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PUBLIC GOVERNANCE AND TERRITORIAL DEVELOPMENT DIRECTORATE  
PUBLIC GOVERNANCE COMMITTEE

Public Employment and Management Working Party

QUESTIONNAIRE FOR THE COMPARISON OF EMPLOYMENT IN THE PUBLIC DOMAIN  
ACROSS OECD COUNTRIES (CEPD)

May 2006

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## INTRODUCTION

### Background

1. As part of its work programme for 2005-2006, the Public Governance Committee of the OECD has mandated the Public Governance and Territorial Development Directorate of the OECD (GOV) to start developing comparable data and indicators of good government and efficient public services.
2. Within the overall framework of the project, GOV has been mandated to develop a new methodology to gather comparable data on public employment.
3. Presently, because of methodological difficulties, there are no international comparative data on public employment that give practitioners robust and comparable information on the size and weight of employment in the public domain across OECD member countries. Across countries, and even within countries depending on the source of information, the definitions of “government organisations”, “the public sector” and “the public domain” vary significantly. This has seriously undermined all attempts made at gathering data from national administrative sources (including the long-standing GOV data gathering process entitled “Public sector pay and employment – PSPE”). Consistency with the Systems of National Accounts (SNA) is rarely possible. In addition, the lack of comparative employment data prevents any attempt to measure the productivity of governments across countries.
4. Achieving a consistent and acceptable classification requires a new definition of the public domain – comprising both organisational/institutional characteristics and sources of funding. Most importantly, the classification must be consistent with the SNA for two reasons. First, this reflects a well-established consensus concerning the components of the public sector. Second, it allows for the possibility of “triangulating” employment data as, with assumptions concerning average wages, it would allow employment totals to be cross-checked against fiscal data. This survey is underpinned by a new classification consistent with this perspective. The Technical Annex provides full details.
5. The over-arching criterion for what constitutes employment in the public domain can reasonably be taken to be that contingent fiscal liability for staff costs falls to the public sector, in the event of a major threat to continued service delivery. Thus, employment in the public domain constitutes all groups of employees for which national or sub-national governments ultimately are likely to assume significant responsibility for meeting their salary/other compensation costs in order to ensure the continued delivery of the service. This is undoubtedly a broad definition, and within it some sub-domains can be defined which characterise the nature of the contingent liability, ranging from formal and explicit through to informal and implicit.

6. Employment in the public domain at the national and sub-national levels can be disaggregated into four sub-domains (see Technical Annex at the end of the questionnaire for technical specifications):

Sub-domain (i): Employees engaged in the direct provision of services in the public domain (entities engaged in mainly publicly financed service-provision by publicly owned units).

Sub-domain (ii): Employees engaged in the indirect provision of services in the public domain (mainly publicly financed but privately owned entities engaged in service provision, concerning mostly education, health and social services).<sup>1</sup>

Sub-domain (iii): Employees engaged in the public corporate provision of services in the public domain (publicly owned entities providing services on a market-basis<sup>2</sup>).

Sub-domain (iv): Employees engaged in providing devolved services in the public domain (privately owned units providing services on a market basis but with statutory protection of their market position – corporations and quasi-corporations with legal concessions of services – and contracted-out services).

7. In the context of the significant and well-recognised definitional difficulties concerning public employment, this new project is ambitious and will have some international visibility. However, we expect the work burden on member countries to be limited, as the maximum use will be made of existing national datasets with little or no new data collection.

### **Purpose of the project**

8. This questionnaire collects employment data concerning three of the four sub-domains of public employment (the employment data sought concerning employees of sub-domain (iv) are very limited). Data collected in this way for these sub-domains will be:

- 1) Comparable between countries: allowing robust comparisons to be made between country situations.
- 2) Consistent with the sub-sector institutional classification of the National Accounts: allowing cross-checking between employment and financial data.
- 3) Provided with minimum additional efforts by OECD member countries.

The results of the survey will measure employment in government, and are crucial in comparing productivity across governments, and in better understanding governments' choice of funding and organisational forms for service delivery across OECD member countries.

Results of the survey will be shared with statisticians who have filled in the survey in order to ensure consistency and comparability across countries. Results will then be fully discussed at the 2006 Fall meeting of the OECD Public Employment and Management Working Party (PEMWP – formerly HRMWP), and then published into GOV's projected biannual publication on *The State of the Public Service* in early 2007.

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1. This group can also include remunerated persons who are not direct employees of government, for example independent doctors operating in the private sector (but remunerated directly or indirectly through public funding either in totality or in majority), etc.
  2. Market producers classified in the General Government sector are taken into account in sub-domain (i). See Technical Annex.

## **Process and timeline**

9. In order to achieve these objectives, GOV is seeking the assistance of PEMWP members in making contact with statisticians in charge of employment data in their country, who are the key respondents in determining how existing data are to be interpreted.

10. In parallel with the questionnaire, GOV is attaching a file describing specific country data sources of which we know the existence (data already provided in the past to the OECD). This will assist the identified employment statisticians in using the different sources of data available at national level (SNA, labour force surveys, censuses, budget data etc.) to complete the questionnaire with the minimum of effort.

**The questionnaires have to be returned to GOV (OECD) by 17 July. We strongly encourage the statisticians in charge of collecting the data to contact the Secretariat early on in the process in order to start a dialogue on the responses to the survey for their own country.**

## **Structure of the questionnaire**

11. The questionnaire is divided into two parts. Part I aims at comparing employment totals. Part II aims at comparing aggregate compensation costs and wage bill.

12. Part I seeks data on categories of public domain employment, which can then be combined to form the key sub-domains of public employment. (We have also left the possibility to answer with aggregate numbers if some breakdowns are not available.) The Technical Annex shows how these categories relate to the sub-domains and to the classifications used in the System of National Accounts.

13. The data asked refer primarily to full-time equivalents.

14. It is important to note that all forms of salaried employment (statutory, contracts, or casual staff) are taken into account, regardless of the mode of funding. All levels of government (central, local, social security funds in the General Government sector, etc.) are also taken into account.

15. The questionnaire is organised as follows (the numbers in brackets refer to the categories described in the Annex):

### ***Part 1: Employment data***

Section 1: Information on public and private organisations classified in the General Government sector:

1. General government excluding private non-profit institutions; and
2. Private non-profit institutions classified in the General Government sector

This section deals with:

- aggregate data by level of administration;
- breakdown by functional sub-sectors and breakdown of the functional sub-sectors by levels of government;
- breakdown by tasks.

Section 2: Information on privately owned units that are mainly publicly financed and not classified in the General Government sector:

3. Non-profit institutions serving households more than 50% publicly financed;
4. Market non-profit institutions indirectly more than 50% publicly financed; and
5. Private for-profit corporations and quasi-corporations (indirectly) more than 50% publicly financed.

Section 3: Information on (6) public (quasi-)corporations.

Section 4: Information on:

7. The use of contracted-out services; and
8. Employment and activities in corporations and quasi-corporations with legal concessions of services.

Section 5: Further information and sources of information.

***Part 2: Aggregate compensation costs and wage bill***

This part refers only to:

(1-2) General government sector.

**Assistance**

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## QUESTIONNAIRE

### PART I: EMPLOYMENT DATA

#### Section 1. Information on public and private organisations classified in the General Government sector

This section concerns employment in the following types of units:

1. General government excluding private non-profit institutions; and
2. Private non-profit institutions classified in the General Government sector.

##### *1.1. Aggregate levels, breakdowns by levels of government*

You can use different studies/sources in order to fill in the required categories as accurately as possible. Please keep the same method of calculation across years so that we can interpret the trends. Please draw on any available sources. The attached country file about employment sources may have useful information. As private non-profit institutions concern mostly the education sector (for instance some private schools), the health sector (for instance some private hospitals) and social services (some social associations), relevant information may be available from the various sectoral ministries concerned or in sector-specific surveys.

Please also feel free to use different sources if they are more relevant.

If breakdowns are not available, you may provide other data you may have that cover a similar range of employees, and add some explanations about the gaps with the data requested (for instance if they include some public enterprises, or if they include/exclude private non-profit institutions like private schools or private hospitals, or if they include all agencies and all types of salaried employees). In this case, please then provide some approximative data on the corresponding gaps in employment and provide comments on the organisational forms of these units.

The breakdown by level of administrations/government should follow the breakdown presented in the National Accounts as closely as possible. It can follow a financial criteria (the unit which finances) or an administrative criteria. You may adapt the proposed breakdown (including by deleting lines like “States” or “Social Security”), depending on available data.

The totals should refer to full-time equivalent employees as much as possible. If it is not possible, they could refer for example to the number of employees provided that this is clearly noted. Different sources compiled can lead to different measures for different parts of the General Government. In order to adequately compare the data with the total salaried employment in the economy, we ask you to clearly specify the different measures used and what they refer to exactly.

1.1.1. Basic data

a. Please complete the following table.

	2005 or last available year:		
	Category 1 General Government without private NPIs	Category 2 Private NPIs in General Government	Total General Government (categories 1+2)
<b>Total</b>			
Central/federal			
States (if present in the National Accounts)			
Local government			
Social security			

Note: NPIs = Non-profit institutions.

If the measure of employment between the sources used differs, please specify how these have been compiled (and also clearly specify what each measure in each source refers to).

If different measures of employment are available (for instance number of employees vs. full-time equivalents), please provide them in separate tables.

Sources:

Comments:

b. Please provide the same table(s) for the years 2000 (or closest year available) and 1995 (or closest year available) by using the same sources of data and methods of calculations.



*1.1.2. Questions on the data*

Please answer the following questions in relation to the data provided above.

- a. Please specify whether the breakdown of employment by level of administration (central/federal, regional, local, and social security) follows the breakdown of levels of government of the General Government sector as it is in the National Accounts (you may in particular specify the situation of the Social Security):
- b. Please specify whether the data provided correspond to the defined categories (1), (2) and to the General Government sector. If not, please specify which units are concerned or which type of employment (in the units taken into account in the data) is concerned:

Please provide estimates of the corresponding differences in numbers of employees.

- c. Has there been significant reclassification into or out of the General Government sector during the last decade? If yes, please specify the number of employees affected:

*1.1.3. Comments*

Please feel free to add any comments on the data provided above .

## 1.2. Breakdowns by functional sub-sectors

The aim of this section is to identify levels and trends in employment by functional sub-sectors, and to identify the levels of government managing each sub-sector.

To the extent possible, please follow the COFOG classification. If you cannot, please provide the functional classification that you have used but explain the differences.

If possible, keep the same method of calculation across years. Please draw on any available sources (staff registers, sector-specific sources, general employment sources, etc.). The attached country file about employment sources may have useful information.

### 1.2.1. Basic data

Please complete the following table. If you need to use different sources in order to calculate “total employment” and the “breakdown by levels of government” resulting in different totals, please explain the main differences in the comments.<sup>3</sup>

The functional sub-sectors listed below are indicative. They may be replaced by the classification which applies to the public sector in your country. Please feel free to add lines to specify more functional sub-sectors, depending on the data you may have.

The breakdowns by levels of government should follow the presentation of the National Accounts (you may thus delete the column “States” or the column “Social Security” if they are not relevant). If it is impossible to follow the presentation of the National Accounts, please adapt the breakdowns to available data and specify the differences.

Last year available:

Sub-sectors	Employment in category (1)	Employment in category (2)	Employment in total General Government	Breakdown by levels of government			
				Central/federal administration	States (if present in the National Accounts)	Local government	Social security
General administration							
Safety and order							
Defence							
Health							
Education							
Social affairs							
Others (please specify and add lines if necessary) :							
Total							

Sources:

Comments:

3. If it is impossible to use the same functional classification for employment data in categories 1-2 and for the breakdown by levels of government, you may also provide two separate tables and adapt the functional classification in each of the tables with the available data.

*1.2.2. Questions on the data: please answer the following questions in relation to the data provided above.*

- a. Please specify which sectors exact follow the COFOG definitions:
- b. Do any of the sub-sector totals include:
  - Social security funds: (specify which sub-sector)
  - Utilities/infrastructure companies (postal services, electricity, railroads, etc.) in General Government: (specify which sub-sector)
- c. For the sub-sectors for which private non-profit organisations classified in the General Government sector exist (education, health, social affairs, etc.), please specify by which level of government they are financed:

*1.2.3. Historical data*

Please provide, if possible, the same table for 2000 (or closest year available) and 1995 (or closest year available), using as much as possible the same sources of data. If no historical data are available, please provide a short commentary concerning increasing/decreasing employment and please specify the main sectors concerned (education, health, social, defense, etc.) and the types of units concerned.

*1.2.4. Comments: please feel free to add any comments and interpretations on the data provided above*

**1.3. Breakdown by tasks in sub-sectors**

The aim of the following table is to identify the proportion of employees allocated to different tasks within some sectors (management as distinct from teaching, etc.).

You may wish to use staff registers and complementary sources about specific sectors. If data are not available, you may also use the ISIC classification's breakdown between employees in administration (L-75) and in sectors (L-80 for education for example), restricted to General Government.

*1.3.1. Basic data*

Please complete the following table, specifying the proportions of employees for the last year available.

The functional sub-sectors listed below and the decomposition by tasks may be replaced by the classification which applies to the public sector in your country. If data are available, please specify breakdowns by tasks for other sectors such as police, etc.

Please note that if you have partial data, you may provide them with explanations and comments.

Last years available :			
Functional sector	Tasks concerned : (example of breakdown)	Level(s) of government which finance <sup>4</sup>	Please provide data you may have on employment in General Government units or part of it, and breakdowns you may have between categories 1 and 2
Health	Medical doctors	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Nurses	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Employees in the central ministry	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Other (specify):	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
Education	Primary teachers	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Secondary teachers	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Higher education teachers	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Employees in the central ministry	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Other (specify):	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
Defence	Administrative employees	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Professional armed forces	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Conscripted soldiers	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
	Other (specify):	<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
Other (e.g. police):		<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	
		<input type="checkbox"/> central/federal <input type="checkbox"/> states <input type="checkbox"/> local	

Sources:

Comments:

4. If there is more than one level which finances a task, please check the relevant boxes and underline the level of government which finances the most.

*1.3.2. Historical data*

Please provide, if possible, the same table for 2000 (or closest year available) and 1995 (or closest year available). If historical data are not available, please provide a short commentary on the main changes between 1995 and 2005:

*1.3.3. Comments: please feel free to add any comments or interpretations on the data provided above:*

**Section 2. Privately owned units which are mainly publicly financed and not classified in the General Government sector (categories 3, 4 and 5)**

This section takes into account the diversity of forms of control and of modes of funding for service delivery, in particular the allocation of a budget, subsidies, indirect social security transfers (private hospitals, doctors operating in the private sector) or vouchers. Depending on your country's classification of General Government in the National Accounts, the categories below may include employment in private hospitals, mainly financed by public funds, doctors operating in the private sector, some associations or private enterprises, some private schools, which are directly or indirectly subsidized.<sup>5</sup> The defining characteristic is that public funding provides the majority of the resources (directly through subsidies and transfers or indirectly through transfers/reimbursements or vouchers to citizens). The non-profit units classified in the General Government per your country's classification are not included here (they were considered in the previous section).

In the National Accounts classifications, this section concerns thus employment in the following types of units (see Technical Annex):

- (3) Non-profit institutions serving households, more than 50% publicly financed;
- (4) Market non-profit institutions, indirectly more than 50% publicly financed; and
- (5) Private for-profit corporations and quasi-corporations, (indirectly) more than 50% publicly financed.

However, private enterprises which are involved in subcontracting services are NOT included within these categories.

The sectors concerned are mostly health, social services, education, culture/religion and economic affairs. Only a few kinds of organisations may be concerned, but they can encompass a significant number of employees. Please use general employment sources as well as sector-specific employment data sources.

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5. Indeed, some countries classify some or all of their publicly funded private schools, universities, hospitals, or other entities outside of General Government sector in the National Accounts.

**2.1. Basic data/information**

- a. Do non-profit institutions mainly financed by government and classified outside the General Government sector exist in your country? If yes, please specify in which functional sectors (health, social services, education, etc.) and please provide information about employment levels, for 2005 or last available year. Please also specify in which institutional sector of the National Accounts they are classified (the sector of (quasi-)corporations or the sector of non-profit institutions serving households).
- b. Do private for-profit organisations mainly financed by government exist in your country? (“For-profit” means without legal dispositions against the share of profits, and thus it can encompass for instance some doctors operating in the private sector as well as some subsidized enterprises, etc.) If yes, please specify in which functional sectors (health, education, etc.) and please provide information about employment levels, for 2005 or last available year.

**2.2. Historical data**

Please provide, if possible, the same information for 2000 (or closest year available) and 1995 (or closest year available), by using as much as possible the same sources of data. If historical data are not available, please provide a short commentary on the main changes between 1995 and 2005:

**2.3. Comments: please feel free to add any comments on the data provided above**

**Section 3. The public (quasi-)corporations (6)**

If your country compiles a specific sub-sector “public corporations/quasi-corporations” in the corporations sector in the National Accounts, or if your country identifies a pre-existing inventory of public corporations, please follow that definition.

This category does not include the market-producers classified in the General Government sector.

**3.1. Basic data**

Please complete the following table.

<b>Category 6 Public enterprises: total employment and breakdown by levels of government</b>	<b>1995 or closest year available:</b>	<b>2000 or closest year available:</b>	<b>2005 or closest year available:</b>
<b>Total</b>			
Central/federal			
States (if present in the National Accounts)			
Local government			

Sources:

Comments:

If you have breakdown by sub-sectors (defence, economic affairs, health, etc.) or breakdown by kind financial/non-financial, please provide them:

**3.2. Comments: please feel free to add any comments on the data provided above**



**Section 4. Contracted-out services (7) and concessions (8)**

**4.1. Information on the use of contracted-out services (category 7)**

In many countries, the use of contracted-out services has been extended during the last decade. However, this varies by the type of function and sector.

In this question, investment or capital expenditure is not taken into account, and the information may correspond to intermediate consumption expenditures.

*4.1.1. Basic data*

Please specify in which sectors most or a very significant proportion of the following functions/tasks are contracted-out by general government units. Please feel free to adapt the classifications (in particular if you identify other specific areas):

Sectors	In the space below, please provide any data you may have that assess the weight of contracted out services in the sectors on the left column, either in financial terms or in terms of suppressed government posts in the process of contracting out (quantitative or qualitative data)
General administration	
Security and order (prisons, police etc.)	
Health	
Education	
Other sector (please specify):	

Sources:

Comments:

*4.1.2. Please add any additional available data or documents that you may have*

*4.1.3. Comments: please feel free to add any comments on the data provided above. Has the situation significantly evolved over the past 10 years?*

**4.2. Information on concessions and for utilities (category 8)**

The aim of this section is to describe which kinds of utilities belong to the General Government sector, and which are classified as public enterprises or concessions of legal monopoly to the private sector. The different arrangements can explain important differences in employment data, and are less documented internationally. The sectors for which data are sought are illustrative and not exhaustive.

*4.2.1. Basic data*

Please fill in the following table for the most recent periods. If the following services are provided by the private competitive market, you may specify it but do not provide any number. If they are provided by utilities classified in the General Government sector, by public corporations or by concessions of legal monopoly, please check the relevant box and provide employment data you may have for last available year.

Type of activities, you may change the classification below:	Are these services mostly delivered by:	Please provide employment data you may have, for last available year	Please add any comments you may have on the organisational provision of these services, especially if you have not filled in the employment column on the left
Water supply	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Gas supply	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Electricity/energy	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Treatment of waste	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Postal services	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Railroads	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Highways	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Airports and harbours	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Telecommunication	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Pension funds (except compulsory social security)	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		
Other, please specify:	<input type="checkbox"/> Utilities in General Government <input type="checkbox"/> public corporation <input type="checkbox"/> concession of legal monopoly		

Sources:

Comments:

4.2.2. *Recent changes*

Please specify whether market producers in General Government or public enterprises have been privatized or converted to concessions, etc. during the last decade. Please specify the approximate number of employees concerned:

4.2.3. *Comments: please feel free to add any comments on the data provided above:*

**Section 5. Further information and sources of information for Part I**

**5.1. Sources**

Please specify the sources used and whether they have been combined.

**5.2. Other comments**

Further remarks/information you might want to share:

**PART II: AGGREGATE COMPENSATION COSTS AND WAGE BILL**

This part concerns:  
 (1-2) The General Government sector.

If you do not have these data, please forward these questions to appropriate statistical sources, which can be for instance the statistical office, the Ministry of Finance, or specific agencies.

If possible, please use the following definitions. If you answered this question using total labour costs (*i.e.* including all voluntary costs) or social benefits in kind, please indicate it.

**Total Compensation Costs:** Includes all of the mandatory employers' contributions to social insurance and the voluntary contributions paid on behalf of employees.

**Wage bill:** Represents overall wages and other remuneration paid in cash in a given year, before deduction of income tax, payments to various social or unemployment insurance schemes and other pension schemes paid for by employees. Contrary to total compensation costs, it excludes the mandatory employer's contributions to social insurance and the voluntary contributions paid on behalf of employees.

**2.1. Basic data**

Please complete the following tables.

Currency used:

	<b>1995 or closest year available:</b>	<b>2000 or closest year available:</b>	<b>2005 or closest year available:</b>
<b>Total General Government</b>			
Wage bill			
Compensation costs			

	<b>1995 or closest year available:</b>	<b>2000 or closest year available:</b>	<b>2005 or closest year available:</b>
Breakdown by level of government. If necessary, you can adapt the breakdown of levels of administrations to follow the breakdown of employment levels (Part 1), (including by adding the social security sector).			
<b>Central or Federal administration</b>			
Wage bill			
Compensation costs			
<b>States (if present in the National Accounts)</b>			
Wage bill			
Compensation costs			
<b>Local government</b>			
Wage bill			
Compensation costs			

<b>Breakdown by functional sub-sector</b> (The functional sub-sectors listed below are <b>indicative</b> ; they may be replaced by the classification which applies to the public sector in your country).			
	<b>1995 or closest year available:</b>	<b>2000 or closest year available:</b>	<b>2005 or closest year available:</b>
<b>Health</b>			
Wage bill			
Compensation costs			
<b>Education</b>			
Wage bill			
Compensation costs			
<b>Police</b>			
Wage bill			
Compensation costs			
<b>Defence</b>			
Wage bill			
Compensation costs			
<b>Other (specify):</b>			
Wage bill			
Compensation costs			

Sources:

Comments:

## 2.2. *Consistency*

Please specify if the data on wage bill and compensation costs correspond to the employment data provided in Part 1:

If not, please provide estimations of the corresponding gaps (in numbers of employees concerned or in corresponding compensations):

## 2.3. *Deductions*

Please specify the (average) rates of deduction of income tax, payments to various social or unemployment insurance schemes and other pension schemes paid for by employees:

## 2.4. *Comments*

Please feel free to add any comments on the data provided above:

## TECHNICAL ANNEX

### Data collection categories

The key to understanding Part I is that it seeks data/information on each of eight categories of public domain employment, which can then be combined to form the key sub-domains of public employment. We benchmark on the classification by institutional sectors used in the National Accounts (see Table 1 below for the correspondences) and focus on the type of units. We also allow the possibility during the questionnaire to answer with aggregate numbers if some breakdowns are not available. The categories for data collection in the questionnaire are:

- 1) General government sector (*e.g.* core ministries and departments, public independent agencies, public schools and public hospitals, government producers such as print shops or utilities that do not have a separate full trading account and remain integrated with the government units that own them, social security funds) excluding private non-profit institutions.
- 2) Private non-profit institutions classified in general government sector (*e.g.* private non-profit educational, health or social care bodies, fully or mainly funded by government and classified in the General Government sector).
- 3) Non-profit institutions serving households more than 50% publicly financed (*e.g.* some organisations providing social, educational, cultural services).
- 4) Market non-profit institutions indirectly more than 50% publicly financed (*e.g.* private non-profit hospitals mainly financed by social security transfers).
- 5) Private for-profit corporations and quasi-corporations more than 50% publicly financed (*e.g.* liberal doctors, some subsidized private enterprises).
- 6) Public enterprises: public (quasi-)corporations: they are involved in a market production; this excludes market-producers classified on the General Government sector.
- 7) Use of contracting-out: Some information is also asked concerning the type of sub-contracted services.
- 8) Concessionary utilities: they are private, involved in market production, and have special agreements in the production of monopolistic services (*e.g.* depending on the arrangements in the country, water supply, electricity supply, highways, postal services, etc.).

Table 1 below sets out the key classifications, and shows how the four sub-domains are built up from classifications which are consistent with the SNA, and also illustrates how data collection in the eight categories can be aggregated to provide the total employment numbers for these sub-domains.

Some specific aspects of the data collection categories are:

- Data category 1 (General government excluding private non-profits institutions) corresponds to (i) as mentioned in the introduction. It encompasses government units, market producers as well as social security funds, at each level of government (central/federal, states, local, etc.). It is close to the conception of the General Government sector in the National Accounts: however, it excludes employment in private non-profit institutions (such as private schools or private hospitals, as well as other private associations), even if they are mainly financed and considered to be “controlled” by government units, and thus classified in the General Government sector;
- Data categories 1 + 2 = General Government sector in the sense of the National Accounts;
- Data categories 2, 3, 4 and 5 correspond to sub-domain (ii). They concern employees of private institutions mainly financed by public funds, excluding sub-contracted private enterprises;
- Data category 6 corresponds to sub-domain (iii). It should not include market producers classified in the General Government sector;
- Data categories 7 and 8 correspond to sub-domain (iv).

#### **Problems that this survey is responding to**

Many sources about public employment exist, but none provide internationally comparable data. Countries tend to rely on one national source of data for public employment that has its own definition of “public” or “government” employees even if this source does not fit the SNA classification. Data provided by countries are thus inconsistent with SNA classification, and the fields covered by employment data vary across countries.

Even within these country-specific definitions, there are particular questions regarding non-profit institutions controlled by government, in particular in the interpretation across countries of the government “control” of non-profit institutions mainly financed by government and the way to finance these organisations, which may lead to the classification inside or outside of the public sector (in the sense of the National Accounts) of some organisations which are largely involved in public service delivery and wholly or mainly financed by government. This may encompass a significant number of employees.

The survey follows a new methodology which allows gathering internationally comparable data on public employment and on employment in the “public domain” across countries, with minor costs for member countries. It is consistent with the definitions and practices of the National Accounts. This new survey takes into account increasingly complex forms of governance (agencies/establishments which may be excluded from other staff lists, units which can have their own budget and trading accounts) and different ways to deliver services, in particular some private or voluntary units financed by government (in particular in the domains of education, health and social services), which act “on behalf” of the government and which are included in the financial macro-data of the National Accounts.



**Table 1: Employment in the public domain (defined by financing and ownership)<sup>6</sup>**

SNA	Fiscal classifications (& relevant classification of the SNA)	General government (S.13)				Part of non profit institutions serving the household sector (Part of S.15)	Part of Corporations & quasi-corporations (Part of S.11 and S.12)				
	Organisational entities covered	Government units & other non-market public units: General admin, defense, & functional sub-sectors	Government enterprises: market producers in General Government (Print shops, the mint etc.)	Social Security funds <sup>7</sup>	Private non-market non-profit institutions financed (>50%) and “controlled” by government units	Non market non-profit institutions financed (>50%) & not controlled by government units	Market non profit institutions indirectly financed by public funds (>50%) (for example through social security)	Corporations & quasi corporations (& institutions) (for profit) financed by government (>50%)	Public corporations & quasi corporations (public enterprises)	Procurement (including contracting out)	Concessions of legal monopolies
<b>Categories for data collection in the questionnaire</b>		Data category 1		Data category 2	Data category 3	Data category 4	Data category 5	Data category 6	Data category 7	Data category 8	
<b>Proposed classification: Sub-domains of employment in the public domain</b>		<b>Sub-domain (i): Employees engaged in the direct provision of services in the public domain</b> (Mainly publicly financed provision by publicly owned units)		<b>Sub-domain (ii): Employees engaged in the indirect provision of services in the public domain</b> (Mainly publicly financed provision by privately owned units)			<b>Sub-domain (iii): Employees engaged in the public corporate provision of services in the public domain</b> (Market provision by publicly owned units)		<b>Sub-domain (iv): Employees engaged in providing devolved services in the public domain</b> (Market provision by privately owned units)		
Conceptual basis	Contingent liabilities with government?	Definitely		Very likely	Very likely	Very likely	Very likely	Likely	possibility	possibility	
	Salaries funded from the budget?	Yes		Indirectly	Indirectly	Indirectly	Indirectly	No	No	No	
	Government defined, legally, as the employer?	Yes		Not in all cases	No	No	No	No (most cases)	No	No	
	Entity subject to day-to-day policy direction from government?	Yes		Yes	No	No	No	No	No	No	

6. These employment data will be linked to financial statistics of the National Accounts and will be compared to the salaried employment in the whole economy. The differences in measures of employment (full-time equivalent, numbers of employees, etc.) across different parts of the public domain are then important to specify.
7. If the social security funds finance private organisations classified in S.13, these latter would be included in category 2 (in the first table in Section 1.1.1, they would be included on the line “social security”, column “category 2”).