our understanding, this is what Demmke et al. (2008) refer to when stating that much “of the dislike for government and bureaucracy is based on misinformation, no information, and information disregarded” (Bozeman, xxxx).

Figure 15. Gradual losses in the “value” of the career civil service

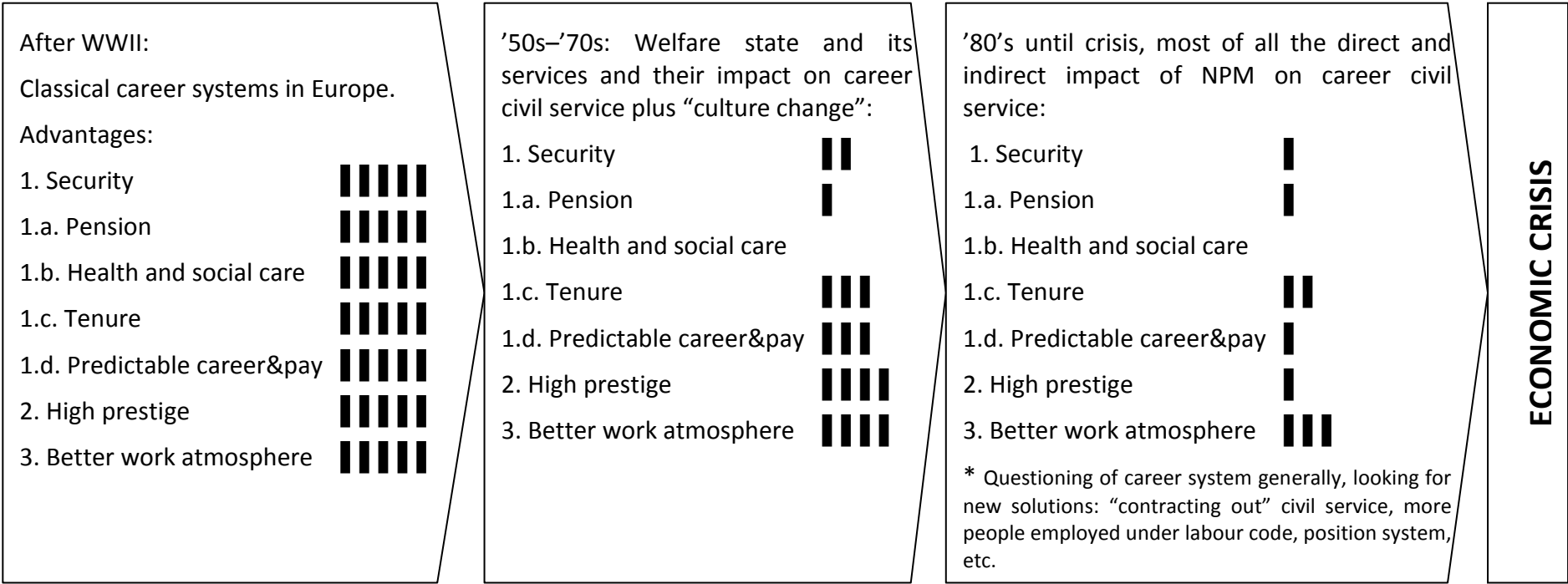
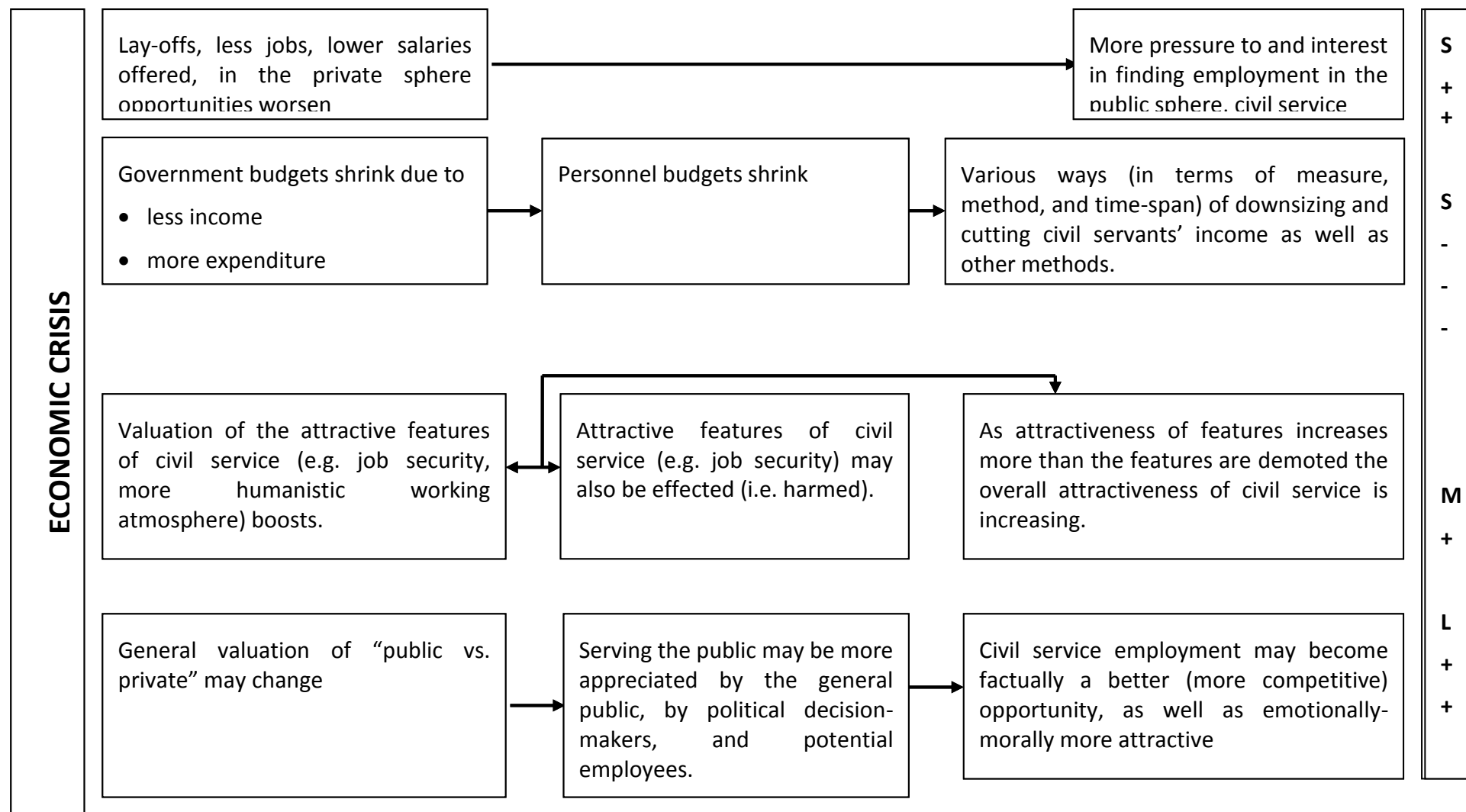


Figure 16. Impact paths of the crisis on the civil service



* Abbreviations: S: short-run, M – medium-term, L – long-run impact; + – positive impact, – – negative impact

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Attachments

Annex 1 Questionnaire

Annex 2 Summary of responses – quantitative, numerical

Annex 3 Summary of notes

Annex 4 Description of “composite variables”

Annex 1

QUESTIONNAIRE ON THE MOBILITY OF CIVIL SERVANTS IN NATIONAL LABOUR MARKETS

Comparison of the public and private sectors in the labour market

1. Based on your knowledge, please assess whether public or private sector employment provides better circumstances for employees from the following aspects:	Clearly the public sector	Somewhat more in the public sector	Same	Somewhat more in the private sector	Clearly the private sector	N.A.
General preference of a typical employee on the labour market						
Prestige in society						
Total income (In OECD terms: Global compensation package)						
<i>of staff employed generally</i>						
<i>for top managers</i>						
<i>for other managers</i>						
<i>for specialist professionals</i>						
<i>for employees with lower than secondary education</i>						
Job security – generally						
More attention given to private life needs (family, children, etc.)						
Provides a more relaxed working atmosphere (more humane relationship with colleagues, supervisors, etc.)						
Better opportunities for faster promotion/advancement						
Interesting job content, enabling staff to gradually develop their skills and experience and gain more autonomy in their work						

2. How have these specific features changed in the past 2–3 years?	Public sector became "better"	There has been no significant change	Private sector became "better"	N.A.
General preference of a typical employee on the labour market				
Prestige in society				
Total income (In OECD terms: Global compensation package)				
<i>of staff employed generally</i>				
<i>for top managers</i>				
<i>for other managers</i>				
<i>for specialist professionals</i>				
<i>for employees with lower than secondary education</i>				
Job security – generally				
More attention given to private life needs (family, children, etc.)				
Provides a more relaxed working atmosphere (more humane relationship with colleagues, supervisors, etc.)				
Better opportunities for faster promotion/advancement				

Interesting job content, enabling staff to gradually develop their skills and experience and gain more autonomy in their work				
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3. Based on your knowledge, please assess for the specific employee groups enlisted below which groups prefer public employment over private sector more than the average/typical employee. In other words, which of the following groups may tend to apply for and stay in positions (i.e. not leave for the private sector):	Clearly prefer public employment	Somewhat prefer public employment	No difference	Prefer private employment	N.A.
By gender: Women					
By age:					
<i>Young people (young graduates from secondary school or university)</i>					
<i>Middle-aged, mid-career people (ca. 30–50)</i>					
<i>Older people (people close to or over the official pension age)</i>					
By education					
<i>People with BA or higher degrees</i>					
<i>People with lower than secondary school education</i>					
By specific skills, expertise					
<i>People with excellent managerial skills (experience in top management)</i>					
<i>IT experts, specialists</i>					
<i>Budget, finance experts</i>					
<i>Lawyers</i>					
<i>Young graduates just finishing their university (BA, MA, Ph.D.) studies</i>					
Other groups whose preferences greatly differ from the typical employees in your country (if any). Please click on the cell below and fill it in.					

The impact of the economic crisis

4. Do you think that the economic crisis made public sector employment more preferable for potential employees?
a) Yes, to a great extent / absolutely.
b) Yes, to some degree.
c) No, there is no significant change because of the impact of the crisis.
d) On the contrary, the crisis made public employment less preferable.
e) N.A.

5. Has the economic crisis had any major impact on the civil service as such?
a) Yes

	b) No, there were no such changes at all (Please continue with Question 7)
	c) N.A. (Please continue with Question 7)

6. If yes, please describe briefly.

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Mobility

7. Are the enlisted types of mobility encouraged by the present civil service system?	Yes it is present (not exceptional)	Exceptionally (rarely)	No, it is impossible (e.g. forbidden)	N.A.
Horizontal mobility within an organisation among various units (e.g. a ministry's divisions)				
Horizontal mobility in public administration (e.g. moving employees between various ministries)				
Vertical mobility (e.g. from lower level units to higher ones)				
Between public administration and other organisations of public sphere (e.g. schools, public companies, etc.)				
Between national and international organisations (including EU administration)				
Temporary assignments in another unit or department of the organisation (e.g. when composing taskforces or groups dealing with a specific project)				

8. Is there competition among various public institutions for certain employees (e.g. among ministries or various government offices, between central, regional and local government organisations, etc.)

	a) Yes
	b) No (Please continue with Question 11)
	c) N.A. (Please continue with Question 11)

9. If yes, please mark the reasons for this phenomenon.

	a) Great differences in the income opportunities at various organisations.
	b) Different level of job security.
	c) Different level of prestige.
	d) Different career opportunities.
	e) Others. Please describe briefly:
	f) N.A.

10. If yes, is this phenomenon considered as a problem in your civil service system or is it encouraged?

	a) It is considered as a problem.
	b) It is considered neutrally – a “normal” phenomenon.

	c) It is widely debated whether this is a good or a bad phenomenon.
	d) It is considered as a positive phenomenon and is encouraged.
	e) N.A.

11. Has the mobility between the private and public sectors changed during the past few years in your country?

	a) No, there has been no major change in this regard.
	b) Yes, mobility has decreased (e.g. no one wants to/can leave public administration and no new people are invited because of restrictions).
	c) Yes, mobility has increased, as more people seek (and find) employment in the public sector.
	d) Yes, as more people (have to) leave the public sector.
	e) Else...
	f) N.A.

12. Has there been a change in the legal and/or practical processes of the termination of service initiated by the employer (the government) during recent years?

	a) No, there has been no relevant change in this regard.
	b) Yes, guarantees against termination initiated by the government have decreased (either in terms of loosening the general rules or by decreasing the number of tenured employees).
	c) Yes, guarantees against termination initiated by the government have increased (either in terms of increasing the strictness of the general rules or by increasing the number of tenured employees).
	d) N.A.

13. In the case of the termination of service because of redundancy, are there any measures or government programmes (in law and/or in practice) in order to try to retain staff? (e.g. reserve lists, career guidance, etc.)

	a) Yes
	b) No (Please continue with Question 15)
	c) N.A. (Please continue with Question 15)

14. If yes, please describe such measures or attach relevant texts.

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15. If you have any other observations, relevant information, or viewpoints about the topic of this study, please feel free to present them.

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16. Please attach documents that are relevant to the issues investigated by this questionnaire.

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Annex 2

Summary of responses

Public vis-à-vis private sector in labour market

1. Based on your knowledge, please assess whether the public or the private sector employment provides better circumstances for employees from the following aspects:	Clearly the public sector	Somewhat more in the public sector	Same	Somewhat more in the private sector	Clearly the private sector	N.A.	Did not respond
General preference of a typical employee on the labour market	2	3	4	17	2	3	5
Prestige in the society	1	6	3	12	4	5	5
Total income (In OECD terms: Global compensation package)							
<i>of staff employed generally</i>	1	6	8	12	1	3	5
<i>for top managers</i>	0	1	1	8	19	2	5
<i>for other managers</i>	0	4	5	14	5	3	5
<i>for specialist professionals</i>	0	0	6	13	9	3	5
<i>for employees with lower than secondary education</i>	4	11	8	6	0	2	5
Job security - generally	14	12	5	0	0	0	5
More attention given to private life needs (family, children, etc.)	4	21	5	0	0	1	5
Provides a good, more relaxed working atmosphere (more humane relationship with colleagues, with the supervisor, etc.)	0	9	18	0	0	4	5
Better opportunities for faster promotion/advancement	0	3	3	20	3	2	5
Interesting job content enabling staff to gradually develop their skills, experience and gain more autonomy in their work	0	8	11	7	2	3	5

2. How these specific features have changed in the past 2-3 years?	Public sector became "better"	There has been no significant change	Private sector became "better"	N.A.	Did not respond
General preference of a typical employee on the labour market	10	15	3	3	5
Prestige in the society	3	20	3	5	5
Total income (In OECD terms: Global compensation package)					
<i>of staff employed generally</i>	5	16	7	3	5

<i>for top managers</i>	1	20	7	3	5
<i>for other managers</i>	1	21	6	3	5
<i>for specialist professionals</i>	3	18	7	3	5
<i>for employees with lower than secondary education</i>	5	20	3	3	5
Job security - generally	9	19	2	1	5
More attention given to private life needs (family, children, etc.)	8	19	1	3	5
Provides a good, more relaxed working atmosphere (more humane relationship with colleagues, with the supervisor, etc.)	3	23	2	3	5
Better opportunities for faster promotion/advancement	3	22	4	2	5
Interesting job content enabling staff to gradually develop their skills, experience and gain more autonomy in their work	3	23	3	2	5

3. Based on your knowledge, please assess for the specific employee groups enlisted below which groups prefer public employment over private sector more than the average/typical employee. In other words, which of the following groups may have over the average tendency to apply for and to stay in civil service positions (not leave for the private sector):	Clearly overrepresented	Somewhat overrepresented	No difference	Under-represented	N.A.	Did not respond
By gender: Women	7	21	2	0	1	5
By age:						
<i>Young people (young graduates from secondary school or university)</i>	3	3	6	17	2	5
<i>Middle-age, mid-career persons (ca. 30–50)</i>	2	7	16	4	2	5
<i>Older persons (people close to or over the official pension age)</i>	7	9	9	3	3	5
By education						
<i>Persons with BA or higher degrees</i>	1	3	8	14	5	5
<i>Persons with lower than secondary school education</i>	6	4	9	9	3	5
By specific skills, expertise						
<i>Persons with excellent managerial skills (experience in top management)</i>	0	2	2	24	3	5
<i>IT experts, specialists</i>	0	0	3	26	2	5
<i>Budget, finance experts</i>	0	2	4	22	3	5
<i>Lawyers</i>	1	2	7	19	2	5
<i>Young graduates just finishing their university (BA, MA, Ph.D.) studies</i>	1	3	14	9	4	5

The impact of the economic crisis

4. Do you think that the economic crisis made public sector employment more preferable for potential employees ?	
3	a) Yes, to a great extent / absolutely.
21	b) Yes to some degree.
3	c) No, there is no significant change which would be due to the impact of the crisis.
4	d) On the contrary, the crisis made public employment less preferable.
0	e) N.A.
5	Did not respond

5. Has the economic crisis had any major impact on the civil service as such ?	
20	a) Yes
10	b) No, there were no such changes at all (Please continue with Question 7)
1	c) N.A. (Please continue with Question 7)
5	Did not respond

Mobility

7. Are the enlisted types of mobility encouraged by the present civil service system?	Yes it is present (not exceptional)	Exceptionally (rarely)	No, it is impossible (e.g. forbidden)	N.A.	Did not respond
Horizontal mobility within an organisation among various units (E.g. a ministry's divisions)	25	5	0	1	5
Horizontal mobility in public administration (e.g. moving employees between various ministries)	21	9	0	1	5
Vertical mobility (e.g. from lower level units to higher ones)	22	5	1	3	5
Between public administration and other organisations of public sphere (e.g. schools, public companies, etc)	7	19	3	2	5
Between national and international organisations (including EU administration)	16	13	1	1	5
Temporary assignments in another unit or department of the organisation (e.g.: when composing task forces or groups dealing with a specific project)	19	8	3	1	5

8. Is there competition among various public institutions for certain employees (e.g. among ministries or various government offices, between central, regional and local government organisations, etc.)	
19	a) Yes
9	b) No (Please continue with Question 11)
3	c) N.A. (Please continue with Question 11)
5	Did not respond

9. If yes, please mark the reasons for this phenomenon.	
6	a) Great differences in the income opportunities at various organizations.
0	b) Different level of job security.
1	c) Different level of prestige.
8	d) Different career opportunities.
4	e) Others. Please describe briefly:
1	f) N.A.
16	Did not respond

10. If yes, is this phenomenon considered as a problem in your civil service system or is it encouraged?	
0	a) It is considered as a problem.
16	b) It is considered neutrally – a “normal” phenomenon.
1	c) It is widely debated whether this is a good or a bad phenomenon.
1	d) It is considered as a positive phenomenon and is encouraged.
1	e) N.A.
17	Did not respond

11. Has the mobility between the private and public sector changed during the past few years in your country?	
15	a) No, there has not been any major change in this regard.
1	b) Yes, the mobility has decreased (e.g. no one wants to/can leave public administration and no new persons are invited due to restrictions).
3	c) Yes, the mobility has increased, as more people seek (and find) employment in the public sector.
6	d) Yes, as more people (have to) leave the public sector.
4	e) Else...

2	f) N.A.
5	Did not respond

12. Has there been a change in the legal and/or practical processes of the termination of service initiated by the employer (the government) during the past few years?	
20	a) No, there has been no relevant change in this regard.
8	b) Yes, guarantees against termination initiated by the government have decreased (either in terms of loosening the general rules or by decreasing the number of employees with tenure.)
2	c) Yes, guarantees against termination initiated by the government have increased (either in terms of increasing the strictness of the general rules or by increasing the number of employees with tenure.)
1	d) N.A.
5	Did not respond

13. In case of termination of service because of redundancy, are there any measures, government programmes (in law and/or in praxis) in order to try to retain staff? (E.g.: reserve lists, career guidance, etc.)	
14	a) Yes
11	b) No (Please continue with Question 15)
6	c) N.A. (Please continue with Question 15)
5	Did not respond

Annex 3

Summary of notes (open-ended questions)

3. Based on your knowledge, please assess for the specific employee groups enlisted below which groups prefer public employment over private sector more than the average/typical employee. In other words, which of the following groups may tend to apply for and stay in positions (i.e. not leave for the private sector):		Clearly prefer public employment	Somewhat prefer public employment	No difference	Prefer private employment	N.A.
Other groups whose preferences greatly differ from the typical employees in your country (if any). Please click on the cell below and fill it in.						
User (CH) Switzerland	Humanities, natural science	X				
User (EE) Estonia	Graduates on Public Administration or Political Science or Governance and other social sciences		X			
User (IE) Ireland	A note attached to a recent open recruitment to the Irish Civil Service					
User (MT) Malta	Teaching grades	X				
User (MT) Malta	Nursing / Midwifery / Paramedics	X				
User (PL) Poland	Doctors, dentists				X	
User (PT) Portugal	Young graduates who cannot find employment in the private sector	X				

6. If yes, please describe briefly. ²⁰	
User (AT) Austria	Reduction in established posts; significant reduction in budgets; increases in salaries at a very low level
User (BE) Belgium	A strict and restrictive control on staffing budgets
User (BG) Bulgaria	A clear will for reforms in the public sector (remuneration and appraisal of civil servants, optimisation of administrations and personnel)
User (CZ) Czech Republic	Budget -10%, i.e. salaries between 0% and -10% Number of civil servants -10%
User (CY)	The impact of the crisis in the case of Cyprus was not major compared with other countries. <i>However, there has been an impact to some degree and this is reflected in some of the conclusions of Table 2.</i>

²⁰ The Greek rapporteur indicated that the crisis has made the public sector more attractive, because of the security it offers, even though the allowances have decreased.

User (DE) Germany	<p>The economic crisis has intensified the efforts of the civil service to reduce the number of employees. There is a ban on new employment and if it comes to a new employment it is mostly terminated. As a result of this, the average age of employees is going to rise in the future.</p> <p><i>The base for the reduction of personnel is the budget law for 2011. According to the law, civil service statuses and places for employees under the scope of the Labour Code (Arbeitnehmer) in the Federal Administration on the whole should be cut down. This would mean the 1.5 % of these statuses and places. The methods to realise these savings belong to the competence of the individual organisations. But in practice it means that free posts or posts that will become free are not going to be filled until the savings have been realised. If there is a need to fill a vacancy, it may only be through fixed term contracts. But in the case of civil servants it is not possible because they are employed on lifelong tenures after they have successfully fulfilled their probationary periods.</i></p>
User (DK) Denmark	Budgetary constraints, enhanced need for efficiency measures etc.
User (EC) European Commission	Greater pressure on budgets and staff numbers (and potentially salaries and benefits).
User (EE) Estonia	Owing to the economic crisis, it is easier to find specialist experts for the civil service. Restrictions were placed on new employment in the civil service and personnel costs in government agencies were reduced. Remuneration was lowered, especially the variable part of pay.
User (ES) Spain	Public administrations facing the challenge of delivering quality public services with fewer economic resources. Reduction in public expenditure. Reduction in the number of public employees.
User (FI) Finland	Tightening budgets, also some downsizing of personnel
User (HU) Hungary	Austerity measures (pay cuts, no bonuses, no 13th month payment, staff cuts)
User (IE) Ireland	As a part of the government's response to the economic and budgetary difficulties in Ireland, two specific pieces of emergency legislation were passed in 2009. Firstly, to apply a pension-related deduction from the pay of all public servants of an average of over 7% (effective from 1 March 2009). Secondly, to secure a decrease in the gross salary rates of all public servants, ranging from 5% for the lowest paid to 20% for the highest (effective from 1 January 2010). The law provides that, for those public servants currently in receipt of a pension or those public servants retiring up to 31 December 2010, the pay reductions would be disregarded for the purpose of calculating their pension benefits. This provision applies equally to all public servants who are subject to the legislation irrespective of their salaries.
User (IS) Iceland	Lower wages and less job security.
User (LT) Lithuania	Many civil servants were dismissed, and some state institutions were reorganised. Salaries were reduced three times and are still being reduced.
User (LV) Latvia	The image of the civil service has decreased mainly because of the expectation of fast and effective reforms. Also, the layoffs and remuneration cuts have influenced common sense and motivation of the civil service –workloads have grown, and salaries have been cut.
User (PL) Poland	Owing to the financial crisis, employment in public administration has been frozen, public sector wages have been frozen, and some public services have been outsourced to lower costs.
User (PT) Portugal	Owing to the economic crisis, the Portuguese government has determined a hiring freeze for public administration posts, wage reductions and a promotion freeze for staff performing public functions.
User (RO) Romania	<ul style="list-style-type: none"> - less job security - more work with fewer resources - freeze on promotions - wages decreased by 25%
User (SE) Sweden	The crisis in Sweden was short and mainly affected the export sector (private)
User (SLO) Slovenia	<ul style="list-style-type: none"> - Improvement in public sector efficiency - Postponement of wage disparity elimination - Freeze on regular work performance
User (SK) Slovakia	<ul style="list-style-type: none"> - frozen salaries - decrease of civil servants
User (UA) Ukraine	Civil service is a stable employer

9. If yes, please mark the reasons for this phenomenon.	
e) Others. Please describe briefly:	
User (BE) Belgium	Working from home, job content
User (CH) Switzerland	Also answer d)
User (EC) European Commission	Different job content
User (FI) Finland	Personal choice is the most typical reason; the employer rarely has a role. (The extent of total mobility is quite low, however.)
User (IS) Iceland	Some differences in income.
User (IT) Italy	But also 'different career opportunities'
User (LV) Latvia	Need for outstanding specialists.
User (MT) Malta	Answer (a) is also relevant for this question.
User (RO) Romania	Also answers c) and d)
User (SE) Sweden	Sweden has a position-based system where you are free to apply for work anywhere and since you are recruited on the bases of your skills you do not lose positions in the future if you try for another job.
User (UA) Ukraine	Different levels of prestige, and different career opportunities.

11. Has mobility between the private and public sectors changed during the past few years in your country?	
e) Else...	
User (CH) Switzerland	Also answer e)
User (DK) Denmark	In Denmark, mobility between sectors has always been a normal and quite regular phenomenon. Following the crisis' impact on the general employment situation (both in the private and public sectors), notably more people applied for vacant positions in the public sector. This does not automatically mean more mobility in practice, only that people because of the crisis (and possible unemployment) are more open to seeking employment in another sector.
User (IE) Ireland	In March 2009, the government introduced a moratorium on recruitment and promotion in the Irish civil and public service. The effect of the moratorium in the civil service can be seen in the reduction in the civil service from 37,421 at the end of 2008 to 34,628, a reduction of 2,793.
User (FI) Finland	It has increased to some extent. However, often it is the same people moving. A large share of personnel is not moving at all and that is unfortunate.
User (NO) Norway	No data are available yet, but previous experiences indicate that mobility from the private to public sector increases in times of crises.

14. If yes, please describe such measures or attach the relevant texts.	
User (AT) Austria	There are different measures; e.g., the Federal Ministry for Defence and Sports has installed a special unit called 'Personal Provider': providing the relevant employees with career guidance such as special advanced vocational training in order to enable them to work in another field of the Federal Public Administration.
User (BE) Belgium	Reallocation measures

User (CH) Switzerland	Social plan, social programme containing replacement (inplacement, outplacement). Before the employer dismisses employees because it wants to restructure or decrease the number of employees, it has to propose reallocation possibilities to the staff. If this is not successful and it dismisses employees, these may get a leave allowance, but only if they have been working for many years with the administration, are older than 50, and/or if they belong to a professional group with "monopole" characteristics and poor possibilities on the labour market.
User (DK) Denmark	There are no generally applicable programmes in force. However, the website for vacant positions in the state sector (www.job-i-staten.dk) provides a tool that applicants can use by filling in data and thereby they can be notified of the relevant vacant positions. Whether specific measures and/or programmes apply depend on the specific circumstances. Special programmes have, for instance, been in force in connection with the major restructuring of the public sector or in large institutions.
User (FI) Finland	Owing to downsizing as well as moving agencies further away from the capital area, a special process has been created. If redundancy is about to take place, the agency has to try to find work 1) inside the agency, 2) inside the sphere of administration in the same region, 3) between the spheres of administration in the same region, or 4) in the whole labour market. A specialised unit has been established in the State Treasury Office to assist agencies in finding placements for the redundant workers.
User (HU) Hungary	Reserve list
User (IE) Ireland	In the Public Service Agreement (2010–2014), the government agreed in return for a series of modernisation measures that there would be no compulsory redundancies or further pay cuts for the period of the agreement.
User (LT) Lithuania	Reserve list for six months. Other free civil servant places are being offered during the mentioned period.
User (NL) Netherlands	Alternative employment is offered up to certain limits.
User (NO) Norway	Redundant staff members have priority to vacant positions in the organisation and the civil service generally. They must comply with the qualification requirements, but if they cannot be reemployed, severance pay could be granted.
User (PT) Portugal	The law provides for a special mobility regime as described in the attached file below. More information at: http://www.dgaep.gov.pt/eng/index.cfm?OBJID'94c321dd-268f-4cb6-9caa-d9c0b65938a7
User (RO) Romania	- reserve lists for the redistribution of civil servants to try to retain staff - vacant positions - career guidance and professional reorientation
User (SE) Sweden	According to labour laws, which are valid across the labour market, a redundant or newly dismissed person has priority before others to new employment in her or his field of competence. The job security agreement in the state sector actively supports redundant staff in finding new jobs, inside or outside central government.

15. If you have any other observations, relevant information or viewpoints about the topic of this study, please feel free to present them.

User (AT) Austria	<p>Comments to all questions we marked with N.A.:</p> <p>As to 1 and 2 – Prestige: As the prestige of public employees differs with regard to the job he or she is performing (there are several occupational groups e.g. general administration, police, judges) you cannot speak of a general prestige in society. Thus, it cannot be compared with the private sector.</p> <p>As to 1 and 2 – Total income: As there is no relevant data available we refer to a statement from the Austrian Court of Auditors with regard to salaries in the public and private sectors:</p> <p>The review on individual income development (income review, p. 26) shows that from 2000 until 2007 real incomes increased in all three groups (workers, +9%; employees, +19%; civil servants, +17%). By examining the individual income development, such people had been chosen who had no breaks in their earnings' histories in this period of time.</p> <p>As to 2 – private life needs: There are several initiatives to enhance work–life balance e.g. there is an initiative to motivate fathers to take a leave in order to take care of their children (so-called 'Daddy Month').</p> <p>As to 3 – people with BA and higher degrees and young graduates: As there are huge differences with regard to the different fields of study, no general statement can be issued.</p> <p>As to 7 – horizontal mobility between various ministries: Please find attached information on our Career Database – a tool to facilitate this kind of mobility.</p> <p>As to 7 – vertical mobility: Heads of Department and Directors General: candidates have to apply for a specific job and have to pass a selection procedure. At the moment, only the heads of unit ('Referatsleiter') can be appointed to their posts without formal selection procedures.</p>
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User (BE) Belgium	Disclaimer: The answers given in this survey are based on subjective appreciation, even though they come from the inputs of more than one person. Thus, they cannot be considered to be the formal Belgian point of view on mobility.
User (BG) Bulgaria	We believe this study could be used to point out best practices. Then, additional enquiry should be sent to the chosen countries. Emphasis should be put on the matters in questions 7, 11, and 13. Finally, a summary on best practices could be circulated within EUPAN. Many countries will benefit from this study because there are few good practices across the EU. Thank you!
User (CH) Switzerland	To question 12: Open-term contracts under public law, similar to the private sector; therefore no lifetime employment as a civil servant. There is an initiative under way to integrate some elements of private law into public law.
User (CY) Cyprus	<p>General comments</p> <p>Mobility</p> <p>In general, mobility within Cyprus public service is limited. Offices in the public service are divided into interchangeable and non-interchangeable. The first category constitutes a separate department and the holders of such office can be transferred across ministries/departments/services, depending on the needs of the service for such categories of staff. The second category of staff is permanently placed in a specific ministry/department/service and as long as the holder of the post retains his or her post it is not possible to have mobility across the public service, unless secondment is decided by the Public Service Commission on the recommendation of the appropriate authority. Furthermore, secondment is subject to various conditions.</p> <p>Public sector employment</p> <p>It should also be noted that in general employment in the public sector of Cyprus has always been considered attractive compared with employment in the private sector because of the overall benefits public servants enjoy. Therefore, it is much more common to have employees leaving the private sector to be appointed to public service positions rather than the other way around. Furthermore, since public employees have permanency, they tend to retain their positions until retirement. As a result, employment in the public service is generally considered as competitive.</p>
User (DE) Germany	The answers given in this questionnaire are based on subjective assessments, which may not be representative of the whole central administration.
User (EC) European Commission	The Commission generally considers internal mobility within and between DGs to be a good thing and rates of internal mobility are relatively high (about 6% change DGs every year). The Commission has a very high retention rate of permanent staff (almost all staff stay until retirement), but it also has a large population of contractual staff, most of whom must leave after three years.
User (EE) Estonia	Our answers are very subjective and are not based on any empirical data. It was very difficult to define a typical employee.
User (FR) France	The French PA has a policy to encourage mobility within its departments. Mobility from PA to the private sector and vice versa remains a marginal phenomenon in France.
User (IT) Italy	<p>To tackle the challenges related to a long working lifetime and changing age structure in PA, according to law no. 133/2008, public administrations could improve and encourage exemption from service, for personnel with 35 years of contribution, on request, five years before the 40 years provided by law. Furthermore, PA could take specific measures to rescind the contract of employment with personnel with 40 years of contributions.</p> <p>In 2009, the tendency in Italian legislation was to provide a structural redevelopment of public expenditure. According to law no. 133/2008, all central administrations have to reduce total expenditure related to staff by at least 10% and rationalise and condense organisational levels and structures (e.g. reducing the number of managers or limiting the use of flexible working only for temporary and exceptional needs), otherwise the public administration cannot recruit new employees.</p>
User (LU) Luxembourg	There exists a general tendency regarding mobility of all kinds of agents from the private to the public sector that has been stable over the past decade.

User (PL) Poland	<p>Considering question 1 as regards prestige in society, it's difficult to say because no relevant studies have been conducted. The answer depends on the organisation you work for (e.g. it is prestigious to work in ministries or other central offices as well as to work in big private (maybe foreign) companies with commonly known brand names.</p> <p>Considering question 1 as regards providing a more relaxed working atmosphere, it's also difficult to assess. On one hand, there are more "friendly" relations between subordinates and supervisors in the private sector compared with the hierarchical structure in the public sector. But the question is whether you can feel relaxed when you cannot be sure your employment tomorrow.</p> <p>Considering question 3 as regards the preferences of young graduates just finishing their university studies: usually young people (BA, MA) tend to look for a job in the private sector as the symbol of "quick possibility to make lots of money". PhDs (especially in humanities) are more interested in working in the public sector where their scientific educations can be more appreciated.</p> <p>Considering question 7 as regards mobility between public administration and other organisations of public sphere, there is no "scheme" on mobility between the civil service and other public organisations. When you leave the civil service, you apply for a job in another organisation under regular conditions.</p> <p>Considering question 11 as regards mobility between the private and public sectors, no relevant studies have been carried out.</p>
User (SE) Sweden	<p>These responses are only valid for the central government sector, i.e. the state. Municipalities and county councils form sectors of their own on the labour market. The central government is not part of the labour market for people with lower education than secondary level. More than 70% of staff members have an academic degree. Lots of jobs in central government are not available on other parts of the labour market. Therefore, the relevancy of the comparisons in the study may be questioned.</p>

Annex 4

Country indicators used in the research.

Indicator (content and values)	Source of information / way of calculation
Civil service system: career, position system	Demmke and Moilanen (2010) for the EU27. Country reports and other sources of information ²¹ were utilised to determine this indicator for other countries.
Three-type system typology: career, position system, and system of CEE countries	Based on the “civil service system” indicator, we established a new category for CEE countries, irrespective of their previous classification.
Post-bureaucratic indicator	Presented in Demmke and Moilanen (2010) for the EU27; for other countries it was not available.
Cluster of countries: 1) Continental & Mediterranean, 2) Anglo-Saxon & Scandinavian, 3) CEE, 4) Non-EU	Based on Demmke and Moilanen (2010) for the EU27. Six categories, which were collapsed into three and a fourth was added for non-EU countries, which may be the most heterogeneous.
Level of delegation of HRM practices (continuous variable between perfect centralisation–decentralisation poles)	OECD (2010): Figure 13.1 (p. 77) provides information on 19 countries of our research, four of which are non-EU countries.
Type of recruitment system (continuous indicator between career–position poles)	OECD (2010): Figure 14.1 (p. 79) provides information on 19 countries of our research, four of which are non-EU countries.
Extent of using performance-related pay (continuous variable)	OECD (2010): Figure 15.2 (p. 81) provides information on 16 countries of our research, one of which is a non-EU country.
Composite continuous indicator serving as a career–position scale	A summary of the civil service and post-bureaucratic indicator from Demmke and Moilanen (2010), and the abovementioned three indicators of OECD (2010). All the indicators used are between 0 and 1, where the

²¹ Croatia: DPADM-DESA UN, Country profile, 2006.

FYROM: DPADM-DESA UN, Country profile, 2006.

Iceland: DPADM-DESA UN, Country profile, 2006.

Norway: UNPAN: PA Country profile, 2006.

Turkey: UNPAN: PA Country profile, 2006.

Ukraine: Civil service code.

higher value refers to position system attributes.

List of countries and related values for the variables mentioned above

Country	Civil service system	Three-type system typology	Post-bureaucratic indicator	Cluster	OECD 13.1	OECD 14.1	OECD 15.2	Composite
Austria	1	1	23,7	1	0,37	0,47		0,269
Belgium	1	1	18,6	1	0,42	0,39		0,249
Bulgaria	1	3	28,9	3				0,145
Croatia		3		4				
Cyprus	1	1	9,8	1				0,049
Czech Republic	2	3	73,0	3			0,90	0,872
Denmark	2	2	68,2	2	0,41	0,59	0,79	0,684
Estonia	2	3	38,8	2				0,694
EC	1	1						
Finland	2	2	53,4	2	0,51	0,70	0,70	0,688
France	1	1	16,3	1	0,29	0,04	0,73	0,191
FYROM		3		4				
Germany	1	1	16,6	1	0,48	0,48	0,68	0,326
Greece	1	1	7,2	1				0,036
Hungary	1	3	22,9	3	0,39	0,55	0,80	0,349
Iceland		1		4				
Ireland	1	1	13,6	2	0,30	0,11	0,73	0,202
Italy	1	1	20,4	1	0,31	0,42	0,68	0,283
Latvia	2	3	40,2	3				0,701
Lithuania	1	3	24,3	3				0,122
Luxembourg	1	1	7,2	1	0,36	0,18		0,153
Malta	1	1	29,3	2				0,147
Montenegro		3		4				
Netherlands	2	2	47,1	1	0,40	0,78	0,58	0,654
Norway	2	2		4	0,46	0,60		0,687
Poland	1	3	27,7	3		0,38		0,219

Portugal²²	1	1	16,3	1	0,40	0,31		0,218
Romania	1	3	19,8	3				0,099
Slovakia	2	3	51,0	3		0,56		0,690
Slovenia	1	3	29,5	1				0,148
Spain	1	1	19,1	1	0,38		0,74	0,269
Sweden	2	2	81,4	2	0,70	0,77		0,821
Switzerland	1	1		4				
Turkey	1	1		4	0,24	0,22		0,153
Ukraine	1	3		4				
United Kingdom	2	2	64,1	2				0,821

²² The Portuguese party indicated that because of several reforms steps and, most importantly, measures, government-introduced reform measures caused the Portuguese civil service system to be regarded as a position system one. However, these measures came into force in January 1, 2009 and were not taken into consideration by Demmke and Moilanen (2010). Accordingly, in the statistical analysis for this report the country was still regarded as a career type.