



# **A comparative overview of public administration characteristics and performance in EU28**

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*November – 2017*



*Social  
Europe*

## **EUROPEAN COMMISSION**

Directorate-General for Employment, Social Affairs and Inclusion  
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Directorate-General for Employment, Social Affairs and Inclusion  
"Support for developing better country knowledge on public administration and institutional  
capacity building" (VC/2016/0492)

2018

# **A comparative overview of public administration characteristics and performance in the EU28**

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Luxembourg: Publications Office of the European Union, 2018

ISBN: 978-92-79-80740-4

doi: 10.2767/13319

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**TABLE OF CONTENTS**

**INTRODUCTION ..... 2**

**CHAPTER 1: SIZE OF GOVERNMENT ..... 6**

**CHAPTER 2: SCOPE AND STRUCTURE OF GOVERNMENT ..... 12**

**2.1 State system and multi-level governance ..... 12**

**2.2. Structure of executive government (central government level)..... 16**

**CHAPTER 3: KEY FEATURES OF THE CIVIL SERVICE SYSTEM ..... 22**

**CHAPTER 4: POLITICO-ADMINISTRATIVE SYSTEMS AND SOCIETAL CONTEXT OF PUBLIC ADMINISTRATION ..... 31**

**4.1. Policy making, coordination and implementation..... 31**

**4.2. Administrative tradition and culture ..... 34**

**CHAPTER 5: GOVERNMENT CAPACITY AND PERFORMANCE ..... 38**

**5.1. Transparency and accountability ..... 39**

**5.2. Civil Service system and HRM ..... 42**

**5.3. Digitalisation and service delivery ..... 46**

**5.4. Organisation and management of government organisations ..... 49**

**5.5. Policy-making, coordination and regulation..... 51**

**5.6. Overall government performance ..... 54**

**5.7. Conclusions and future perspectives..... 57**

**ANNEX 1: GOVERNMENT SIZE WITH REGARD TO EMPLOYMENT ..... 60**

**ANNEX 2: ADMINISTRATIVE TIERS IN THE EU MEMBER STATES ..... 62**

**ANNEX 3: NUMBER OF MINISTRIES AND AGENCIES ..... 65**

**ANNEX 4: STATUS AND REGULATION OF PUBLIC EMPLOYEES IN THE EU MEMBER STATES..... 68**

**ANNEX 5: RANKING OF THE EU 28 MEMBER STATES FOR THE INDICATORS USED IN CHAPTER 5 ..... 78**

**ANNEX 6: METHODOLOGY OF THE INDICATORS USED IN CHAPTER 5..... 80**

**GLOSSARY ..... 95**

**BIBLIOGRAPHY ..... 101**

## INTRODUCTION

Good governance and quality of public administrations are recognisably in the interests of the EU citizens and Member States, to achieve maximum value from the finite public funds and create a public-private interface that raises employment and growth. Worldwide, the evidence is irrefutable: high productivity, high income per head economies have the most effective and efficient public institutions. The internal market cannot be completed, the EU acquis cannot be effectively implemented, and the goals of smart, inclusive and sustainable growth cannot be realistically achieved without good governance.

Member State administrations currently face the triple challenge of: delivering better with less - meeting societal & business needs in times of tighter budgets; adapting service provision to demographic, technological and societal changes; and improving the business climate through fewer and smarter regulations and better services in support of growth and competitiveness. Experience in Europe in the past two decades shows different administrative reform paths and results<sup>1</sup> mainly due to different degree of reform capacity, sustainability of reform approach, coverage and a 'fitting context'. The "New Public Management" wave of reforms in older Member States addressed domestically recognised needs to reduce the size of government and make administration more efficient. Change has been rationalised through the accumulated management experience and exchange with peers. In new Member States, the "first wave" of reforms began with the EU accession requirements<sup>2</sup> for establishing professional and depoliticised civil service systems. The limited internal capacity was compensated with externally managed support. Limited strategic orientation and ownership of reforms<sup>3</sup> led to mixed results<sup>4</sup>.

Recently, the fiscal crisis has reinforced the relevance of public administration downsizing, outcome and result-orientation, and reduction of bureaucracy across Europe. Administrative culture however tends to produce important differences in the operationalisation of these principles in management-oriented public administrations and in more legalistic ones<sup>5</sup>. The need for quick results is another reason why on many occasions the focus is only on budgetary consolidation, cutting staff and salaries, instead of rethinking the scope of government and investing in the capacity

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<sup>1</sup> Christopher Pollitt and Sorin Dan. 2011. COCOPS Policy Brief 1: The Impact of New Public Management (NPM) Reforms in Europe. see [http://www.cocops.eu/wp-content/uploads/2013/07/COCOPS\\_PolicyBrief\\_1\\_newlayout.pdf](http://www.cocops.eu/wp-content/uploads/2013/07/COCOPS_PolicyBrief_1_newlayout.pdf)

<sup>2</sup> <http://www.sigmaweb.org>

<sup>3</sup> For more information see thematic evaluations of the PHARE programme.

<sup>4</sup> Meyer-Sahling, J. (2009), "Sustainability of Civil Service Reforms in Central and Eastern Europe Five Years After EU Accession", SIGMA Papers, No. 44, OECD Publishing; Also WB, Administrative capacity in the new EU Member States: the limits of innovation? See <http://documents.worldbank.org/curated/en/2007/06/8187914/administrative-capacity-new-eu-member-states-limits-innovation>

<sup>5</sup> Gerhard Hammerschmid, Steven Van de Walle, Anca Oprisor and Vid Štimac. September 2013. COCOPS Policy Brief 4: Trends and Impact of Public Administration Reforms in Europe: Views and Experiences from Senior Public Sector Executives. see <http://www.cocops.eu/wp-content/uploads/2013/10/Policy-brief-wp3.pdf>

of civil servants, as a basis for designing and delivering better quality of policies and services.

The EU has no specific competences in the administrative sphere but still has a strong indirect impact on the administrative practice in Member States through the administrative standards set in the *acquis*, the transfer of best practices with EU financial instruments, the promotion of management practices of its own institutions, etc. Smart administration, development of human capital and related ICT of administrative and public services were seen as a fundamental requirement for economic growth and jobs already with the renewed Lisbon agenda. In response to the needs, in the 2007-2013 programming period<sup>6</sup> institutional capacity building became a key policy priority for the European Social Fund. The support was intended to go beyond the technical assistance for the better management of EU funds and assist the ongoing administrative reforms. Altogether, about EUR 2 billion of European Social Fund (ESF) and European Regional Development Fund (ERDF) were allocated to measures supporting the quality of public administration in 19 Member States.

In 2014-2020, the European Structural and Investment (ESI) Funds<sup>7</sup> should be the catalyst for achieving the objectives of the Union Strategy for smart, sustainable and inclusive growth. Through the European Semester<sup>8</sup> the European Commission undertakes every year a detailed analysis of EU Member States' programmes of economic and structural reforms and provides them with proposals for Council recommendations (Country Specific Recommendations, CSRs)<sup>9</sup> for the next 12-18 months. The ESI Funds will serve as an effective means to support the implementation of the CSRs. In 2014 some 20 Member States have received country specific recommendations (CSRs) in the area of public administration. 17 of them have programmed support to address the challenges under the specific thematic objective "*enhancing institutional capacity of public authorities and stakeholders and efficient public administration*" (TO11)<sup>10</sup> for a total of about EUR 4.2 billion.

In this context, understanding of public administration characteristics and dynamics in Member States is critical for the Commission in order to be able to provide for effective implementation of the ESIF investments, and/or other support and maximise EU value added. Furthermore, any future EU initiatives in this area - be they related to funding, policy or dialogue with Member States - need to be based on a sound understanding of context, needs, opportunities and challenges, as well as drivers and obstacles to administrative reform, in order to be able to respond with a targeted and customised approach that fits the specific needs of the respective Member State.

In this context the European Commission carried out a project "Support for developing better country knowledge on public administration and institutional capacity building" (hereafter EUPACK – European Public Administration Country Knowledge). The project

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<sup>6</sup>Community strategic guidelines on cohesion (2006/702/EC) For more information, see: <http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:32006D0702&from=EN>

<sup>7</sup>From the European Social Fund (ESF) and the European Fund for Regional Development (ERDF)

<sup>8</sup>For more information, see: [http://ec.europa.eu/europe2020/making-it-happen/index\\_en.htm](http://ec.europa.eu/europe2020/making-it-happen/index_en.htm)

<sup>9</sup>CSRs adopted for the coordination of the economic policies (Article 121(2) of the Treaty) and CSRs adopted for the coordination of the employment policies of the Member States (Article 148(4) of the Treaty). For more information see [http://ec.europa.eu/europe2020/index\\_en.htm](http://ec.europa.eu/europe2020/index_en.htm)

<sup>10</sup>Full title of the thematic objective: 'enhancing institutional capacity of public authorities and stakeholders and efficient public administration'

aims to ensure consistent and coherent knowledge on the characteristics of public administrations across all EU Member States; to deepen the understanding of public administration functioning based on common approach and methodology, and capture of reform initiatives and dynamics; to understand the role of external (EU funded) support to administrative reform process.

The current study was produced under task 1 "Key characteristics of public administration in Member States" which developed a substantive overview of public administration systems, culture and functions. It combined both quantitative and qualitative analysis in order to understand and draw conclusions on the formal and informal institutional systems, capacity, performance and management of public administrations on the basis of that analysis. The quantitative (indicator/data-based) and qualitative interpretative analysis aims to:

- 1) Develop a consistent country overview on the formal and informal characteristics of public administration systems and its functioning in the different Member States
- 2) Provide a systematic and comparative status quo synthesis of key areas of institutional capacity building in each of the different Member States with regard to capacity, management and performance of public administration.

The information for the study was collected between the end of 2016 and April 2017 by the EUPACK country experts from all EU Member States. We would like to thank them for their commitment: Isabell Egger-Peitler and Markus Höllerer (Austria), Wouter Van Dooren (Belgium), Emilia Zankina (Bulgaria), Ivan Koprić (Croatia), Andreas Mallouppas and Takis Stylianides (Cyprus), David Špaček and Juraj Nemec (Czech Republic), Carsten Greve (Denmark), Cerlin Pesti and Tiina Randma-Liiv (Estonia), Turo Virtanen (Finland), Fabrice Larat and Robin Maillard (France), Kai Wegrich and Gerhard Hammerschmid (Germany), Dimitri A. Sotiropoulos (Greece), György Hajnal (Hungary), Richard Boyle (Ireland), Denita Cepiku (Italy), Iveta Reinholde (Latvia), Vitalis Nakrošis (Lithuania), Danielle Bossaert (Luxembourg), Emanuel Camilleri (Malta), Frits M. van der Meer (Netherlands), Stanislaw Mazur (Poland), César Madureira (Portugal), Tanase Stamule (Romania), Juraj Nemec (Slovakia), Gregor Virant and Iztok Rakar (Slovenia), Salvador Parrado (Spain), Helena Wockelberg and Shirin Ahlbäck Öberg (Sweden), Elke Loeffler and Tony Bovaird (United-Kingdom). This report presents the synthesis of the country information and puts the focus on the comparative aspects (similarities and differences).

**Chapter 1** provides comparative data on the size of government in the 28 EU MS. It presents key indicators and analysis the size of government using expenditure and employment data both with regard to country comparisons and longitudinal development for the post-financial crisis period 2010-2016. Based on central government share of expenditures and employment the chapter also looks at the different degrees of decentralisation of the EU MS.

**Chapter 2** puts the focus on the Scope and Structure of Government. This chapter deals with core features of the state system and especially the multi-level governance of allocating government responsibilities and competencies to different tiers of government. The chapter provides a comparative overview of how the distribution of power between the different government levels related to different policy areas is

organised. On the other hand, some key information on the structure of executive government will be provided in this chapter.

The key features of the Member States' civil service systems are covered in **chapter 3**. This chapter analyses the status and categories of government employees (e.g. civil servants vs. public employees) but also describes the national systems based on categories such as career vs. position-based systems, closedness/openness of civil service, coherence between different government levels and difference to private sector employment from a cross-country comparative perspective. This chapter also introduces key characteristics of the central government human resources management system with regard to how it is organised and key functions such as recruitment and selection, appraisal, remuneration and specific systems for top executives.

The politico-administrative system and the societal context of public administration and the administrative tradition and culture are the two main components of **chapter 4**. The first part describes key features of the state system such as elite decision-making including the link of politics with business, degree of corporatism and role of organised interest groups on policy making but also the importance of stakeholder dialogue and citizen participation in the Member States. With regard to administrative tradition and culture key elements of administrative traditions such as managerialisation and regulatory density, administrative autonomy and public service bargains are described but the chapter also presents some national culture indicators from Hofstede.

The final **chapter 5 on administrative capacity and public administration performance** aims for an indicator-based assessment of both capacity and performance of public administration in the EU Member States. This report does not aim at providing an official assessment and ranking of public administration in the European Member States. It should rather provide keys to the reader in order to understand how EU countries perform in selected areas of public administration, bearing in mind the limitations of the indicators presented. The analysis is conducted according to five dimensions (1) Transparency and Accountability, (2) Civil Service Systems and HRM, (3) Service Delivery and Digitalisation, (4) Organisation and Management of Government, and (5) Policy Making, Coordination and Implementation<sup>11</sup> plus an additional analysis of overall performance. As a basis for this analysis 28 cross-country comparative indicators (European Commission, Eurostat, World Bank, UN, OECD, the Quality of Government Research at the University of Gothenburg or the Bertelsmann Foundation, etc.) were selected and agreed by the EC as contracting authority.<sup>12</sup>

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<sup>11</sup> Based on different frameworks/sources (e.g. tender, national sources, existing Quality of Public Administration fiche, toolbox, OECD methodological guidelines, public management research) these 5 key dimensions of public administration (reform) have been distinguished and are used throughout the EUPACK project.

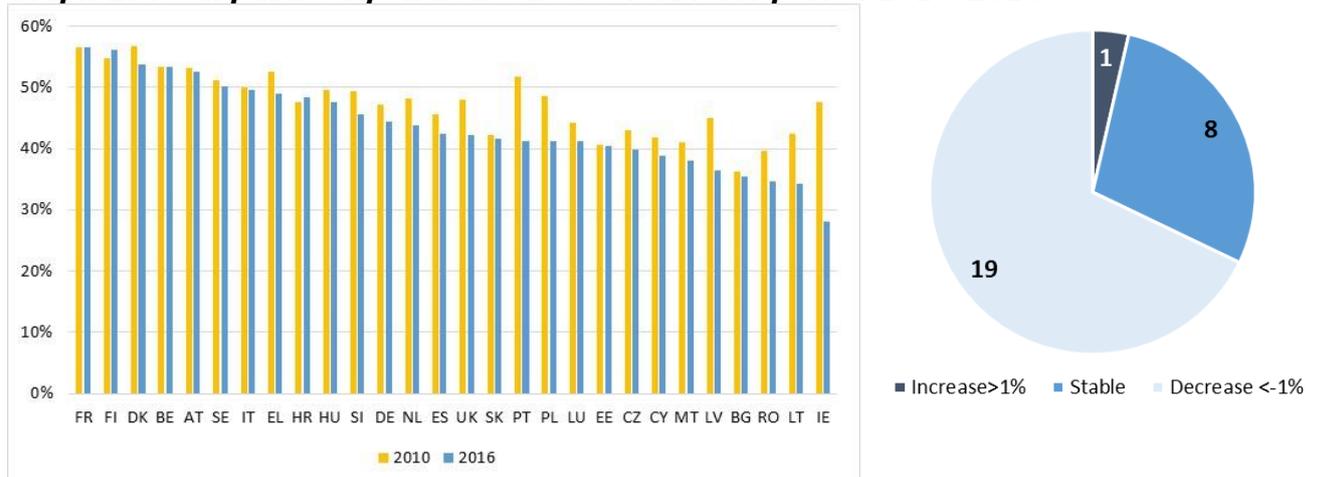
<sup>12</sup> The full overview of selected indicators can be found in Annex 6.

## CHAPTER 1: SIZE OF GOVERNMENT

"*Much more important than the size of government is its quality ...*" Francis Fukuyama concluded in his influential book *Political Order and Political Decay* (2014). Nonetheless size of government always has been a key concern and issue for governments worldwide, especially in the aftermath of the financial crisis. A key reason is the continuing substantial share of government in the EU 28 both in financial terms (average of 46.6% of GDP in 2016 according to Eurostat<sup>13</sup>) and in employment terms (the whole public sector, including health and education, accounting to 25% of total employment in 2013) for the EU 28.<sup>14</sup>

In terms of 'public expenditure quota', i.e. the share of total public expenditure as a share of Gross Domestic Product, the EU Member States' public sectors vary from 28.1% (Ireland) to 56.5% (France) of the GDP, according to the 2016 Eurostat data. In six EU countries public expenditure is higher than 50% of GDP, whereas eight countries have a share lower than 40% (see graph 1).

**Graph 1: Total public expenditure as % of GDP for period 2010-2016**



**Source:** Own calculations based on Eurostat<sup>15</sup>

EU Member States experienced a substantial increase of **government size in terms of expenditures** in the aftermath of the 2008 financial crisis. 18 EU Member States have been able to substantially decrease public expenditure as a share of GDP in the period from 2010 to 2016. The strongest efforts are observed in Ireland, Portugal, Lithuania, Latvia and Poland, also Czech Republic, Denmark, Greece, Malta, Netherlands, Romania, Slovenia, Spain and UK. They were able to reduce the share by more than 3% points. Finland in contrast was the only country where an increase of

<sup>13</sup> <http://ec.europa.eu/eurostat/web/national-accounts/data/database> Accessed on 6th June 2017.

<sup>14</sup> Eurofound, ERM Annual Report 2014.

<sup>15</sup> Total expenditure in EUR million/GDP in EUR million \*100. For Ireland data from 2011 instead of 2010 are used due to an exceptionally high share in 2010 caused by one-off measures to save the banking sector, which are still visible – albeit to a smaller degree – in the rather high share in 2011. The large drop between 2010 and 2016 can also be explained by how the GDP is measured according to the new rules for the national accounts, which are problematic for Ireland due to the large share of multinational activity in the economy.

1.4% could be observed which came on top of an already rather high level of public expenditure in 2010. It has to be noted that this indicator is very sensitive to contractions or expansions in GDP and does not reveal the real cutback efforts. Even though the 'public expenditure quota' is one of the main indicators used on the size of government these considerations show the limits of such a comparative exercise, as individual situations during the observed period have to be carefully assessed. Overall, for the period 2010-2016 one cannot observe a convergence with regard to this indicator. On the contrary, we can see that countries with an already lower share of government expenditures in 2010 tended to show a stronger decrease, whereas most countries with an already high share in 2010 remained at a rather high level.

**"Public employment" data**, i.e. the share of public employment in total employment, are also widely used in comparative public administration studies to indicate the size of government and allow a different angle to assess size of government. However, such comparisons suffer from a clear lack of reliable and comparable data regarding public employment in the EU Member States. One of the main issues while collecting data is that national statistics office and international institutions do not use the same definitions and methodologies, leading to inconsistencies between countries and confirming a clear need for improving data validity and consistency in this area.

Broadly defined, public employment refers to the staff employed by a public institution or corporation. Public employees include civil servants but also employees whose status is regulated by private law and temporary staff. However, the demarcation between public employment in services of general interest, public sector and public administration is a first important clarifier. Graph 2 below uses Eurostat NACE-based proxies to compare the size of the public employment in the EU Member States for the year 2013 based on three definitions:

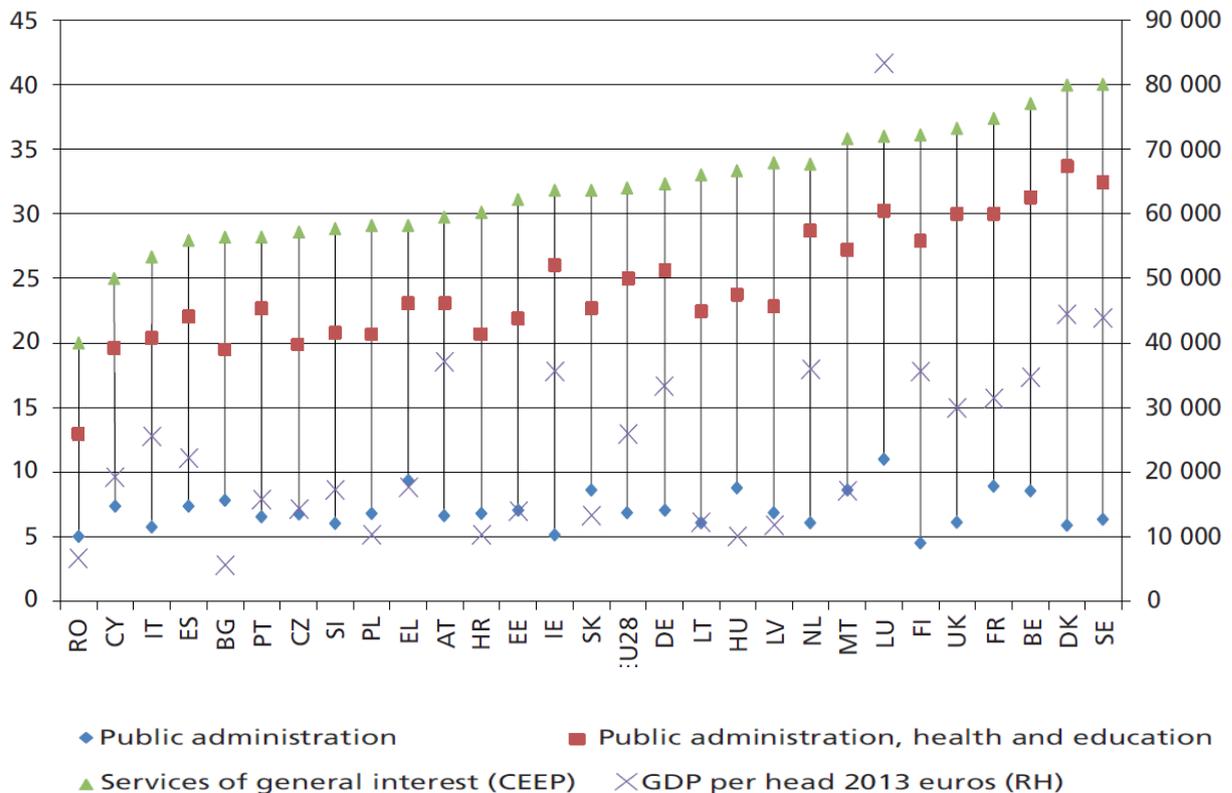
- **"Services of general interest" employment:** 29.7% of the EU workforce is employed in broader defined "services of general interest" (green dots in graph 2- see also glossary) which also comprises private sector employment in areas such as education and health<sup>16</sup>, as well as public corporations, and represents the broadest definition of public sector employment. The country shares range from 20.0% in Romania to 40.0% in Denmark and Sweden.
- **"Public sector" employment:** Excluding private sector employment in these areas leads to employment in the three mainly publicly funded sectors public administration, health and education (red dots). Based on this commonly used definition the share of public sector employment in the 28 EU Member States amounts to 25% of total employment. The country shares range from 12.9% in Romania to 33.7% in Denmark.
- **"Government /Public administration" employment:** Excluding areas such as health and education (blue dots), government employment represents only 6.9% of the workforce in the EU. This corresponds to the data used in graph 3

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<sup>16</sup> This data has been collected by Cambridge Econometrics for a study commissioned by the European Centre of Employers and Enterprises providing public services (May 2013). [http://www.ceep.eu/wp-content/uploads/2014/07/Mapping-Public-Services-project\\_final-experts-report\\_May-2013.pdf](http://www.ceep.eu/wp-content/uploads/2014/07/Mapping-Public-Services-project_final-experts-report_May-2013.pdf)

(Code O of the Eurostat NACE classification). The country shares range from 4.9% in Romania to 11.0% in Luxembourg.

**Graph 2: Size of public sector employment, EU28, 2013** (in % of the total labour force)



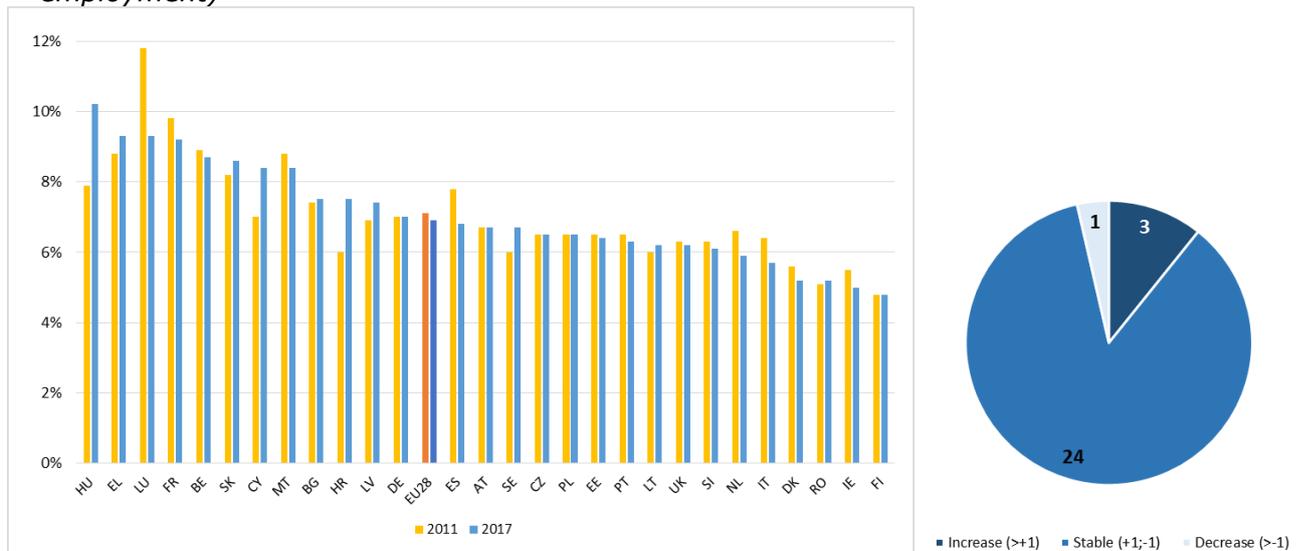
**Source:** Eurofound, *European Restructuring Monitor annual report, 2014*

*Note:* The left axis refers to employment in the public administration or services of general interest as a share of the labour force (in %), while the right axis refers to the GDP per head (in euros).

From a comparative perspective, the relative share of employment in services of general interest and the broad public sector is clearly higher in the Scandinavian and Continental European countries (esp. Sweden, Denmark, Belgium, France, Finland, Luxembourg and the Netherlands) as well as the UK and Malta and lower in most Eastern European (the Baltic countries, Slovakia and Hungary as exception) and Southern European countries. With regard to the narrower public administration definition (government employment) we find a much higher consistency among the EU 28 with only 6 countries showing a share higher than 8% (Luxembourg, Greece, France, Hungary, Belgium and Malta)

According to 2017 Eurostat data (see graph 3), government employment (excluding public corporations) relative to total employment has been rather stable between 2011 and 2017 in the vast majority of EU Member States. Only in three countries an increase of more than 1% can be observed: Hungary (from 7.9% in 2011 to 10.2% in the first quarter of 2017), Croatia (from 6% to 7.5%) and Cyprus (from 7% to 8.4%). Only Luxembourg registers a decrease larger than -1%, from 11.8% of the labour force in 2011 to 9.3% in the first quarter of 2017, but still has one of the largest shares of all EU Member States.

**Graph 3: Evolution of size of government employment** (in % of the total employment)



**Source:** Eurostat NACE<sup>17</sup>, 2011 and first quarter of 2017.

Similar to the expenditure-based size of government indicators these data do not necessarily reflect the real evolution of government size, as in many countries employment in the private sector substantially decreased in the aftermath of the economic and financial crisis. Other countries have been constrained to freeze recruitments in the public sector (in particular the countries under the assistance of the EU and the IMF such as Cyprus, Greece, Portugal, and Italy) but as a share of labour force these measures are less visible. In a survey of 18 EU countries in 2010 (Parrado 2010), a majority of countries indicated that the crisis had a medium or high impact on public sector employment. A study conducted in the frame of the COCOPS survey (Kickert et al., 2013) showed that out of the 13 EU Member States under consideration, all had applied some recruitment freeze and/or staff reductions between 2008 and 2012.

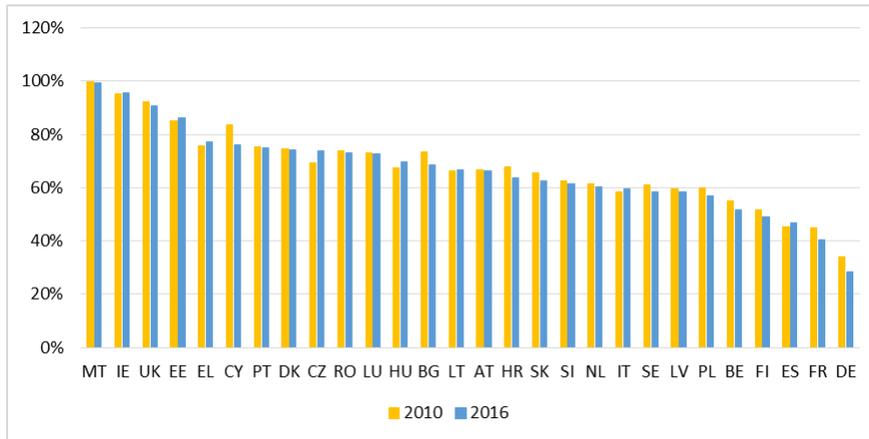
**“Core public administration” employment** (defined as general government employment (excluding public corporations) minus employment in social security functions, the army, the police, employment services, school and day-care, universities, and hospitals.) was used in the EUPACK project as a comparative proxy indicator to provide a more consistent definition of public employment across countries and overcome the limitations of NACE-based classifications (such as graph 3). Despite a lot of efforts, the data provided by national statistic offices is still a not fully comparable. Some countries report only the number of positions and not the number of employees in full-time equivalent. In others, more specific information for all government levels is sometimes lacking, again confirming the strong need for a more consistent EU-wide measurement of public sector employment. Being aware of the limitations and with a warning notice that some of the data reported here should be taken with caution, the EUPACK experts did an analysis on the share of core public

<sup>17</sup> Code O of the NACE classification. This section includes activities of a governmental nature, normally carried out by the public administration. Activities classified elsewhere in NACE do not fall under this section, even if carried out by public entities. For example, administration of the school system (i.e. regulations, checks, curricula) falls under this section, but teaching itself does not (see section P), and a prison or military hospital is classified to health (see section Q). Similarly, some activities described in this section may be carried out by non-government units.

administration employment (as % of general government employment) across EU Member States in which substantial ranges are noticed.<sup>18</sup>

Another interesting point of comparison is the difference in countries between the **tiers of government**. Germany France and Spain are the most decentralised countries in the European Union in terms of share of central government in public expenditures (see graph 4), while Malta, Ireland and the UK are the most centralised countries in the European Union. We see a rather high **variation of budgetary (de)centralisation** among the EU countries, and a rather high stability of the central

**Graph 4: Share of central government in total**



**Source:** Eurostat

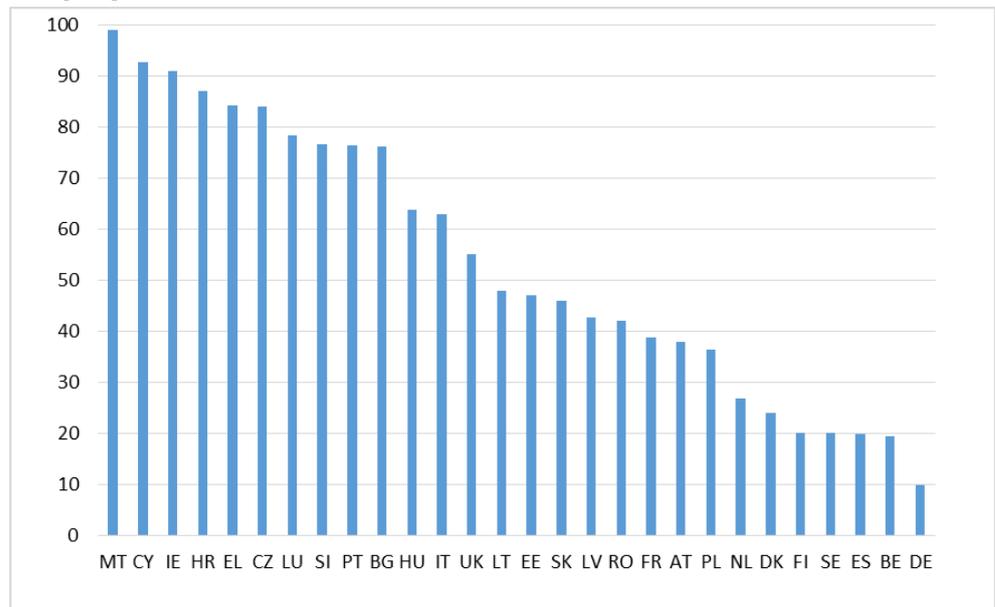
government's share in total expenditures in most EU countries.

For the time period 2010-2016 the overall picture is one of decentralisation (20 countries), albeit mostly to a rather low degree. For Cyprus, Germany, Bulgaria, France, Croatia, Slovakia, Poland and Belgium we see a decrease of

central government of more than 3%. The Czech Republic and Hungary are the only countries in which central government has increased with more than 2%.

With regard to public sector employment, again Germany and Spain, but also

**Graph 5: Share of central government in total public sector employment**



**Source:** EUPACK

<sup>18</sup>For more information on the reliability of data see annex 1. Numbers coloured in orange in the table.

Belgium, the Netherlands and the Scandinavian countries are the most decentralised countries with a central government share of less than 30% (see graph 5).

In stark contrast, central government employment amounts to over 80% of total employment in other countries (MT, CY, IE, HR, EL and CZ). Although the OECD also provides similar data on public employment in the most recent "Government at a glance" 2017 report, we have chosen not to use these numbers as not all EU countries are covered and the methodologies and definitions are not comparable with the data national experts have collected.

In some instances (e.g. Denmark) there is only a rather low correlation between (de)centralisation of public sector employment and public expenditures. Pollitt and Bouckaert (2017) explain this discrepancy with the fact that subnational governments run many of the central government's programs and thus have a higher need of human resources, while the financial resources are provided by central government (Denmark and United-Kingdom for example). Overall, this discrepancy of degree of (de)centralisation with regard to public employment and public expenditures would be of interest for further analysis. Such data, however, can be better understood with a focus on State structure and on the repartition of competences according to the levels of government, which is the object of chapter 2.

## CHAPTER 2: SCOPE AND STRUCTURE OF GOVERNMENT

### 2.1 State system and multi-level governance

Decentralisation reforms have been a key thrust of public administration reform in many Member States with a redistribution of competences and resources between government tiers (Kuhlmann and Wollmann 2014). Most decentralisation reforms were adopted in the 80s-90s, but some of the EU countries have created or strengthened their regional level later (for example 2004 in Romania or 2009 in Malta). More recently, we observe in some EU countries a movement towards the reduction of the number of local or regional governments (for example in the Netherlands in 2007, in France in 2016 and in Germany in many states over the last decade) or the suppression of an administrative tier with a redistribution of its competences (for example provinces in Italy in 2013, county administrations in Latvia in 2010). Such reforms are mostly presented as a way to rationalise public expenditure and to clarify and strengthen responsibilities and competences between administrative tiers.

The large majority of EU Member States now has two or three **administrative tiers**, while seven Member States have four administrative tiers, and Portugal five. The presence of more than three administrative tiers is generally observed in large Member States with Austria, Belgium and Portugal as exceptions. In Belgium the high number of administrative tiers on a small territory is explained by the presence of different communities (based on language) and regions (based on territory, with Flanders, Wallonia and Brussels). In Portugal, two autonomous regions (the archipelagos of Madeira and Azores) exist beside the districts, municipalities and parishes.

**Table 1: Number of administrative tiers**

Countries with 2 administrative tiers	Countries with 3 administrative tiers	Countries with 4 administrative tiers	Countries with 5 administrative tiers
CY, EE, FI, IE, LV, LT, LU, MT, SI	BG, HR, CZ, DK, EL, HU, NL, RO, SK, SE, UK	AT, BE*, FR, DE, IT, PL, ES	PT

**Source:** EUPACK; \*BE also has district councils (5<sup>th</sup> tier) but only in the city of Antwerp.

According to Pollitt and Bouckaert (2017, 49-51), state structure can be analysed along two dimensions: The “**vertical dispersion of authority**” and “the degree of **horizontal coordination** at central government level” (see chapter 2.2). Most European Union Member States have a unitary State structure (see table 2), defined by Pollitt and Bouckaert (2017, 51) as countries in which there is “no *constitutionally entrenched* division of power. Central government retains ultimate sovereignty, even if particular authority is delegated to subnational tiers of government.”

**Table 2: State structure**

Federal	Unitary
AT, BE, DE, ES*, UK*	BG, CY, CZ, DK, EE, EL, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK

**Source:** EUPACK; \*Federal in practice

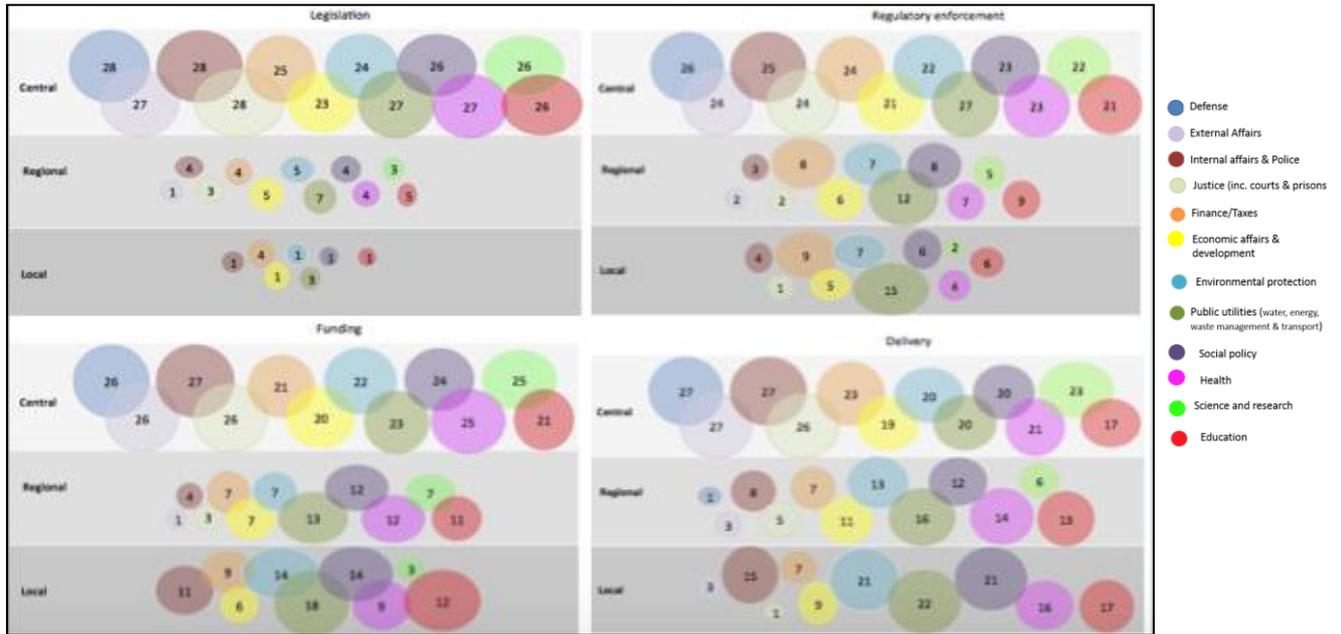
De facto unitary states can have either a centralised or a decentralised exercise of authority. Among the federal states, only Germany appears as a fully-fledged federation, while other Member States only have a quasi-federal structure. Austria has been described as a “centralised federal State” (Pelinka, 2009), the principle of subsidiarity is not well anchored and the distribution of competences between government tiers appears complex. Belgium, Spain and the United-Kingdom’s State structures are characterised by asymmetries between the regional/state governments in terms of competences.

Regarding the **distribution of competences** between government levels, graph 6 shows that for most sectors and countries, legislative function is concentrated at the central level. For regulation and funding the picture is more mixed, with public utilities, education, police, social policy, taxes, and environmental protection being commonly also under the responsibility of regional or local governments in many countries (in several countries in form of a shared responsibility). Provision is largely shared among the different levels of government and local governments participate in the provision of services mostly in the areas of public utilities, social policy, environmental protection, education, health and police.

The specific constellation of how these competencies are allocated to the different government tiers for different policy fields however varies substantially between the different EU Member States. For example, in the area of education in decentralised countries, regions (respectively states) have an exclusive competence and there is a clause of non-cooperation with the federal level in Germany while in Spain basic legislation remains a competence of the central government. On the other hand, in Denmark and Greece (two centralised countries in the EU) legislation and funding in the area of education are competences of the central government (funding shared with local governments in DK). The following graph shows the distribution of competences between government tiers in the EU28. Each “bubble” corresponds to a policy field (see legend) and shows the number of countries in which the competence is exercised at central, regional and local level. As in many countries competences are shared between several government tiers the total number can exceed 28.

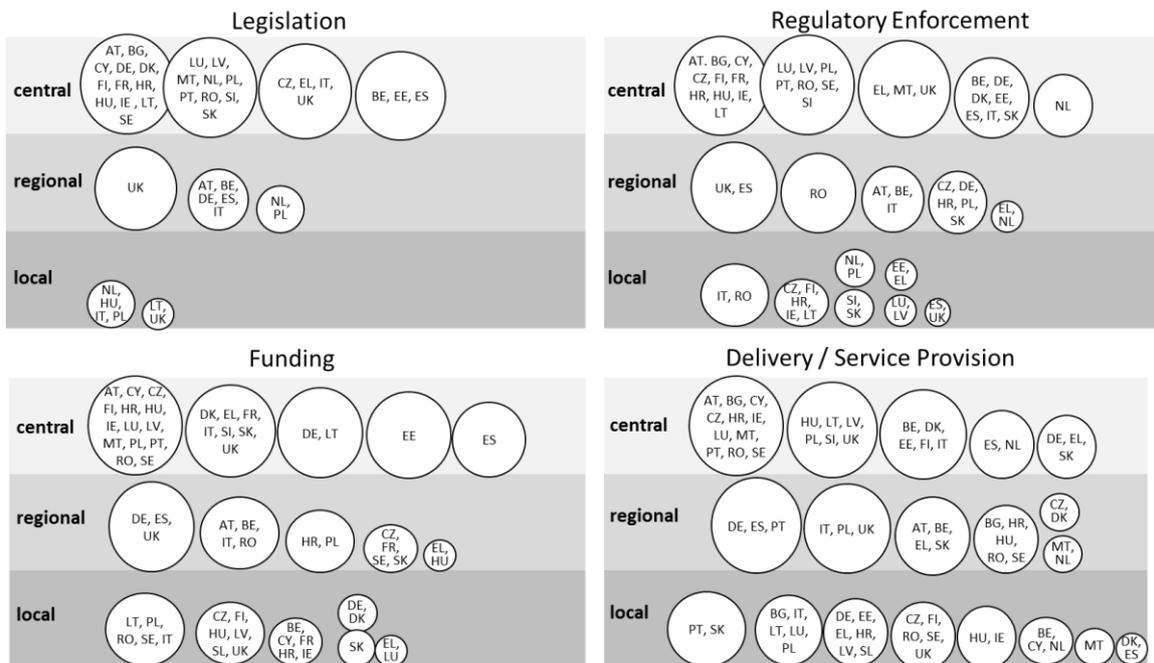
Graph 7 summarises the same information by country. The size of each ball indicates the number of policy fields where the respective level has legislative, regulatory, etc. competencies. We can see the very high diversity of countries with regard to allocating legislative, regulatory, funding and provision competencies to the various government levels. Moreover, we can distinguish between the ‘separationist model’ in which local and central governments have distinct competences and exercise them independently (mainly Anglo-Saxon and Nordic countries), and “administrative integrated models” in which the different levels interact strongly and local government exercise both their responsibilities and tasks delegated by the central government, i.e. mainly South European and Central and Eastern European countries (Kuhlmann and Wollmann 2014).

**Graph 6: Distribution of competences between government tiers**



**Source:** EUPACK, own calculations

**Graph 7: Distribution of competences between government tiers; analysis by country**



**Source:** EUPACK, own calculations

However, 'separationist models' do not preclude from decentralised implementation of policies while some countries with 'administrative integrated models' are characterised by a rather centralised implementation of policies. Table 3 shows that the EU Member States according to our country experts are distributed rather evenly between state systems promoting a centralised and decentralised implementation of policies. However, these two categories do not always appear clear cut. The Czech Republic and the United-Kingdom are both showing features of centralised and decentralised implementation depending on the policy field. In Greece implementation is in principle decentralised but in practice central government exercises a strong oversight on implementation and gives detailed instructions to decentralised services on how to interpret and apply legislation. This also has implications for administrative reform as, according to Pollitt and Bouckaert (2017), reforms in highly decentralised states (unitary or federal) "are likely to be less broad in scope and less uniform in practice than in centralised states". Moreover, in highly decentralised states service delivery is less likely to be the object of a reform from central government.

**Table 3: Implementation**

Centralised implementation	Decentralised implementation
BG, CY, CZ*, EE, HU, HR, IE, IT, LU, MT, PT, PL, RO, SI, SK, UK*	AT, BE, CZ*, DK, DE, EL**, ES, FI, FR, LT, LV, NL, SE, UK*

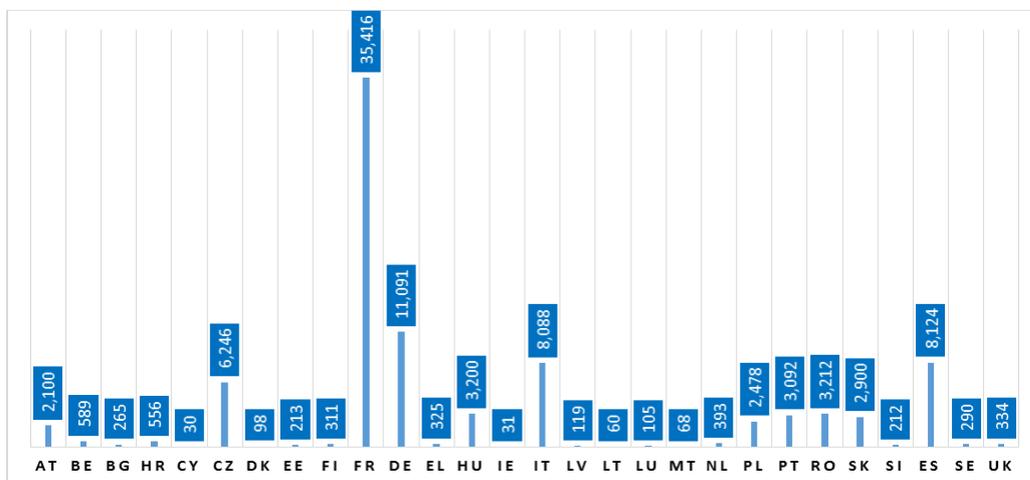
**Source:** EUPACK

\* Mix of centralised and decentralised implementation.

\*\*Partially decentralised, but heavily monitored from the central government.

The **number and size of local government entities** also varies substantially across the Member States of the European Union (graph 8; see also annex 2). While France by far ranks top in terms of number of municipalities (35,416), the country ranks rather same with Czech Republic and Slovakia with regard to population per local government entity (see graph 9). The Czech Republic is furthermore characterised by a high complexity of the local government structure, with different categories of municipalities according to the amount of State administration they exercise. At the other end of the spectrum, the Netherlands, United Kingdom and Ireland overall seem to have a more compact local government structure, with more than 150,000 inhabitants on average per local government entity.

**Graph 8: Number of local governments in the EU Member States**

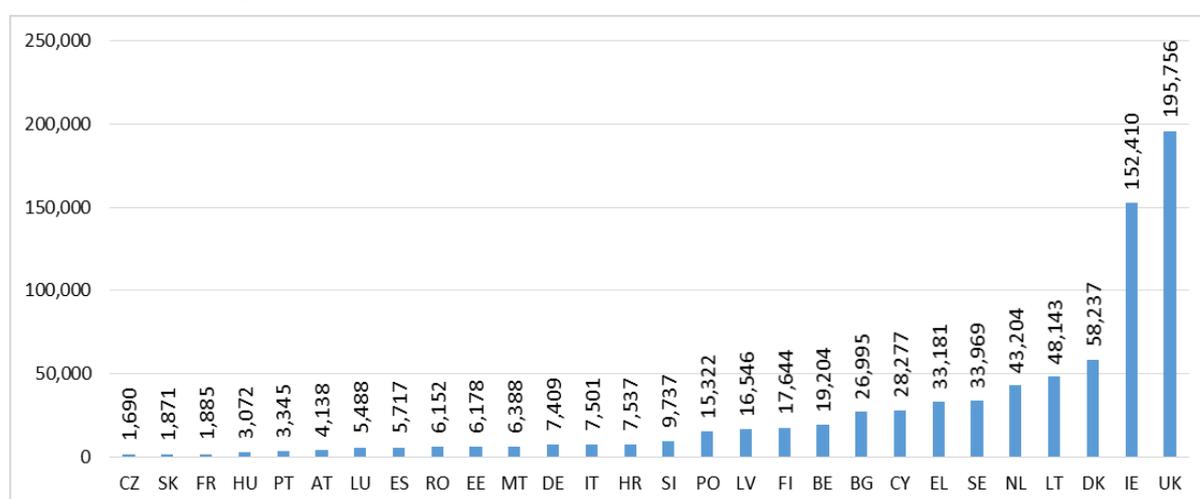


**Source:** EUPACK, Council of European Municipalities and Regions 2016

*Note: This graph takes into account the lowest tier of governance in each country, in most cases the municipalities. In Estonia a reform to substantially reduce the number of local governments is ongoing, but the final numbers are not known at the time of writing.*

These numbers however do not reflect the territorial organisation of the countries. Slovenia for instance is in the EU median regarding the average size of municipalities, but its territory is highly fragmented with 50% of municipalities counting less than 5,000 inhabitants. Many EU Member States have engaged in reforms to either reduce the number of municipalities (Czech Republic abolishment of some district offices in 2002, Estonia forecasted in 2017, Greece merging of municipalities in 2011, Latvia merging of municipalities in 2009), or to create joint bodies between municipalities in order to share tasks and costs (France, Hungary, Italy, Luxembourg, Slovenia), with more or less success. Graph 8 indicates a clear potential for further reductions of the number of local government entities in many EU Member States in order both to increase efficiency and improve administrative capacity.

**Graph 9: Average population per local government entity**



**Source:** EUPACK, Council of European Municipalities and Regions 2016 and Eurostat 2016 for population size

*Note: In Estonia a reform to reduce substantially the number of local governments is ongoing, but the final numbers are not known at the time of writing.*

## 2.2. Structure of executive government (central government level)

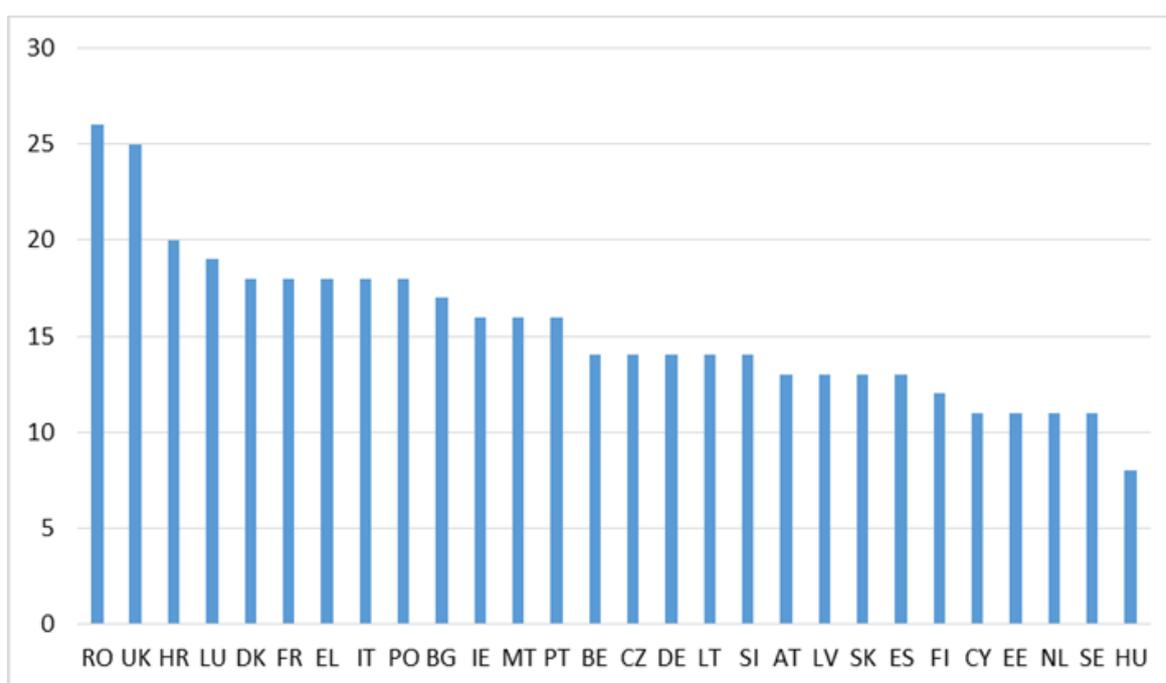
With regard to the political strength of executive government we can find a rather even distribution of consensual, intermediate and majoritarian systems in the 28 EU Member States. Majoritarian governments are constituted by single-party majorities, while consensual governments are composed of minority cabinets and grand coalitions (Pollitt and Bouckaert, 2017). With regard to the implementation of public administration reforms it can be argued that they tend to be deeper and more rapid in majoritarian regimes as consensual governments have to build agreements among parties defending diverging interests. However, Pollitt and Bouckaert (2017) point out that consensual systems may increase the stability and legitimacy of reforms as these are perceived as having emerged from a broad consensus.

**Table 4: Executive government**

Consensual	Intermediate	Majoritarian
AT, BE, BG, EE, FI, DK, LU, LV, NL, SE	CY, DE, FR, IE, IT, LT, PL, SI	CZ, ES, EL, HR, HU, MT, PT, RO, SK, UK

**Source:** EUPACK

Similarly to the findings on the vertical dispersion of power (see chapter 2.1), the collected country information highlights strong variation regarding the **horizontal coordination/fragmentation of executive government** in the EU Member States despite common reform trends in the last 20 years. With regard to the horizontal dispersion of power of executive government the **number of ministries** varies from 8 (Hungary) to 25 (Romania) and 26 (UK). Interestingly the number of ministries does not seem to be related to the size of the country. In smaller countries such as Croatia, Luxembourg or Denmark for example it exceeds the number of ministries in much larger countries such as Germany, Spain or the Netherlands.

**Graph 10: Number of ministries in 2017**

**Source:** EUPACK

The creation of agencies was spurred by the “New Public Management” approach of separating political leadership and administrative implementation and providing more autonomy for public managers (“let the managers manage”). However, the comparative analysis is rather difficult due to the absence of a uniform definition of agencies both across Member States and inside single countries. For many countries our experts highlighted that the legal form, autonomy, and structure of agencies vary

and there is a lack of a consistent model. The definition of an agency provided by the COBRA network<sup>19</sup> includes the following characteristics:

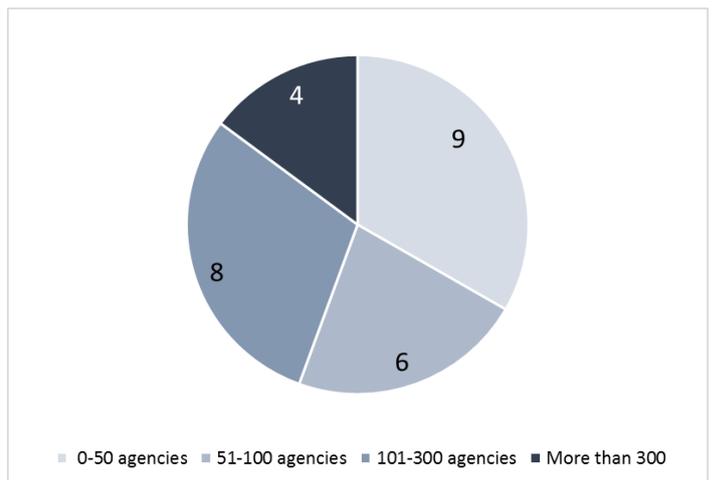
- It is structurally differentiated from other organisations
- Some capacity for autonomous decision-making
- Some expectation of continuity over time
- Performs some public function
- Has some personnel and some financial resources
- It is created by government, funded for a major part by government or under administrative scrutiny by government.”

Based on this definition we found a rather high variety between EU Member States with regard to their number of agencies (see graph 11). Distinct patterns of agencification in the EU Member States (see also annex 3) can be linked to the number of agencies. While countries such as Ireland, the Netherlands, Sweden or the UK have more than 300 agencies, smaller countries such as Cyprus, Malta but also Poland or Italy have only a very low number of less than 25 agencies.

**Graph 11: Distribution of the EU countries according to the number of agencies**

In some Central European countries such as Belgium, France, Germany, Luxembourg or Poland the agencification reform wave has been less influential and agencies remain in limited numbers and not a key characteristic of executive government.

The UK and Ireland have been at the forefront of agencification with a large number of new agencies being established in the 90s. In Sweden, Finland and Denmark (but also the Netherlands and Austria), agencies already existed prior to the New Public Management reforms and are part of the administrative tradition. Their number has substantially increased over the last two decades, with the exception of Sweden where the number of agencies has decreased mainly due to mergers. The Scandinavian model is one of small-sized government offices and semi-autonomous executive state agencies and has been labelled “administrative dualism” in Sweden. In many Central and Eastern European countries there has been a ‘mushrooming’ of agencies during the EU accession phase, followed by some kind of de-agencification process after that (Hungary, Croatia, Estonia, Lithuania, Slovakia) leading to very different numbers of agencies.



**Source:** EUPACK and Verhoest et al. 2012

Their number has substantially increased over the last two decades, with the exception of Sweden where the number of agencies has decreased mainly due to mergers. The Scandinavian model is one of small-sized government offices and semi-autonomous executive state agencies and has been labelled “administrative dualism” in Sweden. In many Central and Eastern European countries there has been a ‘mushrooming’ of agencies during the EU accession phase, followed by some kind of de-agencification process after that (Hungary, Croatia, Estonia, Lithuania, Slovakia) leading to very different numbers of agencies.

It also seems that, in the countries affected most strongly by agencification, there is now a counter-movement towards a reduction in the number of agencies and a rationalisation of the structure of central government level organisations. For example,

<sup>19</sup> <http://soc.kuleuven.be/io/cost/index.htm>

in Ireland the number of agencies has been strongly reduced following the financial crisis in 2008.

We cannot find any direct relation between the number of ministries and the number of agencies. Some countries with a high number of agencies such as the Netherlands (574) and Sweden (345) have only rather small number of ministries, while the UK for example (350 agencies) has the second highest number of ministries (25).

The "Centre of Government" (CoG) is most often responsible for the coordination of administrative reform in the EU Member States. In a narrow definition, the CoG is composed of the institutions and departments that directly serve the head of government (Safege, 2015). The ministries that are most commonly involved in the coordination of administrative reform are the Ministry of Finance, the Ministry of Public Administration, and the Ministry of the Interior. These can be considered as being part of the CoG in a broader sense, as "institutions which perform coordination and monitoring functions for the entire government" (Safege, 2015, p.8). In the majority of cases, responsibilities are shared between different ministries or organisations and sectorial ministries can also be involved when their area of competence is the subject of the reform. Although the reform capacity of the government is lower in some EU countries with fragmented systems, in most countries we observe that the institutions with most steering capacity and cross-sectorial competences are in charge of the administrative reform.

**Table 5: Coordination of administrative reform**

	<b>Centre of Government</b>	<b>Ministry/ Body responsible for administrative reform</b>
<b>Austria</b>	Federal Chancellery	Federal Chancellery and Ministry of Finance
<b>Belgium</b>	The Chancellery of the Prime Minister	Minister of public affairs (except for ICT)
<b>Bulgaria</b>	Administration of the Council of Ministers	Consultative council at the Council of Ministers
<b>Croatia</b>	General Secretariat	Ministry of Public Administration and Ministry of Finance (Ministry of Regional Development when EU funds involved)
<b>Cyprus</b>	Presidency, Secretariat, Council of Ministers	Ministry of Finance (Department of Public Administration and Personnel) and Presidency (Unit for Administrative Reform and Development)
<b>Czech Republic</b>	Office of the Government	Ministry of Interior
<b>Denmark</b>	All ministries within their spheres, thus the CoG performs all CoG functions, in some sectors together with one of the leading ministries.	Ministry of Finance (with participation of Prime Minister when important and sectorial ministries in some areas)
<b>Estonia</b>	Government Office, Ministry of Finance, Ministry of Justice, Ministry of Economics	Mostly Ministry of Finance and Government Office (weak coordinating role, fragmented system)
<b>Finland</b>	Prime Minister's office, partially Ministry of Finance and Ministry of Justice	Ministry of Finance and Prime Minister's Office

<b>France</b>	General Secretariat of the Government and other secretariats	General Secretariat of the Government for modernisation (SGMAP- under the authority of the Prime Minister)
<b>Germany</b>	Federal Chancellery	Mostly Ministry of Interior (civil service regulation, e-government), Chancellor's Office (de-bureaucratisation and better law-making, evidence-based policy making) and Ministry of Finance (spending reviews) but fragmented system both vertically and horizontally.
<b>Greece</b>	Prime Minister's office (General Secretary of the Prime Minister), General Secretary of Government	Ministry of Interior and Ministry of Public Reconstruction
<b>Hungary</b>	Prime Minister's Office	Prime Minister's Office and State Reform Committee ( <i>Államreform Bizottság</i> -consultative body)
<b>Ireland</b>	Prime Minister's office (Department of the Taoiseach), Department of Finance, and the Department of Public Expenditure and Reform	Cabinet committee on social policy and public service reform chaired by the Taoiseach (prime minister), Minister for Public Expenditure and Reform, Civil Service Management Board (secretaries general of all the ministries) and reform programme boards at sectorial level.
<b>Italy</b>	Presidency of the Council of Ministers	Department of Public Administration at the Presidency of the Council of Ministers
<b>Latvia</b>	State Chancellery, Cross-institutional Coordination Centre (CICC),	State Chancellery and Ministry of Regional Development and Environmental Protection for territorial reform, and local administrations.
<b>Lithuania</b>	Prime Minister's office (Office of the Government), partially Ministry of Finance	Ministry of Interior in cooperation with the Office of the Government
<b>Luxembourg</b>	State Ministry, Cabinet of Ministers, Preparatory Cabinet of High Level representatives of the ministerial departments	Ministry of Civil Service and Administrative Reform (MFRA)
<b>Malta</b>	Prime Minister's office	Parliamentary Secretary responsible for Planning and Simplification of Administrative Processes within the Office of the Prime Minister and 2 agencies: Management Efficiency Unit and MITA (for ICT)
<b>The Netherlands</b>	All ministries within their spheres perform CoG functions, largely CoG functions are performed by the Ministry of General Affairs, including also the Prime Minister's office, partially Ministry of Finance and Ministry of Justice, Ministry of Interior, and Ministry of Economy	NA
<b>Poland</b>	The Chancellery of Prime Minister	Mostly Chancellery of the Prime Minister, for territorial reforms Joint Commission of Government and Self-government (at least formally)
<b>Portugal</b>	Secretariat of the Council of	Ministry of Presidency and

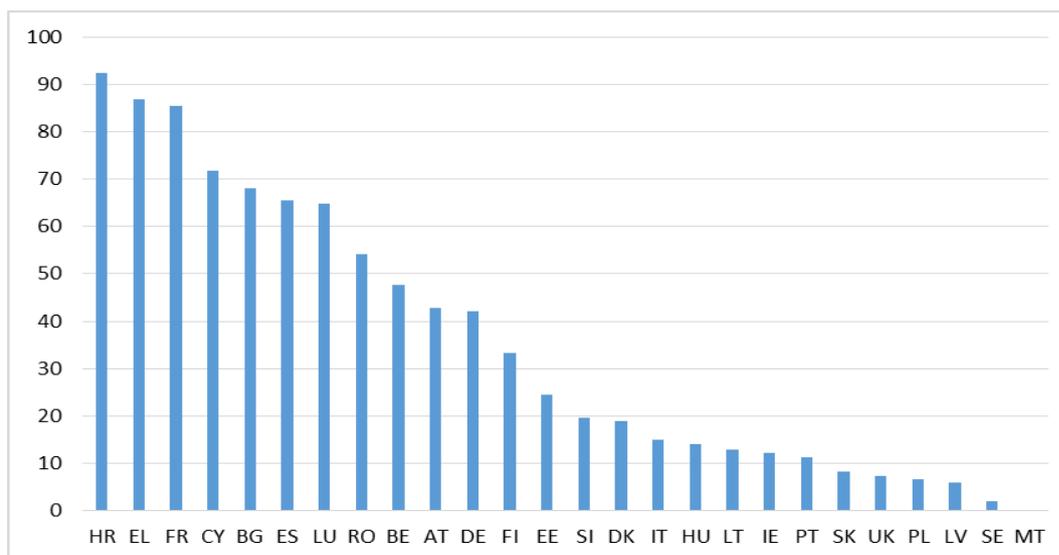
	Ministers, IT network management centre of the Government, National Security Office	Administrative Modernisation
<b>Romania</b>	General Secretariat	Ministry for Regional Development, Administration and European Funds
<b>Slovakia</b>	Prime Minister's office (Government Office)	Mostly the Ministry of Interior (Section for Public Administration), but also the Office of Government, Ministry of Labour, Social Affairs and Family, Slovak Office of Standards, Metrology and Testing. Management Committee for Public Administration Reform (advisory body)
<b>Slovenia</b>	Main role to Prime Minister's office general government secretariat, Office of Legislation but CoG rather fragmented with 12 government offices.	Ministry of Public Administration
<b>Spain</b>	Presidency of Government, Ministry of Presidency	General Direction of Public Governance (former Office for the Implementation of Administrative Reform- OPERA)
<b>Sweden</b>	NA	Ministry of Finance but fragmented system
<b>The United-Kingdom</b>	NA	Cabinet Office, in co-operation with HM Treasury

**Source:** Safeg B. 2015 (:15) for Centre of Government and EUPACK

### **CHAPTER 3: KEY FEATURES OF THE CIVIL SERVICE SYSTEM**

The staff, their knowledge, competencies, motivation, values and work ethics but also the way they are selected and managed (the HRM system) are essential for the capacity and effectiveness of public administration (e.g. Christensen and Gazley 2008). This is reflected in numerous reforms of both the overall civil service system but also HRM functions (such as recruitment and promotion, performance appraisal, motivation, compensation, training and development) and capacity building interventions in order to make civil service systems more effective. At the same time civil service systems continue to show substantial differences among the various EU Member States due to different historical traditions, legal and institutional foundations but also reform pressures and overall employment developments. Understanding the key characteristics of a country's civil service system is important to guide effective interventions and for long has been a focus of comparative public administration research.

The scope of the workforce, measured by comparing public employment to overall employment, is a starting point to assess civil service capacity from a quantitative perspective. Chapter 1 already revealed significant differences among the 28 EU Member States. Behind the overall government employment are, however, different types of employment. All EU Member States distinguish two main categories: 1/ a more traditional type of civil service, based on a specific and more protected public law status with unilateral appointment and 2/ public employment, based on civil law with employment conditions more similar or identical to private sector employment. The relative importance of these two groups varies substantially from one Member State to another, as shown in graph 12. Whereas in continental Europe (France, Luxembourg, Belgium, Austria and Germany) and especially in South-Eastern Europe (Croatia, Greece, Bulgaria, Cyprus, Spain and Romania) a large share of government employment is still based on civil servants (especially at central government level), most North and Eastern European countries have made a substantial shift towards contractual employment which is now clearly the standard model of employment. In Malta, for example there are no civil servants but only permanent public employees, whose employment conditions are regulated by the Labour law and collective agreements, but who are nevertheless subject to the rules of the Public Administration Act. Although the results presented in graph 12 give a first insight of the diversity of the Member State's civil services, these should however be considered as approximations given the lack of uniform definition and methodology used by the national statistics offices.

**Graph 12: Share of civil servants in public employment**

**Source:** EUPACK, based on national statistics (see annex 1)

Note: No data available for CZ and NL

Most EUPACK experts indicate that the share of contractual staff has increased over the last years and confirm the continuation of a trend already described by Demmke and Moilanen (2010). A more detailed country analysis (see annex 4) also makes it clear that the picture is more nuanced with some countries such as Croatia and Czech Republic having more differentiations between these two major types of employment. Some caution is also necessary due to the lack of common definition between the Member States. Both for civil servants and for public employees, the nature of their duties, recruitment, job tenure, pay system etc. varies substantially from one country to another.

While the number of public employees under labour law contract is increasing, in the majority of EU countries we also observe that the differences between (public law) civil servants and (labour law status) public employees are decreasing (Demmke and Moilanen 2012). A more detailed analysis of the rights and duties of these two forms of employment, for example, shows that for a large number of EU Member States the differences are less profound than their legal status might imply. Only for Bulgaria, Greece, Croatia and Italy our country experts observe high differences among these 2 types of employment.

**Table 6: Differences between public employees and civil servants**

High	Medium	Low
BG, EL, HR, IT	BE, CZ, FR, HU, LT, MT, PL, PT, SI, UK	AT, CY, DK, DE, EE, ES, FI, IE, LU, LV, NL, RO, SE, SK

**Source:** EUPACK

Although the duality of the civil service system is maintained in terms of status, in practice the working conditions are increasingly similar and the specific nature of public employees is also often codified in public law (e.g. Austria and Germany).

Overall, our analysis confirms a clear need to look beyond the labels/types and consider the substance of the respective regulations.

Another common criterion to characterise civil service is the distinction between career-based and position-based systems. The first type is traditionally dominant in continental Europe and is characterised by a clear separation between public service and general labour law, closed recruitment policy, seniority-based promotion and low accessibility for lateral entrants. The second is more similar to private sector employment with recruitment, promotion and pay schemes being more performance-based and flexible (OECD 2008; Kuhlmann and Wollmann 2014). The classic career-based civil service model aims to maintain a corps of generalists who can move easily between different parts of the public administration and that frequently do so, often in connection with promotions. While the OECD (2008) has observed an overall trend towards position-based systems or at least a kind of convergence of these systems, we still find a clear dominance of the career-based system in a large number of EU Member States (see table 7) in line with a continuing high relevance of the traditional Max-Weberian bureaucracy model (Hammerschmid et al. 2016).

**Table 7: Type of HR system**

Career based	Dual	Position based
AT, BE, CY, DE, DK, EL, ES, FR, HR, IT, LU, LT, PT	BG, CZ*, IE, MT, PL, RO	EE, FI, HU, LV**, NL***, SE, SK, SI, UK

**Source:** EUPACK

\*Converging towards position-based

\*\* With the exception of the police, the military, the judiciary.

\*\*\*With the exception of the police, the military, the judiciary and the foreign office.

In continental and Southern Europe this is still the dominant model of civil service, while Denmark and Lithuania are the exceptions in the Northern and Eastern Europe with an overall tendency towards career-based systems. The UK and Sweden are traditionally the most prominent examples of position-based systems. This confirms the findings of an earlier study (Demmke and Moilanen 2012) according to which no EU Member State fully abandoned the public law status for civil servants, but instead the percentage of labour law employees is increasing. Furthermore, the authors note a tendency to concentrate the status of civil servants in core areas such as the police and justice, while the number of civil servants with a specific status in the health and education sector for example is decreasing. As expected we can find a clear correlation between position-based systems and a much lower share of civil servants (see graph 12 above).

Yet, this typology has to be used with caution. For example, Belgium has a dominating career-based system but we can also find elements of position-based system, especially for top civil servants. In addition, the contractualisation of the employment regimes is increasingly pushing towards a position-based system. In Croatia (with a clear career-based system before 2001) several elements of a position-based system were introduced in 2001 and somewhat more clearly regulated by the State Servants Act of 2005. In other countries with a dominantly position-based system, such as the Czech Republic or Estonia, there are still specific branches such as police, army or the court system with stronger features of a career-based system. In other countries,

such as Finland, the nature of the civil service and the employment under private law have substantially converged over the years, especially when the employer is the state or the local government. The major justification for maintaining the civil service as a form of employment has been the need for a specific public accountability entailed by the staff's exercise of public authority.

Openness or closedness (as introduced by Auer et al. 1996) is another qualitative dimension to describe the differences and similarities of civil service systems. This is again clearly connected to the type of HR system described above. Open HR systems are characterised by a rather position-related recruitment, open access to public service and greater exchange and mobility with the private sector, whereas in closed systems external entry to the system is restricted and might even be limited to the bottom echelons (Kuhlmann and Wollmann 2014). Knowledge transfer between both sectors is much more difficult in such systems. Again, there is a strong consistency between this dimension and the previous ones but we also find some interesting differentiations compared to the previous categories. For example, Denmark is an interesting combination of both a career-based system but also high openness, while Czech Republic is rather closed despite a position-based system.

**Table 8: Openness of the public service system\***

Open	Hybrid	Closed
DK, EE, FI, LV, SE, SI	BE, BG, CY, CZ, HU, IE, MT, NL, PL, SK, UK	AT, DE, EL, ES, FR, HR, IT, LU, PT, RO

**Source:** EUPACK; \*No data for LT

Employee turnover rate (the ratio of employees leaving the civil service, due to other reasons than retirement, to the average number of employees) is an important indicator combining information on the stability, but also the attractiveness of public sector and the specific civil service system. We can expect a higher turnover in open and position-based systems. We have asked the EUPACK country experts to provide a qualitative assessment of this indicator and the results confirm an overall rather high stability of civil service employment in most EU Member States with only low turnover rates (see table 9). This is especially the case in continental Europe but also in most countries with a career-based system. Striking exceptions are both Sweden and several Eastern European countries: Bulgaria, Hungary, Romania and Slovakia. In Sweden this is clearly related to a quite open position-based system and a very low share of civil servants, but for the other countries the reasons for this high turnover rate are less clear and could indicate some underlying deficits.

**Table 9: Turnover rate\***

High	Medium	Low
BG, HU, RO, SE, SK	EE, DK, FR**, LV, SI, UK	AT, BE, CY, DE, EL, ES, FI, FR**, HR, IE, IT, LU, LT, MT, NL, PL, PT

**Source:** EUPACK

\*No data is available for Czech Republic

\*\* Low for civil servants, medium for public employees

Turnover can also be linked to the politicisation of the administration (see also below on merit and patronage). The OECD Government at a Glance 2017 highlights that in Spain, Hungary and Slovakia government changes are associated with changes of top civil servants, while in most EU-OECD Member States we observe only limited turnover of civil servants after a change of government.

The analysis of the civil service systems, as well as possible reforms and interventions to modernise HRM, are further complicated by the lack of a consistent civil service regulations and HRM systems across different levels of public administration. Often regions/states, as well as local governments, have their own power to regulate not only some fundamental issues but also their civil service systems. This leads to a lack of coherence across different levels of government. A look at table 10 makes it clear that countries with a career-based system tend to have higher consistency. Interesting cases are Slovenia (which seems to be able to assure a rather high consistency despite of a position-based system), as well as Greece and Belgium (where the career-based system does not ensure high coherence across levels of government).

**Table 10: Coherence of human resources management across different levels of government**

High	Medium	Low
AT, DK, ES, FR, LU, LT, MT, SI	BG, CY, DE, FI, HR, IE, IT, NL, PT, RO, SE, UK	BE, CZ, EE, EL, HU, LV, PL, SK

**Source:** EUPACK

HRM at central government level is organised in quite different ways. For most countries there is a combination of a government unit responsible for civil service legislation and HRM policies (e.g. a specific Ministry, a CoG body, such as Chancellery or Ministry of Interior or separate bodies/agencies) and a decentralised implementation of these policies and legislation, albeit with very different degrees of power of this central body (see annex 4 for details). Many countries such as Austria, Croatia, Cyprus, Finland, France, Germany, Greece, Hungary, Latvia and Romania also have separate national agencies/institutes for civil service training. It is obvious that the kind of organisation varies substantially with no clear trend or best practice observable.

A cornerstone of the HRM systems are the varying forms of performance appraisal or assessment, despite mixed evidence regarding their effect on public employee's motivation and integrity. A recent EUPAN study (Staroňová, 2017) on the institutionalisation of performance appraisals in EU Member States central governments shows that performance appraisals are mandatory in all EU Member States, except Austria. Greece, Luxembourg, Slovakia and Spain have introduced this instrument only recently and have not yet fully implemented this tool. There are significant differences in the way the performance appraisal is being mandated, depending also on the overall public administration culture. The most common way is to have a central regulation (Civil/Public Service Law), supplemented by secondary legislation where details of the procedures, criteria, etc. related to performance appraisal are set out.

Five out of the 27 countries with performance appraisals (Bulgaria, Estonia, the Netherlands, Romania and Spain) do not have any sanction mechanisms in place if performance appraisal was not undertaken. In most countries performance appraisals are required at least on an annual basis. Only in Germany, Luxembourg, Poland and Portugal these are conducted on a less frequent basis. With regard to the method, sources and components there is much higher diversity with no clear best practice observable.

The same study also confirms that **performance related pay** (PRP) is rather common in the EU Member States although there are still some countries where PRP has not been introduced yet: Austria, Belgium, Croatia, Cyprus, Denmark, Luxembourg and Romania. The introduction also does not imply a successful use or high relevance of PRP as shown by the COCOPS survey in 2014 (Hammerschmid et al. 2016).

A main motive for introducing PRP is to make **public sector payment** more competitive towards private sector employment. Our country analysis indicates that in most EU Member States we observe indeed an overall lower payment level in the public sector, especially for higher senior officials. Only in 6 countries compensation levels in the public sector are generally competitive with the private sector and in 9 more countries for lower levels of employment. An exception is Belgium where senior managers and officials are paid 3.4 times the average salary of a tertiary educated employee (OECD average) and also earn more than their OECD counterparts.

This generally lower level of compensation, along with some negative consequences of the financial crisis such as salary cuts, workforce reductions combined with reduced training and promotion opportunities may lead to substantial difficulties in recruiting talents for the public sector in the future (e.g. Demmke and Moilanen 2012).

**Table 11: Compensation level compared to the private sector**

Higher	Same	Lower	Higher for low levels and lower for high levels
LU, PL, RO	BE, CZ*, LT	AT, BG, DE, DK, FI, FR, HU, LV, MT, NL, PT, SE, SK**	CY, EE, EL***, ES, HR, IE, IT, SI, UK

**Source:** EUPACK

\*Slightly higher for central government and slightly lower for local governments

\*\* In practice increments may move the individual salary significantly above private level income

\*\*\*However very differentiated levels of salary in public sector

The importance of **merit-based HR systems** – where promotion and hiring of government employees is based on their ability to perform a job, rather than on their political connections – has long been understood as a cornerstone of a well-functioning and professional public administration ensuring good governance and administrative capacity (e.g. Fukuyama 2014). Dahlström et al. (2012) for example find strong support for their hypothesis that there is a connection between meritocracy and how well the state operates. In particular, meritocratic recruitment of civil servants, as

opposed to political appointment, is found to reduce corruption. A comparative assessment of indicators and national sources indicates a continuing high degree of patronage in many European public administrations (see table 12). Especially in Eastern and Southern European Member States, patronage is still a dominant pattern of public administrations (see also chapter 5 for relevant indicators).

**Table 12: Merit and patronage\***

Merit	Patronage
BE, CY, DE, DK, EE, FI, FR, IE, LV, MT, SE, UK****	AT** , BG, CZ, EL, ES, HR, HU, PT, PL,RO, SI***, SK

**Source:** EUPACK

\* No data on merit and patronage for NL, LU, IT (high politicisation, LT (high formal politicisation of top civil servants and low functional politicisation).

\*\* High at the top level, functional rather than formal

\*\*\* Patronage at the top levels

\*\*\*\* Merit at the top, patronage for certain specific positions

The country assessment shows how different legislations try to cope with this challenge but also the limitations of such purely legislative approaches (see also Mungiu-Pippidi 2015). In Bulgaria appointments are formally open to competition but in practice there is a strong political influence on appointments especially for senior positions. Civil servants up to the level of Secretary General are formally not political appointees, yet, the above-mentioned loopholes in the system allow for politicisation, which remains a major problem in the Bulgarian civil service (Zankina 2016). For the Czech Republic Transparency International also criticised the level of political influence over civil servants, particularly with regards to the national level and changes after general elections. The study was prepared before the current Act on State Civil Service (no. 234/2014) was in place and the critique may not be relevant, because the new Act reduces potential for politicisation. The reduction of politicisation was among the goals of the act, but this cannot be fully evaluated because of its novelty. Politicisation is also a continuous feature and one of the main problems in the Croatian civil service. The problem has usually been approached in a formal manner, through the law amendments and attempts of reshaping the appointment procedure for managerial positions in public administration. The politics of de-politicisation was an important part of the EU accession efforts. Unfortunately, this policy was interpreted as the policy of reducing the number of political appointees in the system of state administration, but the appointment procedure for these former political positions remained in the government's hands.

Top public managers have a crucial role in bringing forward and implementing reforms in public administration. Issues that public administrations deal with have become more global and complex, and interconnected with other policy areas and sectors. Therefore, several EU Member States along with international developments have established specific **Senior Civil Service (CSC) or Top Public Management Systems (TPM)** as "systems of personnel for high management positions in the national civil service, formally or informally recognised by an authority, or through a common understanding of the organisation of such a group. It is a framework of career-related development providing people to be competitively appointed to

functions that cover policy advice, operational delivery or corporate service delivery.” (Kuperus and Rode 2016, 10).

A very recent EU 28 comparative study by Kuperus and Rode shows that there is a high variance of how EU Member States are organizing such systems with 13 countries having no specific CSC systems while the other 15 countries have institutionalised systems with different rules applying to senior positions. Some countries have a very restricted number of senior executives submitted to these different rules while other have a much larger share of civil servants included in this category. It is also obvious that such systems are more prominent in countries with a position-based HR system.

**Table 13. Top Public Management Systems in EU MS**

	Formal TPM status	No formal TPM status
Special conditions for TPM	EE, NL, UK <b>No. 1 (with central TPM office)</b>	AT, CY, DK, DE*, ES, FR** (level 2), HU,LT, LV***, SE, SI, SK*
	BE, CZ, FI, FR** (level 1),IE, IT, LU, MT, PL, PT, RO <b>No. 2</b>	<b>No.4</b>
No special conditions for TPM	BG <b>No.3</b>	HR <b>No.5</b>

**Source:** Based on Kuperus and Rode 2016

\*The selection of the highest level TPM differs from the rest of the civil servants

\*\* In France two levels of TPM that differ in the way of recruitment

\*\*\* In Latvia, there is a special Development Programme for TPM (managed by the State Chancellery) and the selection of TPM is centralised and organised by the State Chancellery

The study also categorises five different types of such TPM systems (see table 13):

- **Centralised TPM organisation:** this model suggests that senior civil servants are formally defined in a national piece of law or regulation as a separate and special group of civil servants. Furthermore, this particular group is managed by a central office created for the support and administration of senior civil servants. Such an office provides a support service for SCC and it administers the recruitment, management, remuneration, evaluation and promotion of the TPM. In this model special conditions apply to TPM which distinguish them from other civil servants.
- **Formalised TPM status with special conditions:** this model suggests that TPM are formally defined in a national piece of law or regulation as a separate and special group of civil servants, however, there is no central office administering and supporting top public managers. TPM are usually administered by the same office(s) as that which administers the civil service in

general. Furthermore, this model implies the existence of special conditions for TPM which distinguish them from other civil servants.

- **Formalised TPM status without special conditions:** this model implies that TPM are formally referred to in a national piece of law or regulation as a separate and special group of civil servants. However, they do not enjoy any special conditions in comparison to the general civil service. The only difference between TPM and other civil servants is their status.
- **Recognised TPM group with special conditions:** this model suggests that top public managers are not formally defined in any piece of national law or regulation, but that high-level civil servants' positions are considered exceptional and have a special social status. This particular group also enjoys special conditions in relation to their recruitment, appointment, support and benefits: Senior civil servants (SCSs) as a legally or institutionally defined cluster does not exist. Correspondingly, there are neither centrally defined skills profiles for senior management nor policies to identify potential senior managers early in their careers.
- **No special TPM recognition or organisation:** this model suggests that TPM are not formally defined in any piece of national law or regulation, and also do not receive any special support or enjoy special conditions in comparison to other civil servants. This means that TPM positions are considered as an equal part of the general civil service and the same conditions and benefits must therefore apply as for the general civil service.

## CHAPTER 4: POLITICO-ADMINISTRATIVE SYSTEMS AND SOCIETAL CONTEXT OF PUBLIC ADMINISTRATION

### 4.1. Policy making, coordination and implementation

Policy-making is frequently described as a rational cyclical process, from problem identification to programme evaluation, which in turn informs the next round of policy design. In practice however policy-making is a much more flexible concept, which does not follow rigid rules. Hence the reality of policy-making is usually more complicated and sometimes chaotic too.<sup>20</sup>

**Table 14: Interest intermediation\***

Administrations rarely start with a blank sheet of paper. The **initiative** for policy design can come from a variety of sources: political commitments made at election time, the priorities of individual elected officials (ministers, mayors, etc.), obligations from EU directives and international treaties, public pressure, emerging crises, new approaches to old policy problems, lobbying by think tanks and associations, but also from ministerial bureaucracy itself.

Corporatist	Pluralistic
AT, BE, BG, CY, DE, DK, EE, ES, EL, FI, HU, IE, IT, LU, PL, PT, SE, SI, SK, UK	FR, HR, LT, MT, NL**

**Source:** EUPACK

\*No data for RO, Mixed for CZ and LV; \*\*with corporatist elements.

Most countries are still classified as having a (strong) corporatist interest intermediation with organised interest groups representing major groups of society (e.g. employers and employees or professional groups) as basis of the socio-political organisation of society. The Luxembourg political system is a good example of such a strong representation of corporatist interests. Five professional chambers<sup>21</sup> ensure that professional interests are involved in the policy-decision making process: three chambers represent the interests of the employers' side and namely the chamber of trade, of crafts and of agriculture, and two chambers represent the interests of the employees' side and namely the chamber of salaried workers and the chamber of civil servants and of public employees.

Most EUPACK country experts judge direct citizen participation in policy-making as rather weak. Only a very low number of mostly Nordic countries seem to be characterised by a strong participation of citizens (mediated by corporatist structures such as trade unions), while in Southern, Central and Eastern European countries citizen participation is traditionally underdeveloped- in part due to the more recent transition to democracy.

<sup>20</sup> European Commission, DGEmployment (2016), Quality of Public Administration: a toolbox for practitioners, pp.33-35

<sup>21</sup> Loi du 4 avril 1924 portant création de chambres professionnelles à base électorale; loi du 12 février 1964 portant création d'une chambre des fonctionnaires et employés publics.

**Table 15: Citizens' participation**

Strong	Medium	Weak
DK, MT, NL, SE	DE, FR, IE, LV, LU, UK	AT, BE, BG, CY, CZ, EE, EL, ES, FI, HR, HU, IT, LT, PL, PT, RO, SI, SK

**Source:** EUPACK

Many initiatives have emerged in the Member States to improve the involvement of citizens in the policy-making process thanks to new technologies, but the results have often been mixed due to a limited take-up of these e-participation portals by citizens or to the lack of political commitment to include this consultation phase in the legislative process or to take the results of the consultation into account. For example in Estonia, despite the efforts to promote e-participation for the last fifteen years, participation by citizens has remained low as too many web tools exist and these are poorly integrated in the political process. Another tool that has been adopted in many countries is the right to petition. For instance in Latvia, since 2011 every initiative that reaches 10,000 signatures on the e-petition platform Manabalss.lv is submitted directly to the Parliament, and in Luxembourg if a petition reaches 4,500 signatures, a debate must be launched in Parliament.

In most of the EU Member States policy advice is taken from several sources: top civil servants (mandarins), cabinets (direct personal advisors to Ministers), or external experts such as consultants, academics, international organisations, think-tanks or business administration can appear less legitimate among public employees (Pollitt and Bouckaert, 2017). The diversity of policy advice increases the likelihood that new ideas from outside the public sector are brought to the attention of the government (Pollitt and Bouckaert, 2017). We can see in table 16 that in the majority of EU Member States public administration (mandarins) remains a significant source of policy advice which however often is combined with influential cabinets or external experts. Use of external experts can nevertheless decrease the 'ownership' of reforms as initiatives coming from outside public The findings from the country assessment also confirm that a combination of these sources of policy advice is the norm with only 3 countries relying strongly on a single source of policy advice.

**Table 16: Sources of policy advice**

<b>Mandarins</b>	SI
<b>Mandarins and Cabinets</b>	AT, EE, EL, ES, HR, RO
<b>Mandarins and External Experts</b>	CY, DE, DK, FI, FR, HU, LT, LV, SE
<b>Cabinets</b>	BE, SK
<b>Cabinets and External experts</b>	BG, CZ, IT, PL, UK
<b>External experts</b>	LU
<b>All three sources of policy advice</b>	IE, MT, NL, PT

**Source:** EUPACK

Another feature of executive government and public administration that can influence public administration reforms is the relationship between mandarins and ministers,

where we again observe diversity across the EU Member States. In most EU countries the careers of mandarins are separate from the careers of politicians, but nine EU Member States have shared career paths. According to Pollitt and Bouckaert (2017), this could decrease the ownership of public administration reforms, at least at higher levels of the hierarchy.

**Table 17: Minister-Mandarin relations\***

	Separate	Shared
Politicised	AT, BE, BG, DE, EL, FI, FR, HU, HR, IT, LU, SK, UK	CZ, ES, LT**, NL, PL, PT, RO, SI
Depoliticised	CY, DK, EE, LV, IE, SE	LT**

**Source:** EUPACK

\*MT separate but no data on politicisation

\*\* LT shared but mix of politicised and depoliticised

However, the formal separation of careers does not mean that relationships between politicians and civil servants are not politicised. Country assessment highlights that in a large majority of EU countries the recruitment of top civil servants is in the hand of ministers. At the same time, the continuity in public administration reform can be secured only if the top civil servants remain in their position after a change of government. The opposite leads to an increased instability (Pollitt and Bouckaert, 2017).

Moreover the conventional model suggests that policy-making is a linear, sequential, end-to-end process, and that administrations have sufficient time to conduct each phase and reflect on the outcome before proceeding to the next. In practice, the stages in the 'cycle' are inter-dependent, can happen **simultaneously** and often cannot be separated from each other. Elected officials at any level (supra-national, national, regional or local) may require or request policy advice which is all-encompassing and all-at-once: immediate solutions to current problems, including scenarios, a recommendation on the best way forward, and a proposal for how the policy will be delivered, including budget and responsible body. The policy decision may involve a number of **iterations**, with goals, potential actions and preferred option all evolving, often together, as new inputs or information are sought.

For these reasons, the policy-making process can be thorough or flawed, and all points in between. Even the best of intentions can become 'bad policy' at the point of implementation, with unexpected and unfortunate consequences. The policy-making process will never be an exact science, as the environment is ever changing. In a dynamic world, public administrations face difficult choices, must steer a path through complicated scenarios, and manage uncertainties created in complex situations. Policy is prone to exogenous factors and its effects are never entirely predictable, which puts a premium on '**adopt-and-adapt**', i.e. on the capacity of the political and administrative systems to react swiftly to changing circumstances and adapt legislation according to the new economic and societal needs.

The coherence of policy-making coordination also is strongly affected by key characteristics of the state system as described in chapter 1 (e.g. unitary vs. federal system, different tiers of government). The degree of fragmentation refers to the dispersion of policy-making capacity across different structures and institutions, whereas horizontal coordination at central government level refers to the capacity of the government to steer and ensure consistency of reforms and policy-making between actors. The country analysis identified that coordination quality and fragmentation are an important issue to be addressed in most EU countries (see table 18). Although coordination is facilitated in a less fragmented administrative and political system, the two dimensions are not synonymous. This is also how the position of Lithuania needs to be explained. There is high coordination at the higher levels of hierarchy, lower at lower levels of the ministerial hierarchy. On the other hand, the overall system is highly fragmented in terms of divergence in the number of subordinate institutions accountable to the government and municipalities.

**Table 18: Coordination and fragmentation of policy-making**

		Coordination quality		
		High	Medium	Low
Fragmentation	High	LT*	AT, DE, ES*, RO, SE, UK*	BE, BG, CZ, HR, EE, EL*, IT, SK
	Medium	FR, NL	FI, IE, LV*	CY, PL
	Low	DK, LU, MT, SI		HU, PT

**Source:** EUPACK

*\*Coordination higher at high levels of hierarchy than at lower levels of the ministerial hierarchy*

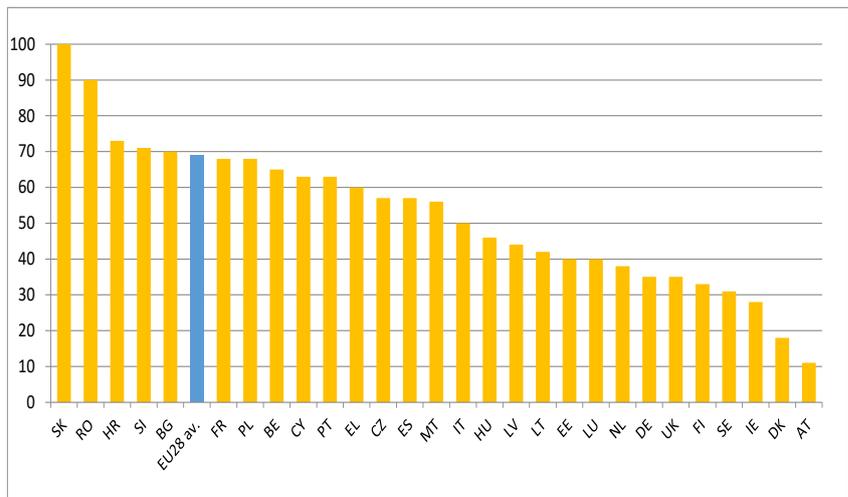
We expect administrative reforms to be easier in countries characterised by a low degree of fragmentation and a high degree of coordination. It is worth noting that these are small or very small Member States (Denmark, Luxembourg, Malta, Slovenia), although bigger Member States such as France, Germany, Spain and the UK have to combine a high/medium level of coordination with fragmentation at the same time which requires good capacities in terms of working procedures, structures and instruments as well as professional civil servants.

## 4.2. Administrative tradition and culture

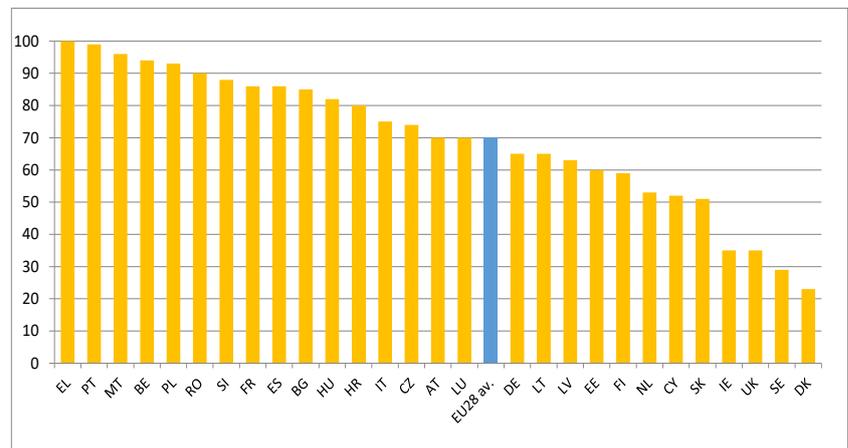
Administrative systems are often classified according to their administrative culture, i.e. beliefs and values on the role of the State and its civil servants (e.g. Pollitt and Bouckaert 2017). Although in the European Union all public administrations share the values associated with democracy and the rule of law, national cultures where public administrations are embedded show clear differences.

In this regard, the EUPACK country experts were also asked to use the indicators on culture by Hofstede.<sup>22</sup> Even if these indicators apply better to some countries than to others, country analysis shows the relevance of taking into account the often strongly varying national cultures to obtain a better understanding of the societal embeddedness of public administration and the dynamics of administrative reform. For key dimensions such as power distance (the acceptance of hierarchy and unequal distribution of power), individualism (the importance of individual responsibility and self-determination), uncertainty avoidance (the importance to avoid uncertainty and ambiguity), masculinity (the prevalence of values such as competitiveness and assertiveness) or long-term orientation (how far a society maintains links with its own past or is able to adapt traditions easily to changed conditions) Hofstede data confirm substantial differences among the EU MS (see the 5 graphs in this chapter).

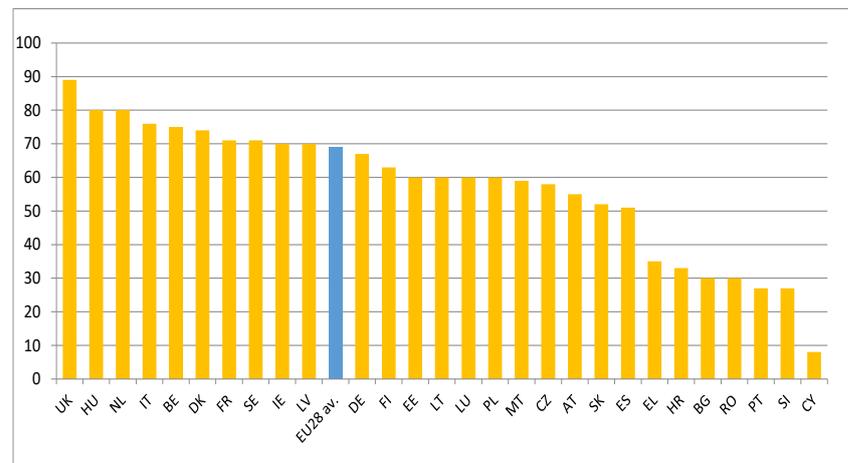
### Power Distance



### Uncertainty avoidance



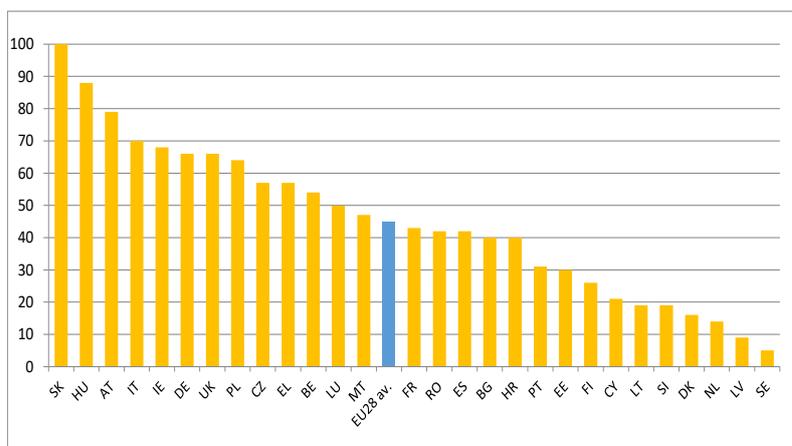
### Individualism



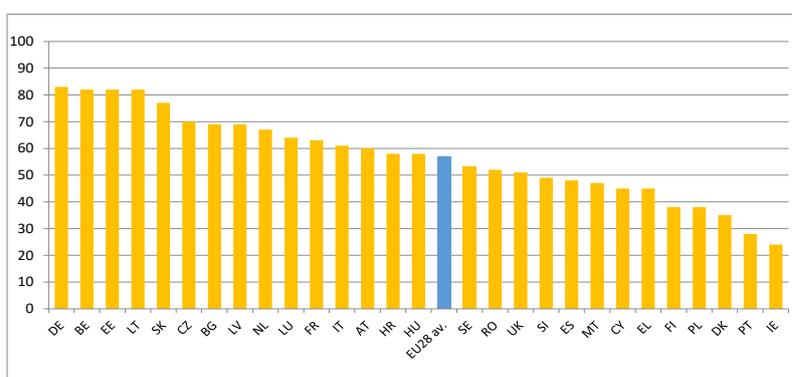
<sup>22</sup> Source: Geert Hofstede's national culture dimensions, <https://geert-hofstede.com/national-culture.html>.

Administrative culture in EU MS is a reflection of this wider societal and political culture and values, which was confirmed by the assessment for most countries. For instance, Hofstede’s indicators help to better understand the importance of the communist legacy in Bulgaria and point to a high respect of hierarchy, a lack of initiative and a fear of confrontation that have to be taken into account in the way public administration reforms are conducted. On the other hand, the indicators highlight a much more individualist and egalitarian culture in Sweden, managers would thus be expected to consult the employees while conducting reforms.

**Masculinity**



**Long-term orientation**



The persistence of administrative culture is also highlighted by the fact that in the majority of Member States public administration remains mostly procedural despite the influence of managerial ideas along the NPM movement (see table 19). Only UK and the Netherlands can be considered as managerial public administrations, whereas most other EU Member States still have predominant procedural public administration logic or show a hybrid combination of both managerial and procedural elements.

**Table 19: Managerial vs procedural public administrations**

Managerial	Mixed	Procedural
NL, UK	, BE, DK, EE, FI, HR, IE, MT, PL, SE	AT, BG, CY, CZ, DE, EL, ES, FR, HU, IT, LT, LU, LV, PT, RO, SI, SK

**Source:** EUPACK

Given the importance of procedures in the EU Member States public administrations, it is not surprising that regulatory density remains high in a majority of EU countries. Despite the increasing promotion of the “better regulation” ideas since the beginning of the 2000s and the talks around the reduction of the administrative burden, effects seem to be limited until now. Most EUPACK experts regretted that Regulatory Impact Assessments have not been implemented or are rarely used in their Member State.

**Table 20: Red-tape (regulatory density)**

High	Medium
AT, BG, CY, CZ, DE, DK, EL, ES, FR, HR, HU, IT, LT, PL, PT, RO, SK	BE, EE, FI, IE, LU, LV, MT, NL, SE, SI, UK

**Source:** EUPACK

The combination of a strong procedural logic and a high regulatory density confirms the continuing high persistency of a more traditional Max Weberian bureaucracy in many EU MS as has also been confirmed by the COCOPS project (Hammerschmid et al. 2016).

## CHAPTER 5: GOVERNMENT CAPACITY AND PERFORMANCE

The following chapter aims for an indicator-based analysis of both capacity and performance of public administration in the 28 EU Member States. Capacity indicates the potential of public administration/government to obtain desired results and policy outcomes, and thereby can be seen as basis or enabling factor for performance. Capacity is the set of skills, competencies, resources (human, financial, informational), structures and processes expected of public bureaucracies, so that they can facilitate and contribute to problem-solving and effective policy making. For this chapter public administration capacity and performance is analysed according to five dimensions (1) Transparency and Accountability, (2) Civil Service Systems and HRM, (3) Digitalisation and Service Delivery, (4) Organisation and Management of Government, (5) Policy Making, Coordination and Implementation<sup>23</sup> and (6) overall government performance.

The analysis is based on a synthetic perspective, including all government levels, and critically looking behind existing indicators. As a basis 28 cross-country comparative indicators (European Commission, Eurostat, World Bank, UN, OECD, the Quality of Government Research at the University of Gothenburg or the Bertelsmann Foundation, etc.) were selected. The country experts were asked to comment the indicators (value, usefulness and interpretation). This report presents and comments a selection of the indicators. Of course, the selected indicators do not claim to give a comprehensive assessment of the government capacity and performance but instead should be understood as a first step to better understanding the status quo and progress in key areas of public administration reform.

Besides these already existing international indicators, EUPACK aimed to develop additional indicators whereby the country experts were asked to provide data from national sources. Where relevant and sufficient data was available – unfortunately in most cases only for selected countries – these indicators will be presented in this report as well. The analysis presented in the following sections is based exclusively on the available comparative public administration indicators<sup>24</sup>.

For all of the six dimensions, the country experts were asked to provide own assessment on a consistent scale<sup>25</sup>, based upon their own perception and interviews with well-informed actors in their country, which is also included at the end of each section. This feeds into the “overall assessment” presented at the end of each section. It should be interpreted cautiously, as it is based on a choice of available indicators

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<sup>23</sup>Based on different frameworks/sources (e.g. tender, national sources, existing Quality of Public Administration fiche, toolbox, OECD methodological guidelines, public management research) these 5 key dimensions of public administration (reform) have been distinguished and are used in EUPACK.

<sup>24</sup> A detailed description of each of the 26 indicators used in this chapter can be found in Annex 1. It also should be noted that some of the indicators of a certain year can be based on data from a previous year.

<sup>25</sup> 1=very strong/substantially above EU average; 2=strong/above EU average; 3=average; 4=weak/below EU average; 5=very weak/substantially below EU average

and does not overcome the common critique towards such governance indicators, for example the lack of an underlying theory of government performance.<sup>26</sup>

### **5.1. Transparency and accountability**

This section explores what accountability mechanisms exist - checks & balances in the overall system such as audit office, control/oversight/watchdog bodies, external scrutiny, ombudsman, as well as how effectively they function. It explores in more detail to what extent are transparency and open government towards citizens/public (e.g. access to information, open data, budget reports) fostered and to what level have the EU Member States established specific anti-corruption policies and measures: e.g. special bodies, conflict of interest and asset disclosure by public officials, whistle-blowing mechanisms, investigations and prosecutions.

It is obvious that most Member States have launched various initiatives and reforms in this area. The question however is how far these measures had a positive impact on the administrative capacity to ensure transparency, participation, accountability and the prevention of corruption and how the public administration is performing in this area. For this dimension overall 6 international comparative indicators were selected and commented.

<b>1. Transparency and Accountability</b>	
<b>Indicator</b>	<b>Source</b>
Access to government information	Bertelsmann Stiftung - Sustainable Governance Indicators
Transparency of government	European Commission - E-government Benchmark
Voice and accountability	World Bank - Worldwide Governance Indicators
Control of corruption	World Bank - Worldwide Governance Indicators
TI perception of corruption	Transparency International - Corruption Perception Index
Gallup perception of corruption	Gallup World Poll

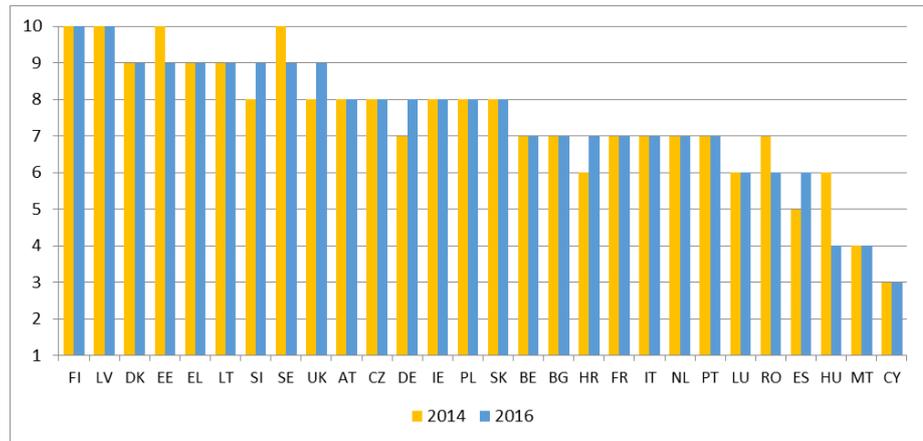
In the following, we discuss the "Access to government information" indicator from the Bertelsmann Stiftung - Sustainable governance indicator set and the Transparency International "perception of corruption index" for a country-comparative analysis.

The Sustainable Governance Indicator (SGI) published by the Bertelsmann Stiftung relies on a combination of expert qualitative assessments and quantitative data drawn from official sources. In order to aggregate the indicators into composite indices, the quantitative indicators (which use varying scales and units of measurement) are standardised on a 1-10 score (10 best).

<sup>26</sup> Andrews M. (2008). The Good Governance Agenda: Beyond Indicators without Theory. Oxford Development Studies 36 (4): 379-407.

With regard to access to government information (graph 13) we find substantial differences between the different EU Member States. We can see that especially Scandinavian

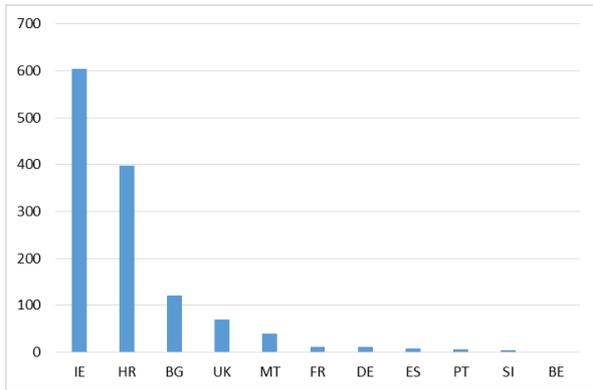
**Graph 13: Access to government information**



countries but also the Baltic countries score rather well (but also Greece, Slovenia and UK), whereas in countries such as Cyprus, Malta and Hungary government information is clearly less accessible.

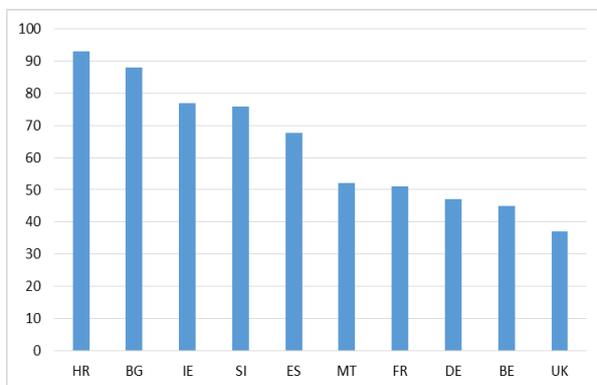
**Source:** Bertelsmann Stiftung Sustainable Governance Indicators

**Graph 14: Annual number of FI request per 100,000 inhabitants**



Nearly all EU Member States have introduced a sort of access to government information act/law/regulation over the last decade.

**Graph 15: % of FI requests approved and information provided**



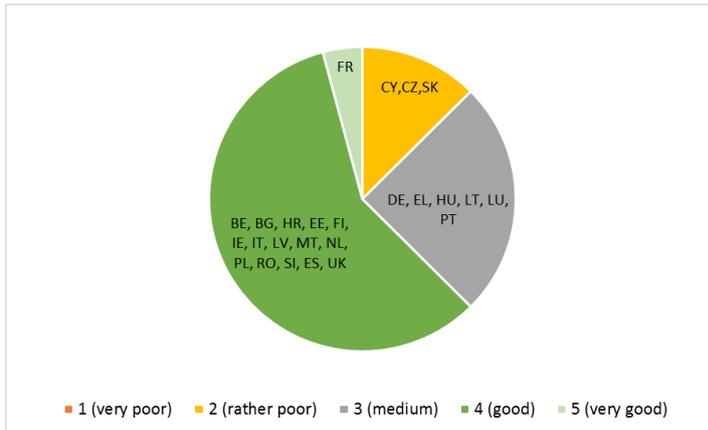
In order to assess the effectiveness of these measures the country experts provided national data on the amount of freedom of information requests. These national data show overall a relative low number of requests in most countries with the exception of Ireland and Croatia, where a relative higher number of requests can be observed (graph 14). The picture becomes even more interesting when we compare the amount of requests to the requests that are finally approved and those on which information is provided (see graph 15). The percentage of approved requests in several countries is above 60% but mostly in countries with an overall rather small number of requests. The only exception is Croatia, where a high number of requests goes along with a high response rate.

**Source:** EUPACK, Based on collected national indicators

Hence, the questions could be raised why

in several countries the approval rate is low and even more important, why the initial amount of requests is so low. Is this related to a very complicated and difficult procedure, a high price attached to the request or citizens anticipating the fact that a request would not be approved.

**Graph 16: Overall quality of asset declaration system for public officials**

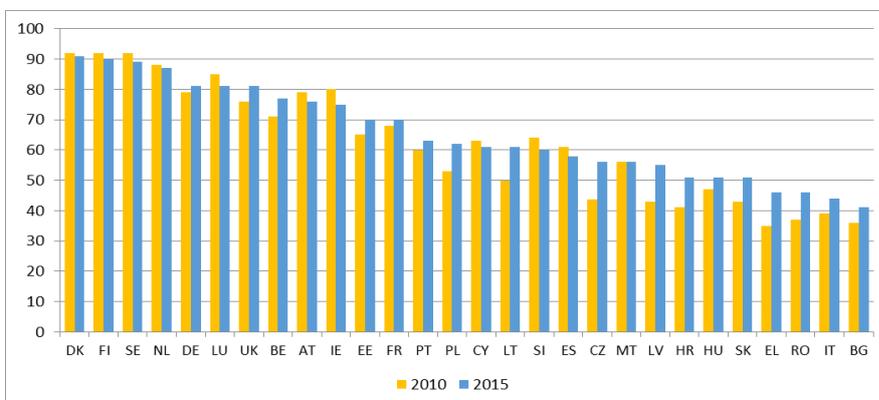


**Source:** EUPACK assessment

Other national information collected in the EUPACK project was the extent to which countries had an asset declaration system for public officials in place. All countries (except Sweden) reported to have such a system. Asking about the quality of the system, the picture becomes more mixed and nuanced. No country expert reported a very poor system and 15 countries indicated the quality of the system being good to very good (see graph 16).

The Transparency International Corruption Perception Index (CPI) is commonly used. The CPI 2010 is calculated based on 9 data sources. CPI 2015 is calculated based on 12 data sources from 11 institutions (e.g. Bertelsmann Foundation, institute for Management Development, World Economic Forum, World Bank). The scale has changed from 0-10 to 0-100 in 2012 so that we had to transform the 2010 to make it comparable. The data source is standardised to a scale of 0-100 where 0 equals the highest level of perceived corruption (see graph 17).

**Graph 17: Perception of corruption (0 to 100= lowest level of perceived corruption)**



**Source:** Transparency International

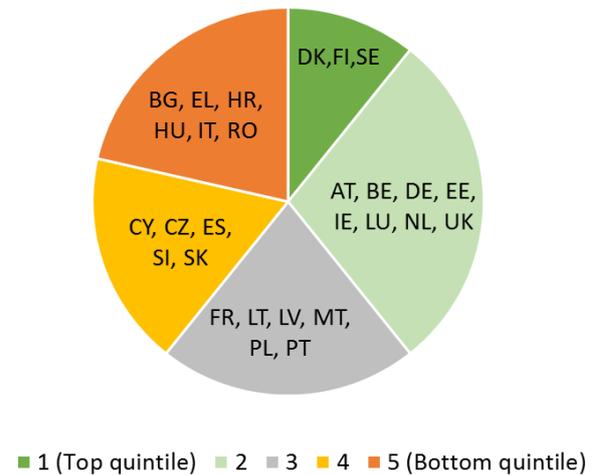
A look at this indicator shows

substantial differences between the EU Member States with Scandinavian and Western European countries scoring highest. It is also a positive sign that especially the countries already scoring lower in 2010 saw a

substantial improvement over the last 5 years. This is especially the case in Latvia, Greece, Slovakia, Croatia and Lithuania. Overall 11 countries have a score lower than 60 indicating a clear need for further policies and measures to tackle corruption.

In graph 18 the Member States have been divided in five groups according to their aggregated ranking based on the 6 transparency and accountability indicators used. The data indicate the overall capacity and performance of each EU Member State on this dimension, relative to the others. Countries in the 1<sup>st</sup> group (green area) are the top performers relative to other EU Member States, while the countries in group 5 (orange area) are ranking the lowest on average on the six indicators. The Scandinavian countries Denmark, Finland and Sweden score highest, whereas the Southern-Eastern European countries Bulgaria, Croatia, Greece, Hungary, Italy and Romania clearly lag behind.

**Graph 18: Overall assessment of transparency and accountability**



**Source:** Own calculation based on 6 comparative indicators

*Note: The overall assessment builds upon country-specific means for the 6 indicators on the "transparency and accountability" dimension. In order to cluster the countries, the range of the country-specific means has been transformed on a scale of 1 to 5 (1= top quintile of the mean rankings and 5= bottom quintile). As the ranking indicates the distribution of countries on this 1-5 scale, the number of countries per quintile differs.*

## 5.2. Civil Service system and HRM

In chapter 1 and 3 of this report several aspects (size, composition) and characteristics of the (different) civil servants systems have been described in detail. Elements of an HRM system such as performance appraisal, specific senior civil service systems and the level of patronage and politicisation have been touched upon. The following paragraphs aim to present comparative indicators in order to assess the overall HR capacity and the quality/performance of the civil service system. Due to the limited availability of such indicators for all EU28 we could only select three indicators originating from the University Of Gothenburg's Quality Of Government Institute Expert Survey. The QOG Gothenburg expert survey is a web survey of more than 1000 experts. As the QOG Institute had used different methodologies to calculate the index in 2012 and 2015 the data had to be transformed.

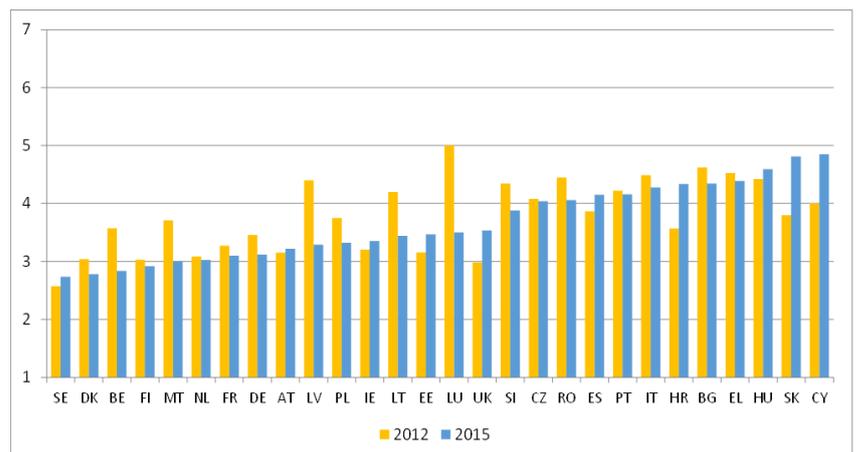
## 2. Civil Service Systems and HRM

Indicator	Source
Impartiality	Quality of government institute Gothenburg- Expert survey
Professionalism	Quality of government institute Gothenburg- Expert survey
Closedness	Quality of government institute Gothenburg- Expert survey

The impartiality index measures to what extent government institutions exercise their power impartially. Impartiality is defined as “When implementing laws and policies, government officials shall not take into consideration anything about the citizen/case that is not beforehand stipulated in the policy or the law” (Rothstein and Teorell, 2008 p170). Lower values (1-7 scale) indicate a higher level of public administration impartiality.

**Graph 19: Impartiality of civil service**

The Professionalism index (see graph 20) measures to what extent the public administration is professional rather than politicised. Higher values indicate a more professional public administration. The value of each country is calculated as a mean of all expert means based on an aggregate of 4 items (for the



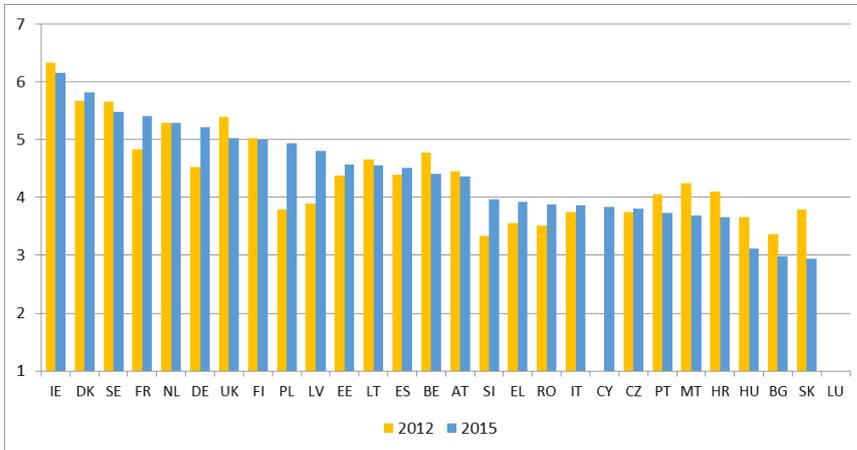
details see annex 6).

**Source:** Quality of Government Expert Survey

Overall this index shows a rather high consistency to the impartiality index with some interesting differences: Ireland ranks much better with regard to professionalism, whereas Belgium and Malta are ranked significantly lower. We can also find quite different developments for the period 2012 till 2015 with clear improvements for Germany, Greece, Latvia, Poland, Romania and Slovenia, while the surveyed experts saw a decrease of professionalism in Bulgaria, Hungary and Slovakia.

EUPACK project collected additional data to provide additional insights on the EU Member States` civil service / HR capacity. Graph 21 shows the share of employees older than 50 years as key indicator for the increasing demographic pressure in many countries. Member States such as Spain, Italy and Belgium will see between 47 and 64% of their public administration retire over the next 15 years. At the same time we find several

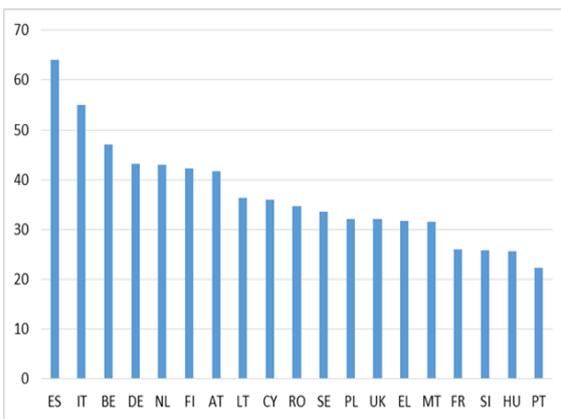
**Graph 20: Professionalism of civil service**



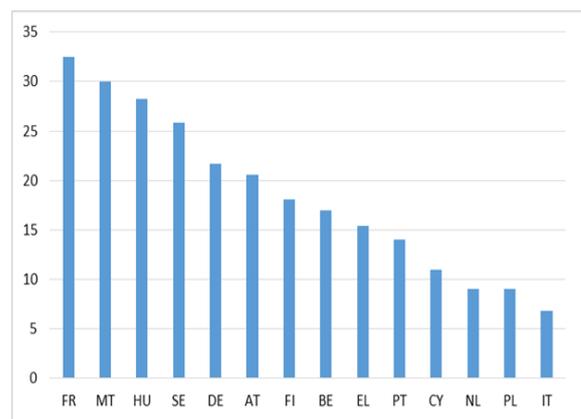
**Source:** Quality of Government Expert Survey

countries (France, Malta, Hungary and Sweden) with a comparatively higher share of 'younger' employees. The ageing of the workforce affects the most Italian public administration. It faces a reverse age pyramid of high share of 'older' staff (55%) and a rather small share of a 'younger' generation (6,8%). This poses for Italy a huge pressure to attract new civil servants, while securing the knowledge transfer and a strong level of professionalism.

**Graph 21: Share of governments employees 50<**



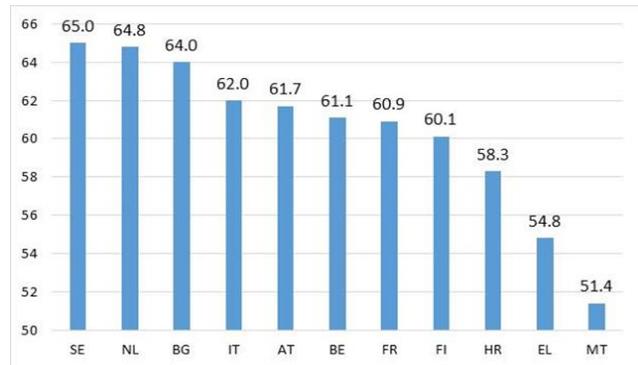
**Graph 22: Share of government employees <35**



**Source:** EUPACK, based on national data

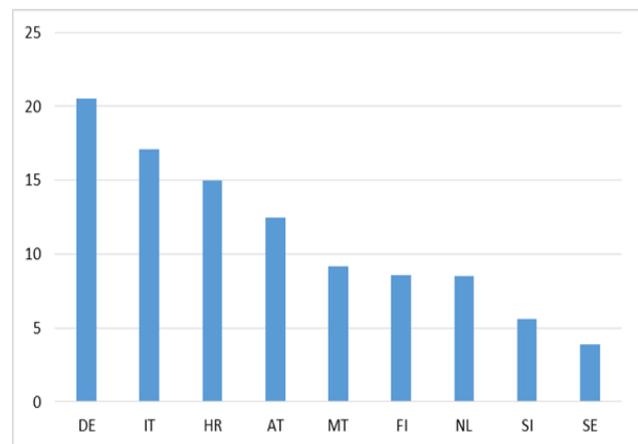
The budgetary burden of state pensions posed by the average retirement age in the public administration is an interesting indicator, which reveals striking differences between the Member States (see graph 23). Unfortunately our data does only cover a limited number of countries. The same applies to the data gathered on illness and general turnover (see graph 24 and 25).

**Graph 23: Average retirement age of government employees**



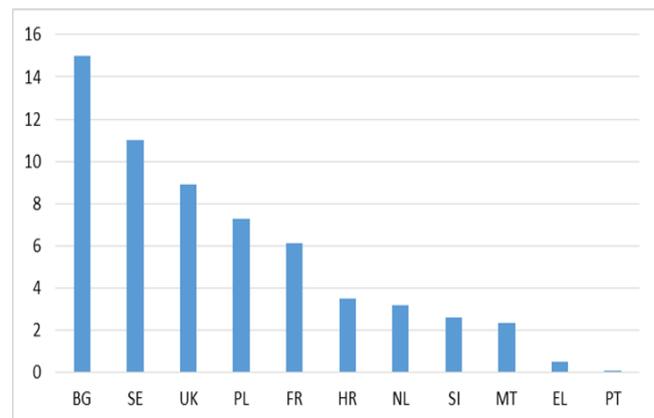
With regard to these important issues and challenges of HRM, useful work is still to be done to complete the full picture of countries. Already, these (limited) data provide an interesting insight into substantial variations of HRM capacity in the EU Member States.

**Graph 24: Number of self-reported work days lost due to illness (per employed person)**



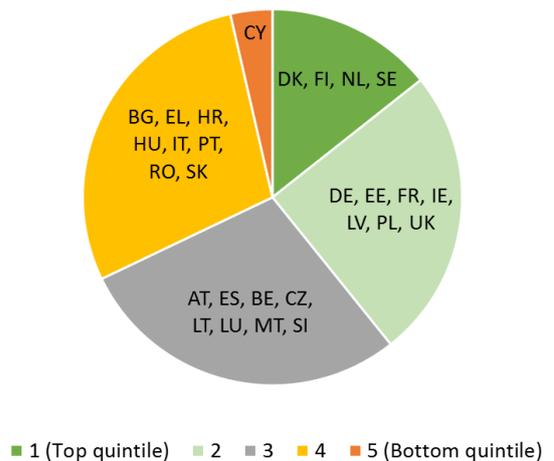
Another area of work to be done is the staff motivation and satisfaction. For 11 countries (AT, BG, HR, EE, FI, HU, IE, IT, LV, NL, UK) the national experts report the existence of government-wide satisfaction surveys. This however means that in two-thirds of all EU Member States no government-wide satisfaction surveys are available. In several countries this is (might be) organised in a decentralised manner, i.e. upon the initiative of the individual ministry / organisation.

**Graph 25: Turnover rate of government employees (in %)**



In graph 26 the Member States have been divided in five groups, according to their aggregated ranking based on the 3 indicators used. These data indicate the overall HRM capacity and performance for this dimension that each EU Member State shows, relative to the others. Again, the Scandinavian countries Denmark, Finland and Sweden but also the Netherlands score highest, whereas Bulgaria, Croatia, Greece, Hungary, Italy, Portugal, Romania, Slovakia and especially Cyprus clearly lag behind.

**Source:** EUPACK based on national data

**Graph 26: Overall assessment of civil service systems and HRM**

**Source:** Own calculation based on 3 comparative indicators <sup>27</sup>

*Note: The overall assessment builds upon country-specific means for the 6 indicators on the "Civil Service System and HRM" dimension used in EUPACK. In order to cluster the countries, the range of the country-specific means has been transformed on a scale of 1 to 5 (1 = top quintile of the mean rankings and 5 = bottom quintile).*

### 5.3. Digitalisation and service delivery

It is not an easy mission to assess the capacity to effectively and efficiently provide high quality services to citizens, to review the extent to which public administrations are able to use the potential of new technologies and digitalisation to improve service delivery, or to identify how public administrations are performing in these areas. With regard to digitalisation we can build up on the work been carried-out by the European Commission. There are the EU Digital Economy and Society Index (DEISI), eGov benchmark reports and an EU innovation Scoreboard available. Other institutions also provide interesting comparative data, such as digitalisation assessments (UN) or performance data (outcomes) from key delivery areas such as health and education (OECD).

The assessment of reform trends and dynamics confirmed and illustrated a wide spread of initiatives and programmes in the area of service delivery and digitalisation throughout the 28 EU Member States. These initiatives range from overall programmes to raise the efficiency and quality of public services (via frameworks, standards, monitoring systems), increase access to services and customer orientation (e.g. citizen/service, charters, customer surveys, feedback, complaints, mystery shopping, design principles, citizen involvement for service design and evaluation/co-production, ombuds-services) and initiatives to enhance the businesses environment

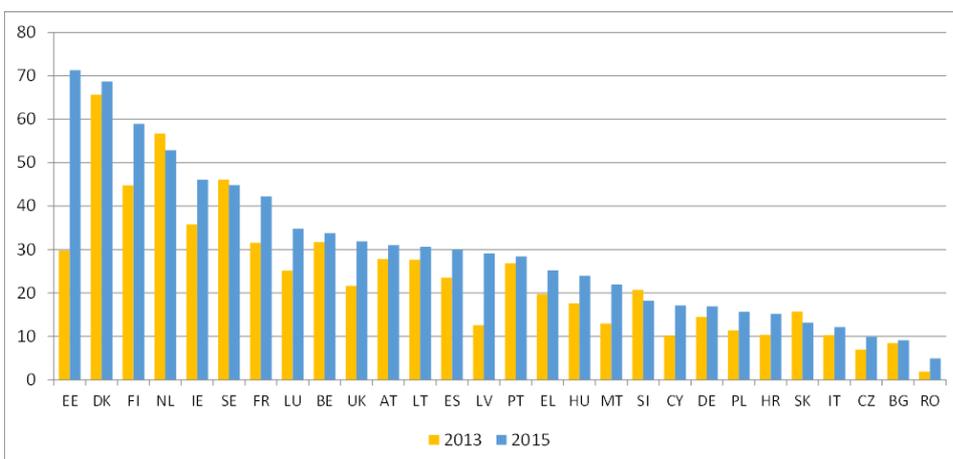
<sup>27</sup> For Luxembourg and Cyprus only one out of three indicators was available (i.e. professionalism), their ranking should thus be taken with caution. For the "openness" indicator, the ranking has been reversed compared to country reports, i.e. the countries having the highest ranking have the most open public administrations. We would like however to emphasise that openness of public administration is not a necessary condition for public sector performance, and has to be considered together with other factors.

(e.g. starting a business, running a business, trading across borders, insolvency), e-government and ICT enabled innovation (digitalisation of internal processes, digital services, interoperability/once only, facilitating contact with citizens and businesses, digital by default, risks of a digital gap, etc.) and public sector innovation (e.g. establishing innovation labs) in a broader sense.

3. Digitalisation and Service Delivery	
Indicator	Source
Online services	UN e-government Index
E-government users	European Commission-Digital Economy and Society Index
Pre-filled forms	European Commission-Digital Economy and Society Index
Online service completion	European Commission- Digital Economy and Society Index
Barriers to public sector innovation	European Public Sector Innovation Scoreboard 2013 <sup>28</sup>
Ease of doing business	World Bank- Ease of Doing Business
Services to businesses	Eurobarometer 417

Seven indicators (see the table above) were selected and analysed by the country experts. The report covers two of these - related to digital public services and coming from the European Commission's Digital Economy and Society Index (DESI). This is a composite index that summarises relevant indicators on Europe's digital performance and tracks the evolution of EU Member States in digital competitiveness based on different dimensions. The first indicator of interest is the share of E-government users, i.e. % of individuals (aged 16-74) sending filled forms to public authorities, over the

**Graph 27: E-government users (% of individuals aged 16-74)**



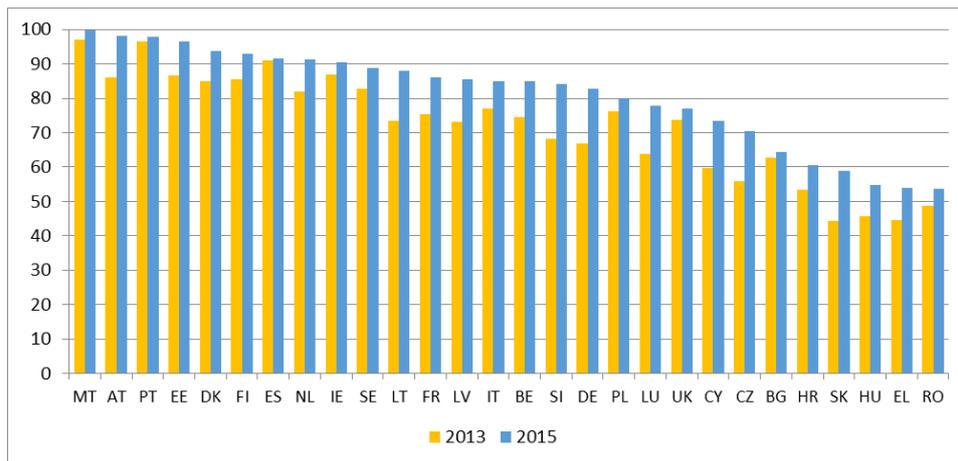
**Source:** European Commission Digital Economy and Society Index

internet, in the last 12 months. The data are based on Eurostat - Community survey on ICT usage in households and by individuals. The countries are ranked according to the share of e-government

<sup>28</sup> For the indicator "barriers to innovation" (Innobarometer 2010) the rankings has been reversed compared to the country reports in order to ensure consistency for the calculation of the mean ranking for service delivery and digitalization. Furthermore the data for Croatia is missing on this indicator, which can modify the mean ranking.

users. The spectacular progress Estonia made over the past years in this area is well-known and also confirmed in this indicator. With this evolution the country positions itself in front of the Scandinavian digital frontrunners, the Netherlands and Ireland. In contrast, countries such as Romania, Bulgaria, Czech Republic, Italy, Slovakia Croatia and Poland, but also Germany clearly lag behind with regard to the use of e-government. The graph also confirms a strong dynamic and progress in this area with substantial increases of this indicator over the last 2 years.

**Graph 28: Online services completion (% of life events)**

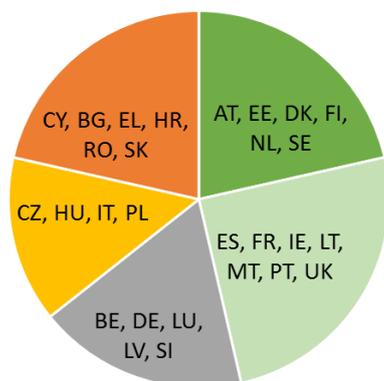


**Source:** European Commission Digital Economy and Society Index

A similar picture is drawn from the “share of steps in a public service life event that can be completed online.” (see graph 27)

e-government benchmarking reports. The e-government benchmark methods include a web-based user survey and mystery shopping. In addition to the countries mentioned above also Malta, Austria and Portugal are the best ranked Member States. On the level of national indicators the EUPACK has tried to deepen out the different live-events and the time it takes to complete them. Based upon the relative low

**Graph 29: Overall assessment of digitalisation and service delivery**



**Source:** Own calculation based on 7 comparative indicators

*Note: The ranking builds upon country-specific means for the 7 indicators on the “service delivery and digitalization” dimension used in EUPACK. In order to cluster the countries, the range of the country-specific means has been transformed on a scale of 1 to 5 (1= top quintile of the mean rankings and 5= bottom quintile).*

number of country experts, able to provide reliable data on the various life events, we need to conclude that in this area more in-depth work and efforts are needed to get a more complete picture.

In graph 29, the Member States have been divided in five groups according to their aggregated ranking based on the 7 indicators. The data indicate the overall digitalisation and service delivery capacity and performance of each 28 EU Member States on this dimension relative to the other. Again the Scandinavian countries - Denmark,

Finland and Sweden - but also Austria, Estonia and the Netherlands score highest, while Bulgaria, Croatia, Cyprus, Greece, Romania and Slovakia clearly lag behind.

#### **5.4. Organisation and management of government organisations**

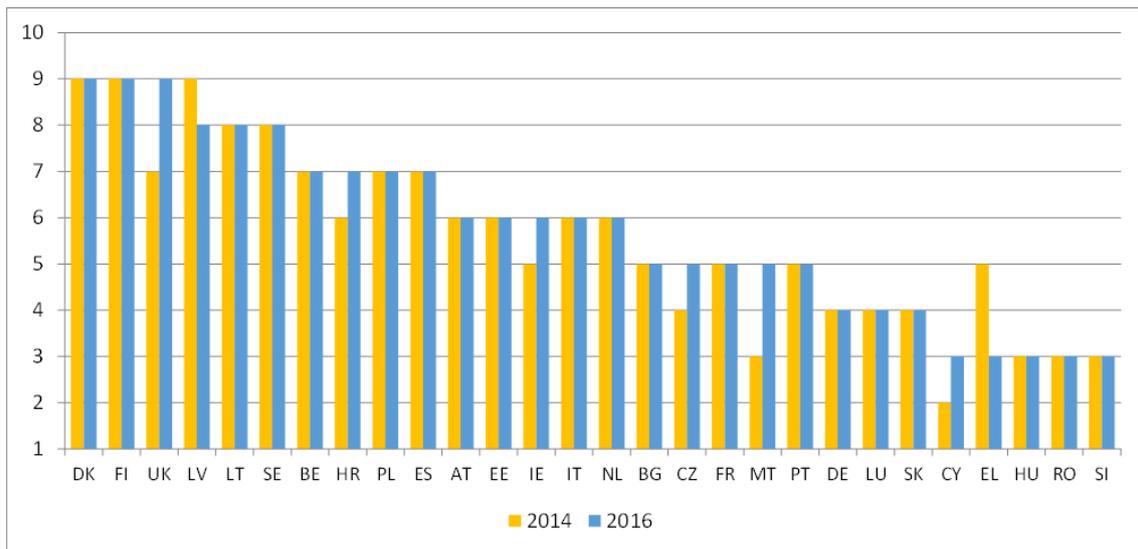
This dimension, which is vast in coverage, was tackled by four different indicators. This assessment should provide some information on the management capacity, as well as performance in providing clear direction and ensuring implementation (also across different government organisations).

<b>4. Organisation and Management of Government Organisations</b>	
<b>Indicator</b>	<b>Source</b>
Strategic planning capacity	Bertelsmann Stiftung- Sustainable Governance Indicators
SGI implementation capacity	Bertelsmann Stiftung- Sustainable Governance Indicators
QOG implementation capacity	Quality of Government Institute Gothenburg- Expert Survey
Inter-ministerial coordination	Bertelsmann Stiftung- Sustainable Governance Indicators

This dimension covers elements of both structures and processes. On the side of structures, it deals with the machinery of government, centralisation vs. decentralisation, flattening of hierarchies, shared services, agencies/agency control, mergers, corporatisation, privatisation, changes to size and scope of government, redistribution of responsibilities between different government levels. Several of these aspects have been dealt with and discussed above on the size and structure of government, its level of centralisation and decentralisation. Certainly, it is interesting to read the previous section on the characteristics related to policy making and implementation are interesting along with this one.

The “strategic planning capacity” indicator from the Sustainable Governance Indicators (SGI) published by the Bertelsmann Foundation, for example, relies on a combination of expert qualitative assessment and quantitative data drawn from official sources, in order to assess how much influence strategic planning units and bodies have on government decision-making.

**Graph 30: Strategic planning capacity (1-10)**

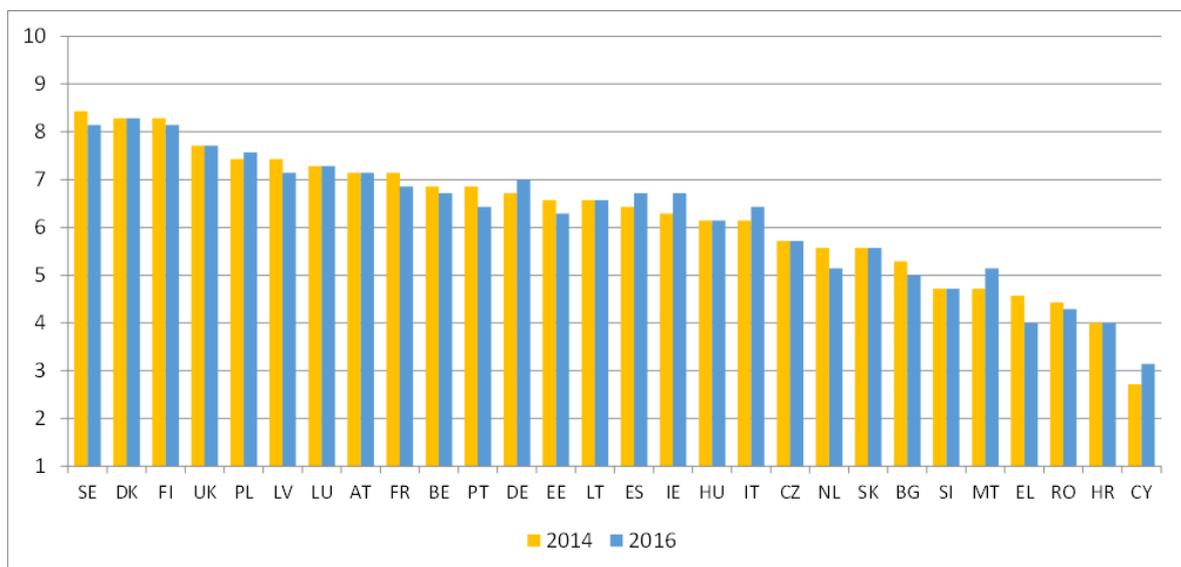


**Source:** Bertelsmann Stiftung; Sustainable Governance Indicators

Based on this indicator, three Scandinavian countries (Denmark, Finland, and Sweden) but also the UK and the Baltic countries Latvia and Lithuania seem to have the highest strategic planning capacity among all EU Member States. Both Latvia and Lithuania have a 'tradition' in strategic planning systems, dating back to the period when the transitional administrative reforms took place and created a relatively strong Centre of Government in the form of the Chancellery and the Government Office. South Eastern countries such as Slovenia, Romania, Greece and Cyprus but as well Hungary, Germany and Luxembourg score rather low on this indicator.

Strategic planning capacity needs to be complemented by an implementation capacity allowing governments to put their plans into practice. A second indicator analysed is the SGI "Implementation capacity indicator". This aggregate indicator combines qualitative and quantitative assessments based on the following 5 dimensions: (1)

**Graph 31: Implementation capacity (1-10)**

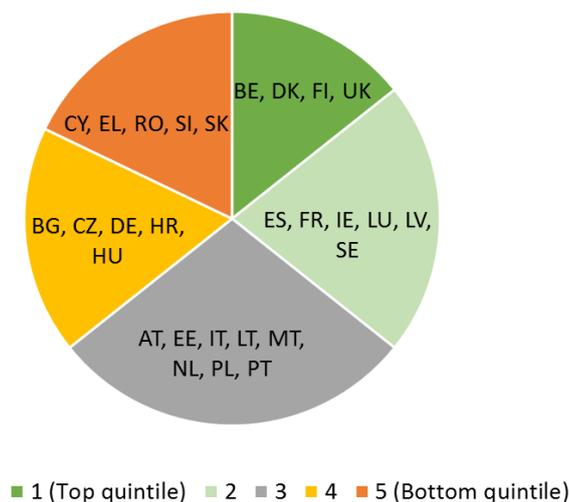


**Source:** Bertelsmann Stiftung; Sustainable Governance Indicators

government efficiency, (2) ministerial compliance, (3) monitoring Ministries, (4) monitoring agencies and bureaucracies, (5) task funding, (6) constitutional discretion and (7) national standards. Graph 31 demonstrates a rather strong correspondence with the strategic planning capacity, however with some interesting differences. Sweden, Luxembourg, Poland but also France and Germany are ranked clearly higher with regard to implementation capacity. On the contrary, Croatia seems to be much stronger in strategic planning than in implementation.

In graph 32 the Member States have been divided in five groups according to their aggregated ranking based on the 4 indicators. The data indicate the overall management capacity and performance of each EU Member States on this dimension, relative to the others. We can see that with regard to this indicator Belgium and UK join the top group but that also the Baltic countries Spain and France are ranked rather well. Interestingly, Germany, Austria, Estonia and the Netherlands score rather low based on these indicators.

**Graph 32: Overall assessment of management and organisation<sup>29</sup>**



**Source:** Own calculation based on 4 comparative indicators

*Note: The ranking builds upon country-specific means for the 4 indicators on the "management and organisation of government" dimension used in EUPACK. In order to cluster the countries, the range of the country-specific means has been transformed on a scale of 1 to 5 (1= top quintile of the mean rankings and 5= bottom quintile).*

### **5.5. Policy-making, coordination and regulation**

Policy making, successful implementation as well as monitoring, evaluating and regulating policy is crucial to key principles of good governance such as policy effectiveness, policy coherence and rule of law. In order to improve governance

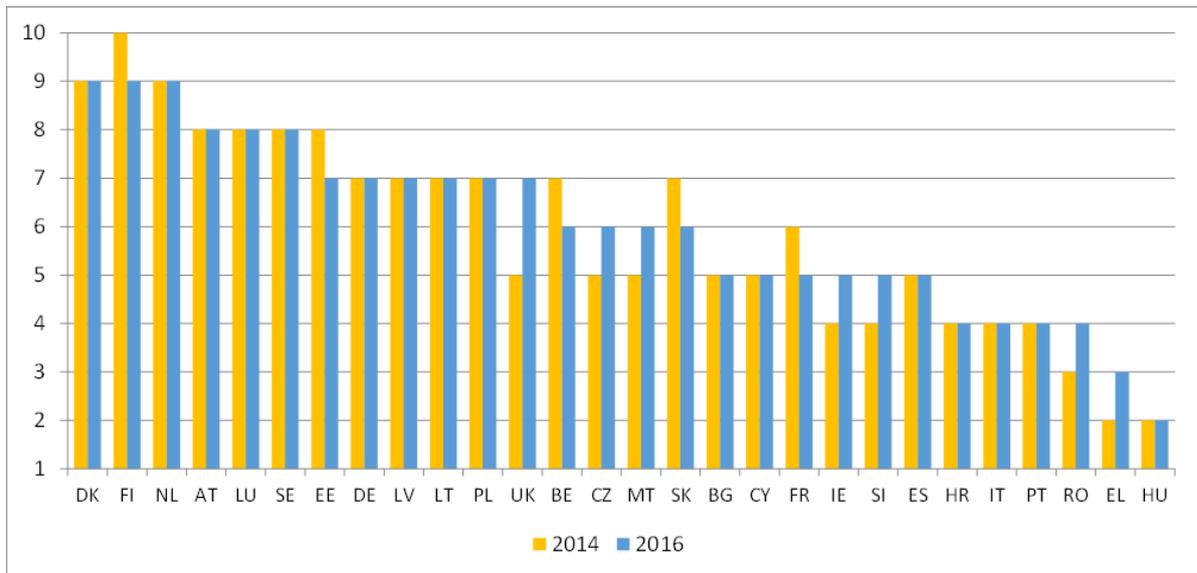
readiness there is a need to strengthen public administration with regard to the following administrative capacities (Hertie School of Governance 2014): the capacity to mediate between and bring together dispersed actors to achieve joint action (coordination capacity); the capacity to provide intelligence and analytical evidence-based advice in conditions of uncertainty (analytical capacity) and capacity to provide oversight over heterogeneous private and public organisations and ensure proper implementation (regulatory capacity).

Most EU Member States have been engaged in a number of initiatives and reforms to strengthen these capacities in order to improve policy making and ensure rule of law. We can see reforms addressing the policy process (policy development, policy implementation and policy evaluation/monitoring, foresight), trying to strengthen citizen/stakeholder participation/involvement in policy development, improve (multilevel) policy coordination and improve regulatory quality by introducing approaches such as regulatory impact assessments or strengthening the capacity of regulatory bodies but also to improve business environment and reduce administrative burden for enterprises. Many studies have been conducted on this topic (e.g. the World Bank work on Business Environment Performance or the regulatory impact framework promoted by the European Commission, etc.). For the country analysis four indicators have been selected, which combine a look at societal consultation and use of evidence based instruments to improve policy making but also more directly look at regulatory quality and rule of law.

5. Policy Making, Coordination and Regulation	
Indicator	Source
Regulatory quality	World Bank- Worldwide Governance Indicators
Rule of law	World Bank- Worldwide Governance Indicators
Societal consultation	Bertelsmann Stiftung- Sustainable Governance indicators
Use of evidence based instruments	Bertelsmann Stiftung- Sustainable Governance Indicators

The Societal consultation indicator as part of the Sustainable Governance index, developed by the Bertelsmann Foundation, aims to measure how far the government consults with economic and social actors in the course of policy preparation. The scores are based on expert opinions and confirm rather high differences among the EU Member States. Whereas societal consultations (in the form of organised interest groups participating in policy making and corporatist structures of interest mediation) is strongly institutionalised in countries such as Denmark, Finland, the Netherlands, Austria, Luxembourg and Sweden, there is a clear lack of such consultations in Croatia, Italy, Portugal, Romania and especially in Greece and Hungary. Among the Eastern European countries we can see that especially in the Baltic countries societal consultation is rather well established.

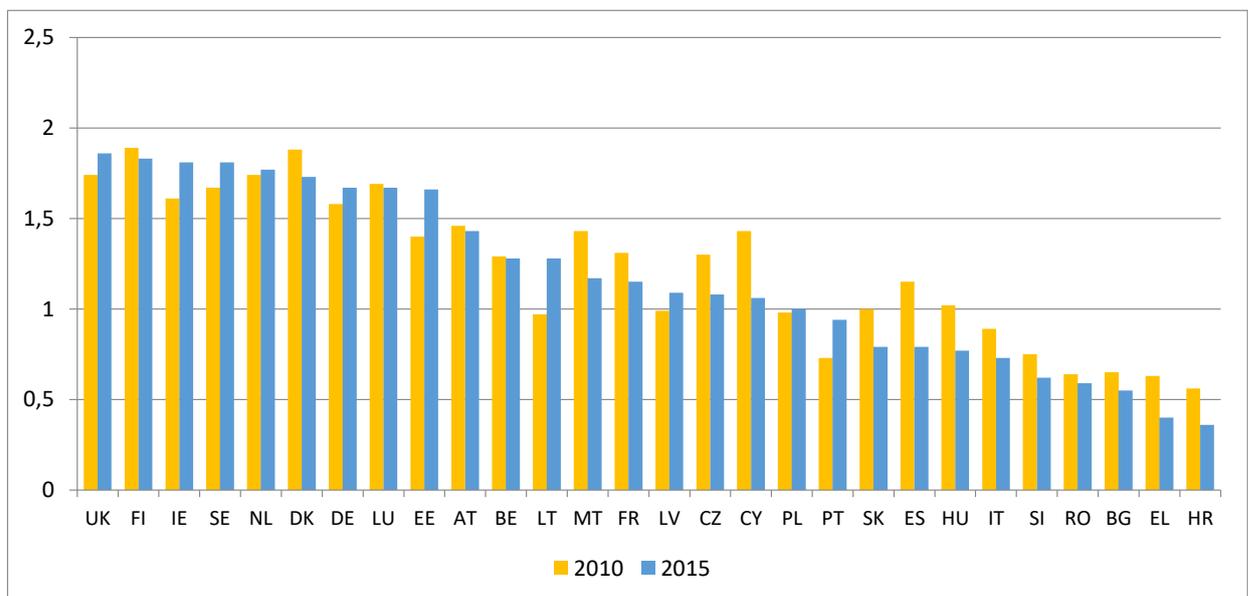
**Graph 33: Societal consultations (1-10)**



**Source:** Bertelsmann Stiftung; Sustainable Governance Indicators

The regulatory quality indicator collected by the World Bank captures perceptions of the ability of government to formulate and implement sound policies and regulations that permit and promote private sector development. This measure is constructed by using over 50 representative and non-representative items from 15 different sources. As graph 35 shows regulatory quality based on this indicators is highest in both the Anglo-Saxon countries (UK and Ireland) and the Scandinavian countries (Finland, Sweden, Denmark) but the also the Netherlands, Germany, Luxembourg and Estonia score rather high. Most of these countries also seem to have improved their regulatory quality over the period 2010-2015. In contrast, we can observe an even decreasing regulatory quality for the countries which already were characterised by a lower regulatory quality in 2010.

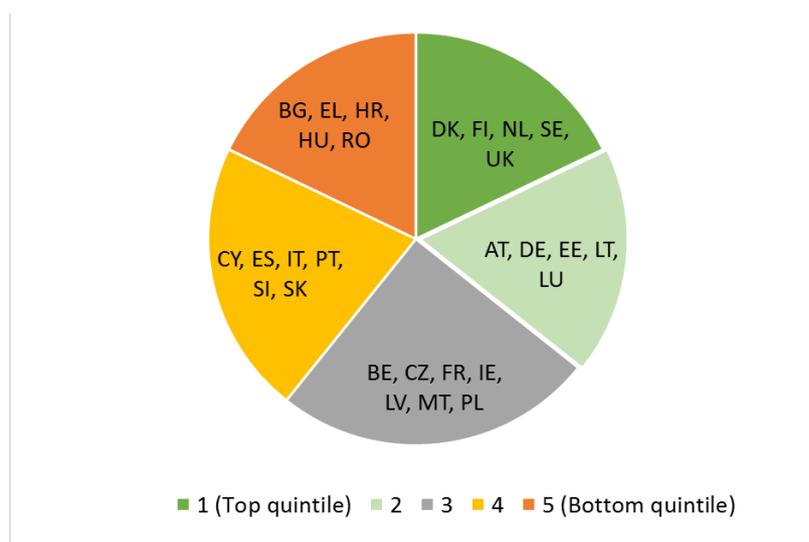
**Graph 34: Regulatory Quality from approximately -2.5 (weak) to 2.5 (strong)**



**Source:** World Bank Governance Indicators

In graph 35 the Member States have been divided in five groups according to their aggregated ranking based on the 4 indicators. The data indicate the overall policy-making, coordination and regulatory capacity and performance of each 28 EU Member States on this dimension, relative to the others. We can see that with regard to this dimension the Scandinavian countries, as well as the Netherlands and the UK are part of the top group followed by continental European and Baltic countries.

**Graph 35: Overall indicator-based assessment of the EU Member States with regard to "policy making, coordination and regulation"<sup>30</sup>**



**Source:** Own calculation based on 4 comparative indicators

## 5.6. Overall government performance

In addition to the more narrow governance capacity and performance indicators presented before, further indicators allow to make a more holistic assessment of government performance. Four indicators were selected for EUPACK analysis, based on the principle of availability and substance.

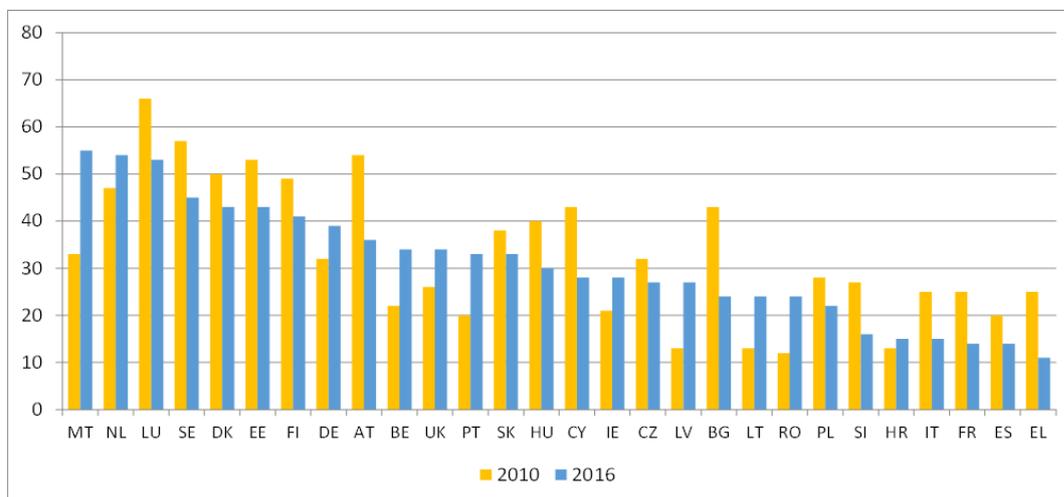
6. Overall Performance	
Indicator	Source
Trust in government	Eurobarometer 85- Spring 2016 Eurobarometer 73.4- 2010
Improvement of public administration over time	Eurobarometer 75.4- 2011
Government effectiveness	World Bank- Worldwide Governance Indicators
Public sector performance	World Economic Forum- Global Competitiveness Index

<sup>30</sup>The ranking builds upon country-specific means for the 4 indicators on policy making, coordination and regulation used in EUPACK. In order to cluster the countries, the range of the country-specific means has been transformed on a scale of 1 to 5 (1= top quintile of the mean rankings and 5= bottom quintile).

A commonly used indicator to assess the overall quality and performance of government is "trust in government", whereby for our analyses we used the indicator collected by Eurostat as part of the Eurobarometer representative citizen surveys (% respondents who "tend to trust" the government QA14.2 in 2010 and QA8a7 in 2016).

In 2016 citizen trust in government was highest in Malta, the Netherlands and Luxembourg and especially low in Croatia, France, Greece, Italy, Slovenia and Spain. A comparison with 2010 shows some remarkable changes, in both positive and negative directions, between the different years are remarkable. We see a very high 20% increase in Malta but also substantial increases (of about 10%) in Belgium, Latvia, Lithuania, Portugal and Romania. On the other hand, Austria, Bulgaria, Cyprus, France, Greece, Italy, Luxembourg and Slovenia saw a strong decrease in trust. Overall there was a decrease in 17 Member States, whereas only 11 Member States saw an increase over the last 6 years.

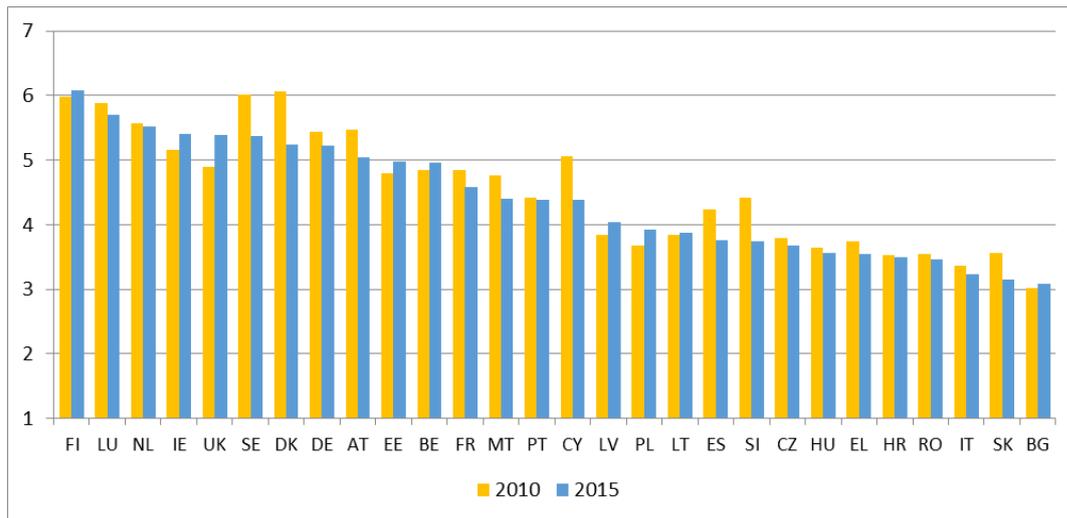
**Graph 36: Trust in government (respondents who tend to trust the government in %)**



**Source:** Eurobarometer

An indicator more directly related to public administration itself is the public sector performance indicator as part of the Global Competitiveness Index, conducted by the World Economic Forum. Via an executive opinion survey (with CEOs and senior management as respondents, about 75 per country) respondents are asked to evaluate, on a scale of 1 to 7 (best score) different variables. The public sector performance variable is an aggregate indicator composed of (1) property rights, (2) ethics and corruption, (3) undue influence, (3) government efficiency and (5) security. An often-heard critique on the Global Competitiveness Index is its predominantly economical perspective on government. Public administration is seen a vehicle to strengthen and facilitate the business/entrepreneurial environment and it suffers from a clear bias, as the respondents are only private sector CEO's and managers. Nonetheless, the indicator correlates quite well with the other 3 overall government performance indicators used and especially the country analysis in. We can see that this indicator shows more intertemporal stability and less variation. The top group is composed of Finland, Luxembourg, the Netherlands, Ireland, UK, Sweden, Denmark and Germany. Interestingly, we see substantial decreases for Sweden, Denmark, Cyprus, Spain and Slovenia, whereas only seven Member States seem to have improved over the 2010-2015 time period.

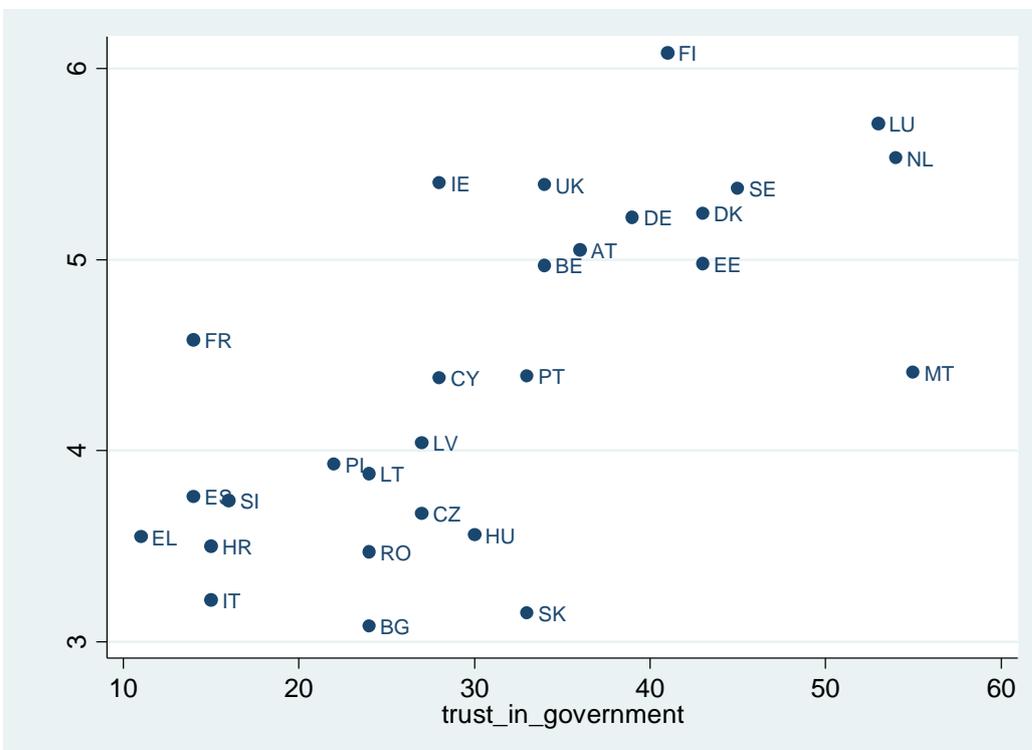
**Graph 37: Public sector performance (1-7)**



**Source:** World Economic Forum (*Global Competitiveness Index*)

It is also interesting to see how far this government performance indicator correlates with trust in government. It is well-known that trust in government is influenced by several variables of which performance is only one. We observe quite a strong correlation between these two indicators (notwithstanding some outliers), which overall seems to confirm the importance of government performance as relevant factor for overall trust in government.

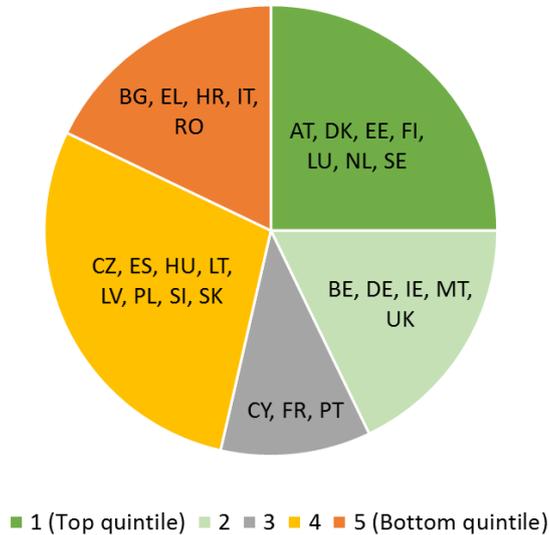
**Graph 38: Correlation between trust in government and public sector performance**



**Source:** Trust in Government from World Eurobarometer 85- Spring 2016; Public Sector Performance from WEF Global Competitive Index 2014/2015

In graph 39 the Member States have been divided in five groups according to their aggregated ranking based on the 4 indicators. The data indicate the overall government performance of each Member State on this dimension, relative to the others. Unlike the previous dimensions, apart from the Scandinavian countries the top performing group is joined by Austria, Estonia, Luxembourg and the Netherlands.

**Graph 39: Overall assessment of government performance<sup>31</sup>**



**Source:** Own calculation based on 4 comparative indicators

## 5.7. Conclusions and future perspectives

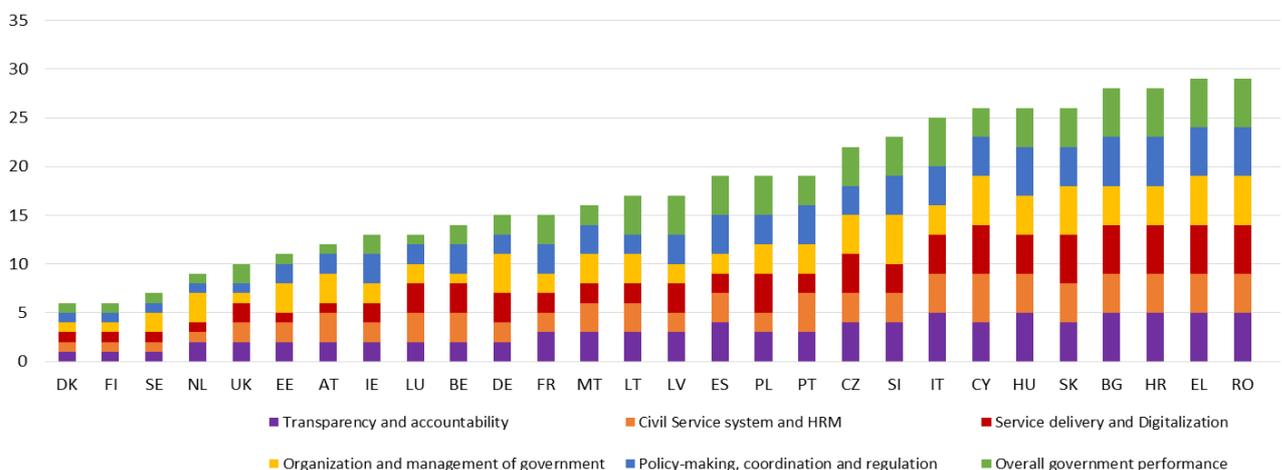
The aim of this report is to develop a substantive overview of public administration systems, culture and functions. To that end, systematic evidence was collected to map similarities and differences among the 28 EU Member States with regard to size of government, scope and structure of public administration, key features of the civil service system, the politico-administrative context and especially an indicator-based assessment of government capacity and performance in key dimensions of administrative reform. A key finding is the continuously **high heterogeneity among the EU Member States** with regard to many key variables. This has substantial implications for better understanding the dynamics and outcomes of public administration reforms. Despite the presence of important contextual influences that create pressures towards convergence across some European countries, the degree to which shared administrative traditions and cultures or fiscal circumstances are an explanatory factor in predicting openness for reform can be overstated. The overall state system, history and current politics of each country, in particular, plays a critical role in shaping commitment to reforms and to particular types of administrative reform.

<sup>31</sup>The ranking builds upon country-specific means for the 4 indicators on overall government performance used in EUPACK. In order to cluster the countries, the range of the country-specific means has been transformed on a scale of 1 to 5 (1= top quintile of the mean rankings and 5= bottom quintile).

This report clearly is only a first, albeit important step, to better understand the specific characteristics, functioning and change dynamics of public administration in the 28 EU Member States. It made it very clear that in many areas **we still lack valid comparative data for a systematic assessment of public administration**. This is especially relevant with regard to employment data but also a broader assessment and monitoring of public administration capacity and performance suffers substantially from the lack of systematic data. The work of the European Commission but also international organisations and think tanks such as OECD, World Bank or Bertelsmann Stiftung on developing governance indicators or more specific indicators (e.g. on digitalisation) are an important first step but still shows many gaps with regard to core public administration features.

It is very tempting to aggregate our findings with regard to the different dimensions of public administration capacity and performance into one overall ranking. The following graph 40 brings together the relative ranking of each dimension (based on the quintile assessment) in one graph. The best possible aggregated score is 6, while a maximum score of 30 would mean that a country was always ranked in the lowest quintile. The lower the score the better the capacity and performance of a country. We can clearly see that based on the collected 28 comparative indicators the Scandinavian countries Denmark, Finland and Sweden are somewhat outperforming the other EU Member States. A second cluster of countries such as the Netherlands, the UK, Estonia, Austria, Ireland, Luxembourg, Germany and France is closely following behind. In contrast, the highest need for administrative improvement appears in Romania, Greece, Croatia and Bulgaria but also in Italy, Cyprus, Hungary and Slovakia.

**Graph 40: Overall assessment of public administration capacity and performance of the EU Member States**



**Source:** Own calculation based on the overall rank of each country in each of the 6 dimensions (each based on a quintile rank of 1-5)

Comparing the capacity and performance of public administrations implies more than a mere aggregation of indicators. Both the selection of indicators and actual aggregation depends on fundamental discussions about the scope, nature and function of the state and the role of public administration therein. The principles and values guiding the development of single indicators and especially of aggregate indicators are often not made explicit. Before using the broad variety of governance indicators, or before

constructing our own indicator, four fundamental questions need to be clarified (Van de Walle 2005):

- What do we consider as government and as public administration? How to determine the scope of government?
- Do we want to rely on subjective perception-based indicators, or do we use objective performance indicators?
- How do we define performance? Do we primarily rely on input, output, outcome, efficiency or effectiveness? How do we determine whether performance has improved?
- How to aggregate performance?

And our work as part of the EUPACK project has clearly shown the need for being very cautious and context-sensitive when interpreting such indicators. Contextual knowledge of the country specific features of public administration is crucial for a valid interpretation of such indicators which alone should always be interpreted with high caution.

# Annexes

- Annex 1: Government size with regard to employment
- Annex 2: Administrative tiers in the EU Member States
- Annex 3: Number of ministries and agencies
- Annex 4: Status and regulation of public employees in the EU Member States
- Annex 5: Ranking of the EU28 countries for the indicators used in chapter 5
- Annex 6: Methodology of the indicators used in chapter 5

## **ANNEX 1: GOVERNMENT SIZE WITH REGARD TO EMPLOYMENT<sup>32</sup>**

 Cells coloured in green indicate that the data provided by the EUPACK experts was available in the national statistics and that the methodology is comparable with the guidelines provided to calculate core PA employment (see p8 of the synthesis)

 Cells coloured in orange indicate that the data was either not available in national statistics or that the methodology differs from the guidelines provided to calculate core public administration. The findings are thus not entirely comparable with other EU Member States.

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<sup>32</sup>BG: No data to calculate, reported from a national report

CY: Hard to calculate core employment, No data available regarding employment in social security functions

ES: No data available on employment in public employment services

HR: Croatian national statistics provide neither full nor structured information about public sector employment.

HU: Core PA not calculated based on guidelines as not all data available but calculated on the basis of CSO data: [http://www.ksh.hu/docs/hun/xstadat/xstadat\\_evkozi/e\\_qli006.html](http://www.ksh.hu/docs/hun/xstadat/xstadat_evkozi/e_qli006.html)

LV: According to the Latvian Law on Public Administration, the core public administration in Latvia employs 57,990 people, covering ministries and their subordinated agencies at the central level as it might be stated in other sources. In this case, core public administration employment in % of general government employment is 29.82%. This is due to the fact that employment at municipal level is not included in public administration.

HU: Core PA not calculated based on guidelines as not all data available but calculated on the basis of CSO data: [http://www.ksh.hu/docs/hun/xstadat/xstadat\\_evkozi/e\\_qli006.html](http://www.ksh.hu/docs/hun/xstadat/xstadat_evkozi/e_qli006.html)

PL: No data on staff in public employment services for the calculation of employment in core PA

RO: Data on army and public employment services is not available

SE: two other categories, i.e. employees with a monthly and full time employment equivalent. This overestimates the number and share of employees outside the core public administration

SI: calculation of core PA employment based on an approximation given the data provided by the national expert

SK depending on whether calculated from Eurostat or from the Institute for Economic policy the numbers differ

## ANNEX 2

MS	General government employment (in thousands)*	Thereby share of central government (%)	Thereby share of state/ regional government (%)	Thereby share of local government (%)	Government employment in % of total labour forces	Core public administration employment in % of general government employment
<b>AT</b>	346.6	37.90%	40.70%	21.40%	8.00%	36.30%
<b>BE</b>	1,064.10	19.50%	44.00%	34.00%	21.60%	NA
<b>BG</b>	137.7	76.10%	-	23.90%	4.20%	60.00%
<b>HR</b>	317.1	87.10%	-	12.90%	17.00%	23.70%
<b>CY</b>	58	92.60%	-	7.40%	14.00%	4.70%
<b>CZ</b>	531.6	84.00%	2.00%	14.00%	10.20%	NA
<b>DK</b>	716.5	24.00%	17.00%	58.00%	25.10%	12.60%
<b>EE</b>	118.3	47.00%	-	53.00%	18.10%	32.00%
<b>EL</b>	566.9	84.20%	1.20%	14.60%	12.00%	36.80%
<b>FI</b>	536	20.00%	-	80.00%	20.50%	25.00%
<b>FR</b>	6179.7	38.70%	1.30%	29.20%	21.20%	51.50%
<b>DE</b>	4,609.20	9.80%	50.90%	31.20%	11.20%	49.40%
<b>HU</b>	873	NA	NA	NA	19.50%	13.20%
<b>IE</b>	298	91.00%	-	9.00%	14.20%	12.20%
<b>IT</b>	3,233.20	63.00%	24.30%	12.50%	12.90%	29.00%
<b>LV</b>	226.6	32.70%	-	57.30%	20.20%	73.30%
<b>LT</b>	315.3	48.00%	-	52.00%	22.00%	41.20%
<b>LU</b>	38.3	78.40%	-	13.4 %	14.00%	58.10%
<b>MT</b>	33.1	98.90%	-	1.10%	17.20%	16.00%
<b>NL</b>	844.2	26.90%	2.30%	19.40%	9.70%	37.30%
<b>PL</b>	2526.7	36.35% <sup>33</sup>	NA	NA	14.80%	24.60%
<b>PT</b>	658.4	76.20%	5.60%	16.70%	13.30%	50.40%
<b>RO</b>	1190.4	42.00%	-	58.00%	13.40%	42.80%
<b>SK</b>	271.3 350.1	46.00%	-	51.00%	10.0% (based on 271.3)	27.9%/ 44.2%
<b>SI</b>	162.7	76.70%	24.30%		16.40%	18.00%
<b>ES</b>	2487.7	19.90%	58.00%	22.10%	10.90%	37.30%
<b>SE</b>	1079	20.00%	19.30%	60.60%	21.40%	34.00%
<b>UK</b>	5347	55.10%	-	41.70%	16.80%	7.30%

<sup>33</sup> These data are based on a different methodology from the other Member States. They utilise data on the employment in the whole public sector, including public companies also outside the education and health sectors, but excluding defense and public safety (the numbers are visibly different – 3,051,138 for the employment in the whole public sector excluding defense and safety, and 2,526,730 for the public sector), The number includes voivodship offices (branches of central government in the regions). If we take into account just employees working in the Mazowieckie region (where the central government is located), the percentage changes to 7.81%.

**ANNEX 2: ADMINISTRATIVE TIERS IN THE EU MEMBER STATES**

	Number of administrative tiers	Name of administrative tiers
<b>Austria</b>	4	9 federal provinces/states 79 districts as administrative territorial units 2,100 municipalities government level
<b>Belgium</b>	4	10 provinces 3 regions ( <i>gewesten</i> ), based on territory foundation: the Flemish region, the Walloon region and the Brussels-Capital region. 3 communities ( <i>gemeenschappen</i> ), based on language: the Dutch-speaking Flemish community, the French community and the German community. 589 municipalities (+ Elected city districts for the city of Antwerp)
<b>Bulgaria</b>	3	28 regions 265 municipalities (+ 35 district administrations in the 3 largest cities – Sofia, Varna, Plovdiv)
<b>Croatia</b>	3	20 counties ( <i>županija</i> ) 428 municipalities and 128 towns, 17 of which have a special status of large towns
<b>Cyprus</b>	2	30* municipalities and 350 communities
<b>Czech Republic</b>	3	14 regions 6,246 municipalities: Type I municipalities, 388 Type II municipalities ("obce s pověřeným obecním úřadem"), 205 Type III municipalities (municipalities with extended responsibilities, "obce s rozšířenou působností", "ORPs") Central government (+deconcentrate state administration at regional, district and local level)
<b>Denmark</b>	3	5 regions 98 local governments
<b>Estonia</b>	2	183 rural municipalities and 30 cities (+15 counties) A reform to reduce substantially the number of local governments is ongoing, but the final numbers are not known at the time of writing.
<b>Finland</b>	2	311 municipalities (+ 18 regional councils i.e joined municipal

## ANNEX 2

		authorities, regional states agencies and since 2010 15 Centres for Economic Development, Transport and the Environment)
<b>France</b>	4	13 regions 96 departments in metropolitan France and 5 overseas departments 35,416 communes
<b>Germany</b>	4	16 states ( <i>Länder</i> ; 12 area states and 3 city states) 295 districts ( <i>Kreisverwaltungen</i> ) 11,091 municipalities ( <i>Kommunen/Gemeinden</i> )
<b>Greece</b>	3	13 regional authorities 325 municipalities (+ 7 decentralised administrations)
<b>Hungary</b>	3	168 District Administrative Offices 3,200 municipalities
<b>Ireland</b>	2	31 city and county councils (+ 3 non-elected regional assemblies with limited powers)
<b>Italy</b>	4	20 regions: 15 with ordinary status and 5 with special status 103 provinces 8,088 municipalities
<b>Latvia</b>	2	119 municipalities
<b>Lithuania</b>	2	60 municipalities
<b>Luxembourg</b>	2	105 municipalities
<b>Malta</b>	2	68 Local councils (+ 5 regional committees with limited powers since 2009)
<b>The Netherlands</b>	3	12 Provinces 393 municipalities
<b>Poland</b>	4	16 regions (voivodships) 314 counties (poviats) 2,478 municipalities (gminas)
<b>Portugal</b>	5	2 autonomous regions (archipelagos of Madeira and Azores) 18 districts 308 municipalities 3,092 parishes (+ Regional Coordination and Development

		Commissions with limited power)
<b>Romania</b>	3	41 counties+ Bucharest 319 towns and 2,893 communes (+8 regions without legal personality)
<b>Slovakia</b>	3	8 Regions 2,900 municipalities (+ 79 districts as statistical units)
<b>Slovenia</b>	2	212 municipalities (+58 state local-administrative units, and territorial units of departmental state executive agencies)
<b>Spain</b>	4	17 autonomous Communities 50 provinces 8,124* municipalities (+ island authorities of Balearic and Canary Islands)
<b>Sweden</b>	3	21 county councils/regional councils (( <i>regioner and landstingskommuner</i> )) 290 municipalities ( <i>primärkommuner</i> )
<b>The United-Kingdom</b>	Depending on country	1/ England: 57 'single tier' authorities (55 unitary authorities, the City of London Corporation and the Council of the Isles of Scilly), 28 'upper tier' authorities (27 County Councils and the Greater London Authority), 269 'lower tier' authorities (36 metropolitan authorities, 32 London Borough Councils, 201 non-metropolitan district councils). 2/ 3 Devolved governments: Scotland, Wales and Northern Ireland. Only unitary local authorities – 32 in Scotland, 22 in Wales and 11 in Northern Ireland

**Sources:** EUPACK, \*for these countries report "Local and regional governments in Europe. Structures and competences", Council of European Municipalities and Regions (2016) [http://www.ccre.org/img/uploads/piecesjointe/filename/CEMR\\_structures\\_and\\_competences\\_2016\\_EN.pdf](http://www.ccre.org/img/uploads/piecesjointe/filename/CEMR_structures_and_competences_2016_EN.pdf)

**ANNEX 3: NUMBER OF MINISTRIES AND AGENCIES**

	Number of ministries	Number of agencies	Types of agencies
<b>Austria</b>	13	175*	-
<b>Belgium</b>	14	31	5 agencies with direct supervision of the government, 12 autonomous agencies with separate management structures (e.g. a board), 14 agencies involved in managing the social security system.
<b>Bulgaria</b>	17	40	11 State Agencies 29 Executive Agencies
<b>Croatia</b>	20	86	No single model of agency
<b>Cyprus</b>	11	13	-
<b>Czech Republic</b>	14	45 Administrative offices	administrative offices with nationwide competence directly controlled by the government, administrative offices with nationwide competence directly controlled by the ministries, independent administrative offices Ministries can also have from 10 to 60 organisations structurally differentiated from central authorities (they have various legal forms, including partially budget-funded organisations) Agencies are also established by municipalities and regions (primary and secondary education, healthcare organisation, etc.
<b>Denmark</b>	18	131	-
<b>Estonia</b>	11	43	-
<b>Finland</b>	12	Around 100	-
<b>France</b>	18	103	2 criteria applied by the Conseil d'Etat: autonomy and competence in the implementation of public policies
<b>Germany</b>	14	85 in 2008	-
<b>Greece</b>	18	Number of state agencies: 169	State agencies: ex. the public broadcaster, national museum of modern art, Greek railways, etc.

		Number of independent public regulatory and administrative authorities: 15	Independent public regulatory and administrative authorities: ex. the Ombudsman, the National Council for Radio and Television, the Personal Data Protection Authority etc.
<b>Hungary</b>	8	More than 140	PI: Public Institutions are more or less equivalent with the „Type III” agencies of the van Thiel – Oliver (2011) typology; CSAB / Central State Administrative Bodies correspond to „Type II” of the same typology
<b>Ireland</b>	16	Around 350	257 national non-commercial agencies 96 agencies at regional and local level
<b>Italy</b>	18	29 at central level	No single model of agency
<b>Latvia</b>	13	139 (156 including 13 ministries and 4 institutions directly subordinated to the Prime Minister)	-
<b>Lithuania</b>	14	14 government agencies and 77 agencies under the ministries	Government agencies and agencies under the ministries
<b>Luxembourg</b>	19	59	<i>service à gestion séparée établissements publics</i>
<b>Malta</b>	16	13	Agencies included in chapter 497 of the Public Administration Act, 4th Schedule
<b>The Netherlands</b>	11	574*	-
<b>Poland</b>	18	10	Executive agencies
<b>Portugal</b>	16	Indirect Administration (Public Institutes, Agencies): 55 Independent Administrative Units: 8 Advisory	-

		bodies: 53	
<b>Romania</b>	26	127*	-
<b>Slovakia</b>	13	NA	Central state administration bodies
<b>Slovenia</b>	14	50	34 "organs/bodies within ministries" without legal personality and 16 public agencies with a higher level of autonomy
<b>Spain</b>	13	59 Autonomous bodies 1 independent administrative authority 38 public foundations	Autonomous bodies ( <i>organismos autónomos</i> ), independent administrative authorities, public foundations
<b>Sweden</b>	11	345	-
<b>The United-Kingdom</b>	25	350	-

**Sources:** EUPACK, \*for these countries COBRA survey (between 2006 and 2010) in Verhoest et al. 2012 (:7)

### ANNEX 4: STATUS AND REGULATION OF PUBLIC EMPLOYEES IN THE EU MEMBER STATES

	Status and categories of public employees	Name of civil service regulation	Share of civil servants vs public employees	government unit responsible for HRM
<b>Austria</b>	Civil servants Contractual staff	Beamten-Dienstrechtsgesetz (1979) Vertragsbedienstetengesetz (1948)	45.7% of employees are tenured civil servants at federal level  41% at the state and municipal level	Federal Chancellery
<b>Belgium</b>	Civil servants Public employees	Statute Camu (1937- amended) Labour law for employees	Statutory employment 76% at federal level and 36% in local government  Contractual employment an exception legally but in practice 24% of employment at federal level and 64% in local governments	Federal Service for Administrative Policy and Support (BoSA)
<b>Bulgaria</b>	Civil servants Public employees	Administrative Law (1998) and Law on Civil Service (1999 amended 2006, 2010)  Labour law for employees	68.1% of public administration employees are civil servants protected under the Law on Civil Service	Institute for Public Administration and European Integration (IPAEI) for recruitment and training , decentralised management in HRM units
<b>Croatia</b>	1/ Civil servants in the state administration (ministries and other central bodies) 2/ Local servants who serve in the core local and county bodies (so-called administrative offices)	1/ State Servants Act of 2005 (amended 14 times) 2/ Act on Servants and Employees in Local and Regional Self-Government (2008- amended 2011), Act on Salaries in Local and Regional Self-Government (2010) 3/ Act on Salaries in Public Services	The highest share of civil servants is in state administration – 93% of the total employment figure. In local administration the share is 88% and in centrally-financed public services 86%	Ministry of Public Administration for main regulations, but decentralised implementation  Training by the State School of Public Administration

ANNEX 4

	<p>3/ Public servants employed in centrally-financed public services</p> <p>4/ Public servants who serve in locally-financed institutions (kindergartens, libraries, museum, etc.).</p>	<p>(2001- amended 2009) and different regulations</p> <p>4/ Labour law and different regulation in various types of local institutions</p>		
<b>Cyprus</b>	<p>Civil Service (all staff in Central Government)</p> <p>Local Government or state organisation employees are not considered as civil servants)</p>	<p>civil service law, N.1/90</p> <p>Depending on the type of appointment, permanent or not, different regulations apply</p>	<p>Permanent civil servants: 12,387 (71.7%)</p> <p>Staff on contract 4,894 (28.3%)</p>	<p>Appointments and promotions by the Public Service Commission</p> <p>Public and Administration and Personnel Department, (Ministry of Finance) for job descriptions and salary scales</p>
<b>Czech Republic</b>	<p>1/ Civil servants.</p> <p>2/ Public servants.</p> <p>3/ Employees of the Police Force and Armed Forces</p> <p>4/ Other employees</p>	<p>1/ Act on State Civil Service 234/2014 and the Act on Civil Servants of Territorial Self-Governmental Units 312/2002</p> <p>2/ special legislation regulating employment, training and career, managerial positions, or salaries (e.g. the case of teachers in primary and secondary education, heads of various central offices)</p> <p>3/ specific legislation</p> <p>4/ Labour Code</p>	NA	NA
<b>Denmark</b>	<p>Civil servants</p> <p>Public employees</p>	NA	<p>19% of workforce civil servants, 78% employed under the main General Employment Framework (GEF)</p>	<p>Regulation by the Danish Agency for Modernisation (under Ministry of Finance) and decentralised implementation</p>
<b>Estonia</b>	Civil servants	Public Service Act (2012)	Civil servants represent 24,5 % of general government employees	Government Office (recruitment, selection, top

ANNEX 4

	Public employees	Labour law for employees	(only the core of central public administration)	<p>executives), Ministry of Finance (general development of public administration, remuneration, personnel and training policy in the civil service, , development of regional and local administration)</p> <p>Ministry of Justice (civil service legislation),</p> <p>Ministry of Social Affairs ( pay negotiations with trade unions and pensions)</p> <p>Decentralised management at ministry and agency level</p>
<b>Finland</b>	Civil servants Public employees	<p>Civil Service Act (750/1994) and civil service act for municipalities (304/2003)</p> <p>Employment Contract Act (55/2001) for public and private employees</p>	<p>Central government: 63,516 civil servants (90%) vs. 7090 public employees in 2015,</p> <p>Staff of universities and polytechnics (around 40 000) are public employees.</p> <p>Municipalities: only 27% of staff are civil servants (teachers, medical doctors, leadership, social workers, etc.).</p> <p>The majority of civil servants and public employees have a permanent appointment (86% in state government, 79 % in municipalities).</p>	<p>Personnel and Governance Policy Department of the Ministry of Finance (collective bargaining, development of public management and general personnel management policies, legal regulation regarding the civil service).</p> <p>Recruitment and selection, appraisal, development and training decentralised to agency level</p>
<b>France</b>	3 branches of civil service (central government, territorial authorities and hospitals)	<i>Statut général de la fonction publique</i> for 3 branches of civil service, including Act of 13 July 1983 on the rights and duties of civil servants	Civil service: nearly half employed by central government, 31% by local government, 20% by the hospital civil service branch.	Directorate General for Administration and Public Employment ( <i>Direction Générale de l'Administration et de la Fonction Publique</i> DGAFP)

ANNEX 4

	Contractual employees		Public employees: 17,2% of staff (15,5% for the central government, 19,3% for territorial government and 17,2% for employment in hospitals)	within Ministry of the civil service, 5 Regional Institutes of Administration (IRA) for recruitment and training of middle management (IRA) and 1 institute for high civil service (ENA)  Management decentralised in HR units in ministries
<b>Germany</b>	Civil servants ( <i>Beamte</i> ) Public employees and workers ( <i>Tarifbeschäftigte</i> )	Civil servants: public law (Art. 33 (4) of the Basic Law), civil servant framework law ( <i>Beamtenrechtsrahmengesetz BRRG</i> ), § 2 Abs. 1 and § 6 of the federal civil servant law ( <i>Bundesbeamtengesetz BBG</i> ) and similar state laws.  Public employees: labour law and collective agreements, for salaries TVöD ( <i>Tarifvertrag für den Öffentlichen Dienst</i> )	Civil servants: 2015: 1,805,160; 42.2% (70.6% at federal government level and only 12.9% at local government level)  Public employees 2015: 2,470,710; 57.8%	Federal Ministry of Interior ( <i>Abteilung D "Öffentlicher Dienst"</i> ) for civil service regulation but decentralised implementation
<b>Greece</b>	Civil servants Public employees	Civil Service Code (included in Laws 3528/2007, 3584/2007 and 4057/2012)  Labour law for employees	566,913 civil servants (86.8%), with employees and political appointees total government employment rises to 653,463	Ministry of Administrative Reconstruction (HR policy and management, supervision of EKDD and ASEP), Ministry of Finance (grade system, pay system, pension system),  National Centre of Public Administration ( <i>EKDD</i> ) for training and Higher Council for Personnel Selection ( <i>ASEP</i> ) for recruitment.
<b>Hungary</b>	3 clusters of civil servants	Regulation on civil service in the central	public servants ( <i>közalkalmazott</i> ) amount to 57.5% of the overall	Ministry of Interior and Prime Minister's Office have

## ANNEX 4

	<p>(közszolgálati tisztviselő):</p> <p>1/ government officials (<i>kormánytisztviselő</i>) in PA organisations supervised by the government,</p> <p>2/ state officials (<i>állami tisztviselő</i>) in territorial offices of the PA organisations supervised by the government</p> <p>3/ 'public officials' (<i>köztisztviselő</i>) in PA organisations supervised by entities other than the government such as regulatory bodies and local self-governments.</p> <p>Public employees</p>	government (Law CXCIX/2011)	staff, civil servants working in local and central organisations ( <i>közszolgálati tisztviselők</i> ), amount to 14% of the staff	<p>significantly overlapping tasks in terms of civil service.</p> <p>Decentralised implementation</p> <p>National University of Public Service (NUPS) for training</p>
<b>Ireland</b>	<p>Civil servants</p> <p>Contractual staff</p>	<p>Civil Service Regulation Act (1956, amended in 2005)</p> <p>Public Service Management (Recruitment and Appointments) Act 2004 and Public Service Management (Recruitment and Appointments) (Amendment) Act 2013</p>	Civil service employment accounts for 12.1 per cent of total public sector employment	<p>Minister for Finance is responsible for the terms and conditions of civil servants,</p> <p>secretaries general have power to discipline and dismiss civil servants up to principal officer (senior middle management) level</p> <p>Public Appointments Service (PAS) for recruitment together with single ministries</p>
<b>Italy</b>	<p>Civil servants.</p> <p>Public employees</p> <p>4 areas for public employees and civil</p>	<p>Law n. 165/2001 on the general rules governing the work of public officials (amended by legislative decree n. 150/2009 and by law decrees now under approval); collective</p>	Civil servants represent only 15% of public employment	<p>Department for Public Administration and Presidency of the Council of the Ministers</p> <p>(in collaboration with Ministry</p>

ANNEX 4

	servants: central administrations; local government; education and research; and healthcare.	agreements; Code of Conduct for Government employees (2001) Labour law for public employees		of Labour and Ministry of Economics and Finance on some areas) Regions and local authorities have autonomy in HRM management
<b>Latvia</b>	Civil servants 1/ general civil service covering mainly ministries, 2/ specialised civil service including servants employed in diplomatic and consular services as well as tax administration (no diff on status but on working conditions) Public employees	Civil Service Law (2001) and Law on Unified Remuneration system (2010) Labour law for public employees	Civil service only at central level. In 2016, 11,728 civil servants out of 57,990 people employed at the central level or less than 6% of all public workforce.	State Chancellery (human resource policy for the central ) and Ministry of Finance (remuneration system) Decentralised implementation
<b>Lithuania</b>	Civil servants: 1/ career civil servants, 2/civil servants of political (personal) confidence, 3/ heads of institutions, 4/ statutory civil servants (such as policemen, firemen or border officers) Public employees	Law on Civil Service (1999, 2002)- only some provisions of this law applicable to statutory civil servants Labour law for public employees	Share of all civil servants (1) career civil servants; 2) civil servants of political (personal) confidence; 3) heads of institutions; and 4) statutory civil servants (such as policemen, firemen or border officers) in public employment (the base number for public employment is 371,792 and includes employees at state and municipal enterprises): 12.87%. Share of career civil servants in public employment: 6.78%. Share of contractual staff (employees who are not career civil servants or statutory servants) in public employment: 87.28%.	

ANNEX 4

<p><b>Luxembourg</b></p>	<p>1/ State civil servants (2015) 2/ State employees 3/ State manual workers</p>	<p>1/ (Amended) status of civil servants of 16 April 1979 and state civil servants' remuneration regime (the law of 22th June 1963). 2/ Status defined by a set of alternative or additional rules to the civil servants' status. Contractual agreement with State and hybrid status, both influenced by labour and by public law 3/ Collective bargaining agreement and governed by private law</p>	<p>64.9% of State civil servants 25.3% of State employees 9.8% of State manual workers</p>	<p>Ministry of Civil Service and of Administrative Reform (MFPPA), which is in charge of setting the rules of the general HRM policy for all public employees of the central public administration (recruitment and selection rules, promotion, appraisal, training, career management, remuneration, and pensions)  Decisions to hire personnel by the Council of Government, on the advice of Savings and Rationalisation Commission (SRC)</p>
<p><b>Malta</b></p>	<p>Employees</p>	<p>Public Administration Act (amended by legal notice 366 in 2016) and Public Service Management Code (PSMC)  Collective agreement for the Malta Public Service</p>	<p>All public officers are on an indefinite contract (i.e. permanent employees)</p>	<p>People and Standards Division, within the Office of the Prime Minister together with directorates People Resourcing and Compliance, People Support and Well Being, and the Research and Personnel Systems Directorate (HR policy)  Public Service Commission for recruitment</p>
<p><b>The Netherlands</b></p>	<p>Civil servant Contractual staff</p>	<p>Civil Service Act 1929 (<i>Ambtenarenwet</i> 1929) and byelaw named the ARAR (<i>Algemeen Rijksambtenaren Reglement</i>)  Separate (military) civil service act 1931 (<i>Militaire Ambtenarenwet</i> 1931)  Labour law for contractual staff</p>	<p>Almost all officials working for central government, police, the courts, the provinces, the municipalities (and related intermunicipal organisations), public education, academic hospitals and the water boards are under employed under the Civil</p>	<p>Ministry of the Interior and Kingdom relations (coordinative task and pay system), recruitment and HRM management decentralised in ministries</p>

ANNEX 4

			Service Act 1929. Are not considered as civil servants: Staff employed by subsidised education institutions, people working for most independent agencies and publicly owned enterprises, people working in (private) health care organisations.	
<b>Poland</b>	1/ Civil service employees (contractual staff) 2/ Civil servants (employed on a more stable basis of nomination) 3/ Higher civil service posts (political appointment)	Act on Civil Service (2008- amended)	112,000 Civil service employees 8,000 Civil servants (6.6%) 1,500-1,600 managerial posts	Head of Civil Service Recruitment and appraisal decentralised at level of Directors general of ministries
<b>Portugal</b>	1/Public functions workers 2/ Civil servants working in following areas: permanent army forces, state external representation, security information, criminal investigation, public safety and inspection. 3/ Managers	Law No. 35/2014 of June 20 (General Labor Law in Public Functions) 1/ Contract of employment in public functions (many similarities with the contracts of private sector workers but law is not clear if this personal can be fired) 2/ Nomination based on public law 3/ Service Commission (service of 3 to 5 years )	Civil Servants (nomination): 11.23% Contractual staff in public functions: 74.59% Staff in Service Commission positions: 2.77% Non-permanent public employees: 11.41%	Directorate-General for Administration and Public Employment (DGAEP) (advice on legal framework, pay systems, appraisal, recruitment and working conditions, Directorate-General for the Qualification of Public Employees (INA) (training and recruitment); eSPap (Shared Services for HRM)
<b>Romania</b>	1/ Civil servants (at their turn, grouped into senior or high civil servants, public managers, management civil servants and civil	Law 188/1999 on the Statute of civil servants and the code of conduct for civil servants from 2004 (amended)	In 2015, 125,446 persons employed in public administration: 68,033 civil servants (54.2%), 50,083 contractual staff and 7.330 public dignity positions	National Agency of Civil Servants (NACS) (under Ministry of Regional Development, Public Administration and European

ANNEX 4

	servants of execution), 2/ Contractual employees, 3/ Political appointees			Funds) for HR strategy and training Decentralised regulation and implementation in ministries
<b>Slovakia</b>	1/ Civil servants 2/ Public servants 3/ Employees regulated by specific legislation (The Police Force, Customs Officers, Armed Forces, freely appointed positions, politicians and members of the Parliament and Government) 4/ Other employees (contractual staff)	1/ Civil Service Act (2009) 2/ Act on execution of work of public interest (2003) 3/ Specific legislation 4/ Labour code (2001)	36,000 civil servants (8.3%) 400,000 employees and public servants	HR management fully decentralised to each ministry
<b>Slovenia</b>	1/ Public servants or public employees 2/ "Civil servants" (term does not exist but body of public employees covered by special legislation such as police and army, justice, central ministries and municipal administration)	Law on the Salary System of the Public Sector (2002) 1/ articles 1-21 of Law on Public Servants (2002, applying from 2003) and general labour law 2/ articles 22-204 of Law on Public Servants, sectoral laws establish specific rules for certain issues For both categories general labour law applies for all issues not separately regulated by public law legislation	162,658 public employees 39,580 civil servants (19.6%)	Directorate for Public Sector within the Ministry of Public Administration (HRM strategy and legislation) Decentralised implementation
<b>Spain</b>	Civil servants Public employees	7/2007 Civil Service Statute Employment Law for public employees	The proportion of civil servants is higher in the State (81.6% in 2016) than in other territorial levels: the regions (64.8%) and the local authorities (37.9%)	Directorate General for the Civil Service, (pay system, State pension, standardizing recruitment and organizing most competitions, training

ANNEX 4

				etc.) Few functions to ministries under control of central unit
<b>Sweden</b>	Civil servants (diplomatic corps, judiciary, police force and armed forces) Public employees	No public law status, private law applied for civil servants and employees (Employment Protection Act (1982:80) and Working Hours Act (1982:673)). But responsibilities set in Public Employment Act (1994:260)  Complemented by sectoral collective agreements	Civil servants represent 1-2% of public employees	Ministry of Finance (overall HR policy), Swedish Agency for Government Employers (SAGE) (collective agreements)  Decentralised management of recruitment, pay, training etc. in agencies
<b>The United-Kingdom</b>	Civil servants  Public employees	Part 1 of the Constitutional Reform and Governance Act 2010  Civil Service code (Civil Service, 2015)	Of the 5.347m total UK public sector employees in 2015, only 7.3% of total FTE public employment	Minister for the Civil Service (to manage the civil service excluding the diplomatic service which is managed by Foreign Secretary)  Independent Civil Service Commission (regulates recruitment to the Civil Service and promotes civil service values)  Decentralised management of recruitment, pay, training etc. in ministries and agencies

### ANNEX 5: RANKING OF THE EU 28 MEMBER STATES FOR THE INDICATORS USED IN CHAPTER 5

	AT	BE	BG	CY	CZ	DK	DE	EE	EL	ES	FI	FR	HR	HU	IE	IT	LT	LV	LU	MT	NL	PL	PT	RO	SK	SI	SE	UK
Access to government information (1)	10	16	16	28	10	3	10	3	3	23	1	16	16	26	10	16	3	1	23	26	16	10	16	23	10	3	3	3
Transparency of government (8)	4	11	24	22	23	8	14	6	25	6	5	9	18	26	15	16	2	12	17	1	10	21	3	27	28	20	13	19
Voice and accountability (2)	7	8	28	15	17	2	6	13	24	17	4	11	26	25	9	19	20	23	5	11	2	15	14	27	20	22	1	10
Control of corruption (2)	10	9	28	13	21	3	7	12	27	19	1	11	22	24	8	25	18	20	4	14	5	17	14	26	23	16	2	6
TI perception of corruption (11)	9	8	28	15	19	1	5	11	25	18	2	11	22	22	10	27	15	21	5	19	4	14	13	25	22	17	3	5
Gallup perception of corruption (10)	10	12	24	17	21	2	5	9	23	22	3	14	26	15	6	27	28	13	3	10	6	18	24	19	16	20	1	8
Impartiality (3)	10	3	26	28	20	2	8	16	24	18	4	5	21	25	9	23	12	14	15	7	6	11	19	22	27	17	1	13
Professionalism (3)	15	14	26	-	21	2	6	11	17	13	8	4	24	25	1	19	12	10	-	23	5	9	22	18	27	16	3	7
Closedness (3)	22	25	11	-	1	5	21	7	19	20	4	26	23	10	18	24	16	3	-	13	9	12	15	17	8	14	2	6
E-government users (8)	11	9	27	20	26	2	21	1	16	13	3	7	23	17	5	25	12	14	8	18	4	22	15	28	24	19	6	10
Pre-filled forms (8)	12	10	21	13	19	5	18	1	27	9	3	20	22	25	17	16	8	14	23	2	6	11	4	28	24	15	7	26
Online service completion (8)	2	15	23	21	22	5	17	4	27	7	6	12	24	26	9	14	11	13	19	1	8	18	3	28	25	16	10	20
Online services (9)	5	19	24	25	26	14	11	7	23	5	2	2	15	21	17	9	12	22	17	13	4	20	15	27	28	10	8	1
Barriers to public sector innovation (7)	6	27	25	22	9	17	5	19	21	13	11	10	-	4	20	14	24	23	2	1	7	26	12	16	8	18	3	15
Services to businesses (4)	16	14	15	21	11	6	13	7	27	23	9	23	25	18	4	28	4	12	1	2	9	21	18	20	25	17	8	3
Ease of doing business (6)	9	22	20	24	13	1	7	4	27	17	5	15	23	21	8	25	10	6	26	28	14	11	12	19	18	16	3	2

Strategic planning capacity (1)	11	7	16	24	16	1	21	11	24	7	1	16	7	24	11	11	4	4	21	16	11	7	16	24	21	24	4	1
Interministerial coordination (1)	25	4	26	28	18	3	18	17	24	8	1	7	27	9	11	4	12	9	4	21	15	13	13	22	23	18	16	2
SGI implementation capacity (1)	7	11	23	28	19	1	9	17	26	11	2	10	27	18	11	15	14	7	6	21	21	5	15	25	20	24	2	4
QOG implementation capacity (3)	7	3	6	21	16	5	22	19	23	17	15	12	10	14	9	27	22	25	-	1	2	26	18	13	19	4	8	11
Societal consultation (1)	4	13	17	17	13	1	7	7	27	17	1	17	23	28	17	23	7	7	4	13	1	7	23	23	13	17	4	7
Use of evidence based instruments (1)	8	27	17	19	7	2	4	10	27	21	2	22	14	26	19	13	11	12	23	17	5	5	23	14	14	25	9	1
Regulatory quality (2)	10	11	26	17	16	6	7	9	27	20	2	14	28	22	3	23	11	15	7	13	5	18	19	25	20	24	3	1
Rule of law (2)	6	10	28	16	15	3	9	12	25	19	1	11	26	23	8	24	17	21	5	13	4	20	14	27	22	18	2	7
Trust in government (4)	9	10	19	15	17	5	8	5	28	26	7	26	24	14	15	24	19	17	3	1	2	22	12	19	12	23	4	10

1. Bertelsmann Stiftung- Sustainable Governance Indicators
  2. World Bank- Worldwide Governance Indicators
  3. Quality of Government Institute Gothenburg- Expert survey
  4. Eurobarometer
  5. World economic forum- Global Competitiveness Index
  6. World Bank- Ease of Doing Business
  7. European Public Sector Innovation Scoreboard 2013
  8. European Commission- Digital Economy and Society Index
  9. UN E-government Index
  10. Gallup World Poll
  11. Transparency International- Corruption Perception Index
- \* value 2013  
\*\* value of 2011

### ANNEX 6: METHODOLOGY OF THE INDICATORS USED IN CHAPTER 5

Indicator	Source	Scale	Methods	Years available	Years reported in tables	Countries available	Comments
Access to government information	Bertelsmann Stiftung-Sustainable governance indicator	Score 1-10 (10 best)	The SGI relies on a combination of qualitative assessments by country experts and quantitative data drawn from official sources. In order to aggregate the indicators into composite indices, the quantitative indicators (which use varying scales and units of measurement) are standardised via a linear transformation. Survey question: Is government information accessible?	2014, 2015, 2016	2014 and 2016	41 countries-including all EU28 countries	Scores 10-9: Legal regulations guarantee free and easy access to official information, contain few, reasonable restrictions, and there are effective mechanisms of appeal and oversight enabling citizens to access information. 8-6: Access to official information is regulated by law. Most restrictions are justified, but access is sometimes complicated by bureaucratic procedures. Existing appeal and oversight mechanisms permit citizens to enforce their right of access. 5-3: Access to official information is partially regulated by law, but complicated by bureaucratic procedures and some poorly justified restrictions. Existing appeal and oversight mechanisms are often ineffective. 2-1: Access to official information is not regulated by law; there are many restrictions of access, bureaucratic procedures and no or ineffective mechanisms of enforcement.
Transparency of government	European Commission - E-	Score 0-100	The Transparency of government indicator is an aggregate of scores regarding the transparency of service	2012/2013, 2013/	2012/2013 and	34 countries-including all	This indicator also contains information on access to government information. However, the

ANNEX 6

	government benchmark		delivery, of public administrations, and of personal data. The results are based on an online panel survey and on mystery shopping. The study was prepared by Capgemini, IDC, Sogeti, Indiville, and IS Practice for the European Commission.	2014, 2014/2015.	2014/2015	EU 28 countries.	methodology differs from the Bertelsmann "Access to government information" as it is an aggregate of several online survey questions. Furthermore, the assessment is restricted to the areas of service delivery, public administration and personnel data.
Voice and accountability	World Bank-worldwide governance indicator	From -2.5 (weak) to 2.5 (strong)	The Worldwide Governance Indicators (WGI) are a research dataset summarizing the views on the quality of governance provided by a large number of enterprise, citizen and expert survey respondents in industrial and developing countries. These data are gathered from a number of survey institutes, think tanks, non-governmental organisations, international organisations, and private sector firms. Voice and accountability reflects perceptions of the extent to which a country's citizens are able to participate in selecting their government, as well as freedom of expression, freedom of association, and a free media. 2010: Number of sources ranging from 1 to 17 depending on the country; 2015: from 1 to 14.	1996-2015	2010 and 2015	229 countries-including all EU28 countries	The worldwide governance indicators are based on a different number of sources according to the years and the countries. Please consult this webpage for more information on the data sources : <a href="http://info.worldbank.org/governance/wgi/index.aspx#doc-sources">http://info.worldbank.org/governance/wgi/index.aspx#doc-sources</a>
Control of corruption	World Bank-worldwide governance indicator	From -2.5 (weak) to 2.5 (strong)	The Worldwide Governance Indicators (WGI) are a research dataset summarizing the views on the quality of governance provided by a large number of enterprise, citizen and expert survey respondents in industrial and developing countries. These data are gathered from a number of survey institutes, think tanks, non-governmental organisations, international organisations, and private sector firms.	1996-2015	2010 and 2015	229 countries including all EU28 countries	The worldwide governance indicators are based on a different number of sources according to the years and the countries. Please consult this webpage for more information on the data sources : <a href="http://info.worldbank.org/governance/wgi/index.aspx#doc-sources">http://info.worldbank.org/governance/wgi/index.aspx#doc-sources</a>

ANNEX 6

			Control of corruption reflects perceptions of the extent to which public power is exercised for private gain, including both petty and grand forms of corruption, as well as "capture" of the state by elites and private interests. 2010: Number of sources ranging from 1 to 15 depending on the country; 2015: from 1 to 14.				
TI perception of corruption	Transparency International-Corruption Perception Index	0-10 until 2012 (multiplied by 10) 0-100 from 2012	CPI 2010 is calculated with 9 data sources, CPI 2015 is calculated with 12 data sources from 11 institutions. The data source is standardised to a scale of 0-100 where 0 equals the highest level of perceived corruption	1995-2015	2010 and 2015	177 countries in 2010, 164 countries in 2015- including all EU28 Member States	The scale has changed from 0-10 to 0-100 in 2012. We have multiplied the score for 2010 by 100 to get a comparable indicator. Data sources 2010: 1/ADB: Country Performance Assessment Ratings by the Asian Development Bank, 2/AFDB: Country Policy and Institutional Assessment by the African Development Bank, 2/BF: Bertelsmann Transformation Index by the Bertelsmann Foundation, 3/ EIU: Country Risk Service and Country Forecast by the Economist Intelligence Unit, 4/FH: Nations in Transit by Freedom House, 5/GI: Global Risk Service by IHS Global Insight, 6/ IMD: World Competitiveness Report by the Institute for Management Development, 7/PERC: Asian Intelligence by Political and Economic Risk Consultancy, 8/WB: Country Policy and Institutional Assessment by the World Bank, 9/WEF: Global Competitiveness Report by the World Economic Forum Data sources 2015: 1/World Bank CPIA, 2/World Economic Forum EOS, 3/ Bertelsmann Foundation TI,

ANNEX 6

							4/African Development Bank, 5/ IMD World Competitiveness Yearbook, 6/Bertelsmann Foundation SGI, 7/World Justice Project ROL, 8/PRS International Country Risk Guide, 9/Economist Intelligence Unit, 10/IHS Global Insight, 11/PERC Asia Risk Guide, 12/Freedom House NIT
Gallup perception of corruption	Gallup World Poll	% Yes	Survey- Question: Is corruption widespread throughout the government in this country, or not? Gallup uses telephone surveys in countries where telephone coverage represents at least 80% of the population or is the customary survey methodology. In countries where telephone interviewing is employed, Gallup uses a random-digit-dial (RDD) method or a nationally representative list of phone numbers. Telephone interviews are about 30 minutes. With some exceptions, all samples are probability based and nationally representative of the resident population aged 15 and older. The coverage area is the entire country including rural areas, and the sampling frame represents the entire civilian, non-institutionalised adult population of the country. The typical survey includes at least 1,000 individuals.	2006-2015 (not for all countries)	2010 and 2014	160 countries including EU 28- Malta not available for 2010	Answer options: yes, no, don't know
Professionalism	Quality of government institute - Gothenburg - Expert survey	Score 1 (not at all) - 7 (to a large extent) 7 more professional	The QOG Gothenburg expert survey is a web survey of 1294 experts. The Professionalism index (impar) measures to what extent the public administration is professional rather than politicised. Higher values indicate a more professionalised public administration. The value of each country is calculated as a mean of all expert means. Based on	wave 2008-2012, and wave 2015	2012 and 2015	159 countries in 2012, 170 countries in 2015. No data available for LU, some data	The number of respondents is different between the wave 2008-2012 and the wave 2015 of the survey.

ANNEX 6

			aggregate of 4 items: Q2_a: When recruiting public employees, the skills and the merits of the applicants decide who get the job. Q2_b: When recruiting public employees, the political connections of the applicants decide who get the job; Q2_g: the top political leadership hires and fires public officials; Q2_h: Senior public officials are recruited within the ranks of the public sector			missing for CY	
Impartiality	Quality of government institute Gothenburg - Expert survey	Score 1 hardly ever) - 7 (almost always)	The QOG Gothenburg expert survey is a web survey of 1294 experts. The impartiality index (impar) measures to what extent government institutions exercise their power impartially. Impartiality is defined as "When implementing laws and policies, government officials shall not take into consideration anything about the citizen/case that is not beforehand stipulated in the policy or the law" (Rothstein and Teorell, 2008 p170). Lower values indicate a more professional public administration. As the QOG Institute had used different methodologies to calculate the index in 2012 and 2015, we have calculated our own aggregate based on the mean of experts `answers. We have used the individual results of the expert survey for the following survey questions: Q5_f: When deciding how to implement policies in individual cases, public sector employees treat some groups in society unfairly; Q5-g: When granting licenses to start up private firms, public sector employees favour applicants with whom they have strong personal contacts; Q7: Generally speaking, how often would you	wave 2008-2012, and wave 2015	2012 and 2015	159 countries in 2012, 170 countries in 2015. No data available for LU, some data missing for CY	The number of respondents is different between the wave 2008-2012 and the wave 2015 of the survey.

## ANNEX 6

			say that public sector employees today, in your chosen country, act impartially when deciding to implement a policy in an individual case?; Q8-g: Firms that provide the most favourable kickbacks to senior officials are awarded public procurement contracts in favour of firms making the lowest bid. For the last question, the scores have been reversed in order to harmonise the interpretation of the scales with the other questions.				
Closedness	Quality of government institute Gothenburg - Expert survey	Score 1 (not at all closed) - 7 (to a large extent)	The QOG Gothenburg expert survey is a web survey of 1294 experts. The closedness index (closed) measures to what extent the public administration is more closed or public-like, rather than open or private like. Higher values indicate a more closed public administration. Survey questions: Q2_d: Public sector employees are hired via a formal examination system; Q2_j: Once one is recruited as a public sector employee, one remains a public sector employee for the rest of one's career; Q4_f: The terms of employment for public sector employees are regulated by special laws that do not apply to private sector employees.	wave 2008-2012, and wave 2015	2012 and 2015	159 countries in 2012, 170 countries in 2015. No data available for LU, some data missing for CY	The number of respondents is different between the wave 2008-2012 and the wave 2015 of the survey.
Online services	UN e-government Index	Score 0-1	Online services index (part of the e-government index): At least two experts per country assess in the national language the national portals, e-services portal, e-participation portal, as well as the websites of the related ministries of education, labour, social services, health, finance, and environment if applicable. Each question calls for a binary responses, the number of points for each	2003, 2004, 2005, 2008, 2010, 2014, 2016	2010 and 2016	140 countries in 2010, 167 in 2015	

ANNEX 6

			country are normalised from 0 to 1. The online index for each country is equal to the actual total score less the lowest total score divided by the range of total score values for all countries.				
E-government users	European Commission - Digital economy and society index	% of individuals aged 16-74	Individuals sending filled forms to public authorities, over the internet, last 12 months. Based on Eurostat - Community survey on ICT usage in Households and by Individuals Ranking of countries: 1 for biggest share of e-government users.	2013, 2014, 2015	2013 and 2015	EU28	
Pre-filled forms	European Commission - Digital economy and society index	% of life events	Amount of data that is pre-filled in public services online forms. Original source: e-government benchmarking report, studies performed by Capgemini for the European Commission (2012-2014). The e-government benchmark methods include a web-based user survey and mystery shopping.	2013, 2014, 2015	2013 and 2015	EU28	
Online service completion	European Commission - Digital economy and society index	% of life events	Share of steps in a Public Service life event that can be completed online. Original source: e-government benchmarking report, studies performed by Capgemini for the European Commission (2012-2014). The e-government benchmark methods include a web-based user survey and mystery shopping.	2013, 2014, 2015	2013 and 2015	EU28	
Barriers to public sector innovation	European Public Sector Innovation Scoreboard 2013	% of high importance answers	The variable of the EPSI Scoreboard 2013 is an aggregate of 2 indicators from the Innobarometer 2010 (survey questions to organisations active in public administration): 1/Indicator 2.2.1- Importance of internal barriers to innovation: using question 18 of the Innobarometer ("Since January	2010	2010		

ANNEX 6

			<p>2008, how important were the following factors in preventing or delaying your organisation's efforts to develop or introduce new or significantly improved services, communication methods, processes or organisational methods?")</p> <p>2/Indicator 2.2.1 calculates the share of "high importance" answers for the proposed answers a) lack of management support, b) lack of incentives for your staff, c) staff resistance, f) lack of sufficient human or financial resources, g) risk adverse culture in your organisation.</p> <p>Indicator 2.2.2- importance of external barriers to innovation: using question 18 of the Innobarometer, this indicator calculates the share of "high importance" answers for the proposed answers d) uncertain acceptance by the users of your services, and e) regulatory requirements.</p>			
Ease of doing business	World Bank- Ease of Doing business	Distance to frontier (0 lowest score-100 frontier)	<p>The Ease of Doing Business is a survey administered to more than 12,500 local experts, including lawyers, business consultants, accountants, freight forwarders, government officials and other professionals routinely administering or advising on legal and regulatory requirements.</p> <p>The score is measured in terms of distance to frontier. It shows the absolute distance to the best performance for each doing business index. An economy's distance to frontier is reflected on a scale from 0 to 100, where 0 represents the lowest performance and 100 represents the frontier. The rankings are determined by sorting the aggregate distance to frontier scores on 10 topics, each consisting of several indicators (41</p>	2004-2017	2012 (survey in 2011) and 2017 (survey in 2016)	<p>Some indicators change from year to year but the correlation between the Ease of Doing Business results from one year to the other is close to 1. The Doing Business 2017 expands the paying taxes indicator set to also cover postfiling processes; three indicator sets (starting a business, registering property and enforcing contracts) were expanded to cover a gender dimension and labour markets regulation.</p>

ANNEX 6

			indicators in total), giving equal weight to each topic. The frontier represents the best performance on the indicator across all economies since 2005 or the third year in which the data or the indicator were collected. The best and worst performance are established every five years. Individual component indicators are normalised to a common unit where each of the 41 indicators $y$ is rescaled using the linear transformation $(\text{worst-}y)/(\text{worst-frontier})$ .				
Services to businesses	Eurobarometer 417	% of respondents	Own calculated average of "satisfied responses" for: Q1 How satisfied or dissatisfied are you with each of the following: Q1.1 The way public administration deals with companies in (OUR COUNTRY) Q1.2 How easy it is for companies to get reliable information from public authorities in (OUR COUNTRY)	2015	EU28		
Strategic planning capacity	Bertelsmann Stiftung-Sustainable governance indicator	Score 1-10 (10 best)	The SGI relies on a combination of qualitative assessments by country experts and quantitative data drawn from official sources. In order to aggregate the indicators into composite indices, the quantitative indicators (which use varying scales and units of measurement) are standardised via a linear transformation. Survey question: How much influence do strategic planning units and bodies have on government decision-making?	2014, 2015, 2016	2014 and 2016	41 countries-including all EU28 countries	Scores 10-9: Strategic planning units and bodies take a long-term view of policy challenges and viable solutions, and they exercise strong influence on government decision-making. 8-6: Strategic planning units and bodies take a long-term view of policy challenges and viable solutions. Their influence on government decision-making is systematic but limited in issue scope or depth of impact. 5-3: Strategic planning units and bodies take a long-term view of policy challenges and viable solutions. Occasionally, they exert some influence on government decision-making. 2-1: In practice, there are no units

ANNEX 6

							and bodies taking a long-term view of policy challenges and viable solutions.
SGI implementation capacity	Bertelsmann Stiftung-Sustainable governance indicator	Score 1-10 (10 best)	The SGI relies on a combination of qualitative assessments by country experts and quantitative data drawn from official sources. In order to aggregate the indicators into composite indices, the quantitative indicators (which use varying scales and units of measurement) are standardised via a linear transformation. Aggregate score: 14,9% of each variable: 1/Government Efficiency, 2/Ministerial Compliance, 3/Monitoring Ministries, 4/Monitoring Agencies, Bureaucracies, 5/Task Funding, 6/Constitutional Discretion, 7/National Standards Survey questions: 1/ To what extent can the government achieve its own policy objectives? 2/To what extent does the organisation of government provide incentives to ensure that ministers implement the government's program? 3/How effectively does the government office/prime minister's office monitor line ministry activities with regard to implementation? 4/How effectively do federal and subnational ministries monitor the activities of bureaucracies and executive agencies with regard to implementation? 5/To what extent does the central government ensure that tasks delegated to subnational self-governments are adequately funded? 6/ To what extent does central government ensure that subnational self-governments may use their constitutional scope of discretion with regard to implementation?	2014, 2015, 2016	2014 and 2016	41 countries- including all EU28 countries	For a detailed explanation on the interpretation of the variables consult the implementation report of the Bertelsmann Stiftung <a href="http://www.sgi-network.org/docs/2016/thematic/SGI2016_Implementation.pdf">http://www.sgi-network.org/docs/2016/thematic/SGI2016_Implementation.pdf</a>

ANNEX 6

			7/ To what extent does central government ensure that subnational self-governments realise national standards of public services?				
QOG implementation capacity	Quality of government institute Gothenburg - Expert survey	Score 1 (not at all) - 7 (to a large extent)	The QOG Gothenburg expert survey is a web survey of 1294 experts. The implementation capacity variable is based on the survey question: To what extent do you think the following applies today? public employees strive to implement the policies decided upon by the top political leadership (Q8_b in 2012, q5_0 in 2015)	wave 2008-2012, and wave 2015	2012 and 2015	159 countries in 2012, 170 countries in 2015. No data available for LU, some data missing for CY	The number of respondents is different between the wave 2008-2012 and the wave 2015 of the survey.
Inter-ministerial coordination	Bertelsmann Stiftung-Sustainable governance indicator	Score 1-10 (10 best)	The SGI relies on a combination of qualitative assessments by country experts and quantitative data drawn from official sources. In order to aggregate the indicators into composite indices, the quantitative indicators (which use varying scales and units of measurement) are standardised via a linear transformation. Aggregate score of 6 indicators 16,67% of each variable: 1/GO Expertise, 2/GO Gatekeeping, 3/Line Ministries, 4/Cabinet Committees, 5/Ministerial Bureaucracy, 6/Informal Coordination Survey questions: 1/Does the government office / prime minister's office (GO / PMO) have the expertise to evaluate ministerial draft bills substantively?, 2/Can the government office / prime minister's office return items envisaged for the cabinet meeting on the basis of policy considerations?, 3/To what extent do line ministries involve the government office/prime minister's office in the preparation of	2014, 2015, 2016	2016	41 countries-including all EU28 countries	<a href="http://www.sgi-network.org/docs/2016/thematic/SGI2016_Interministerial_Coordination.pdf">For a detailed explanation on the interpretation of the variables consult the interministerial coordination report of the Bertelsmann Stiftung: <u>http://www.sgi-network.org/docs/2016/thematic/SGI2016_Interministerial_Coordination.pdf</u></a>

ANNEX 6

			policy proposals?, 4/How effectively do ministerial or cabinet committees coordinate cabinet proposals?, 5/How effectively do ministry officials/civil servants coordinate policy proposals?, 6/How effectively do informal coordination mechanisms complement formal mechanisms of inter-ministerial coordination?				
Regulatory quality	World Bank-worldwide governance indicator	From -2.5 (weak) to 2.5 (strong)	The Worldwide Governance Indicators (WGI) are a research dataset summarizing the views on the quality of governance provided by a large number of enterprise, citizen and expert survey respondents in industrial and developing countries. These data are gathered from a number of survey institutes, think tanks, non-governmental organisations, international organisations, and private sector firms. Regulatory quality reflects perceptions of the ability of the government to formulate and implement sound policies and regulations that permit and promote private sector development. 2010: Number of sources ranging from 1 to 12 depending on the country; 2015: from 1 to 14.	1996-2015	2010 and 2015	229 countries including all EU28 countries	The worldwide governance indicators are based on a different number of sources according to the years and the countries. Please consult this webpage for more information on the data sources : <a href="http://info.worldbank.org/governance/wgi/index.aspx#doc-sources">http://info.worldbank.org/governance/wgi/index.aspx#doc-sources</a>
Rule of law	World Bank-worldwide governance indicator	From -2.5 (weak) to 2.5 (strong)	The Worldwide Governance Indicators (WGI) are a research dataset summarizing the views on the quality of governance provided by a large number of enterprise, citizen and expert survey respondents in industrial and developing countries. These data are gathered from a number of survey institutes, think tanks, non-governmental organisations, international organisations, and private sector firms.	1996-2015	2010 and 2015	229 countries including all EU28 countries	The worldwide governance indicators are based on a different number of sources according to the years and the countries. Please consult this webpage for more information on the data sources : <a href="http://info.worldbank.org/governance/wgi/index.aspx#doc-sources">http://info.worldbank.org/governance/wgi/index.aspx#doc-sources</a>

## ANNEX 6

			Rule of law reflects perceptions of the extent to which agents have confidence in and abide by the rules of society, and in particular the quality of contract enforcement, property rights, the police, and the courts, as well as the likelihood of crime and violence. 2010: Number of sources ranging from 1 to 17 depending on the country; 2015: from 1 to 16.				
Societal consultation	Bertelsmann Stiftung-Sustainable governance indicator	Score 1-10 (10 best)	The SGI relies on a combination of qualitative assessments by country experts and quantitative data drawn from official sources. In order to aggregate the indicators into composite indices, the quantitative indicators (which use varying scales and units of measurement) are standardised via a linear transformation. Survey question: Does the government consult with economic and social actors in the course of policy preparation?	2014, 2015, 2016	2014 and 2016	41 countries-including all EU28 countries	Scores 10-9: The government successfully motivates societal actors to support its policy. 8-6: The government facilitates the acceptance of its policy among societal actors. 5-3: The government consults with societal actors. 2-1: The government rarely consults with any societal actors.
Use of evidence-based instruments	Bertelsmann Stiftung-Sustainable governance indicator	Score 1-10 (10 best)	The SGI relies on a combination of qualitative assessments by country experts and quantitative data drawn from official sources. In order to aggregate the indicators into composite indices, the quantitative indicators (which use varying scales and units of measurement) are standardised via a linear transformation. Aggregate score: 33.33% for each variable 1/RIA Application, 2/Quality of RIA Process, 3/Sustainability Check Survey question: 1/ To what extent does the government assess the potential impacts of existing and prepared legal acts (regulatory impact assessments, RIA)?, 2/Does the RIA process ensure participation, transparency and quality evaluation?, 3/Does the government	2014, 2015, 2016	2016	41 countries-including all EU28 countries	For a detailed explanation on the interpretation of the variables see the Bertelsmann Stiftung report on the evidence-based instruments: <a href="http://www.sgi-network.org/docs/2016/thematic/SGI2016_Evidence-based_Instruments.pdf">http://www.sgi-network.org/docs/2016/thematic/SGI2016_Evidence-based_Instruments.pdf</a>

ANNEX 6

			conduct effective sustainability checks within the framework of RIA?				
Trust in government	Eurobarometer 85-Spring 2016 Eurobarometer 73.4-2010	% of respondents	Respondents who "tend to trust" a) the government (QA14.2 in 2010 and QA8a7 in 2016).	2016	2010 and 2016	30 countries, including EU 28	
Improvement of public administration over time	Eurobarometer 75.4-2011	% of respondents	% of respondents thinking that the situation has improved. Survey question regarding the way public administration is run in the country: "Compared to 5 years ago, would you say the situation has improved, stayed the same or gotten worse?"	2011	2011	29 countries, including EU28	
Government effectiveness	World Bank-worldwide governance indicator	From -2.5 (weak) to 2.5 (strong))	The Worldwide Governance Indicators (WGI) are a research dataset summarizing the views on the quality of governance provided by a large number of enterprise, citizen and expert survey respondents in industrial and developing countries. These data are gathered from a number of survey institutes, think tanks, non-governmental organisations, international organisations, and private sector firms. Government effectiveness reflects perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies. 2010: Number of sources ranging from 1 to 11 depending on the country; 2015: from 1 to 13.	1996-2015	2010 and 2015	229 countries including all EU28 countries	The worldwide governance indicators are based on a different number of sources according to the years and the countries. Please consult this webpage for more information on the data sources : <a href="http://info.worldbank.org/governance/wgi/index.aspx#doc-sources">http://info.worldbank.org/governance/wgi/index.aspx#doc-sources</a>

ANNEX 6

Public sector performance	World economic forum-Global competitiveness index	Score 1-7 (7 best)	Executive Survey: respondents are asked to evaluate, on a scale of 1 to 7, one particular aspect of their operating environment. At one end of the scale, 1 represents the worst possible situation; at the other end of the scale, 7 represents the best. The public institution variable is an aggregate indicator: 20% of each indicator: 1/ property rights (1.01 property rights, 1.02 Intellectual property protection), 2/ Ethics and corruption (1.03 Diversion of public funds, 1.04 Public trust in politicians, 1.05 Irregular payments and bribes), 3/ undue influence (1.06 Judicial independence, 1.07 favouritism in decisions of government officials), 4/ government efficiency (1.08 Wastefulness of government spending, 1.09 Burden of government regulation, 1.10 Efficiency of legal framework in settling disputes, 1.11 Efficiency of legal framework in challenging regulation, 1.12 Transparency of government policymaking), 5/ Security (1.13 Business cost of terrorism, 1.14 Business cost of crime and violence, 1.15 Organised crime, 1.16 Reliability of police services) Keep security part?	2006-2007 to 2014-2015	2010-2011 and 2014-2015	140 countries, including all EU28 Member States	
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## GLOSSARY

### Administrative integrated model

The different government levels interact strongly and local government exercise both their responsibilities and tasks delegated by the central government (Kuhlmann and Wollmann 2014).

### Agency

According to the COBRA network<sup>34</sup> "Organisation that has the following characteristics:

- It is structurally differentiated from other organisations
- Some capacity for autonomous decision-making
- Some expectation of continuity over time
- Performs some public function
- Has some personnel and some financial resources
- It is created by government, funded for a major part by government or under
- administrative scrutiny by government."

### Agencification

"Agencification is in shorthand the process of delegation and devolution, in which more autonomy, particularly in personnel and financial issues, is granted to public bodies, which either remain legally part of the State or acquire their own legal personality." (OECD 2002<sup>35</sup>)

### Centre of government (CoG)

"In its narrowest sense, a CoG is merely its institutions and departments, which stand between the post of the head of the government and serve directly him/her, such as the PM office, the President's ministry etc. According to this definition, the placement of an institution or a department in the executive branch structure is the decisive criterion. In a broader sense, the CoG includes also other institutions and departments, which perform coordination and monitoring functions for the entire government, even if they are not positioned according to the post of the head of the government and do not serve solely for that post. In this sense, the CoG includes also, for instance, financial and planning units." (Safege, 2015<sup>36</sup>).

### Central government

"The central government (excluding social security) subsector (...) consists of all government units having a national sphere of competence, with the exception of

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<sup>34</sup> <http://soc.kuleuven.be/io/cost/index.htm>

<sup>35</sup> Beblavy M. (2002), *Understanding the Waves of agencification and the Governance Problems They Have Raised in Central and Eastern European Countries*, OECD)

<sup>36</sup> Safege B.(2015), *Report on the centers of government in the EU Member States*, Latvian Presidency of the European Council.

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social security units. The political authority of a country's central government extends over the entire territory of the country. The central government can impose taxes on all resident institutional units and on non-resident units engaged in economic activities within the country. Central government typically is responsible for providing collective services for the benefit of the community as a whole, such as national defence, relations with other countries, public order and safety, and for regulating the social and economic system of the country. In addition, it may incur expenditure on the provision of services, such as education or health, primarily for the benefit of individual households, and it may make transfers to other institutional units, including other levels of government." ([ESA 2010](#), paragraph 20.57).

### **Civil service**

This refers to "those public employees linked to a public administration through an act of appointment and a statutory relation which is essentially regulated by Administrative Law. The civil servant condition does not necessarily mean that they work full time in public service, but it is compatible with part-time work or, where appropriate, working from home or any other forms that may be established by the corresponding laws and according to needs" (Eurostat<sup>37</sup>).

### **Classification of the Functions of Government (COFOG)**

Eurostat "classifies government expenditure into ten main categories (divisions known as the 'COFOG I level' breakdown): general public services; defence; public order and safety; economic affairs; environmental protection; housing and community affairs; health; recreation, culture and religion; education; social protection" (Eurostat<sup>38</sup>).

### **Consensual executive government**

Government composed of minority cabinets and grand coalitions (Pollitt and Bouckaert, 2017).

### **Core public administration**

"Narrow definition of the public administration from the NACE statistics. Core administration includes enactment and judicial interpretation of laws and regulations, administration of government programmes, legislative activities, taxation, defence, public order and safety, immigration services, foreign affairs and compulsory social security. Activities such as teaching at schools or universities or health services activities are excluded, administration of these services is included." (European Commission, DG Enterprise and Industry 2012). In the EUPACK project we have attempted to find a more restricted and consistent definition of core public administration, as general government employment (excluding public corporations) minus employment in social security

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<sup>37</sup>[http://ec.europa.eu/eurostat/statistics-explained/index.php/Civil\\_servants\\_in\\_the\\_EU\\_member\\_states](http://ec.europa.eu/eurostat/statistics-explained/index.php/Civil_servants_in_the_EU_member_states)

<sup>38</sup>[http://ec.europa.eu/eurostat/statistics-explained/index.php/Government\\_expenditure\\_by\\_function\\_%E2%80%93\\_COFOG](http://ec.europa.eu/eurostat/statistics-explained/index.php/Government_expenditure_by_function_%E2%80%93_COFOG)

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functions, the army, the police, employment services, school and day-care, universities, and hospitals.

### **Corruption**

“Corruption is the misuse or the abuse of public office for private gain. Various forms and a wide array of illicit behaviour fall under this heading, including bribery, extortion, fraud, nepotism, graft, speed money, etc. Administrative corruption is defined as an attempt to influence the implementation of existing laws and regulations to provide advantages to individuals or firms through corruption. State capture covers the effect of corruption through attempts of individuals or firms to influence the formation of laws or regulations and to alter government decisions with respect to spending and funding.” (European Commission, 2012).

### **E-government**

“The use of information and communication technologies (ICTs), especially the Internet and social media, in public administration to enhance the access to and delivery of all facets of government services and operations for the benefit of citizens, businesses, employees, and other stakeholders.” (European Commission 2012).

### **Federalism**

“A system of government which has created, by written agreement, a central and national government to which it has distributed specified legislative (law-making) powers, called the federal government, and regional or local governments (or sometimes called provinces or states) to which is distributed other, specified legislative powers” (Duhaime.org).

### **General government**

“The general government sector consists mainly of central, state and local government units together with social security funds imposed and controlled by those units. In addition, it includes non-profit institutions engaged in non-market production that are controlled and mainly financed by government units or social security funds.” (European Commission 2012- see also ESA2010, paragraph 2.111).

### **Human resources management**

“Strategic personnel management to improve the capabilities of the public administration staff. It includes the modes how public employees are paid, managed and motivated, recruited and developed.” (European Commission, 2012).

### **Local government**

It “consists of government units having a local sphere of competence (with the possible exception of social security units). Local governments typically provide a wide range of services to local residents, some of which may be financed out

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of grants from higher levels of government. Statistics for local government cover a wide variety of governmental units, such as counties, municipalities, cities, towns, townships, boroughs, school districts, and water or sanitation districts. Often local government units with different functional responsibilities have authority over the same geographic areas. For example, separate government units representing a town, a county, and a school district have authority over the same area. In addition, two or more contiguous local governments may organise a government unit with regional authority that is accountable to local governments. Such units are classified to the local government subsector.” ([ESA 2010](#), paragraph 20.65).

### **Majoritarian executive government**

Government constituted by a single-party majority (Pollitt and Bouckaert, 2017).

### **Managerial approach**

Focus on the efficiency/results of public administration and use of management techniques inspired by the private sector (Anglo-Saxon model), contrary to the procedural approach that focuses on rules and procedures (Rechtstaat model).

### **Mandarin**

The term ‘mandarin’ refers to senior civil servants in managerial positions. (Pollitt and Bouckaert 2011<sup>39</sup>).

### **Multi-level governance**

“The set of institutional arrangements which regulate the mutually dependent relationships (vertical, horizontal, or networked) between public actors situated at different levels of government.” (European Commission 2012).

### **NACE**

The Statistical classification of economic activities in the European Community, abbreviated as NACE, is the classification of economic activities in the European Union by Eurostat. NACE is a four-digit classification providing the framework for collecting and presenting a large range of statistical data according to economic activity in the fields of economic statistics (e.g. production, employment and national accounts) and in other statistical domains (Eurostat<sup>40</sup>).

### **New public management**

“Set of broadly similar administrative doctrines which dominated the bureaucratic reform agenda in many of the OECD group countries from the late 1970s”, based on several doctrinal components: Hands-on professional

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<sup>39</sup> Politt C. and Bouckaert G. (2011), *Public management reform. A comparative analysis: New Public Management, Governance, and the Neo-Weberian State*, pp59-60.

<sup>40</sup>[http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Statistical\\_classification\\_of\\_economic\\_activities\\_in\\_the\\_European\\_Community\\_\(NACE\)](http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Statistical_classification_of_economic_activities_in_the_European_Community_(NACE))

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management in the public sector, explicit standards and measures of performance, greater emphasis on output controls, shift to disaggregation of units in the private sector, shift to greater competition in the public sector, stress on private sector styles of management, stress on greater discipline and parsimony of resource use (Hood, 1991<sup>41</sup>).

### **Patronage**

“Form of favouritism in which a person is selected, regardless of qualifications or entitlement, for a job or government benefit because of affiliations or connections.” (Transparency International<sup>42</sup>)

### **Principle of subsidiarity**

The principle of subsidiarity is defined in Article 5 of the Treaty on European Union. It aims to ensure that decisions are taken as closely as possible to the citizen. Specifically, it is the principle whereby the EU does not take action (except in the areas that fall within its exclusive competence), unless it is more effective than action taken at national, regional or local level (EURlex<sup>43</sup>).

### **Public administration**

“Producer of collective goods and services, ranging from the basic protective governmental functions like running a court system or providing police services, to the management of public infrastructures and the supply of educational institutions. A commonly accepted definition of 'public administration' does, however, not exist. In statistical terms, the public administration corresponds to the staff of the general government.” (European Commission 2012).

### **Public employment**

Public employment refers to the staff employed by a public institution or corporation. Public employees include civil servants but also employees whose status is regulated by private law and temporary staff.

### **Public expenditure quota**

Share of total public expenditure as compared to the Gross Domestic Product (Kuhlmann and Wollmann, 2014).

### **Public sector**

As in the case of public administration, no uniform definition of public sector exists. In this report, public sector employment has been defined as public employment in the three mainly publicly funded sectors public administration, health and education.

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<sup>41</sup>Hood Christopher (1991) “A Public management for all seasons? ”, in *Public Administration*, Vol. 69, 3-19.

<sup>42</sup><https://www.transparency.org/glossary/term/patronage>

<sup>43</sup> <http://eur-lex.europa.eu/summary/glossary/subsidiarity.html?locale=en>

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## Public Services Bargain

Degree of autonomy of civil servants relative to the government. In Trustee bargains top civil servants are autonomous actors and “judge-like figures” while in agency bargains they “are seen primarily as battle troops for political masters”<sup>44</sup>.

## Separationist model

Local and central governments have distinct competences and exercise them independently (Kuhlmann and Wollmann 2014).

## Services of general interest

Services of general interest are services that public authorities of the EU member countries classify as being of general interest and, therefore, subject to specific public service obligations. They can be provided either by the state or by the private sector. Examples of services of general interest include: public transport, postal services, and healthcare<sup>45</sup>.

## State government

It “consists of all government units in a federal system of government having a state or regional sphere of competence, with the possible exception of social security units. A state is the largest geographical area into which the country as a whole is divided for political or administrative purposes. Such areas are known by terms such as provinces, Länder, cantons, republics, or administrative regions. They all enjoy the sufficient level of power required in a federal system of government. The legislative, judicial, and executive authority of a state government extends over the entire area of an individual state, which usually includes numerous localities, but does not extend over other states. In many countries, state governments do not exist. In federal countries, considerable powers and responsibilities may be assigned to state governments, and compiling a state government subsector is appropriate in such cases.”(ESA 2010, paragraph 20.63).

## Unitary State

Country in which there is “no *constitutionally entrenched* division of power. Central government retains ultimate sovereignty, even if particular authority is delegated to subnational tiers of government.” (Pollitt and Bouckaert 2017, 51)

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<sup>44</sup> <https://ecpr.eu/Filestore/PaperProposal/675645a5-fc71-4617-9a80-928a54f68f59.pdf>

<sup>45</sup> [https://ec.europa.eu/info/topics/single-market/services-general-interest\\_en](https://ec.europa.eu/info/topics/single-market/services-general-interest_en)

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