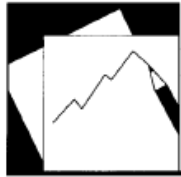


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November 2017; Bratislava





WP/14/192

IMF Working Paper

Public Employment and Compensation Reform During Times of Fiscal Consolidation

Lorenzo Forni and Natalija Novta

Appendix Table 2. Recent Episodes of Wage Bill Reduction (2009–13)

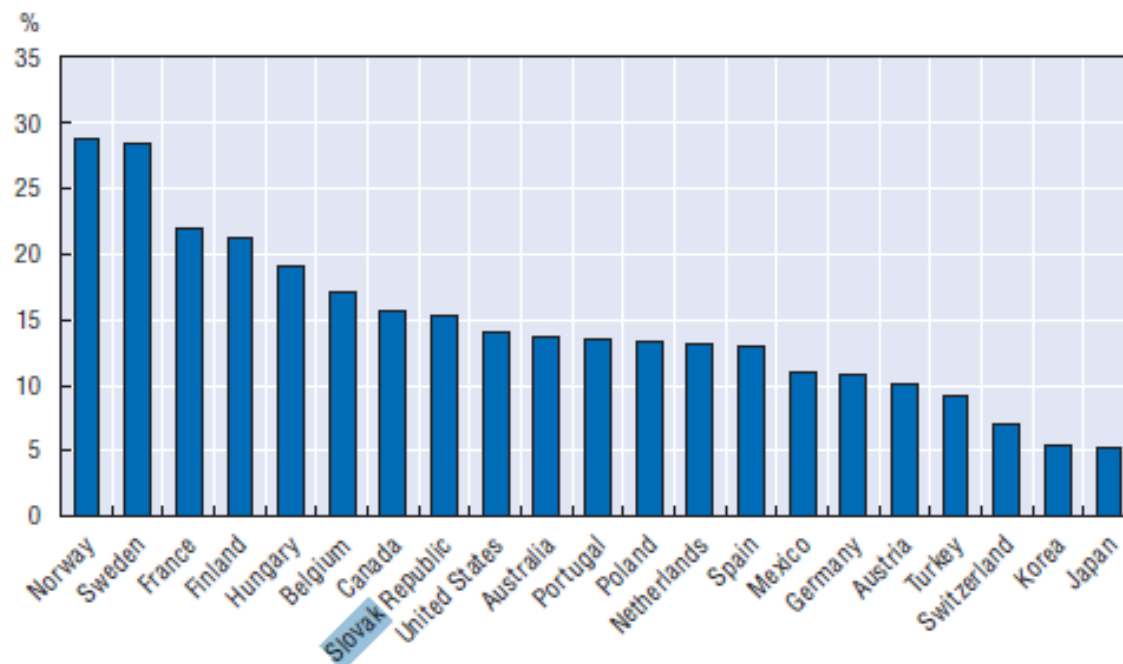
Country	Year	Wage measure	Staff measure	Structural Measure	Extent of social dialogue	Wage bill reduction (% pGDP)
Bosnia	2012–13	Yes	Yes	No	Low	-1.02
Bulgaria	2010–13	Yes	Yes	Minor	Low	-0.95
Croatia	2009–13	Yes	No	Medium	Low	-0.06
Cyprus	2013	Yes	Yes	Medium	Low	-0.66
Czech Republic	2010	Yes	No	No	Low	-0.57
France	2011–12	Yes	Yes	No	Low	-0.13
Greece	2009–13	Yes	Yes	Major	Low	-2.87
Hungary	2010–13	Yes	Yes	Medium	Low	-1.48
Ireland	2009–13	Yes	Yes	Major	High	-1.12
Italy	2009–13	Yes	Yes	Minor	Low	-0.64
Japan	2012	Yes	No	No	Low	...
Latvia	2009–12	Yes	Yes	Major	Medium	-1.62
Macedonia	2009–13	Yes	Yes	Minor	Low	-0.60
Netherlands	2012	Yes	No	No	Low	-0.38
Poland	2009–13	Yes	No	No	Low	-0.54
Portugal	2011–13	Yes	Yes	Major	High	-3.02
Romania	2010–13	Yes	Yes	Major	Medium	-3.23
Serbia	2009–10, 2012–13	Yes	No	No	Low	-0.09
Slovakia	2013	Yes	No	No	Low	-0.51
Slovenia	2010, 2012–13	Yes	No	Minor	Medium	-0.63
Spain	2010–12	Yes	No	Minor	Medium	-0.86
United Kingdom	2011–12	Yes	No	No	Low	-0.89
United States	2011–12	Yes	No	No	Low	-0.66

Note: For the definition of structural measures and the extent of social dialogue see section IV and Box 1. The reduction of the wage bill is the cumulative reduction from 2009 to 2012, as a share of potential GDP. Sources: OECD (Public Sector Compensation in Times of Austerity, 2012), IMF Country teams, IMF Staff Reports for Article IV consultations for various years.



The State of the Public Service

Figure 1.1. **Employment in government as a percentage of the labour force (2005)**



Notes: Data are in number of employees, except for Austria, the Netherlands, Sweden and Switzerland, where they are in full time equivalents. Employment numbers for those countries are thus underestimated.

Austria: Data do not include private non-profit institutions financed by government. Mixed data 2004 and 2005; for 1995, data for social security are missing but are of minor importance as a % of Labour Force (around 26 000 employees).

Belgium: Data are for 2004.

Finland: 2004 and 2005 data have been mixed

France: Data exclude some Public Establishments. Data are for 2004.

Mexico: Data are for 2000.

Poland: Data are for 2004.

Slovak Republic: Data refer to the ISIC classification assuming that private institutions financed by General Government are of marginal importance. Categories L (public administration, defence, social security) + M (education) + N (health and social work) of the ISIC classification.

Source: CEPD survey and Labour Force Survey, OECD.

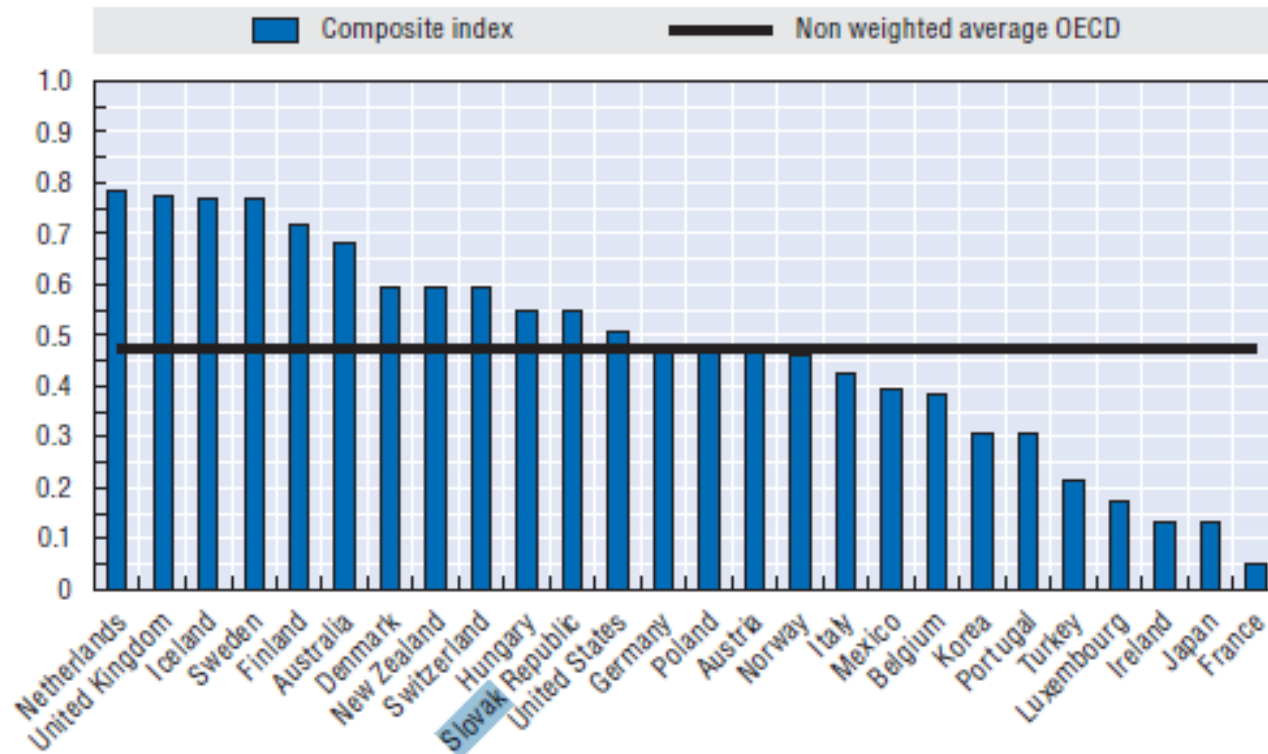
Table 2.2. Differences between statutory employment and employment rules in the private sector

	General government employment falls under public law, while private sector employment falls under private law	Dispute resolution is referred to administrative court as opposed to regular courts	Different hiring rules	Hiring rules restrict employment to avoid hiring staff with conflicts of interest	Different rights and duties (right to strike, unions, etc.)	Different guarantees about job protection and against dismissal	Different guarantees in favour of lifelong employment	Special benefits including social security and pension
Australia			Yes		Yes			
Austria	Yes	Yes				Yes	Yes	Yes
Belgium	Yes		Yes		Yes	Yes	Yes	Yes
Finland	Yes				Yes			
Germany	Yes	Yes	Yes			Yes	Yes	Yes
Hungary	Yes			Yes	Yes			
Ireland	Yes		Yes			Yes	Yes	Yes
Italy	Yes		Yes			Yes	Yes	
Japan	Yes		Yes		Yes	Yes		
Korea	Yes	Yes	Yes	Yes	Yes	Yes		Yes
Luxembourg	Yes		Yes		Yes	Yes	Yes	Yes
Mexico		Yes	Yes	Yes		Yes		
New Zealand	Yes ¹	Yes ¹	Yes ¹	Yes ¹	Yes ¹	Yes ¹	Yes ¹	Yes ¹
Netherlands	Yes	Yes			Yes	Yes		
Norway	Yes							Yes
Poland	Yes		Yes	Yes	Yes	Yes	Yes	
Portugal	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Spain	Yes	Yes	Yes		Yes	Yes	Yes	Yes
Slovak Republic	Yes							
Sweden			Yes		Yes	Yes		Yes
Switzerland	Yes	Yes			Yes	Yes		
United States	Yes		Yes		Yes	Yes		Yes

1. No major difference.

Source: Survey on Strategic Human Resources Management in Government, OECD, 2006.

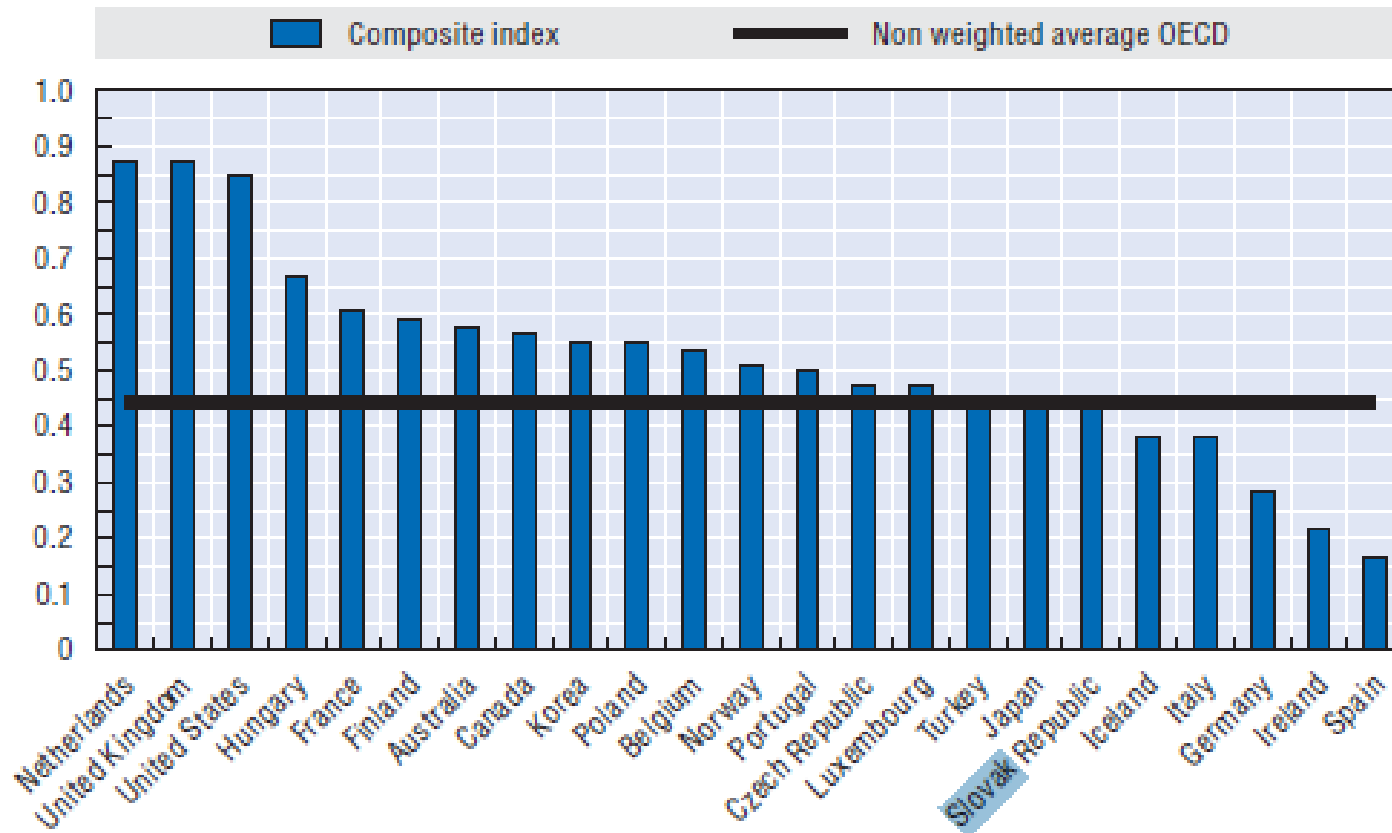
Figure 2.2. Composite index of openness of the HRM system in central government



Note: For details on the methodology, please see Annex A.

Source: Survey on Strategic Human Resources Management in Government, OECD, 2006, and GOV (OECD) estimates (missing data estimated by mean replacement).

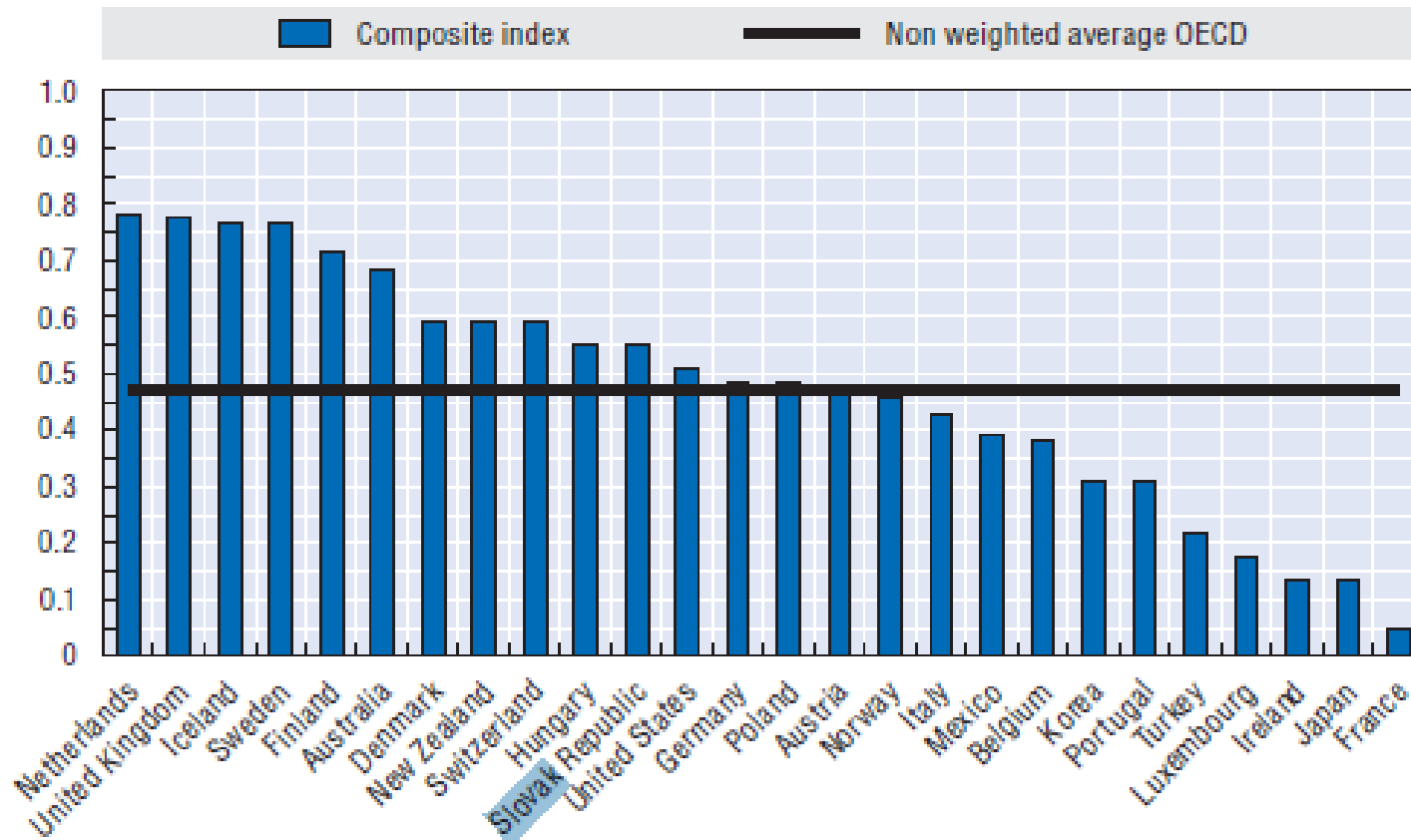
Figure 6.1. Intensity of the institutionalisation of structured group management for senior civil servants at central level



Note: Please see Annex A for further details on the methodology.

Source: Survey on Strategic Human Resources Management in Government, OECD, 2006, and GOV (OECD) estimates (missing data estimated by mean replacement).

Figure A.4. Composite index of openness of the HRM system in central government



Notes: Index comprised between 0 (no openness) and 1 (high openness level).

Cronbach's alpha: 0.573 (computed with SPSS). A Cronbach's alpha close to or above 0.6 indicates a high degree of correlation among a set of variables.

Data missing for the following countries: Canada, Czech Republic, Greece and Spain.

Source: Survey on Strategic Human Resources Management in Government, OECD, 2006 (questions 37, 38, 39, 81), and GOV (OECD) estimates (missing data estimated by mean replacement).



Government at a Glance


2011



16.2 Aspects of strategic HRM in central government (2010)

	General accountability framework for managers exists and is fully linked to planning and reporting requirements on the strategic objectives and achievements of the organisation	HRM targets directly feed the performance assessments of top and middle management	Ministries' and departments' capacity in terms of HRM is reviewed and assessed regularly by central HRM departments	New issues in policy delivery are explicitly considered in forward-looking planning	Civil service demographics are explicitly considered in forward-planning	Possibilities for outsourcing are explicitly considered in forward-planning
Australia	●	●	●	●	●	○
Austria	○	●	○	○	●	○
Belgium	●	●	○	●	●	○
Canada	●	●	●	●	●	○
Chile	○	●	○	●	●	○
Czech Republic	○	○	○	●	○	○
Denmark	●	●	○	○	○	○
Estonia	○	○	●	●	○	●
Finland	○	○	○	○	●	○
France	○	○	●	●	●	●
Germany	○	○	○	●	●	●
Greece	○	○	○	●	●	○
Hungary	○	○	○	○	○	○
Iceland	○	○	●	○	○	○
Ireland	○	●	○	●	●	●
Israel	●	●	●	○	○	○
Italy	●	●	○	●	○	○
Japan	○	○	○	○	○	○
Korea	●	●	●	●	●	○
Mexico	●	●	●	●	○	○
Netherlands	○	●	○	●	●	●
New Zealand	○	●	○	●	●	●
Norway	○	○	○	○	○	○
Poland	○	●	○	○	○	○
Portugal	●	●	○	●	○	○
Slovak Republic	○	○	○	●	○	○
Slovenia	○	○	●	●	○	○
Spain	○	○	○	●	●	○
Sweden	○	○	○	●	●	●
Switzerland	●	○	●	●	○	○
Turkey	○	○	○	●	●	●
United Kingdom	●	●	●	●	○	●
United States	●	○	●	●	●	●
Russian Federation	○	○	○	○	○	○
Ukraine	○	●	○	○	○	○
Total OECD33						
● Yes	12	16	12	24	17	10
○ No	21	17	21	9	16	23


Source: 2010 OECD Survey on Strategic Human Resources Management in Central/Federal Governments.

StatLink  <http://dx.doi.org/10.1787/888932391925>

17.2 Central government HRM practices for SCS (2010)

	SCS are considered a separate group from the rest of the public service	More emphasis on the management of SCS performance	SCS recruited through a more centralised process	The part of SCS pay that is performance-related is higher	Potential leadership is systematically identified in performance assessments and staff careers are managed accordingly	SCS recruited as part of a group selected at entry in the public service of few a few years after entry
Australia	●	●	●	○	○	○
Austria	●	●	○	○	○	○
Belgium	●	●	●	○	○	○
Canada	●	●	●	●	●	○
Chile	●	●	●	○	n.a.	n.a.
Czech Republic	●	●	○	●	○	○
Finland	●	●	●	○	○	○
Estonia	●	○	●	○	○	○
France	●	●	○	●	○	●
Germany	○	●	○	○	○	○
Greece	●	n.a.	n.a.	n.a.	○	○
Hungary	○	●	○	●	○	○
Iceland	●	○	●	○	○	○
Ireland	○	○	○	●	○	○
Israel	●	●	●	○	●	●
Italy	●	●	●	●	○	○
Japan	●	●	○	○	○	○
Korea	●	●	○	●	○	●
Mexico	●	●	●	○	●	○
Netherlands	●	●	●	○	n.a.	n.a.
Norway	○	●	●	●	○	○
Poland	●	●	●	○	n.a.	n.a.
Portugal	●	●	○	○	○	○
Spain	○	●	○	●	n.a.	n.a.
Slovak Republic	○	○	○	●	○	○
Slovenia	○	○	●	○	○	○
Sweden	○	○	●	○	○	○
Switzerland	●	○	●	○	○	○
Turkey	●	○	○	○	○	○
United Kingdom	●	●	○	●	●	●
United States	●	●	●	●	●	○
Brazil	●	○	○	○	○	○
Russian Federation	●	●	○	○	n.a.	n.a.
Ukraine	○	○	●	○	○	○
Total OECD31						
● Yes	23	22	17	12	5	4
○ No	8	8	13	18	22	23

Source: 2010 OECD Survey on Strategic Human Resources Management in Central/Federal Governments.


StatLink  <http://dx.doi.org/10.1787/888932391944>

18.1 Turn-over of civil servants with a change in government (2010)

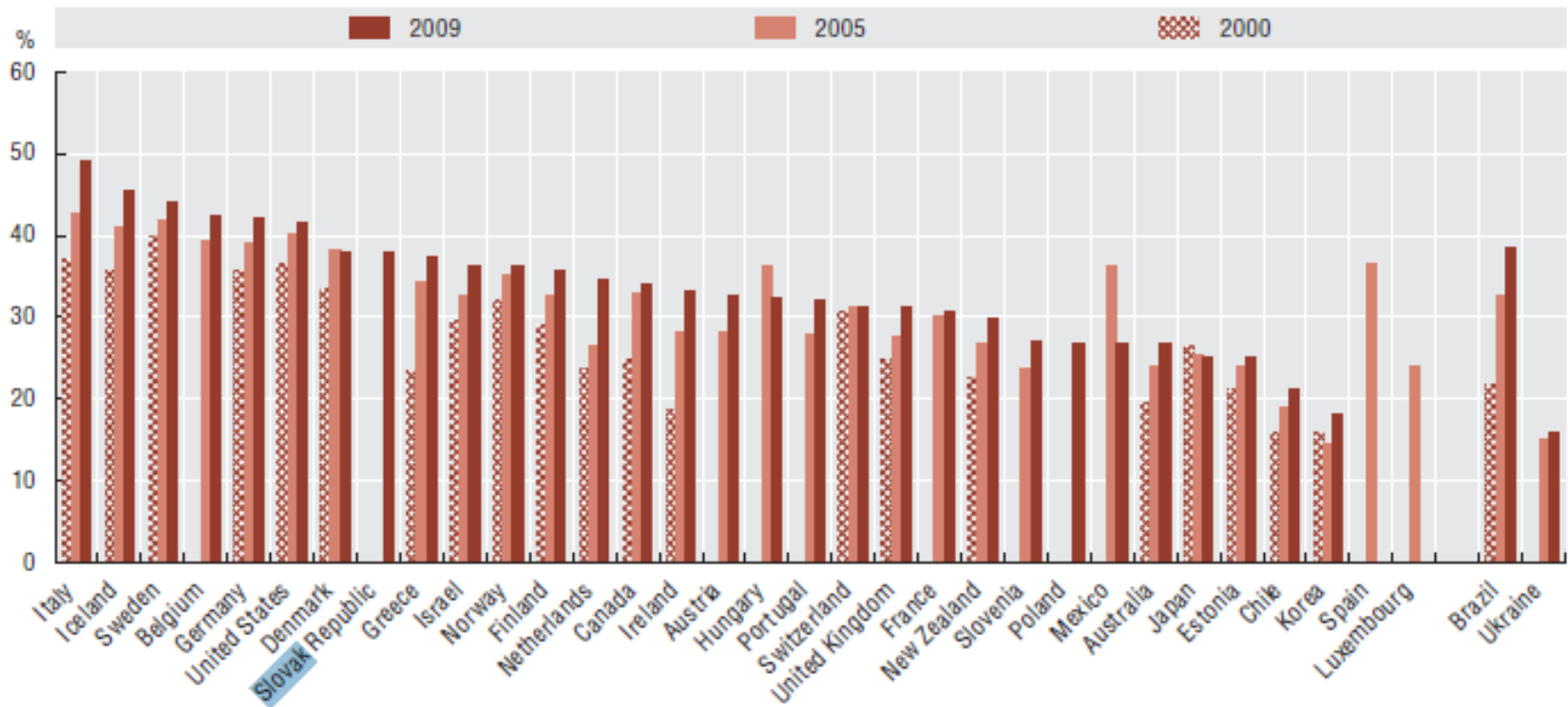
	Advisors to the Ministry's leadership	(Highest) Level 1	Level 2	Level 3	Level 4	Level 5	(Lowest) Level 6
Australia	■	○	○	○	○	○	○
Austria	■	○	○	○	○	○	○
Belgium	●	●	○	○	○	○	○
Canada	n.a.	○	○	○	○	○	○
Chile	n.a.	■	■	●	●	●	○
Czech Republic	n.a.	●	●	■	○	○	n.a.
Denmark	○	○	○	○	○	○	○
Estonia	●	○	○	○	○	○	○
Finland	●	●	○	○	○	○	○
France	■	●	●	○	○	○	○
Germany	n.a.	■	■	○	○	○	○
Greece	●	■	■	○	○	○	○
Hungary	■	●	●	■	●	●	n.a.
Iceland	●	●	○	○	○	○	○
Ireland	●	○	○	○	○	○	○
Israel	●	■	●	○	○	○	n.a.
Italy	●	■	●	○	○	○	○
Japan	n.a.	○	○	○	○	○	○
Korea	●	●	○	○	○	○	○
Mexico	■	■	■	●	○	○	○
Netherlands	○	●	○	○	○	○	○
New Zealand	○	○	○	○	○	○	○
Norway	○	○	○	○	○	○	○
Poland	●	●	○	○	○	○	○
Portugal	●	■	■	○	○	n.a.	n.a.
Slovak Republic	■	●	■	●	●	○	○
Slovenia	■	●	○	○	○	○	○
Spain	n.a.	■	●	○	○	○	n.a.
Sweden	●	○	○	○	○	○	○
Switzerland	●	●	○	○	○	○	○
Turkey	n.a.	●	●	■	■	■	●
United Kingdom	●	○	○	○	○	○	○
United States	●	●	●	●	●	n.a.	n.a.
Russian Federation	○	●	■	●	○	○	○
Ukraine	■	●	■	■	●	●	●
Total OECD33							
● Yes, all	14	5	3	1	0	0	0
■ Yes, many	7	8	6	3	1	1	0
● Yes, few	1	9	5	3	4	2	1
○ None	4	11	19	26	28	28	26

n.a.: Not applicable.

Source: 2010 OECD Survey on Strategic Human Resources Management in Central/Federal Governments.

StatLink  <http://dx.doi.org/10.1787/888932391963>

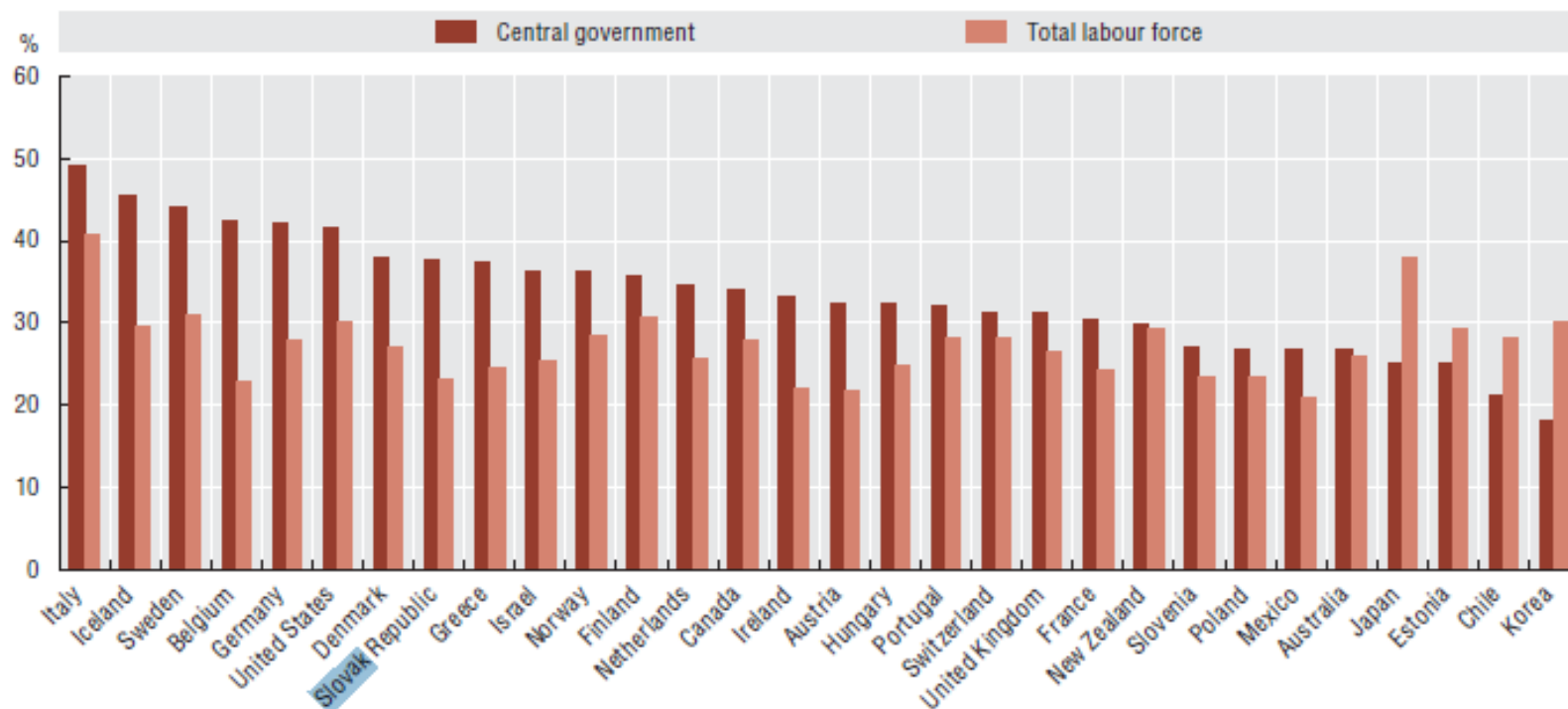
23.1 Percentage of central government employees aged 50 years or older (2000, 2005 and 2009)




Source: 2010 OECD Survey on Strategic Human Resources Management in Central/Federal Governments.

StatLink  <http://dx.doi.org/10.1787/888932390614>

23.2 Percentage of employees aged 50 years or older in central government and total labour force (2009 or latest available year)



Source: 2010 OECD Survey on Strategic Human Resources Management in Central/Federal Governments and OECD Labour Force Statistics Database.

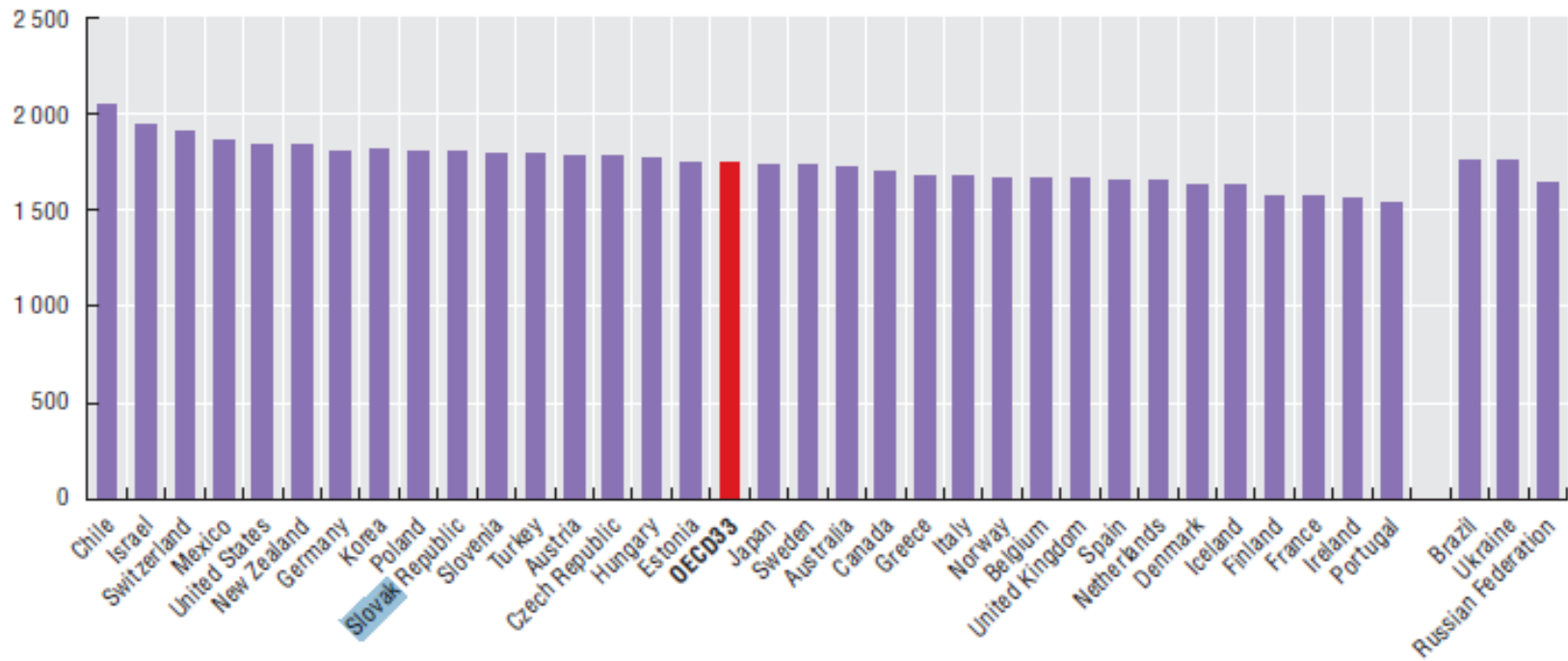
StatLink  <http://dx.doi.org/10.1787/888932390633>

31.2 Delegation of key HRM responsibilities to line Ministries in central government (2010)


	General management of pay systems (salary levels, progressions)	Flexibility of working conditions (number of hours, etc.)	Allocation of budget envelope between payroll and other expenses	Performance appraisal systems	Management of the variable portion of pay benefits; performance-related pay	Number and types of posts within organisations	Recruitment into the civil service
Australia	●	●	●	●	●○	●	●○
Austria	●	●	●	●	●	●	●
Belgium	●	●	●	■	■●	●	●
Canada	●	■	●	●	●■	●	●
Chile	●	●	●	■	●	■	●
Czech Republic	●	●	●	●	●	●	●
Denmark	■	●●	●	●○	●○	●	●○
Estonia	●	●○	●	●○	●	●	●
Finland	●	■●	■	●	●○	●	●
France	●	■●	●●	●	■●	●●	●
Germany	●	●●	●●	●	■	●	●
Greece	●	●	●	●	●	■	●
Hungary	●	●	●■	●	●■	●■	●○
Iceland	●	●○	●	n.a.	■●	●	●○
Ireland	●	●	●	■	●■	●	●
Israel	●■	●	●	●	●■	●	■
Italy	●	■	●	●	●○	●	●
Japan	■	■	■	■	■	■	■
Korea	●	■	■	■	■	■	■
Mexico	■	●■	■	●	■	■	●■
Netherlands	●	●●	●	●●	○	●	●○
New Zealand	●	●	●	●	●	●	●
Norway	●	●●	●	●	●	●	●○
Poland	●○	■●	■	●○	●○	●	■●
Portugal	●	●	●	n.a.	●	●	●
Slovak Republic	●■	■	●	■	n.a.	●	■
Slovenia	●	●	●	■	●	●	●
Spain	●	●	●	○	●	■	■●
Sweden	●	●○	●	●○	●○	●	●○
Switzerland	■	●●	■	●	●○	●	●○
Turkey	●	■	●	●	●	●	■
United Kingdom	●	●	●	●	●	●	●
United States	●	n.a.	●	●	●	●	●
Brazil	●	●	●	●	●	●	●
Russian Federation	n.a.	●	n.a.	●	●	n.a.	●
Ukraine	●	●	●	●	●	●	●●
Total OECD							
●	20	12	11	8	7	6	2
■	6	11	7	7	11	7	8
●	9	19	19	16	21	23	26
○	1	3	0	5	8	0	8

● Central HRM body (which sets the rules and is closely involved in applying them) and/or Ministries of Finance.
 ■ Central HRM body but with some latitude for Ministries/Departments/Agencies in applying the general principles.

34.1 Average working hours per year by central government employees (2010)



Source: 2010 Survey on Compensation of Employees in Central/federal Governments.

StatLink  <http://dx.doi.org/10.1787/888932390880>