

**MEASURING PUBLIC EMPLOYMENT IN OECD COUNTRIES  
SOURCES, METHODS AND RESULTS**

**ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT**

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## **FOREWORD**

This report presents the various public employment data available at the OECD and explains differences among sources. Using this set of data, the authors propose an assessment of public employment for various areas of the public sector, all comparable across countries.

This survey was prepared by Nicole Lanfranchi and H  l  ne Perrin, and technical assistance was provided by Karim Courty and Kathie Poinard of the OECD Public Management Service.

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## **I. Background**

### **Introduction**

Associated with public management reform are whole series of questions about the public sector, its relative importance within the economy, its definition and its performance. Sooner or later, all these questions inevitably focus on “the size of the public sector”. Similarly, whenever major problems such as the volume of public expenditure, privatisation, the various legal forms of providers of public goods and services, citizens’ needs or pay determination are analysed, it is rare that studies fail to allude to “the volume of public employment” for the purpose of making comparisons between countries. Public employment becomes the common denominator by which the experience of the various OECD countries can be assessed, and it gives an idea of the magnitude of the task accomplished and the results obtained. When seen in relation to aggregate public employment, the scope of many of the changes that have taken place in public management becomes more tangible and more readily open to international comparisons.

### **The inadequacy of comparisons among countries**

In contrast to employment in the private sector, public employment has not been covered by special surveys or publications that have been harmonised between countries.<sup>1</sup> Most of the time, the figures used for international comparisons are a compilation of data from a number of different sources. In many cases, there is a wide variety of sources - some overlapping, all addressing specific needs. As a rule, administrative sources tend to be geared to personnel management concerns, and they are invaluable for assessing the cost of a measure. Another type of information is provided by general statistical sources (population censuses, household surveys, etc.). In all likelihood, these sources are more appropriate for making comparisons and computing various indicators; *inter alia*, they can be used to relate public employment to employment as a whole. The problem with this type of general information is one of aggregating the various sources and using them in combination with other sources in order to obtain similar data from both the public and private sectors.

At the national level, there have been few attempts to compare figures and methods so as to cover general government in its entirety. There may be even fewer as administration and decision-making become increasingly decentralised. Decentralisation has spawned new government agencies that think in terms of performance, cost-effectiveness and their own particular needs. Within each agency, the workforce is managed so as to optimise value for money. This dispersal of personnel administration obviates the need for broader statistics in order to manage human resources or assess a measure’s cost. Even so, the need for a comprehensive estimate of the results of public management reform, and for comparing the volume of national public employment to other aggregates, is still there, as is the need to monitor the public employment market and to make international comparisons.

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1. The OECD’s National Accounts series provide little breakdown of general government employment. The system of National Accounts (SNA) uses a financial criterion to define the scope of general government, which could potentially introduce distortions between countries, e.g. when public enterprises are under the government’s direct financial control.

## **Problems with concepts**

### ***Difficulties of definition***

The scope of the public sector can be defined in a variety of ways.<sup>2</sup> One option is to reason in terms of the status of employees. This criterion is satisfactory in some countries, in which the vast majority of government workers are civil servants. But this is not the most widespread case - quite the contrary, since the trend in many OECD countries is to recruit staff on fixed-term (i.e. non-civil service) contracts. Even so, civil servants or not, a distinction can be made between personnel subject to public law and those subject to private law, and especially those covered by industry- or company-wide collective agreements. But the far-reaching changes that have affected public services since the late 1980s will probably make that distinction inoperative in more and more countries. This is already the case in New Zealand, for example, where all salaried workers in both the public and private sectors are subject to the same labor legislation (the Employment Contracts Act 1991).

To define the scope of the public sector on the basis of the employer's identity would seem more satisfactory than the previous criterion. Moreover, the employer's identity is the criterion used by the OECD Public Management Service in its work on Public Sector Pay Trends. As part of that activity, wage bill trends are analysed in parallel with trends in the "corresponding" employment (i.e. personnel paid directly by the public authorities). This approach, which is warranted for strict analysis of pay bill trends, shows its limitations as soon as there is any intention of comparing the volume of public employment from one country to another. The first difficulty stems from the diverse ways of financing public expenditure between the central government, regions, provinces and municipalities, and, in some cases, between a federal government and states. Accordingly, if the chosen criteria is "who pays?", then, in the case of the National Health Service (NHS) in the United Kingdom, employees of NHS Trusts - health service provider units that have opted to change their status, and which now operate with independent financing arrangements - should not be counted. The difficulty is then compounded by the fact that NHS Trust employees hired before their employer's change of status can opt to retain their previous contract of employment. In that case, their conditions of employment and compensation are set at the national level by Pay Review Bodies and not locally by their employer.

Another difficulty tied in with the distinction between payer and employer arises when salaries are paid out of State grants. This is the case for teachers and health care workers in a great many countries.

### ***Difficulties of measurement***

The measurement of salaried employment in full-time equivalent terms takes a certain type of job as the standard unit and expresses all other types as fractions of that unit of account. However, the standard unit varies from one country to another, in particular because the treatment of part-time work can be based either on how workers perceive it or on a threshold corresponding to a number of hours normally or effectively worked. Whatever the rule for converting part-time employment to full-time equivalent - it is often assumed that a part-time position represents half of a full time equivalent - second jobs are not taken into account.

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2. This system of classification is inspired by the work presented in a report (*Dispositif statistique sur les trois fonctions publiques*) by the French Conseil National de l'Information Statistique on statistical reporting systems in civil service.

Because employees do not necessarily work for twelve consecutive months (i.e. for a full calendar or financial year), it is necessary to reason in terms of work years. Like that of full-time equivalent, the definition of a work year varies from one country to the next. Some statistics count workers who are present all year round, while others specify a minimum number of months. It can also be the case that full-time workers present for only part of the year are counted proportionally to their presence when the yearly average is computed. As a rule, employment statistics tend to be structured as follows:

Number of employees	Actual worktime (in weeks)
Total number of employees = E	W
All-year employees = E <sub>1</sub> , of which:	W <sub>1</sub>
• full-time employees = E <sub>11</sub>	W <sub>11</sub>
• part-time employees = E <sub>12</sub>	W <sub>12</sub>
Part-year employees = E <sub>2</sub> , of which:	W <sub>2</sub>
• full-time employees = E <sub>21</sub>	W <sub>21</sub>
• part-time employees = E <sub>22</sub>	W <sub>22</sub>

Average annual employment can be calculated as follows:

$$E(av) = E * W / 52$$

$$\text{where } E = (E_1 * W_1 + E_2 * W_2) / 52$$

$$= (E_{11} * W_{11} + E_{21} * W_{21} + E_{12} * W_{12} + E_{22} * W_{22}) / 52$$

In full-time equivalent, it can be expressed as follows:

$$E(fte) = [E_{11} * W_{11} + E_{21} * W_{21} + t(E_{12} * W_{12} + E_{22} * W_{22})] / 52$$

t = percentage of part-time employment in total employment.

From this definition, it can be seen that the average annual number of employees, the total number of employees and the number of full-time equivalent employees lead to very different orders of magnitude, especially in countries where part-time work is widespread. The various definitions of the concept of employment used to produce statistics on public employees require the utmost vigilance if comparisons are to be made among countries.

### ***Purpose of this work***

The purpose of this work is to present figures that are comparable among countries. Given the limitations arising from the problems raised above, one solution is to establish spheres of comparability of increasing scope among countries. Three spheres were selected, each corresponding to a given scope, ranging from the most restrictive to the most extensive:

- First level of comparison: Central or Federal Government [C];
- Second level of comparison:

Restricted public sector [R] = [C] + regional or state governments + local governments + municipalities;

- Third level of comparison:

Extended public sector [E] = [R] + public enterprises.

In proceeding in this manner, a minimum level of comparison - that of central government [C] - is ensured for all of the 23 countries examined. The second and third levels [R] and [E] are documented when available, the objective being to attain the maximum degree of comparability (i.e. the most extensive scope) for the largest number of countries.

For each country, the framework adopted for presenting information is identical:

- international comparisons available;
- explanations of differences between sources;
- identification of national sources;
- establishment of spheres of increasing scope, comparable among countries.

To conclude, it was deemed useful to indicate public employment's share in aggregate employment, despite the blurry boundaries between the public and private sectors in many countries.

### **Public employment statistics produced by the OECD**

#### **I. Annual National Accounts**

Producers of services delivered by general government constitute a separate category within total employment. They can be found under the heading: "Employees of producers of government services".

#### ***Scope***

The heading "Producers of government services" encompasses all ministries, agencies and other services of (central and local) government, social security systems serving large segments of the community which are taxed, controlled or financed by government, non-profit institutions financed fully or primarily by government or controlled by government and those that primarily supply services to government, as well as embassies, consulates and military installations located abroad. Members of the armed forces are considered employees irrespective of the length or type of service they perform. Conscripts are therefore normally counted, but in fact not all countries count them, given the difficulty involved in estimating their numbers.

#### ***Data collection***

Statistics are collected by the OECD, which updates the series on the basis of a questionnaire prepared by the United Nations and using SNA terminology. Responses are forwarded by the Member countries (National Statistical Offices), accompanied in some cases by explanatory notes. However, responses do not convey any information about sources or methods of calculation. The figures used are the ones furnished by the countries in question, with no changes. It should be noted that, since the priority of National Accounts is to report on financial flows, the collection of employment data is merely a by-product. It is for this reason that the comparability of public employment figures is less than perfect.

#### ***Statistics produced***

The total volume of public employment is available in *National Accounts*, Volume 2, Detailed Tables.

## **II. OECD Analytical database (ADB)**

This database provides public employment statistics under the heading: “Public Employment”.

### ***Scope***

Theoretically, the scope is the same as for National Accounts. In fact, results sometimes differ between the two sources. For ten countries (out of the 26 studied), ADB takes the results published in National Accounts. For the remaining countries, National Accounts figures do not seem accurately to reflect the true scope of the public sector, and they have been revised using input from additional sources.

### ***Sources***

Figures are taken from a variety of sources, including National Statistical Offices, Central Banks and administrative sources. Definitions are not uniform across countries, in terms of either scope or measurement. In some countries (Austria, Canada, Germany and New Zealand), public enterprises are included within the public sector. In some instances (France, Spain and Sweden), employees of the social security system are counted in the scope as defined by the national accounting system, whereas the status of these employees is similar to that of private sector workers. ADB provides little information about how employment is measured by each of the sources.

### ***Statistics produced***

The total volume of public employment given by ADB is used in preference to National Accounts data in certain OECD publications (such as *OECD in Figures* and *Issues and Developments in Public Management*, etc).

## **II. The PSPE/PUMA database**

This database was set up to meet the needs of work on Public Sector Pay Trends. It collects statistics on wages, pay bill volume and corresponding employment in the public sector.

### ***Scope***

Public enterprises, irrespective of the extent of the State’s financial interests, are excluded from the scope of the public sector. To the fullest possible extent, the survey counts employees in full-time equivalent (as calculated by each country).

***Sources*** Most of the information comes from administrative sources, and some comes from National Statistical Offices. The difficulty here is to ascertain the number of employees corresponding exactly to governments’ expenditure on personnel. For this reason, preference is given to administrative sources, which are theoretically able to provide both the volume of the pay bill and the number of employees corresponding to that expenditure. Some countries have surveys covering earnings and employment in the entire economy, making it possible to obtain good quality statistics suitable for comparisons with pay levels in the private sector.

### ***Statistics produced***

This database gives a breakdown by level of government (central or federal, regional or state, and local) and/or by functional sub-sectors. The advantage of the PSPE database is, in fact, to provide information that is more detailed than what is presented in either of the two databases mentioned above.

### ***Other publications***

Until 1995, the Public Management Service published an annual report on public management developments, supplying employment statistics per country. These statistics did not strive for comparability, and in fact reflected each country’s image of the scope of its own public sector.



## II. Public employment according to the different OECD sources

**Table II.1 National Accounts**

(thousands)	1988	1989	1990	1991	1992	1993	1994	1995
<b>Australia</b> <sup>1</sup>	325	344	360	350	364	368	357	378
<b>Austria</b> <sup>2</sup>	554	570	581	588	592	602	612	630
<b>Belgium</b>	741	738	745	731	725	720	706	..
<b>Canada</b> <sup>3</sup>	856	886	880	883	886	908	884	818
<b>Czech Republic</b>	..	..	..	..	..	..	..	..
<b>Denmark</b>	766	780	780	776	774	780	776	774
<b>Finland</b>	503	510	515	520	507	481	481	489
<b>France</b> <sup>4</sup>	5 566	5 592	5 620	5 729	5 858	6 038	6 135	6 248
<b>Germany</b>	4 247	4 273	4 305	5 811	5 753	5 620	5 521	5 424
<b>Greece</b>	..	..	..	..	..	..	..	..
<b>Iceland</b> <sup>5</sup>	22.1	22.1	22.7	23.1	23.7	23.7	24.2	..
<b>Ireland</b>	..	..	..	..	..	..	..	..
<b>Italy</b>	3 602	3 622	3 628	3 643	3 659	3 632	3 593	3 569
<b>Japan</b>	3 965	3 931	3 942	3 959	3 975	3 997	4 008	4 005
<b>Luxemburg</b>	20	20	20.6	21.2	21.6	22.2	23.5	24.4
<b>Mexico</b>	2 516	2 540	2 575	2 661	2 659	2 758	2 810	2 796
<b>Netherlands</b>	706	703	700	692	686	684	673	659
<b>New Zealand</b>	331	328	309	293	..	..	..	..
<b>Norway</b>	544	554	567	584	..	..	..	..
<b>Portugal</b>	627	654	681	699	704	687	..	..
<b>Spain</b>	1 728	1 849	1 964	2 036	2 071	2 065	2 051	2 080
<b>Switzerland</b>	..	..	..	..	..	..	..	..
<b>Sweden</b>	1 398	1 426	1 437	1 427	1 372	1 324	1 284	..
<b>Turkey</b>	..	..	..	..	..	..	..	..
<b>United Kingdom</b> <sup>6</sup>	5 403	5 255	5 272	5 130	4 903	4 270	..	..
<b>United States</b>	15 985	16 359	16 637	16 683	16 647	16 693	16 772	..

Notes :

1. Public administration and defence only.
2. Including private non-profit-making services and domestic service activity. People subject to the compulsory social insurance scheme.
3. Public administration only.
4. Including non-market activities.
5. Including education.
6. Including market activities of the general government.

**Table II.2 Analytical database**

(thousands)	1988	1989	1990	1991	1992	1993	1994	1995	1996
<b>Australia</b>	1 282	1 256	1 278	1 292	1 274	1 268	1 237	1 256	..
<b>Austria</b> <sup>1</sup>	668	679	691	711	728	753	775	..	..
<b>Belgium</b>	741	738	745	731	725	720	702	694	..
<b>Canada</b> <sup>2</sup>	2 590	2 635	2 693	2 762	2 812	2 839	2 858	2 799	2 800
<b>Czech Republic</b>	..	..	..	259	259	259	282	263	..
<b>Denmark</b> <sup>2</sup>	766	780	780	776	774	780	776	774	786
<b>Finland</b>	503	510	515	520	507	481	481	489	494
<b>France</b>	5 110	5 118	5 128	5 179	5 278	5 409	5 468	5 543	..
<b>Germany</b> <sup>3</sup>	4 247	4 273	4 305	5 810	5 753	5 620	5 522	5 424	5 362
<b>Greece</b> <sup>4</sup>	352	379	363	372	368	373	373	..	..
<b>Iceland</b>	22	22	23	23	24	24	24	24	24
<b>Ireland</b> <sup>5</sup>	200	192	191	195	200	210	214	215	219
<b>Italy</b>	3 602	3 622	3 628	3 643	3 659	3 632	3 593	3 569	3 547
<b>Japan</b>	4 990	4 970	5 080	5 140	5 200	5 310	5 410	5 380	..
<b>Luxemburg</b>	20	20	20	21	21	22	23	24	..
<b>Mexico</b>	2 516	2 540	2 575	2 661	2 659	2 758	2 810	2 796	..
<b>Netherlands</b> <sup>6</sup>	750	746	743	737	733	733	735	727	..
<b>New Zealand</b> <sup>7</sup>	245	240	245	239	233	236	236	234	..
<b>Norway</b>	558	563	580	597	615	632	640	647	..
<b>Portugal</b> <sup>8</sup>	597	641	655	681	791	765	768	772	..
<b>Spain</b>	1 482	1 598	1 683	1 752	1 771	1 758	1 737	1 786	1 902
<b>Sweden</b>	1 398	1 426	1 437	1 427	1 372	1 324	1 286	1 278	..
<b>Switzerland</b> <sup>9</sup>	476	485	493	505	521	531	532	..	..
<b>Turkey</b>	1 535	1 500	1 450	1 560	1 580	1 588	..	..	..
<b>United Kingdom</b> <sup>3</sup>	5 404	5 254	5 267	5 125	4 908	4 321	3 827	3 701	..
<b>United States</b>	17 382	17 778	18 306	18 408	18 640	18 838	19 120	19 304	19 446

Notes :

1. Including public enterprises directly run by the public authorities, but excluding state enterprises and electricity.
2. Excluding military forces.
3. Including military forces.
4. Estimated by the OECD Economics Department.
5. Non-market service employment.
6. Full-time equivalent.
7. Employment in both market and non-market sectors of the public administration.
8. Including education and health services.
9. Public administration including "cantons" and "communes".

**Table II.3 PSPE (Public Sector Pay and Employment/PUMA database)**

(thousands)	1988	1989	1990	1991	1992	1993	1994	1995
<b>Australia</b>	..	..	1 279	1 293	1 275	1 269	1 191	1 208
<b>Austria</b>	..	..	..	..	..	..	466	467
<b>Canada</b>	2 182	2 238	2 288	2 329	2 361	2 350	2 311	2 275
<b>Denmark</b> <sup>1</sup>	696	690	692	683	682	691	701	699
<b>Finland</b> <sup>2</sup>	674	676	611	603	591	529	528	519
<b>France</b> <sup>1</sup>	4 550	4 561	4 569	4 196	4 222	4 279	..	..
<b>Germany</b>	4 247	4 273	4 305	5 219	5 171	4 997	4 866	4 737
<b>Iceland</b> <sup>1</sup>	..	18	18	19	19	19	..	..
<b>Ireland</b>	208	196	196	199	202	206	209	214
<b>Italy</b> <sup>1</sup>	3 602	3 622	3 628	3 643	3 659	3 495	3 296	3 221
<b>Luxemburg</b> <sup>1,3</sup>	15	15	15	16	16	14	..	..
<b>Mexico</b>	..	..	..	..	1 488	823	822	829
<b>Netherlands</b> <sup>1</sup>	751	740	731	708	759	751	736	713
<b>New Zealand</b> <sup>1</sup>	..	..	..	..	213	206	208	207
<b>Portugal</b> <sup>4</sup>	485	497	..	507	649	632	624	..
<b>Spain</b> <sup>5</sup>	1 670	1 744	1 810	1 844	1 882	1 891	1 926	1 982
<b>Sweden</b> <sup>1</sup>	1 245	1 251	1 275	1 271	1 210	1 133	1 252	1 265
<b>Turkey</b> <sup>6</sup>	1 447	1 450	1 535	1 594	1 649	1 691	1 728	1 727
<b>United Kingdom</b> <sup>1,7</sup>	4 463	4 349	4 354	4 360	4 336	4 112	3 930	3 936
<b>United States</b>	16 886	17 273	17 752	17 877	18 063	18 219	18 464	18 593

Notes :

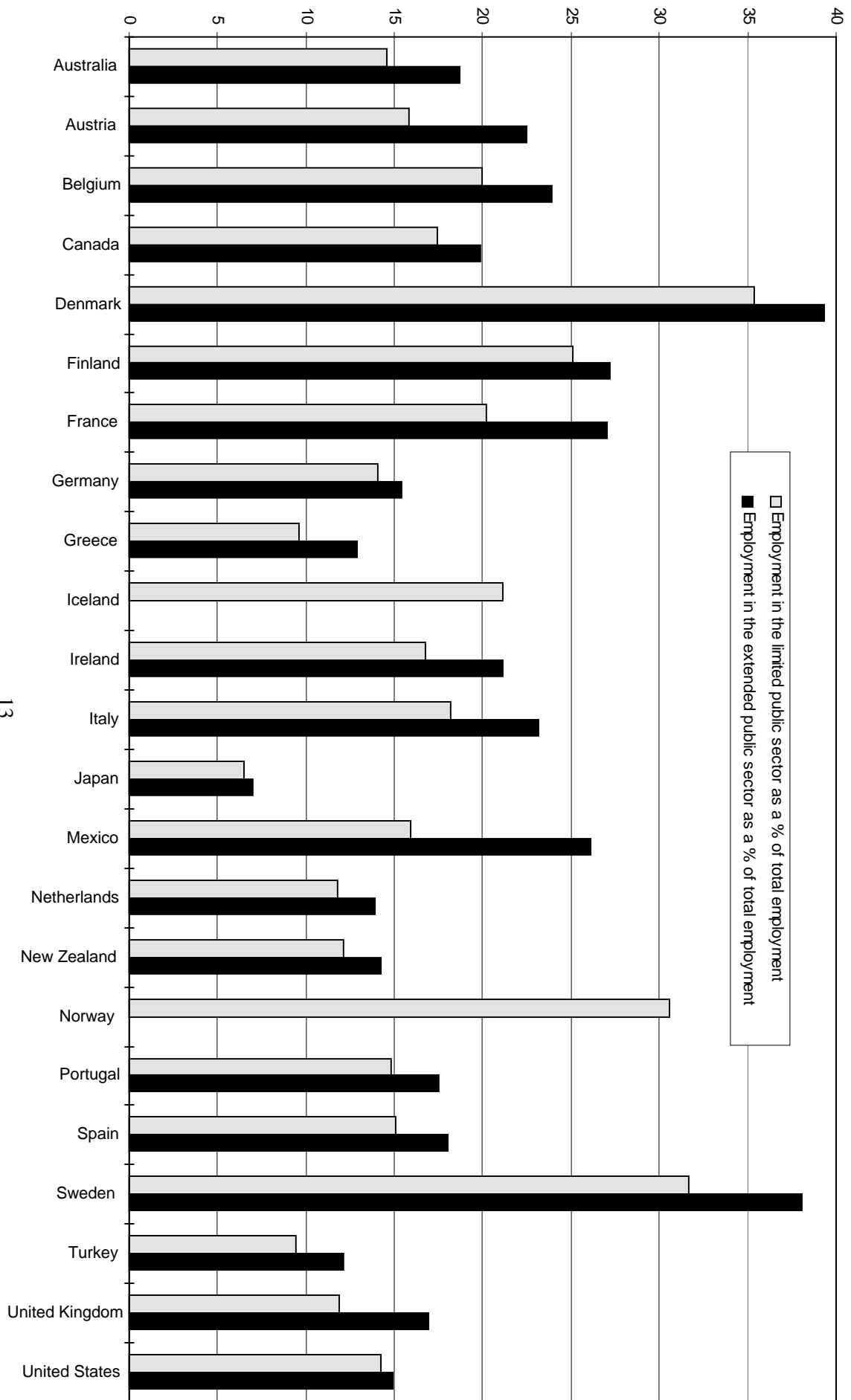
1. Full-time equivalent.
2. Excluding state enterprises since 1990.
3. Central administration only.
4. Excluding Azores and Madeira.
5. Including social security.
6. Central government, i.e. about 90% of the total public sector.
7. Including NHS Trusts.

**Table II.4 PUMA estimates for public employment as a % of total employment**

<b>Countries</b>	<b>Year</b>	<b>Employment in the limited public sector <sup>3</sup> as a % of total employment</b>	<b>Employment in the extended public sector <sup>4</sup> as a % of total employment</b>
<b>Australia</b>	1995	14,6	18,7
<b>Austria</b>	1994	15,8	22,5
<b>Belgium</b>	1996	20,0	23,9
<b>Canada</b>	1994	17,4	19,9
<b>Denmark</b>	1994	35,4	39,3
<b>Finland</b>	1994	25,1	27,2
<b>France</b>	1993	20,2	27,0
<b>Germany</b>	1995	14,1	15,4
<b>Greece</b>	1994	9,6	12,9
<b>Iceland</b>	1993	21,1	..
<b>Ireland</b>	1995	16,8	21,1
<b>Italy</b>	1994	18,2	23,2
<b>Japan</b>	1995	6,5	7,0
<b>Mexico</b>	1993	15,9	26,1
<b>Netherlands</b>	1995	11,8	13,9
<b>New Zealand</b>	1996	12,1	14,2
<b>Norway</b>	1993	30,6	..
<b>Portugal</b>	1993	14,8	17,5
<b>Spain</b>	1995	15,1	18,0
<b>Sweden</b>	1995	31,7	38,1
<b>Turkey</b>	1994	9,4	12,1
<b>United Kingdom</b>	1995	11,9	16,9
<b>United States</b>	1994	14,2	14,9

<sup>3</sup> Limited public sector = central or federal government + regional government or states + local government + municipalities.

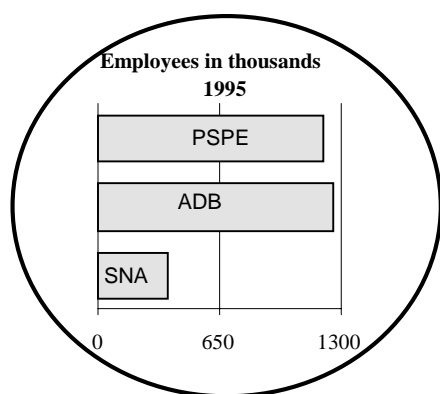
<sup>4</sup> Extended public sector = limited public sector (see the definition above) + public enterprises.



### **III. Presentation of sources and figures by country**

#### *List of countries:*

- Australia
- Austria
- Belgium
- Canada
- Denmark
- Finland
- France
- Germany
- Greece
- Iceland
- Ireland
- Italy
- Japan
- Luxemburg
- Mexico
- Netherlands
- New Zealand
- Norway
- Portugal
- Spain
- Sweden
- Switzerland
- Turkey
- United Kingdom
- United States



## Australia

Sources	Scope and Measurement	Publication and/or Database	Employees 1995
National Accounts	<i>Scope</i> : administration and defence. <i>Measurement</i> : number of salary earners.	SNA/OECD	379 000
Australian Bureau of Statistics, "Employed Wage and Salary Earners", Cat n°6248	<i>Scope</i> : general government = Commonwealth + State + local administration. <i>Measurement</i> : number of salary earners.	ADB/OECD PSPE/PUMA	1 255 600
Australian Bureau of Statistics, "Employed Wage and Salary Earners", Cat n°6248	<i>Scope</i> : general government + government trading enterprises + public financial enterprises. <i>Measurement</i> : number of salary earners.	National publication	1 546 000

### Comments

The ADB and PSPE databases and the publication National Accounts all use the same national source, but their coverage differs. National Accounts uses a relatively restricted scope, which corresponds to the heading "Administration and Defence" of the Australian Standard Industrial Classification (ASIC). The scope of PSPE and ADB corresponds to general government (i.e. the public sector in the restricted sense, as defined herein).

### National definitions

The Australian Bureau of Statistics (ABS) proposes three approaches to the public sector:

- A breakdown by level of government: 1) Commonwealth; 2) State; 3) Local;
- A breakdown by type of institution: 1) General government; 2) Government trading enterprises; 3) Public financial enterprises;
- A breakdown by type of activity. At first glance, this nomenclature does not correspond exactly to our needs, because the public administration and defence sector covers only a limited portion of the civil service. However, a large portion of public employees are counted in the "community services" and "recreation, personal and other services" sectors.

These three conceptions of the public sector are presented in a single publication (*Employed Wage and Salary Earners*) and are derived from the *Survey of Employment and Earnings*. From the survey results it is possible to recap Australian public sector employees in a three-by-three matrix.

**Table III.1 Employment in the public sector in 1995**

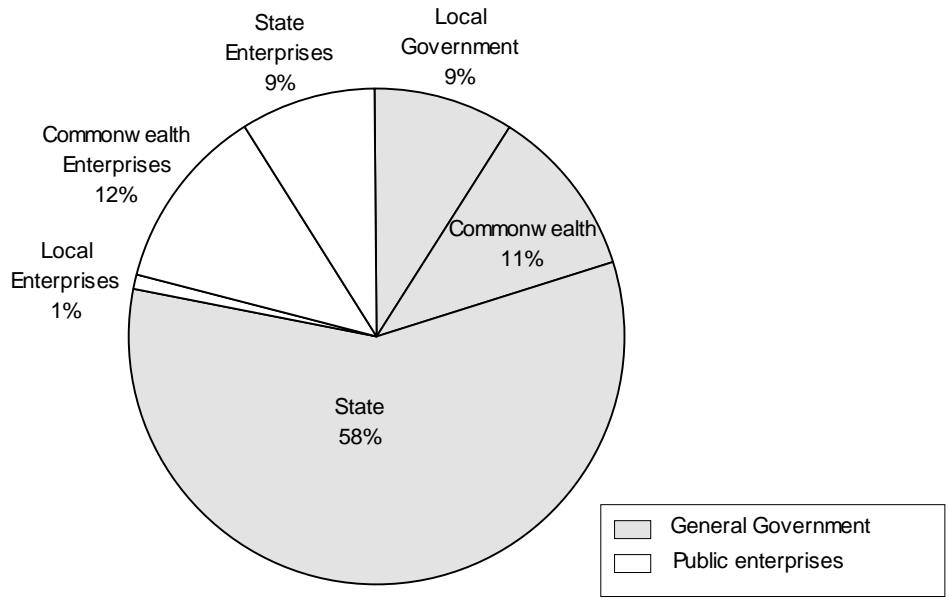
	<b>Public trading enterprises</b>	<b>Public financial enterprises</b>	<b>General Government</b>	<b>Total</b>	<i>of which Public administration and defence</i>
<b>Commonwealth</b>	145 000	42 700	173 400	361 100	115 500
<b>State</b>	120 900	16 200	893 500	1 030 700	84 400
<b>Local</b>	13 200	0	141 000	154 200	134 600
<b>Total</b>	279 100	58 900	<b>1 208 000</b>	<b>1 546 000</b>	334 500
<i>of which Public administration and defence</i>	1 100	900	332 400	<b>334 500</b>	

**Reminder of the ABS's definitions** (Australian Bureau of Statistics, *Employed Wage and Salary Earners*) :

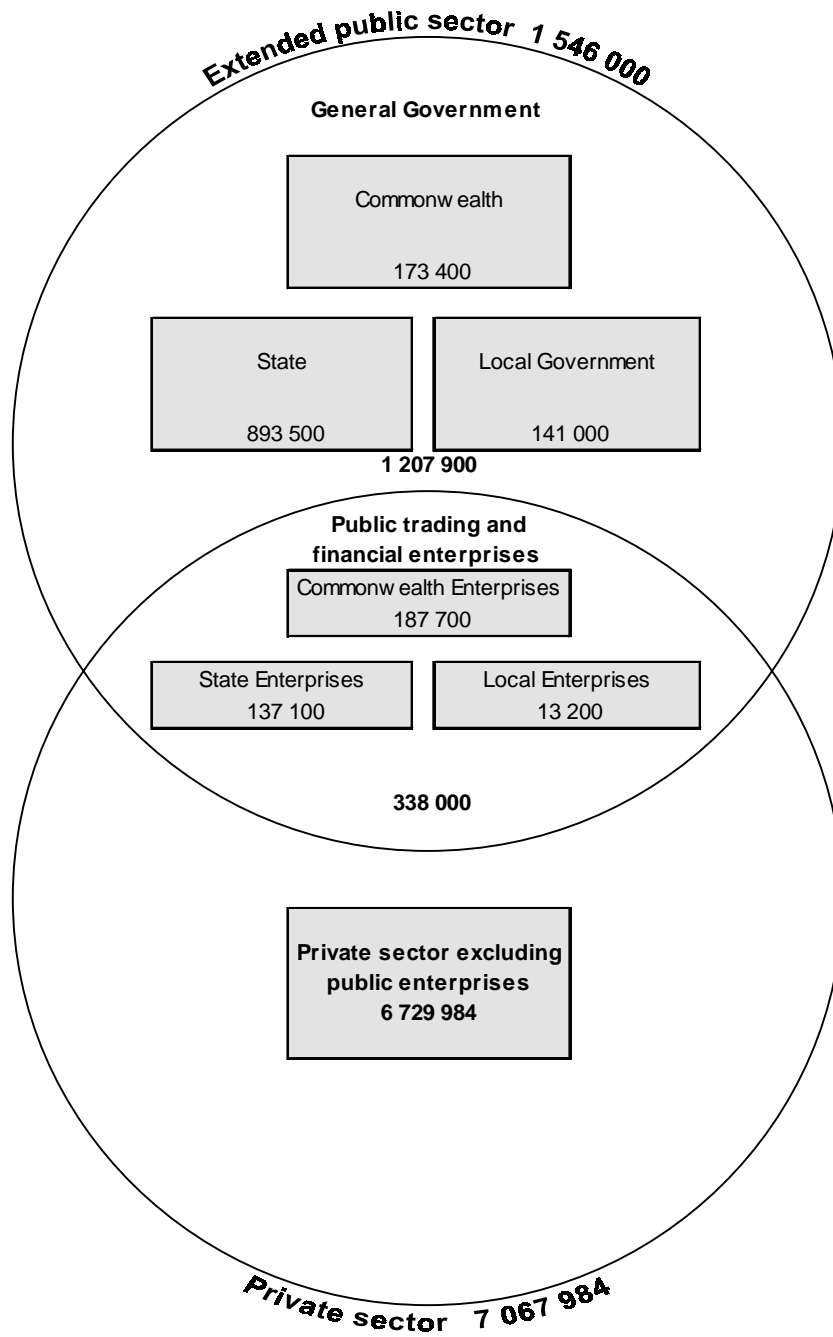
- *General government* : public sector administrations mainly engaged in the production of goods and services outside the normal market mechanisms providing these goods and services to the general public. The costs of operations are often financed from public revenues.
- *Public trading enterprises* : public sector enterprises predominantly engaged in the production of goods and services with an intention of maximising profits and financial returns with most operating costs being derived from trading activities.
- *Public financial enterprises* : public sector enterprises actively involved in financial market transactions such as borrowing and lending. Excluded are those public bodies whose funds flow directly to or from general government revenue.



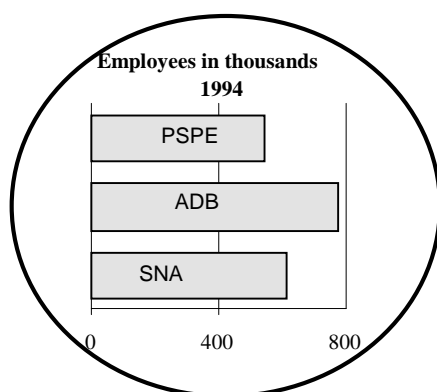
**Breakdown of employment in the public sector  
1995**



**AUSTRALIA**  
**Employment in the public and private sectors**  
**1995**



Sources : Australian Bureau of Statistics  
Analytical Database, OECD



## Austria

Sources	Scope and Measurement	Publication and/or Database	Employees 1994
National Accounts	<i>Scope</i> : includes private non-profit-making services and domestic service activity. <i>Measurement</i> : people subject to the compulsory social insurance scheme.	SNA/OECD	612 000
<i>Österreiches Institut für Wirtschaftsforschung</i>	<i>Scope</i> : includes civil servants with life-time contracts, officials of the central and local governments, health, education, other public corporations, public enterprises directly run by public authorities but excluding state enterprises and electricity. <i>Measurement</i> : not available.	ADB/OECD	775 000
“Personalinformations system des Bundes” for the federal level, National Statistical Office for <i>Länder</i> , municipalities and Vienna	<i>Scope</i> : federal public employment + <i>Länder</i> + municipalities + Vienna. <i>Measurement</i> : full-time equivalent.	PSPE/PUMA	467 382 (1995)
Federal Chancellery	<i>Scope</i> : public sector employees : federation + regions (excluding Vienna) + municipalities; Chambers, social security. <i>Measurement</i> : number of employees.	National publications	594 263

### Comments

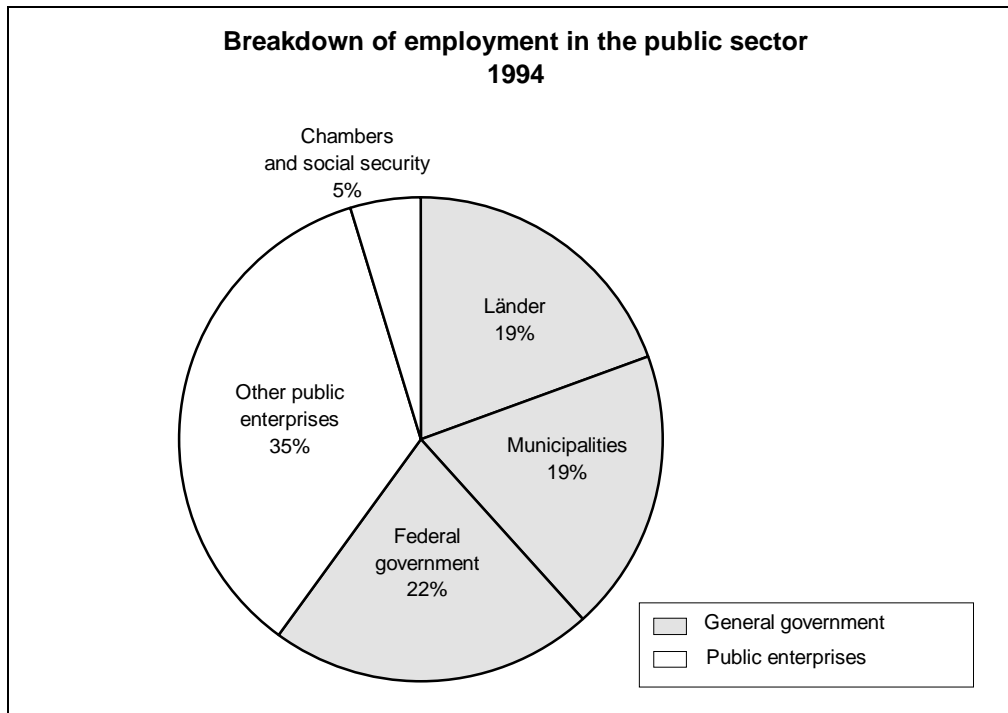
The scope used by ADB includes public enterprises and therefore corresponds to the extended public sector, whereas the scope used by PSPE corresponds to the restricted public sector. Vienna is put in a separate category, because it is both a municipality and a *Land*. This special status of the city of Vienna constitutes a source of potential error in that it can lead to double counting.

National Accounts includes private non-profit-making services; however, under the system of national accounting, these services are not included in the scope of general government. The difference between ADB and National Accounts therefore stems from the fact that 1) ADB includes

public enterprises but National Accounts does not; and 2) National Accounts includes private non-profit-making services (but ADB does not).

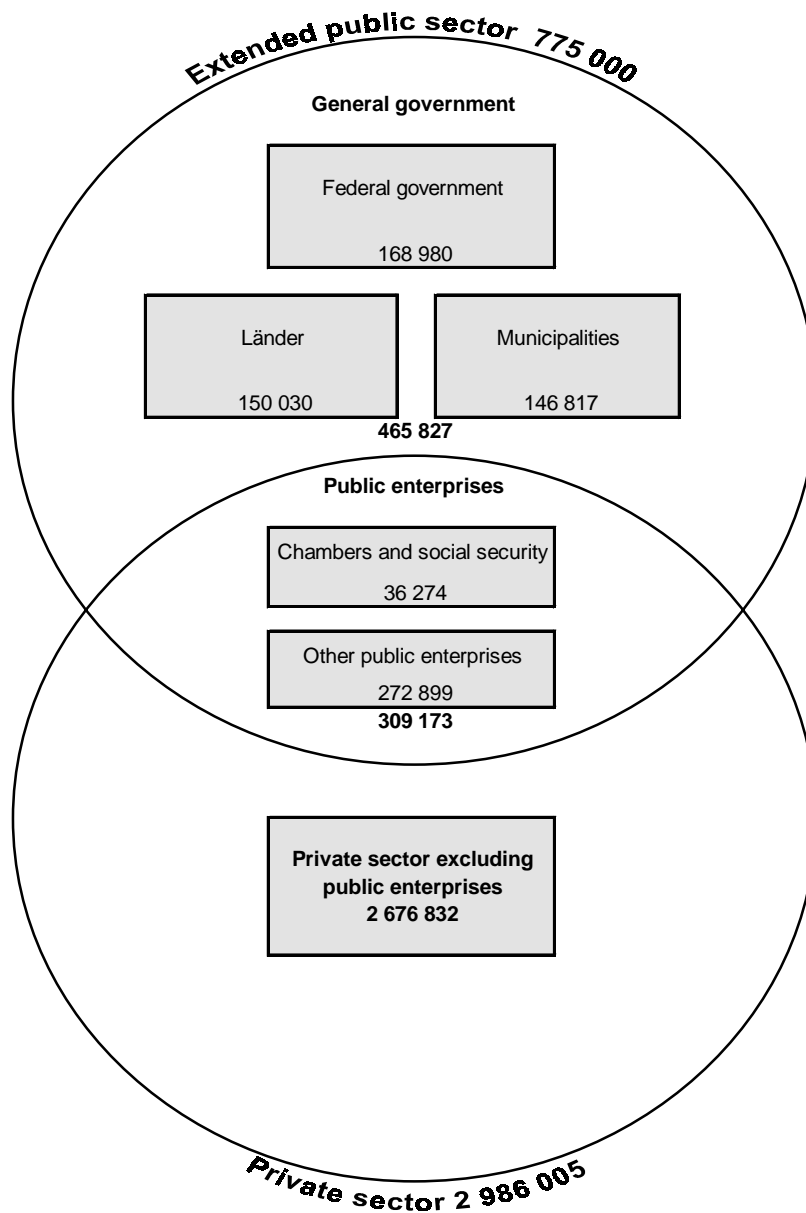
### National definitions

- Social security offices and agencies have public enterprise status and are independent.
- Since 1994, the railway system (about 66 000 persons) has no longer been part of the federal



government.

**AUSTRIA**  
**Employment in the public and private sectors**  
**1994**



Sources : Federal staff information system, Central Statistical Office Analytical Database, OECD

# Belgium

Sources	Scope and Measurement	Publication and/or Database	Employees 1994
National Institute of Statistics, based on Labor Force Statistics, from Ministry of Employment and Labor	<i>Scope</i> : general government according to the SEC classification. Excludes people employed in public enterprises, but includes all soldiers (professionals and conscripts).  <i>Measurement</i> : number of employees.	SNA/OECD ADB/OECD	706 000
Ministry of Home Affairs and Civil Service, General Administration Service (SAG)	<i>Scope</i> : public sector, including public enterprises.  <i>Measurement</i> : number of employees on 1st of January and 30th of June.	“Public Sector Employment Outlook”	884 318
National Office of Social Security (ONSS)	<i>Scope</i> : public sector and education on the basis of declarations made to the Social Security Services.  <i>Measurement</i> : number of jobs.	Number of employees and employers, according to the social security registers.	1 009 018

## Comments

The statistics provided by the General Administration Service (SAG) are furnished by the personnel units of the respective departments, except for provincial and local administration. SAG defines the scope of the public sector as a specific list of institutions.

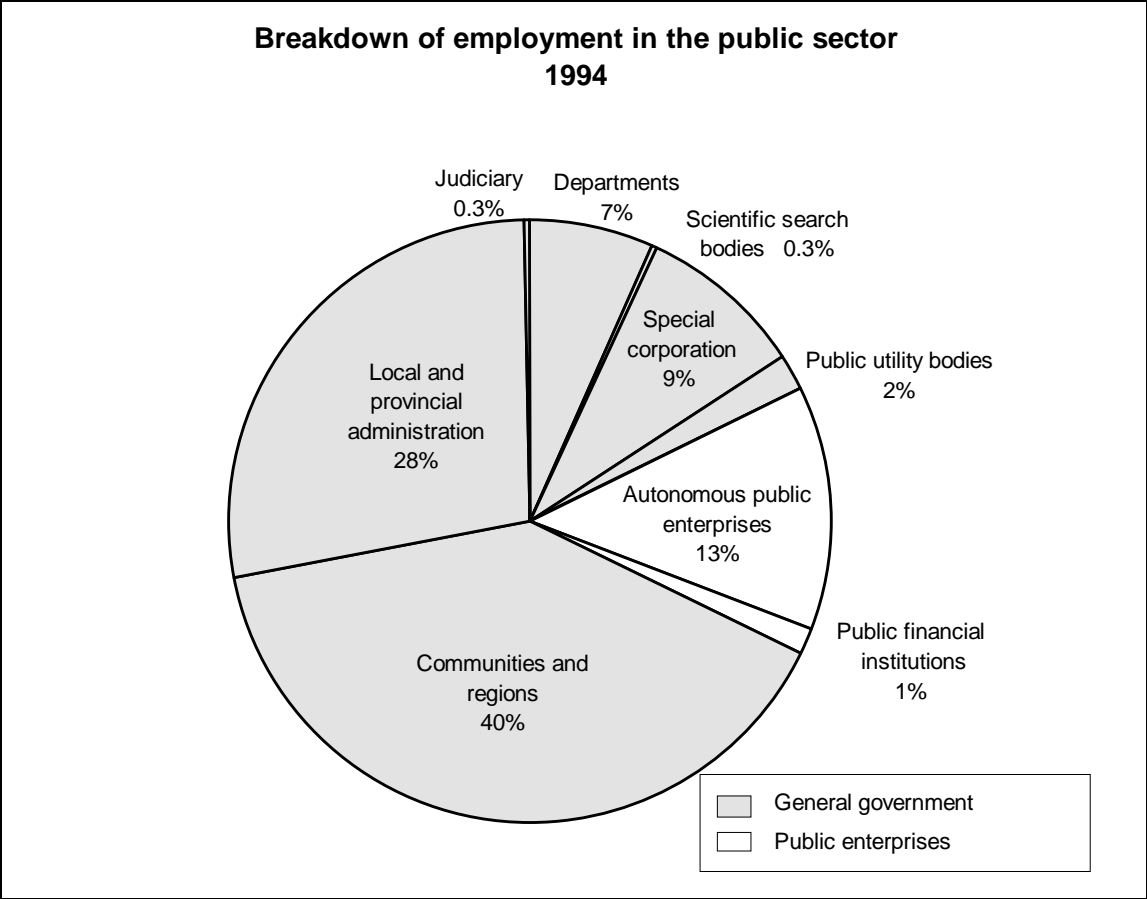
The ONSS counts the number of workers affiliated to social security (an individual performing different jobs for two separate employers would be counted twice) and divides the aggregate work force into public employment and private employment. The scope of the public sector used by ONSS is very extensive, and it includes a portion of the private sector (e.g. self-employed teachers and employees of the airline Sabena).

## National definitions

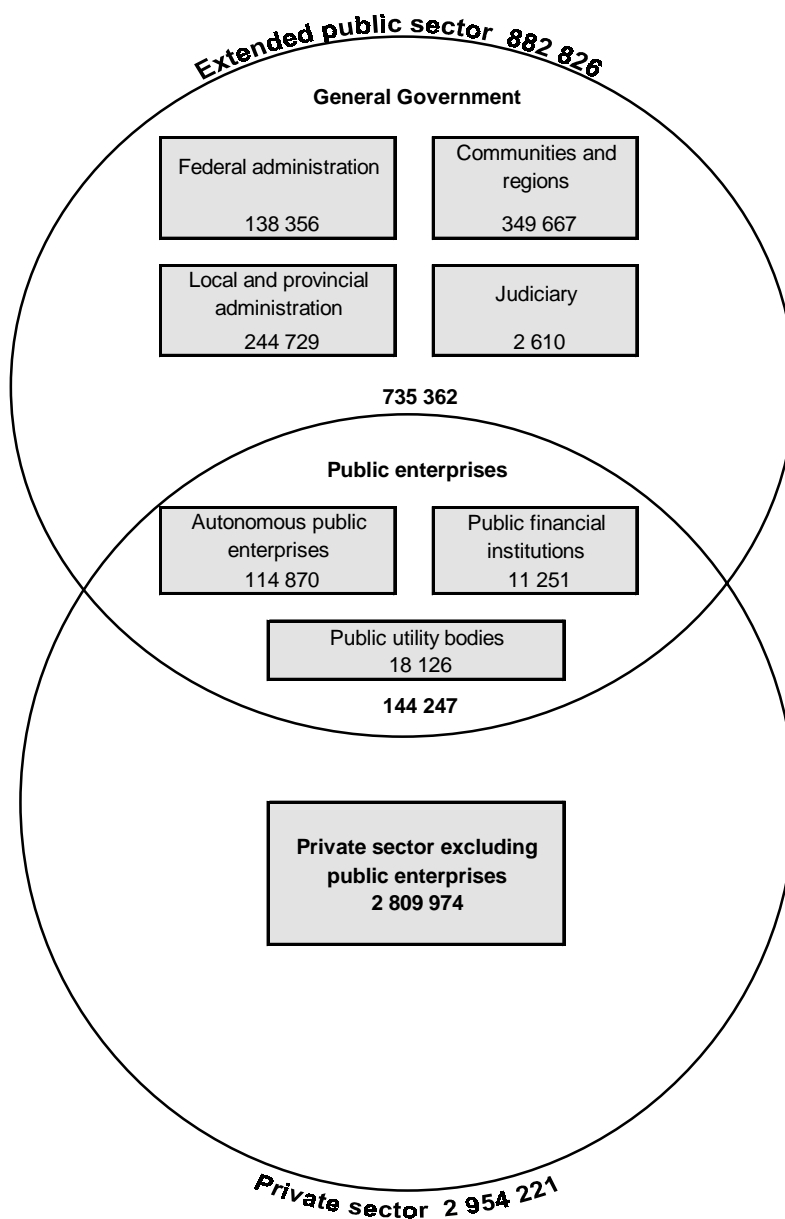
As defined by the General Administration Service of the Ministry of Home Affairs and Civil Service, the *public sector* comprises:

- the Federal Civil Service, which in turn is made up of federal departments, federal scientific bodies, some federal public utility bodies and special corporations;

- non-federal public services, including communities and regions, provincial and local administrations and legislative bodies;
- public utility bodies not belonging to the federal civil service, autonomous public enterprises and public financial institutions.

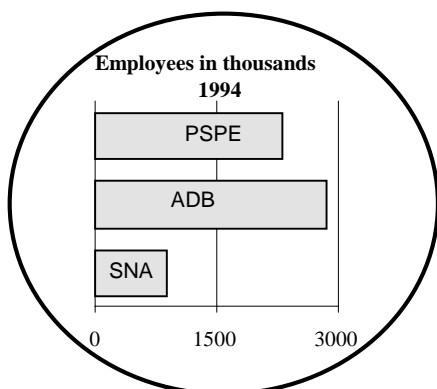


**BELGIUM**  
**Employment in the public and private sectors**  
**1996**



Sources : National Institute of Statistics  
Analytical Database, OECD





## Canada

Sources	Scope and Measurement	Publication and/or Database	Employees 1994
National Accounts	<i>Scope</i> : public administration only. <i>Measurement</i> : not available.	SNA/OECD	877 000
Statistics Canada	<i>Scope</i> : general government. Excludes military forces (about 110 000 people). <i>Measurement</i> : not available.	ADB/OECD	2 858 270
Public Institution Division database (PID), Statistics Canada	<i>Scope</i> : general government. Breakdown by level of government (federal; provincial and territorial; local). <i>Measurement</i> : annual average number of employees.	PSPE/PUMA	2 311 300
Public Institution Division database (PID), Statistics Canada	<i>Scope</i> : general government + public enterprises. <i>Measurement</i> : annual average number of employees.	"Public sector employment and remuneration", Cat 72209	2 641 667
"Survey on employment payrolls and hours", (SEPH) Statistics Canada, Cat n°72-002	<i>Scope</i> : public administration according to the industrial classification SIC (811-837). Excludes defence, education and health. <i>Measurement</i> : actual employment.	National publication	697 200
Treasury Board Secretariat (TBS)	<i>Scope</i> : federal civil service. <i>Measurement</i> : number of jobs.	National publication	353 234

### Comments

Statistics Canada has two surveys covering the public sector: the Public Institution Division Database (PID) is specific to the public sector, whereas the Survey on Employment Payrolls and Hours (SEPH) covers both the public and private sectors. Various definitions of the scope of the public sector co-exist in Canada, each corresponding to separate needs. This explains the substantial divergence between the OECD's two main sources - ADB and National Accounts. The figure used by National Accounts would seem underestimated in that it includes only the public

administration component of the public sector. In contrast, the ADB figure seems overestimated, especially since it does not include military forces.

## **National definitions**

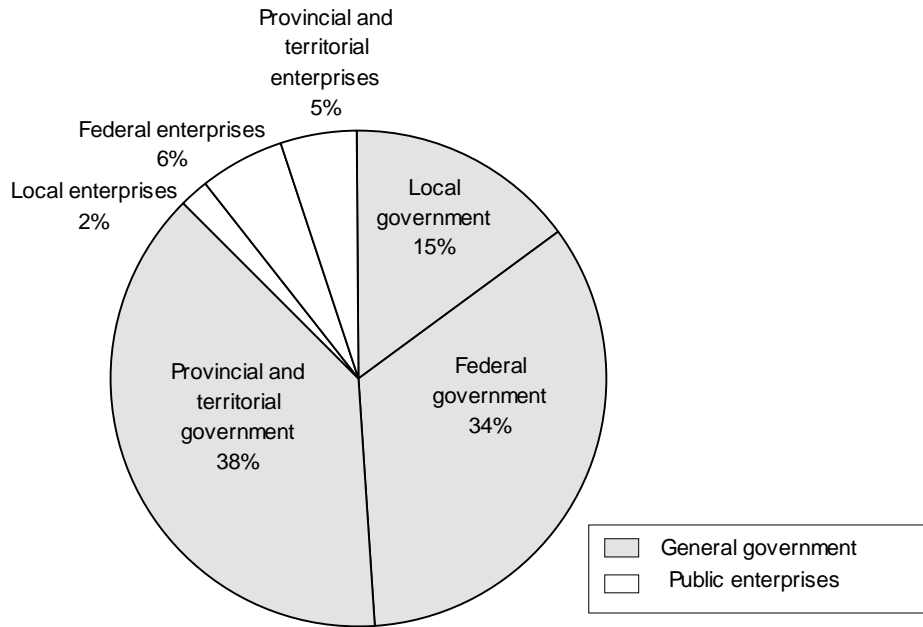
### ***Reminder of the PID's definition:***

- Canada's *public sector* comprises all entities subsidiary to a public agency, whether they are commercial or not. The public sector is divided into two parts: government (the notion being identical to the SNA concept of general government and including the armed forces) and public enterprises.
- The *Government* or *State public sector* comprises ministries, agencies, councils, commissions, municipalities and funds established and controlled by governments, public educational institutions, cultural facilities, hospitals, social service agencies and agencies administering universal pension systems.
- *Public enterprises* are entities that conduct commercial transactions. Their motivation is similar to that of private sector enterprises, but they are controlled by a level of government. They compete with private sector enterprises in the same industry, or they hold natural monopolies.
- *Social Security* systems (Pension Plans Canada and the *Régie des rentes du Québec*) are included, respectively, in the federal government and the Quebec provincial government.

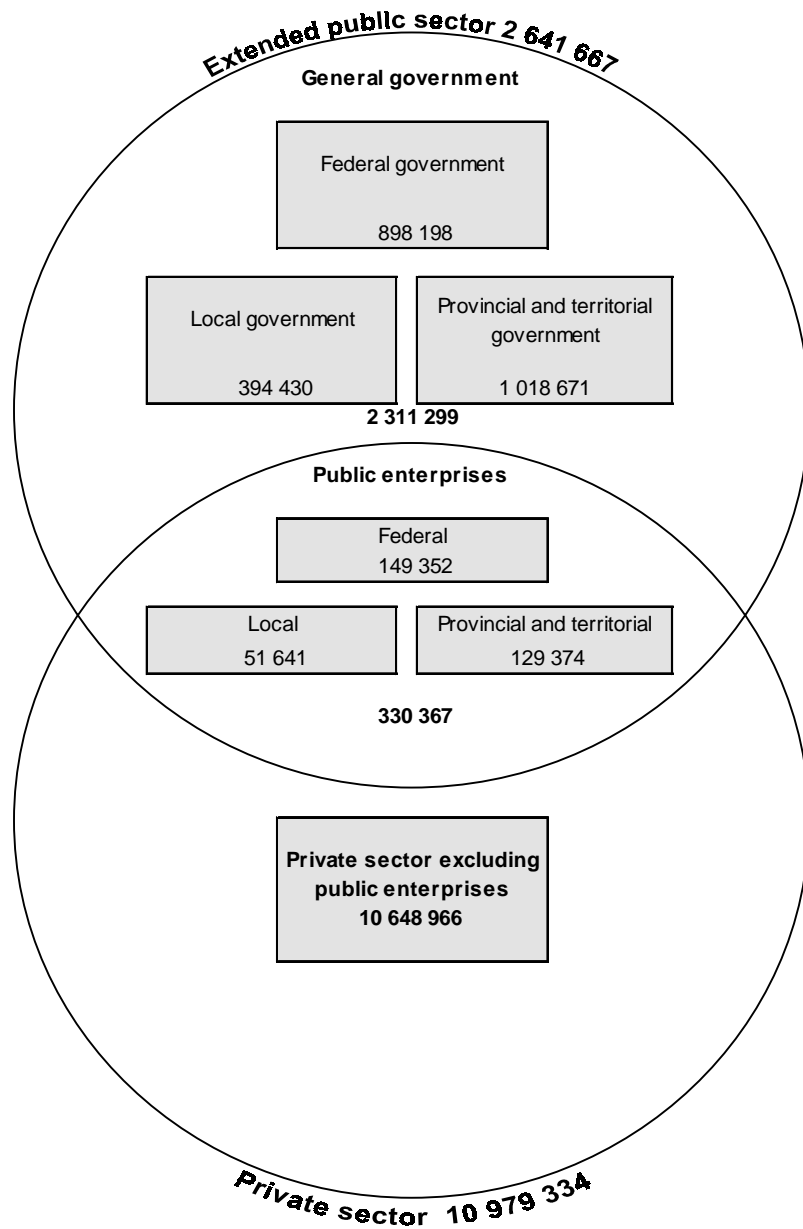
### ***Reminder of the SEPH's definition :***

Public administration contains only the establishments engaged in activities that are governmental in character and those serving as internal service agencies of the public service. Government-owned establishments primarily engaged in activities assigned to other activities such as health and education services and transportation and communication services are classified to the appropriate industries. SEPH does not publish defence services and includes civilian defence workers in federal administration. SEPH publishes public administration data that do not represent all employees of non-commercial entities under the control of a government.

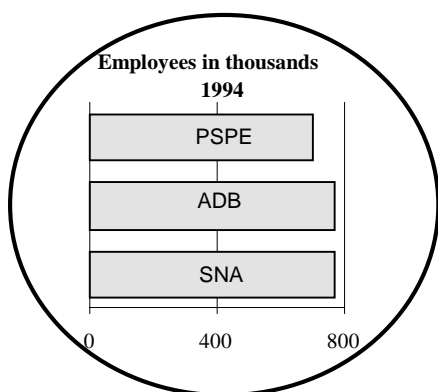
**Breakdown of employment in the public sector  
1994**



**CANADA**  
**Employment in the public and private sectors**  
**1994**



Sources : *Public Institution Database*  
*Analytical Database, OECD*



## Denmark

Sources	Scope and Measurement	Publication and/or Database	Employees 1994
Statistics Denmark	<i>Scope</i> : producers of government services, excluding military forces. <i>Measurement</i> : number of employees.	ADB/OECD SNA / OECD	775 873
Ministry of Finance	<i>Scope</i> : central government + municipalities + counties. Denmark railways are included; postal service and telecommunications were included until 1994. <i>Measurement</i> : full-time equivalent.	PSPE/PUMA	699 000 (1995)
Statistics Denmark	<i>Scope</i> : central government + social security + counties + municipalities + public enterprises. <i>Measurement</i> : two series are available: i) number of employees at the end of November; ii) full-time employment only.	National publication	974 686 (number of persons)  782 271 (full-time)

### Comments

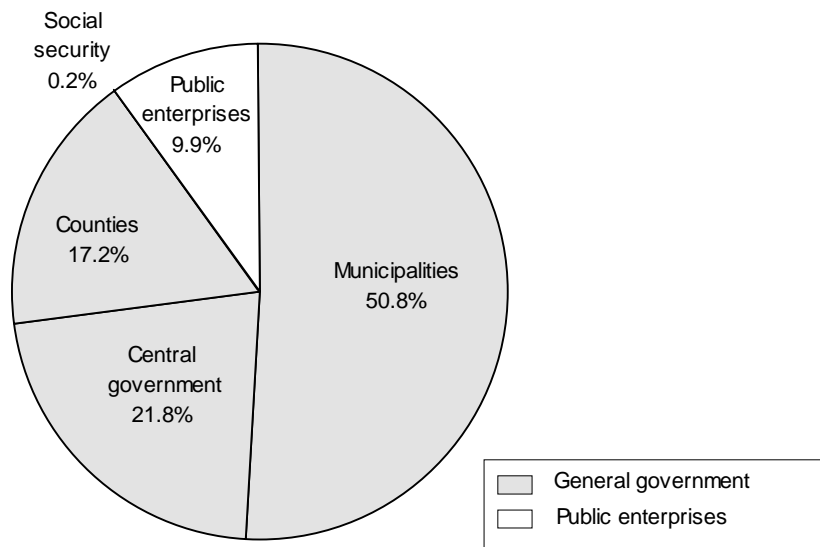
The various sources do not use the same unit of measurement, which is part of the reason for the discrepancies. Unlike some other countries (such as France or Germany), Denmark includes the Danish State Railways in central government. It should be noted that there are also private railways in Denmark.

The cities of Copenhagen and Frederiksberg have dual status, inasmuch as they each constitute both a municipality and a county, and are counted separately in certain sources.

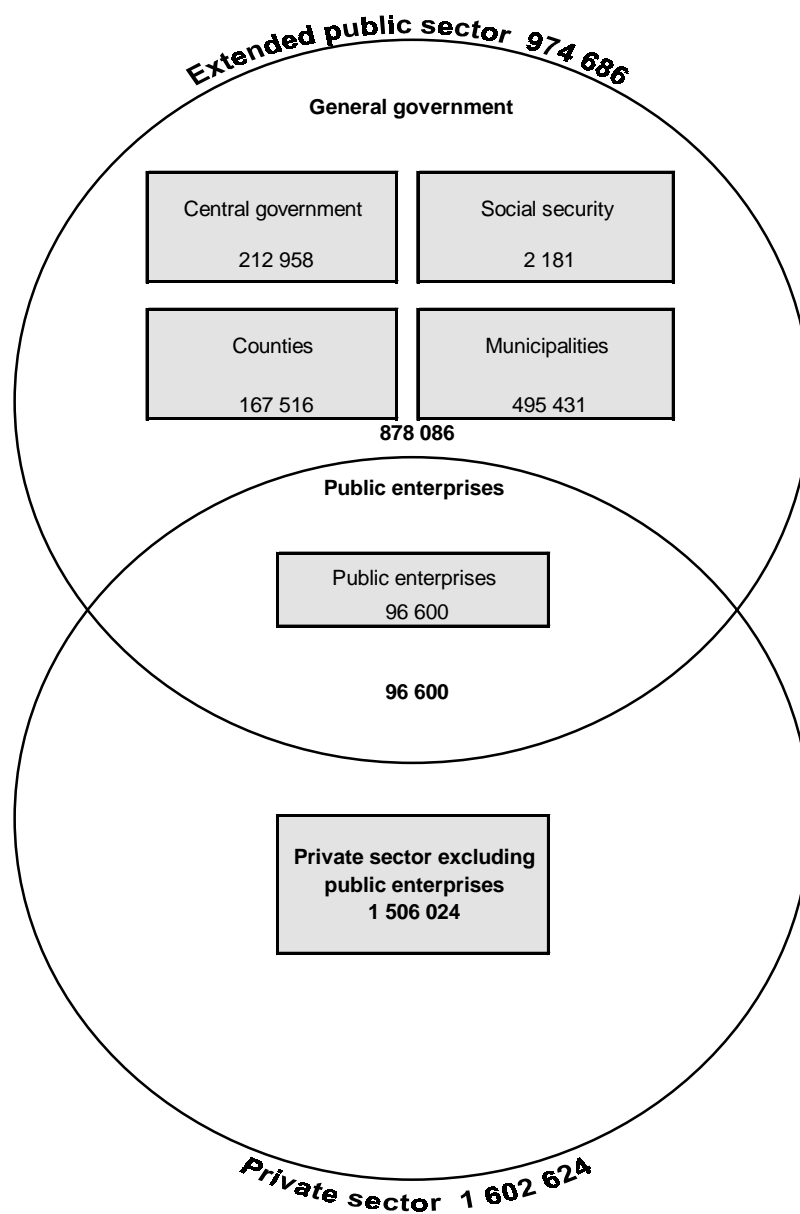
In 1995, the status of the postal service was converted from civil service to that of a public enterprise.

Military personnel, who are not included in the scope used by ADB, number approximately 30 000.

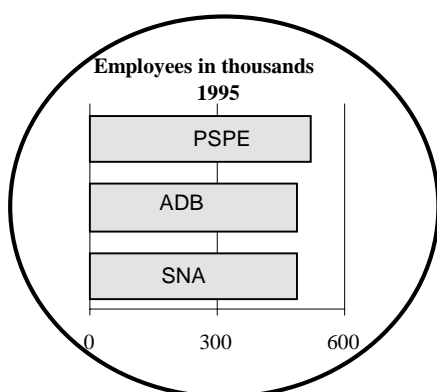
**Breakdown of employment in the public sector  
1994**



**DENMARK**  
**Employment in the public and private sectors**  
**1994**



Sources : Statistics Denmark  
 Analytical Database, OECD



## Finland

Sources	Scope and Measurement	Publication and/or Database	Employees 1994
National Accounts	<i>Scope</i> : general government. <i>Measurement</i> : not available.	SNA/OECD ADB/OECD	481 000
Staff registers : Ministry of Finance and Commission for local authorities employers	<i>Scope</i> : general government + municipal public enterprises. <i>Measurement</i> : full-time + part-time.	PSPE/PUMA	528 000
Statistics Finland (TK)	<i>Scope</i> : State + municipalities. <i>Measurement</i> : number of employees.	Labor Force Survey	620 000 (1996)
Register of central government employees; Commission for local authority employers	<i>Scope</i> : general government + public enterprises. <i>Measurement</i> : full-time + part-time.	National publication	551 000

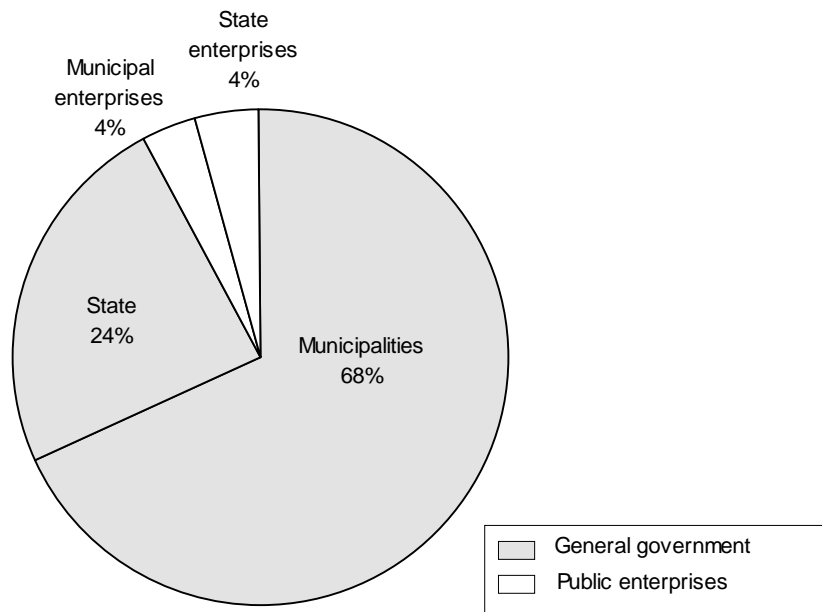
### Comments

State and municipal public enterprises are part of the extended public sector. In contrast, employees of joint stock companies belonging to the central or municipal governments are included in private employment statistics.

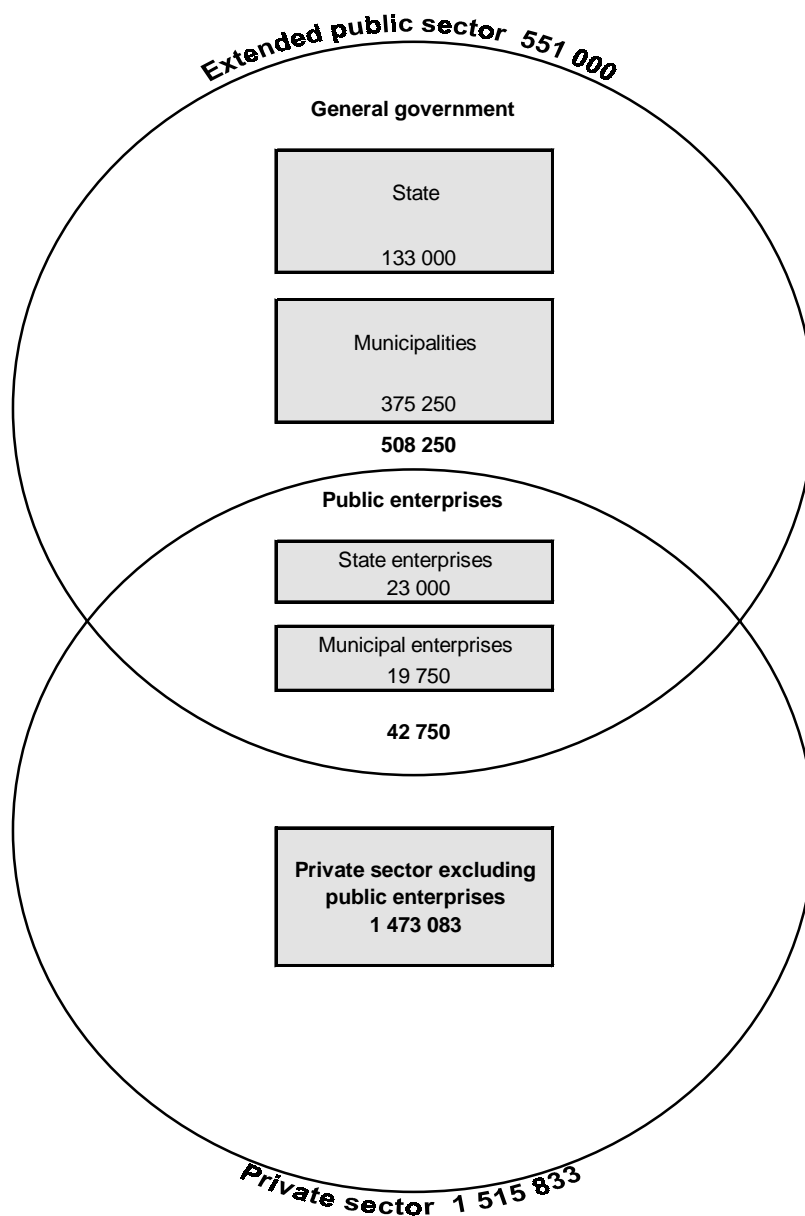
Municipal public enterprises are included in the scope chosen by PSPE, since statistics on their employees are not available separately. Nevertheless, an estimate was made for the purposes of the diagram below.



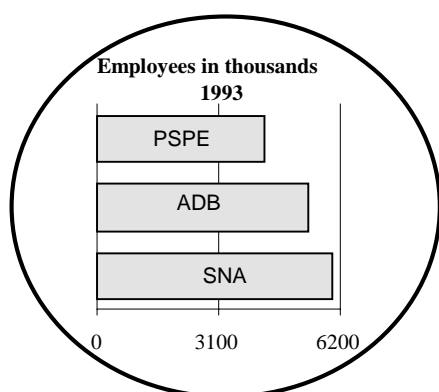
**Breakdown of employment in the public sector  
1994**



**FINLAND**  
**Employment in the public and private sectors**  
**1994**



Sources : *Staff register, Ministry of Finance*  
*Staff register, Commission for local authority employers*  
*Analytical Database, OECD*



## France

Sources	Scope and Measurement	Publication and/or Database	Employees 1993
National Accounts	<i>Scope</i> : producers of government services + other non-market branches (including social security bodies). <i>Measurement</i> : full-time equivalent.	SNA/OECD	6 011 500
Report on National Accounts, table 2-10	<i>Scope</i> : central government + local government + social security + Post and Telecommunication. <i>Measurement</i> : number of persons.	ADB/OECD	5 416 700
Finance Act and National Accounts	<i>Scope</i> : state civil service + regional administration + national health service. Excludes social security, Post and Telecommunications. <i>Measurement</i> : number of jobs for the State civil service; number of employees in regional civil service and in national health civil service.	PSPE/PUMA	4 279 394
National Statistical Office ( <i>INSEE</i> ) (synthesis of various surveys)	<i>Scope</i> : civil service + regional administration + national health service; social security and public enterprises. <i>Measurement</i> : full-time equivalent.	National publication	6 000 640

### Comments

Because French national accounting makes no distinctions among producers of non-market services, the scope of general government as derived from the national accounts includes all such producers and differs from the SNA definition, which distinguishes between producers of government services and other producers. As a result, the number of employees presented in the SNA/OECD database is significantly overestimated.

One of the characteristics of French public employment statistics is the need to tap a number of separate surveys in order to obtain a figure for aggregate general government employment. Because of this, a measurement problem arises, since some sources (and particularly those at central level) report on number of full-time permanent posts scheduled by the Budget; other sources present actual employment (i.e. every part-time job is accounted for a unit).

The National Statistical Office (INSEE) carries out a number of surveys covering various portions of the public sector:

1. “Civil Servants” (*Agents de l’État*): an annual publication, generated from payroll registers of the Ministry for the Civil Service. In addition to the national civil service, the scope includes national public establishments and Post and Telecommunications but excludes public enterprises. Information on employees is extremely detailed (categories of staff, status, hierarchical levels, age, geographical breakdown, etc.). Employees are reported on a full-time, part-time and full-time equivalent basis.
2. Annual survey of employees in regional and local administration. The scope of this survey comprises regional authorities in the strict sense of the term (including regions, localities and municipalities), public establishments of municipalities (e.g. garbage collection) and localities (e.g. fire-fighting) and a number of other agencies. Employees are reported on a full-time, part-time and full-time equivalent basis.
3. Each year there is a survey that can be used to identify French public enterprises (enterprises that are State-controlled, either directly or indirectly). The results of this survey are available in the report on majority-owned State enterprises (*Répertoire des entreprises contrôlées majoritairement par l’État*).

The number of national health service employees is known from surveys conducted by the Ministry of Social Affairs. One annual survey focuses on all public health care bodies, while other questionnaires cover independent units of the national health service.

## **National definitions**

### ***The scope of general government under French national accounting***

In the French system of national accounting, general government comprises three sub-sectors:

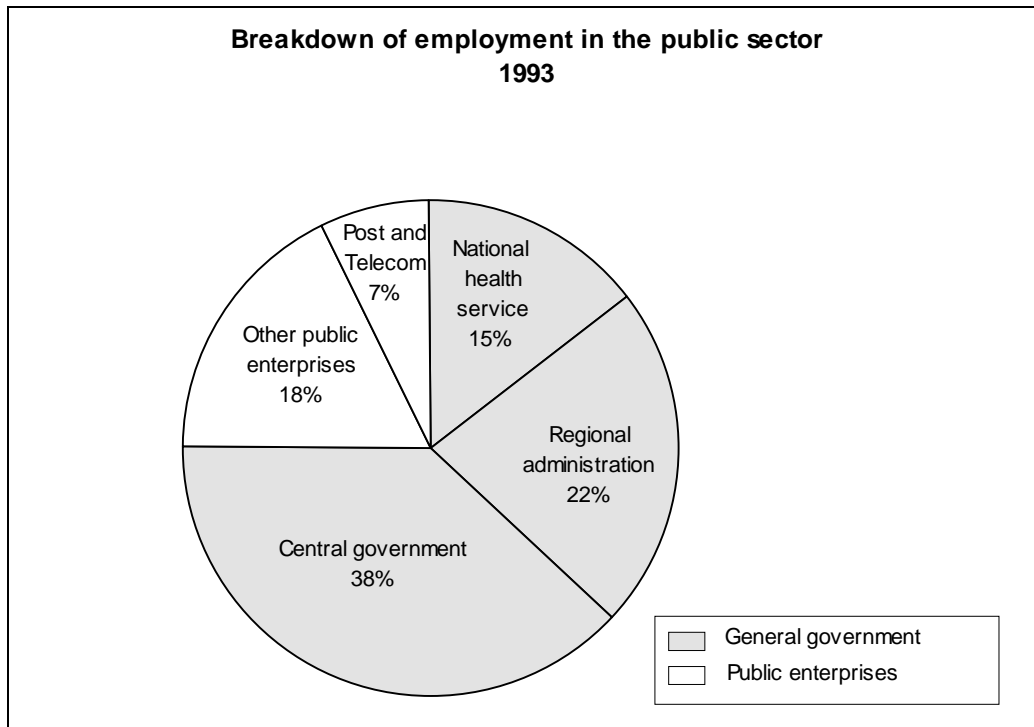
- central government;
- local administration;
- social security system.

Each of these three sub-sectors is subdivided into two parts: direct departments, and agencies subsidiary thereto. Excluded are: the postal service, the *Office National des Forêts* (ONF, which is included in the non-financial enterprise sector) and the *Caisse des Dépôts et Consignations* (CDC, included in the credit institution sector). In contrast, the scope includes: social security agencies (whereas only national funds are part of the civil service), private schools under contract, private hospitals taking part in the national health service and private agencies financed with a majority of public funds.

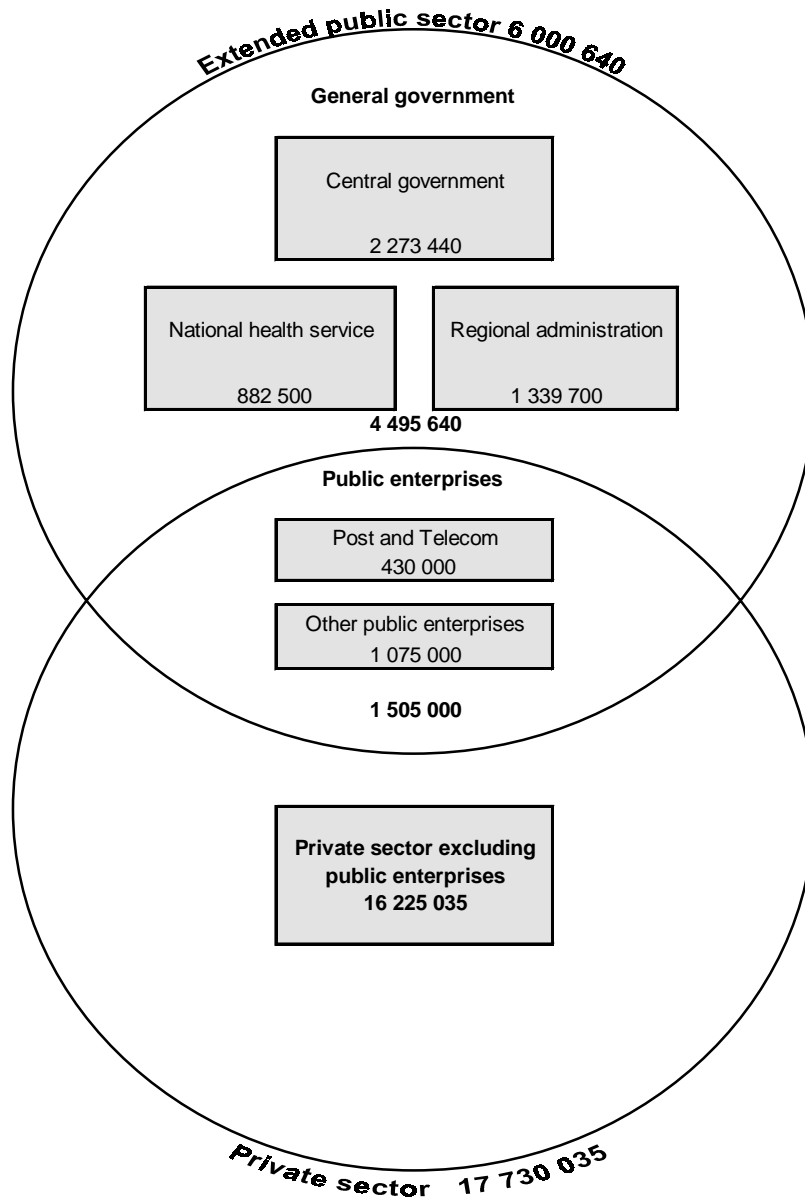
### ***The public sector in the conventional sense***

- *State Civil Service*: central government agencies and related agencies located in regions as well as public administrative establishments subsidiary thereto;
- *Regional civil service*: regions, localities, municipalities;

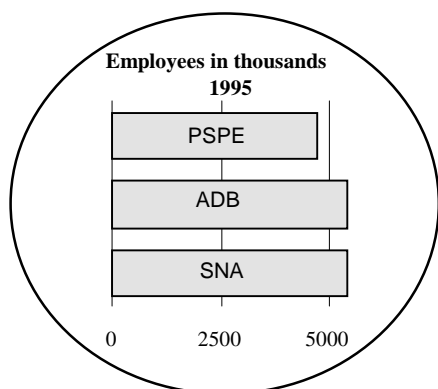
- *National health service*: public hospitals and public retirement homes;
- *Public enterprises*: any enterprise over which the government can exercise a dominant influence, either directly or indirectly, via ownership or financial investment, possessing a majority of shares or voting rights. This excludes firms in which the central government and local authorities jointly hold majority interests.



**FRANCE**  
**Employment in the public and private sectors**  
**1993**



Sources : National Statistical Office (INSEE)  
 Analytical Database, OECD



## Germany

Sources	Scope and Measurement	Publication and/or Database	Employees 1995
Federal Statistical Office ( <i>Statistisches Bundesamt</i> ) Fachserie 18	<i>Scope:</i> State, communities and social security ( <i>Sozialversicherung</i> ). Includes military forces. <i>Measurement:</i> number of employees.	SNA/OECD ADB / OECD	5 424 000
Federal Statistical Office “Finances and taxes” Fachserie 14, Reihe 6	<i>Scope:</i> federal administration + <i>Länder</i> + municipalities. Includes military forces. <i>Measurement:</i> number of employees (breakdown by full-time and part-time).	PSPE/PUMA	4 736 800
Federal Statistical Office “Finances and Taxes” Fachserie 14, Reihe 6	<i>Scope:</i> direct public service (federal administration + <i>Länder</i> + municipalities + railways + postal service (until 1995) + special municipal associations + indirect public service). Includes military forces. <i>Measurement:</i> number of employees (breakdown by full-time and part-time).	National publication	5 369 143

### Comments

The country's reunification caused a break in the series in 1991. Some sources (and publications) chose to retain the old series and not to incorporate the new *Länder*, whereas other sources integrated them.

The series used by National Accounts and ADB is taken from the table “Number of employees by type of industry”.

The figures given in the publication “Finances and Taxes” are drawn from an administrative source, “Public Finance and Civil Service Personnel Statistics”. In this case, the public sector combines the direct and indirect public sector. The PSPE database includes only that portion of the public sector corresponding to general government (at the federal, *Land* and municipal levels).

Since 1991, the postal service (about 600 000 persons) has no longer been included in the scope of the public sector as defined by the Federal Statistical Office in the publication “Finances and Taxes”.

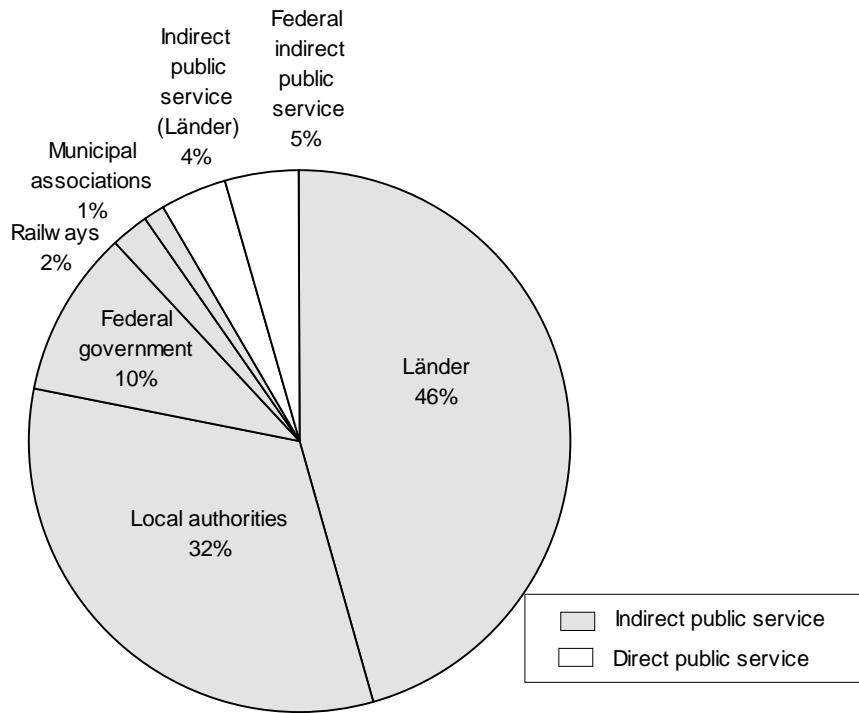
## National definitions

Civil service personnel statistics make a distinction between:

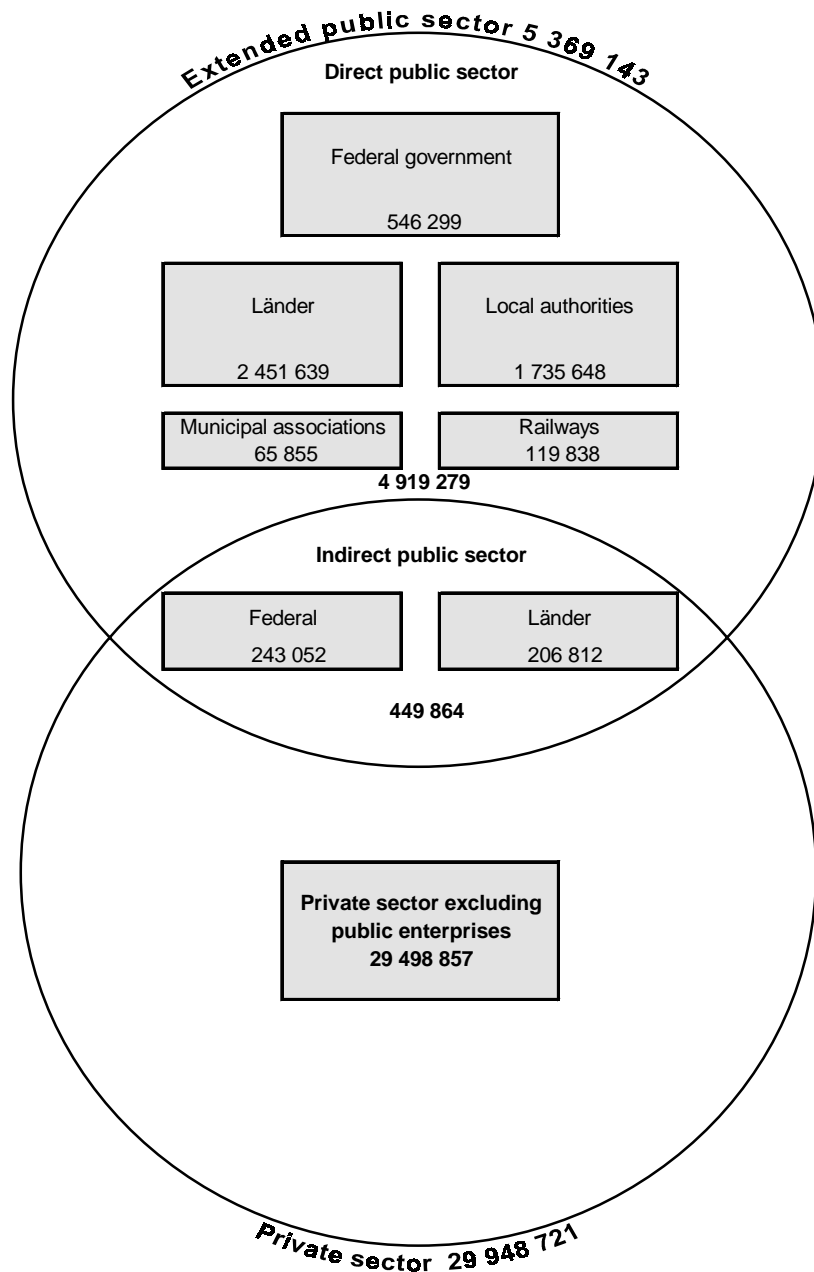
- the *direct public service*, corresponding to the civil service and encompassing all employees of the federal, *Land* and municipal administrations, special municipal associations and the German Federal Railway; and,
- the *indirect public service*, comprising agencies and institutions set up as enterprises, governed by public law (Federal Employment Office, German central bank, social security agencies controlled by the government or the *Länder*, and authorities responsible for supplying the federal government - *der Länder und Träger der Zusatzversorgung von Bund*), regional and communal associations as well as legally independent institutions (*Ländern und Gemeindeverbänden und rechtlich selbständige Anstalten*) and legal entities and independent foundations governed by public law (*Körperschaften und Stiftungen des öffentlichen Rechts mit Dienstherrnfähigkeit*).



**Breakdown of employment in the public sector  
1995**



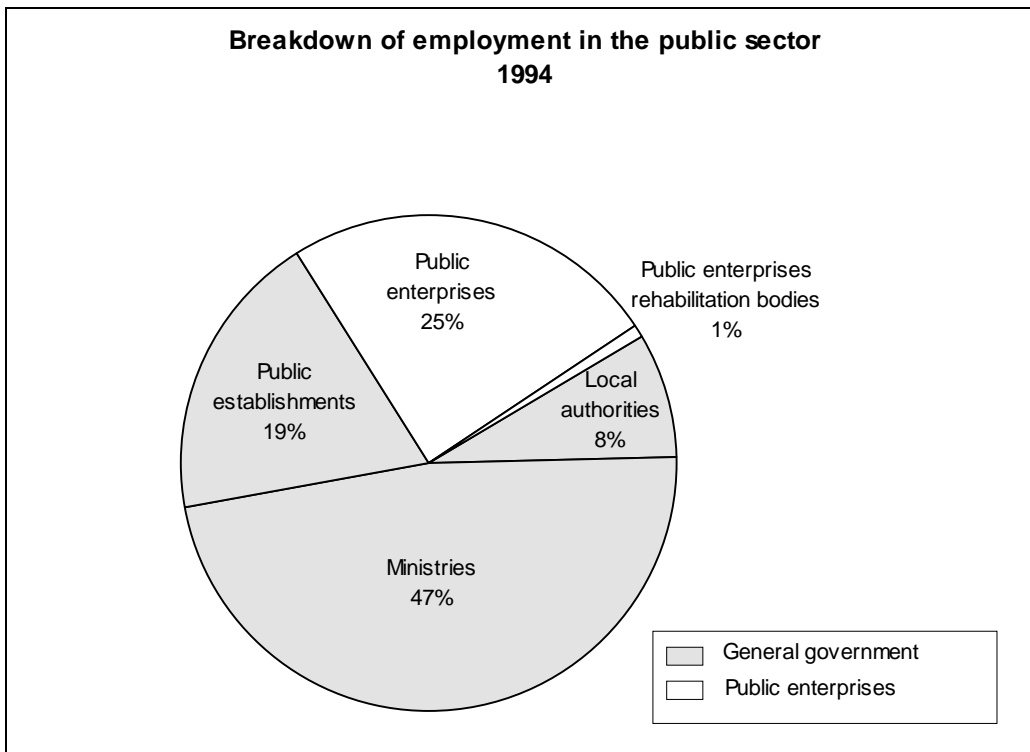
**GERMANY**  
**Employment in the public and private sectors**  
**1995**



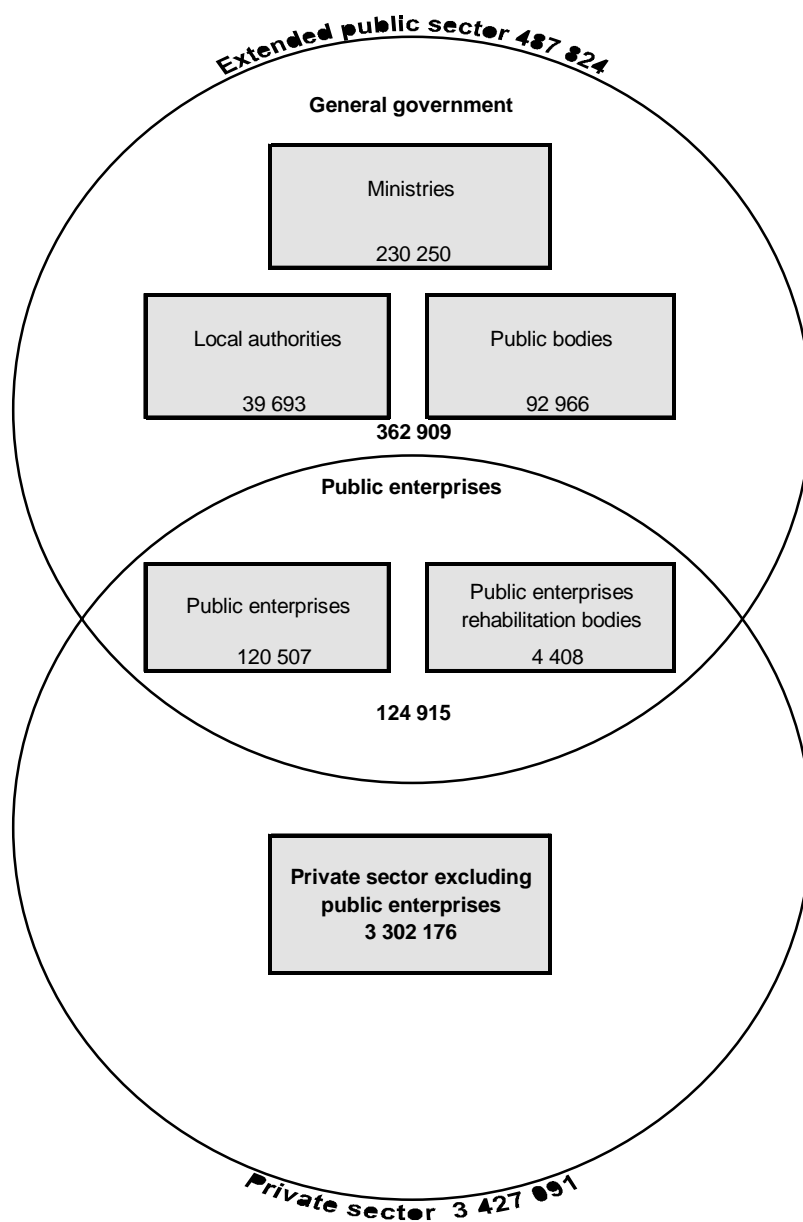
Sources : Federal Statistical Office  
 Analytical Database, OECD

# Greece

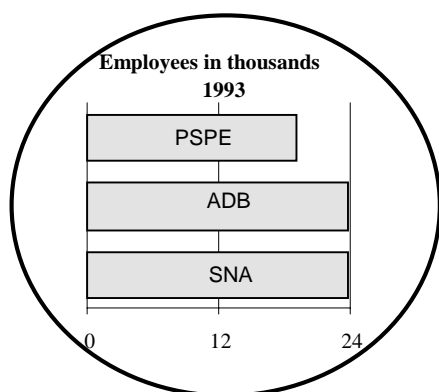
Sources	Scope and Measurement	Publication and/or Database	Employees 1994
Estimation from the Economics Department, OECD	<i>Scope</i> : not available. <i>Measurement</i> : not available.	ADB/OECD	372 700
Ministry of the Presidency Council	<i>Scope</i> : ministries and public bodies, local authorities, public enterprises and public enterprises rehabilitation bodies. <i>Measurement</i> : not available.		487 824



**GREECE**  
**Employment in the public and private sectors**  
**1994**



Sources : Ministry of the Presidency Council  
Analytical Database, OECD



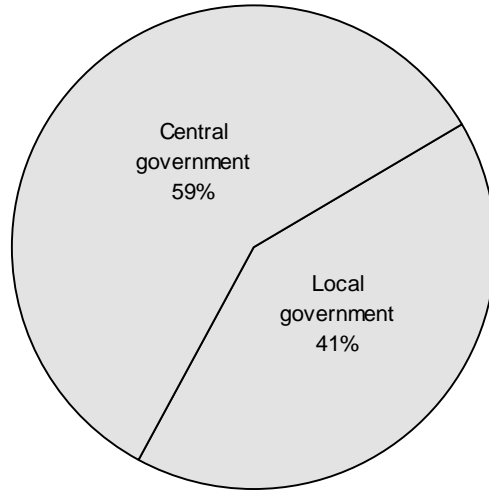
## Iceland

Sources	Scope and Measurement	Publication and/or Database	Employees 1993
National Accounts	<i>Scope:</i> producers of government services, including educational services. <i>Measurement:</i> not available	SNA/OECD ADB/OECD	23 875
Ministry of Finance	<i>Scope:</i> public sector. <i>Measurement:</i> full-time equivalent.	PSPE/PUMA	19 000
Ministry of Finance	<i>Scope:</i> local and central level. <i>Measurement:</i> number of persons.	National publication	25 700

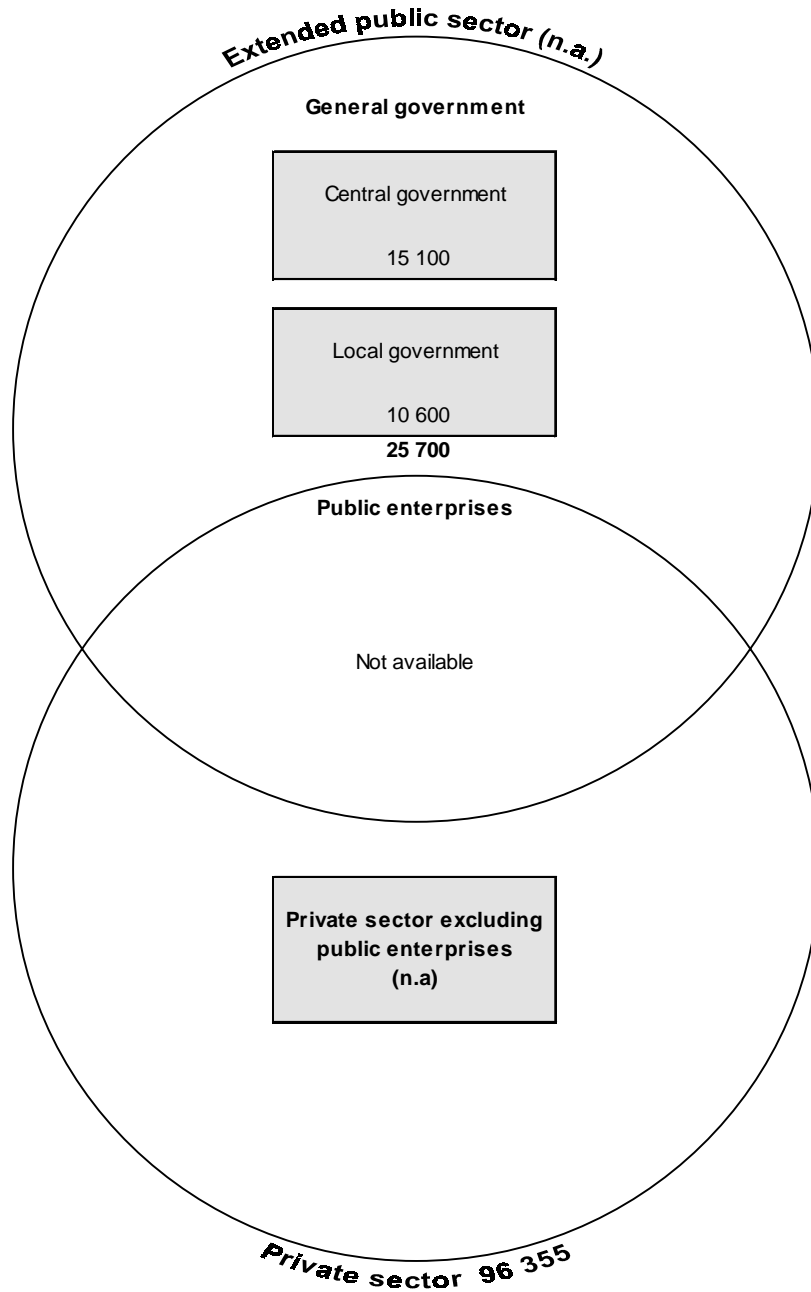
### National definitions

According to the Ministry of Finance, the scope of the public sector includes all employees paid through the State salary software programme, controlled by the Ministry of Finance Personnel Department. It includes all central government, all primary and secondary schools, all universities, post and telecommunications services, state broadcasting, and most of the social services and health system.

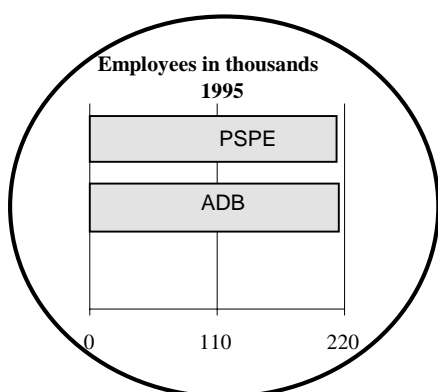
**Breakdown of employment in the general government  
1993**



**ICELAND**  
**Employment in the public and private sectors**  
**1993**



Sources : Ministry of Finance  
Analytical Database, OECD



## Ireland

Sources	Scope and Measurement	Publication and/or Database	Employees 1995
Irish Government	<i>Scope</i> : non-market service employment. <i>Measurement</i> : not available.	ADB/OECD	215 000
Department of Finance	<i>Scope</i> : public service (excluding commercial state-sponsored bodies) <i>Measurement</i> : number of persons.	PSPE/PUMA	213 532
Department of Finance	<i>Scope</i> : public sector (including commercial state-sponsored bodies). <i>Measurement</i> : number of persons.	National publication	268 532
Central Statistics Office	<i>Scope</i> : total public sector. <i>Measurement</i> : number of persons.	National publication	281 000

### Comments

In its definition of the public sector, the Department of Finance includes commercial State-sponsored bodies but excludes the judiciary and parliament.

The figures supplied to ADB by the Central Statistics Office exclude commercial public enterprises, pursuant to the National Accounts definition. In addition, employees of voluntary hospitals and voluntary secondary and third-level education are probably not taken into account. According to the Department of Finance, it is important that these workers be counted so as not to underestimate the share of education and health care in the public sector.

### National definitions

#### *Reminder of National Statistical Office's definitions :*

- *The public service* includes the Ministries and State Offices, the State industrial employees, police, defence forces, education, health and local authorities;
- *The commercial State bodies* are state-sponsored bodies. They include the national electricity, telecommunications, postal, airlines, air navigation, television and radio companies.

Both public service and commercial state bodies make up the public sector.



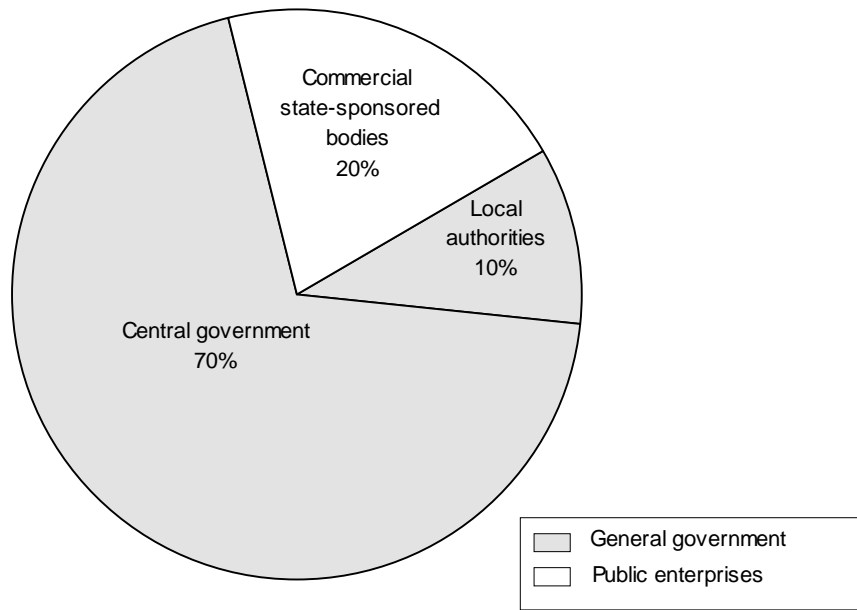
- *The voluntary hospitals* are funded, wholly or partially, by grants by the Department of Health but which are not controlled by the Department. The vast majority of these hospitals are religious in origin and remain in private hands. However they are funded by the State as they accept public patients.
- *The secondary schools* are similar to the voluntary hospitals and educate pupils between the ages of 12 to 18 years.
- *The universities* are funded by the State but have their own governing bodies.

The National Statistical Office provides a detailed breakdown of the public sector :

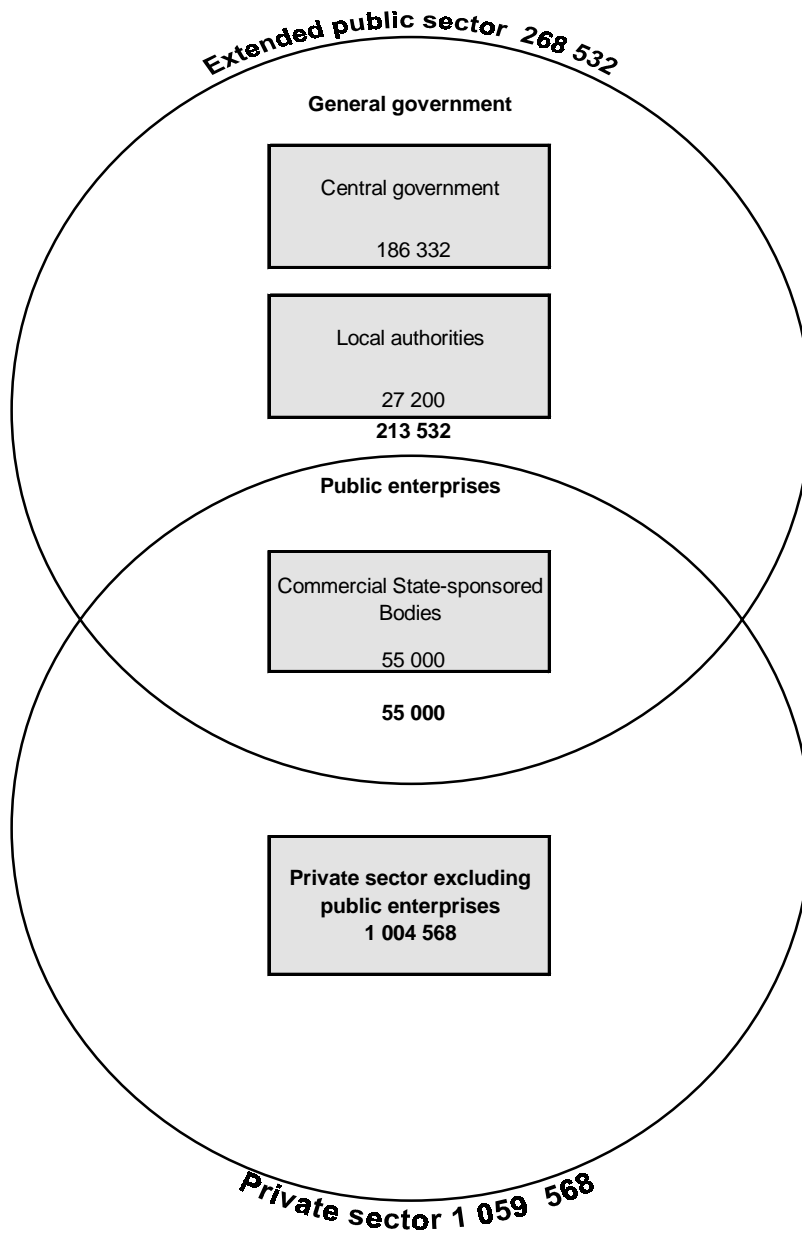
**Table III.2 Public Sector Employment According to the NSO**

<b>Public sector employment ('000)</b>	<b>1992</b>	<b>1994</b>	<b>1995</b>
<b>Total public sector</b>	<b>273</b>	<b>278</b>	<b>281</b>
1. Total civil service	31	31	32
1.1 Non-industrial civil service	29	29	30
1.2 Industrial civil service	2	2	2
1.3 Others civil service	1	1	1
2. Defence	14	14	14
3. <i>Garda Siochana</i> (Police force)	11	11	11
4. Total education	60	64	66
4.1 Primary education	21	21	22
4.2 Secondary education (excl. the voluntary schools)	16	17	18
4.3 Third level education (excl. the voluntary schools)	7	8	9
4.4 Voluntary education	16	17	18
5. Regional bodies	31	30	30
5.1 Local authorities	29	29	29
5.2 Other	2	2	2
6. Semi-public companies	65	63	63
6.1 Commercial	58	56	55
6.2 Non-commercial	8	8	8
7. Total health sector	61	64	65
7.1 Health boards	39	41	42
7.2 Voluntary hospitals	21	23	23

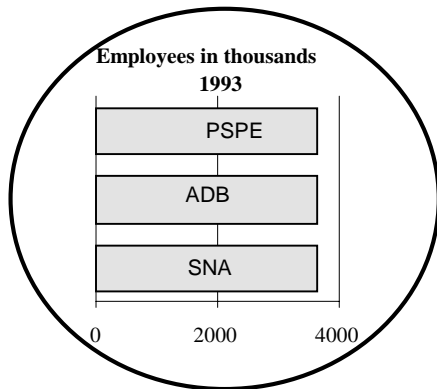
**Breakdown of employment in the public sector  
1995**



**IRELAND**  
**Employment in the public and private sectors**  
**1995**



Sources : Department of Finance  
Analytical Database, OECD



## Italy

Sources	Scope and Measurement	Publication and/or Database	Employees 1993
Labor force survey, National Statistical Office (ISTAT)	<i>Scope</i> : central administration + regional government + local government. <i>Measurement</i> : full-time equivalent.	SNA/OECD ADB/OECD	3 632 000
Labor force survey, ISTAT	<i>Scope</i> : central administration + regional government + local government ; limited to the eight sub-sectors of the 1983 Act. <i>Measurement</i> : full-time equivalent.	PSPE/PUMA	3 495 000
Labor force survey, ISTAT	<i>Scope</i> : central administration, local administration and social services. <i>Measurement</i> : full-time equivalent.	Italian Statistical Handbook	3 675 000
Treasury, State General Budget	<i>Scope</i> : sectors managed at the central level (excluding local government and health services). <i>Measurement</i> : number of persons on 1st January each year.	Italian Statistical Handbook	2 271 300
“Public Employment Observatory” (OPI), Ministry of Public Administration	<i>Scope</i> : the eight sub-sectors specified in the 1983 Act. <i>Measurement</i> : number of persons.	National publication	

### Comments

The series furnished by SNA and ADB are similar, and not very different from those used by PSPE. Based on the Labor Force Survey, ISTAT provides statistics using a variety of classification systems. *Inter alia*, National Accounts uses a definition of the public sector that complies with the SNA classification (excluding public enterprises, the electric company, autonomous public enterprises, the postal and telecommunications service, the railways and any agency that sells services to the public).

A breakdown of public employment by type of institution (see below) is also available.

**Table III.3 Public employment by type of institutions (employees in thousands)**

	1992	1993	1994
State	2122	2107	2085
Other central administration bodies	44	44	44
<i>Total central administration</i>	<i>2166</i>	<i>2151</i>	<i>2129</i>
Region	93	96	97
Provinces and municipalities	644	639	637
USL and autonomous hospitals	647	645	647
Other local administration bodies	85	84	84
<i>Total local administration</i>	<i>1468</i>	<i>1464</i>	<i>1465</i>
Social assistance	62	60	58
<b><i>Total public administration</i></b>	<b><i>3696</i></b>	<b><i>3675</i></b>	<b><i>3652</i></b>

The administrative source (*Ragioneria Generale dello Stato*) gives breakdowns by:

1. activity (ministries, autonomous bodies, schools, universities, police, armed forces, judges, diplomats);
2. category (judges, managers and related occupations, teachers and researchers, operatives);
3. sex.

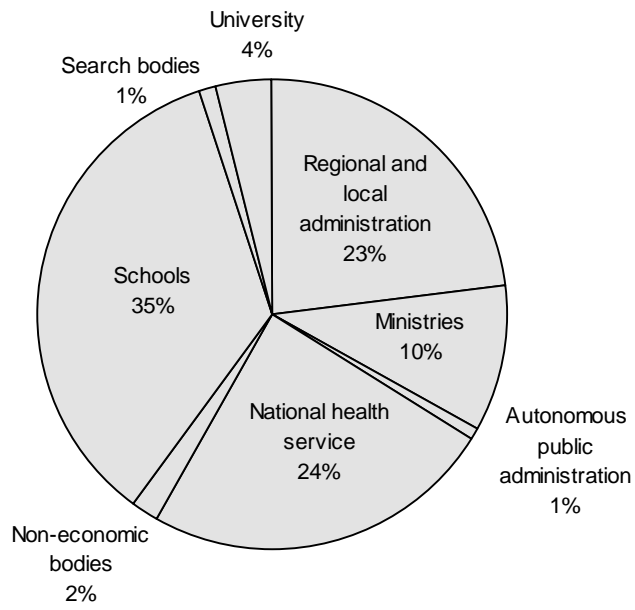
### **National definitions**

The Italian public sector encompasses the following three concepts:

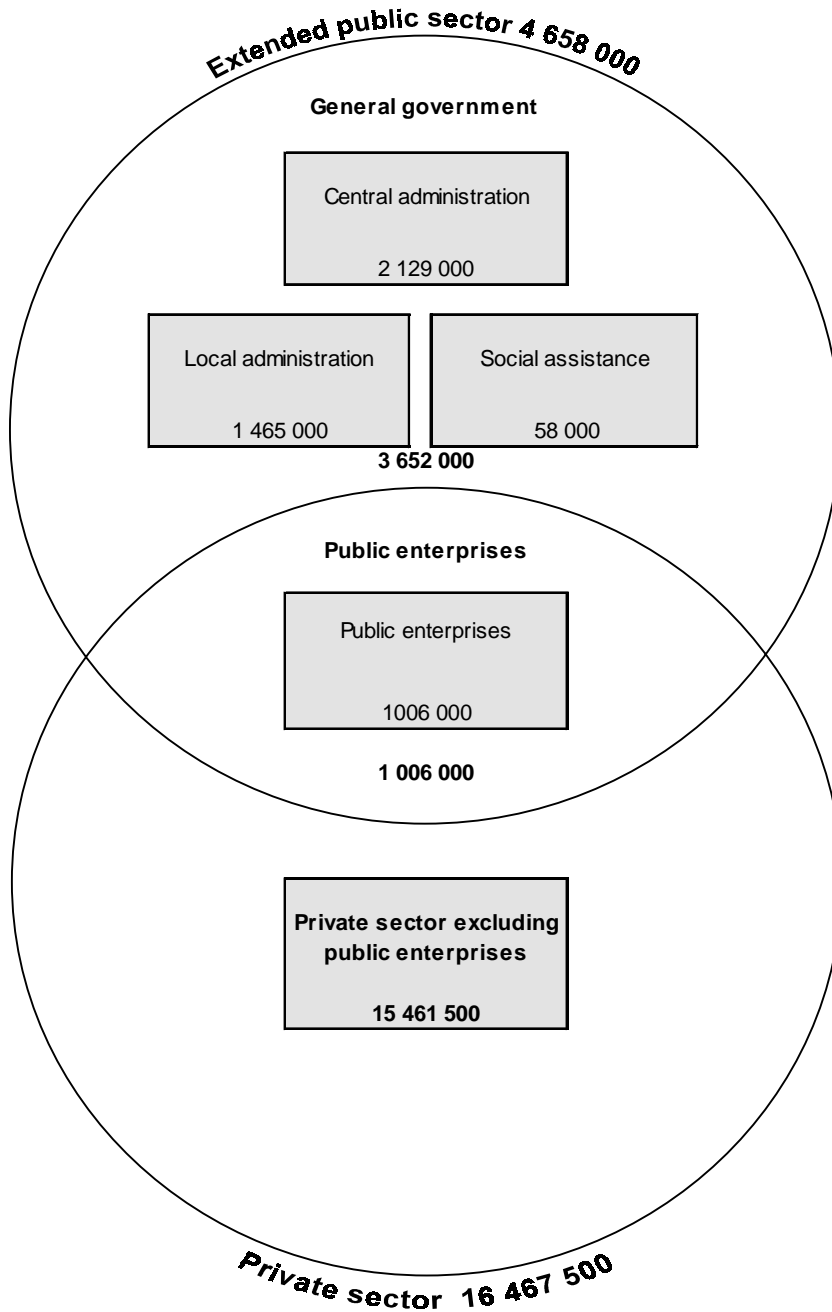
- *General government*, comprising the government and other agencies of the central administration, an autonomous body (the forestry office), hospitals and social security institutions, and other local and central agencies.
- *Public enterprises*, including public agencies with autonomous financial status (postal services, local public services such as gas, water, household waste removal, local transport, etc.) and joint stock companies (electricity, railways, salt and tobacco).
- *State-controlled enterprises*, some of which produce public services such as telecommunications and air transport. Such enterprises are considered by National Accounts as belonging to the private sector. Since 1992, some of these enterprises have been converted to public enterprises as a prelude to privatisation.

The State's presence in a number of industrial and commercial sectors - e.g. the three economic bodies, IRI, ENI and EFIM, in which the State has financial interests and which operate industrial and service enterprises—stems from historical factors. After the second world war, the government wished to intervene in the national economy, and to support employment levels in particular.

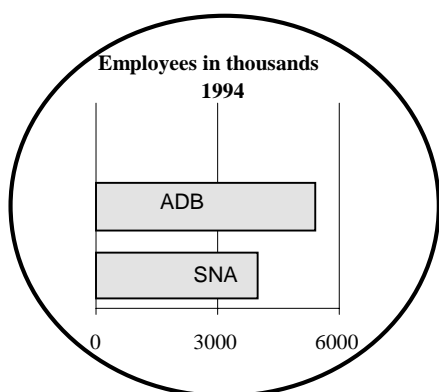
**Breakdown of employment in general government  
1995**



**ITALY**  
**Employment in the public and private sectors**  
**1994**



*Sources : Labour force survey, ISTAT  
Analytical Database, OECD*



## Japan

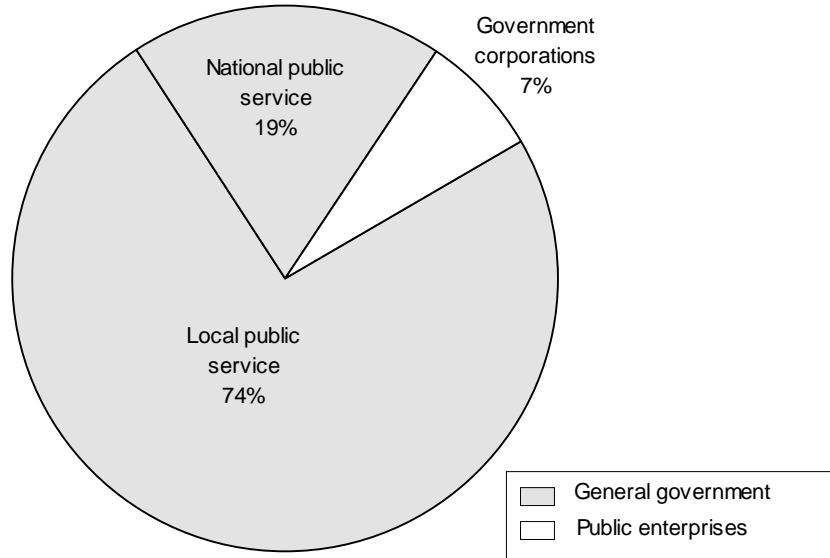
Sources	Scope and Measurement	Publication and/or Database	Employees 1995
National Accounts	<i>Scope</i> : producers of government services. <i>Measurement</i> : not available.	SNA/OECD	4 005 000
Labor Force Survey, Government of Japan, Prime Minister's Office	<i>Scope</i> : not available. <i>Measurement</i> : not available.	ADB/OECD	5 380 000
Administrative Management Bureau, Management and Co- ordination Agency, Public Service Personnel Department, Local Administration Bureau	<i>Scope</i> : national public service employees + local public service employees, including government corporations. <i>Measurement</i> : number of employees.	National publication	4 510 000

### National definitions

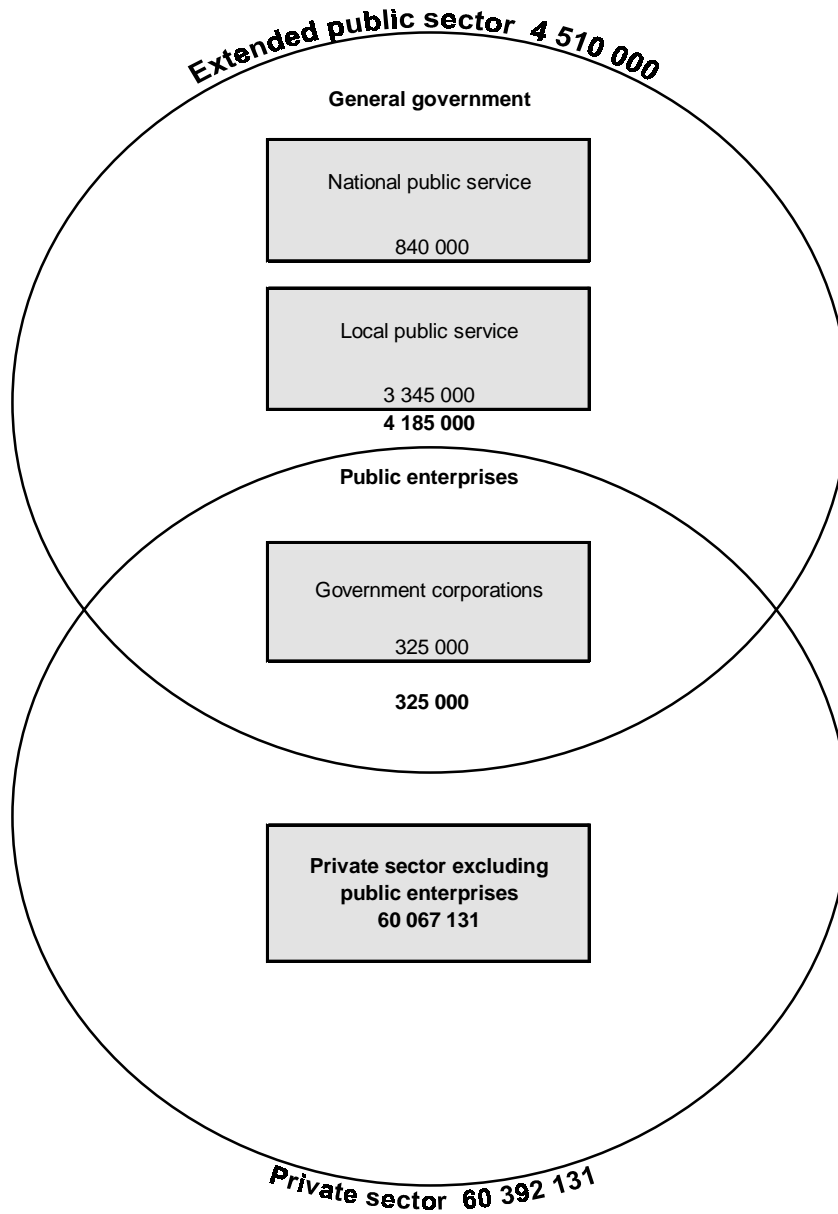
- The *public sector* is divided into two parts: the national public service and the local public service. Public enterprises are included in the national public service.
- The *national public service* includes employees of the non-industrial sector, certain employees of the industrial sector (postal services, forestry services, the national printing press and mint), self-defence forces, parliamentary and judicial personnel and judges.
- The *local public service* comprises the police, teachers and the General Personnel Office.



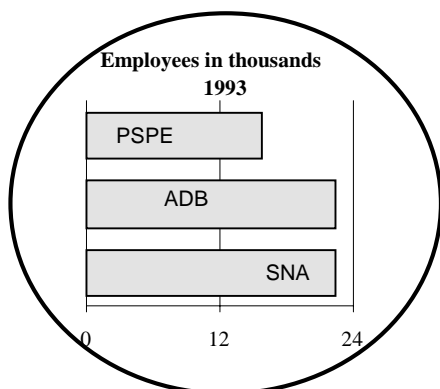
**Breakdown of employment in the public sector  
1995**



**JAPAN**  
**Employment in the public and private sectors**  
**1995**

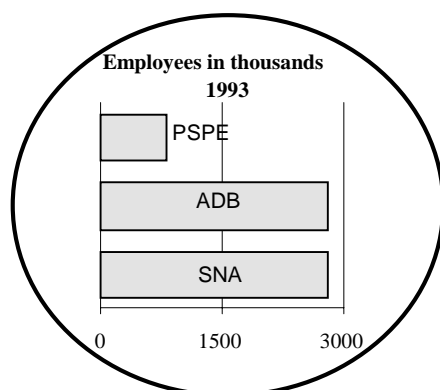


Sources : "Handbook for Pay System of Civil Servants in Japan",  
National Personnel Authority  
Analytical Database, OECD



## Luxemburg

Sources	Scope and Measurement	Publication and/or Database	Employees 1993
Central Service of Statistics and Economic Studies (STATEC)	<i>Scope</i> : domestic employment in the branch "Public Administration", according to the Standardized Industrial Classification (SIC) definition. <i>Measurement</i> : not available.	SNA/OECD ADB/OECD Luxemburg Statistical Handbook	22 300
Administration registers	<i>Scope</i> : central administration. <i>Measurement</i> : full-time equivalent.	PSPE/PUMA	15 800
Activity report, Ministry of the Civil Service, Administration of State Personnel	<i>Scope</i> : civil servants in the central administration. From the 1st January 1993, the figures include neither employees of the Insurance Office nor those of Post and Telecommunications. <i>Measurement</i> : not available.	National publication	10 731
Report of the social security services in Luxemburg, Social Security General Inspection	<i>Scope</i> : Central government + municipalities + railways. <i>Measurement</i> : permanent jobs in the public sector.	National publication	18 855 (1991)
Municipal finance services, Ministry of the Interior	<i>Scope</i> : municipalities + municipal associations + local public enterprises. <i>Measurement</i> : number of jobs.	National publication	9 332 (1994)



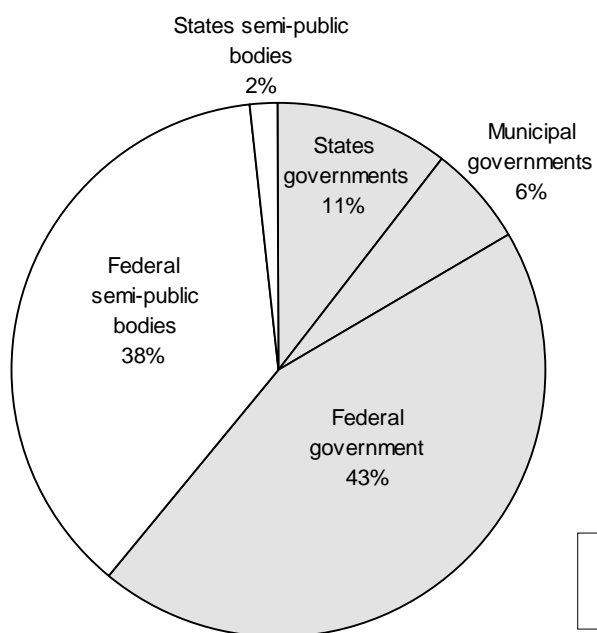
## Mexico

Sources	Scope and Measurement	Publication and/or Database	Employees 1994
	<i>Scope</i> : not available. <i>Measurement</i> : not available.	SNA/OECD ADB/OECD	2 810 000
<i>Cuenta de la hacienda publica federal</i>	<i>Scope</i> : federal central administration. <i>Measurement</i> : permanent jobs.	PSPE/PUMA	822 000
INEGI, “ <i>Censo de servicios</i> ”	<i>Scope</i> : public administration. <i>Measurement</i> : number of jobs occupied.		3 129 174
Ministry of Audit and Administrative Development	<i>Scope</i> : public sector, including semi-public bodies (i.e. federal administration + states + municipalities). <i>Measurement</i> : actual employment (i.e. permanent jobs + fixed-term contract jobs).		3 751 000 (1993)

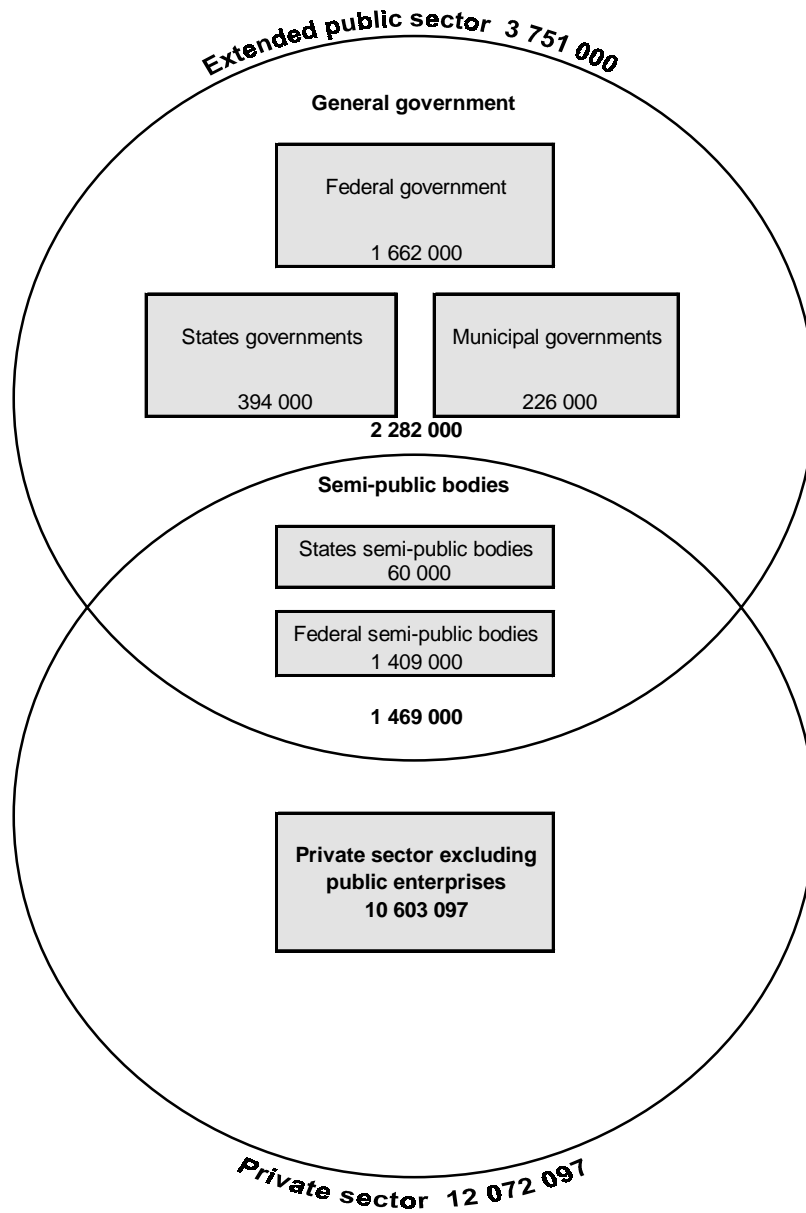
### Comments

In 1993 there was a very substantial decrease in the federal government component as a result of decentralisation of the educational sector.

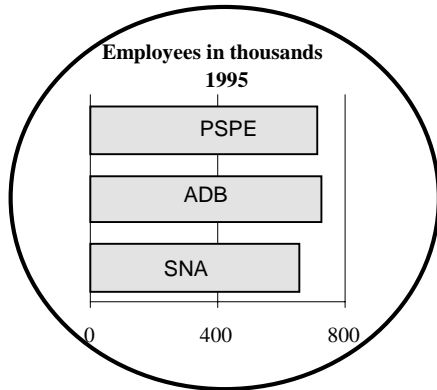
**Breakdown of employment in the public sector  
1993**



**MEXICO**  
**Employment in the public and private sectors**  
**1993**



Sources : Ministry of Audit and Administrative Development  
Analytical Database, OECD



## The Netherlands

Sources	Scope and Measurement	Publication and/or Database	Employees 1995
Netherlands National Accounts	<i>Scope</i> : general government, excluding social security bodies. <i>Measurement</i> : full-time equivalent.	SNA/OECD	659 000
Netherlands National Accounts	<i>Scope</i> : general government <i>Measurement</i> : full-time equivalent.	ADB/OECD	727 000
Ministry of Home Affairs	<i>Scope</i> : the eight functional sub-sectors of the general government. <i>Measurement</i> : full-time equivalent.	PSPE/PUMA	713 000
Directorate-general for Management and Personnel (DGMP), Macro-economic and Financial Politics Division, Ministry of the Interior	<i>Scope</i> : not available. <i>Measurement</i> : full-time + part-time.	Basic Statistics on Government Personnel and Salaries	864 226 (1993)

### Comments

Except in the figure supplied by the national accounts, employees of social security bodies (civil servants or the equivalent) are always included.

Statistics for municipalities, provinces and intercommunal associations always include public enterprises (e.g. transport and electric companies). It is not possible to separate them. Data for municipalities, provinces and *Polder* Boards are collected by the National Statistics Office (CBS).

### National definitions

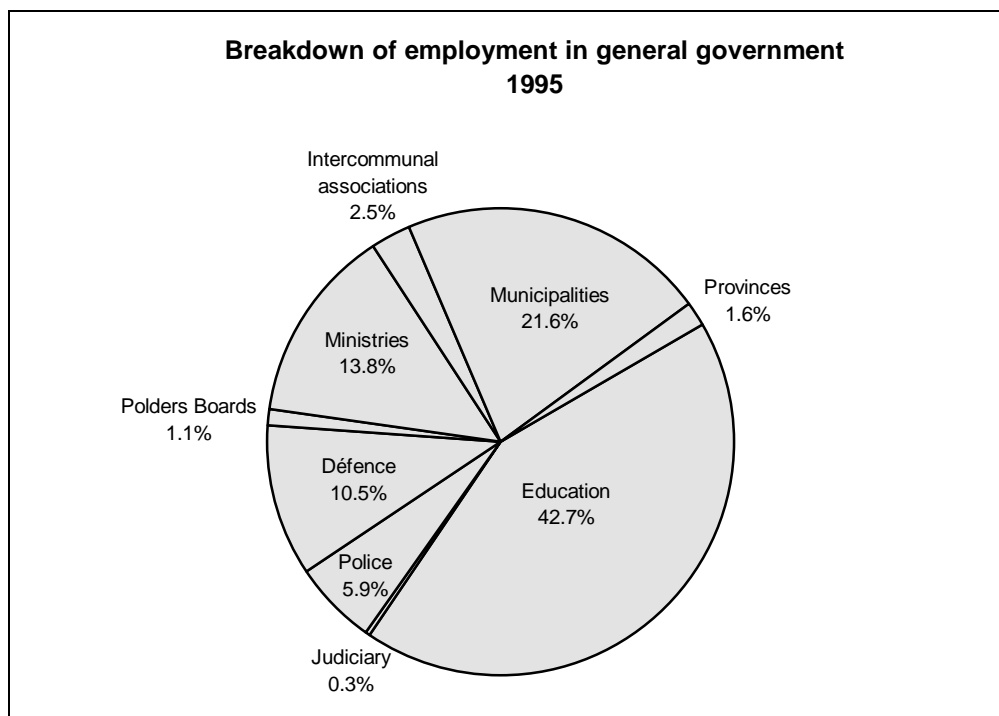
The Netherlands public sector is made up of three distinct parts:

- The *general government* sector: employees of this sector include those whose conditions of employment are determined by collective bargaining with a governmental entity. Public enterprises are excluded, even if they are wholly owned by the State, because of their private legal

status. Since 1993, the sector has been divided into eight sub-sectors (education, ministries, police, defence, the judiciary, municipalities, provinces and *polder* boards).

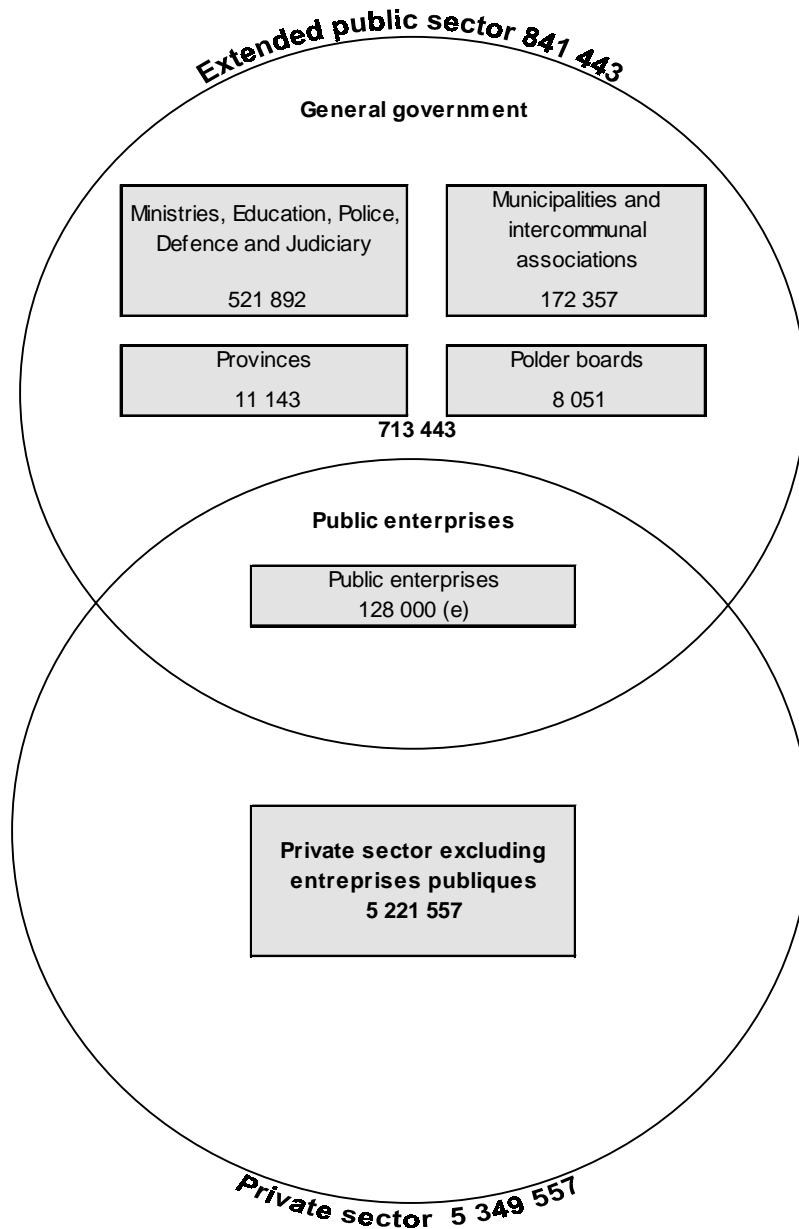
- The *nationally insured and subsidised (NIS)* sector: this includes agencies that are more than 50 per cent State-financed, along with a number of other agencies designated by law and largely dependent on subsidies and grants.
- *Public enterprises*: These can have either public or private legal status. They are majority (50 per cent or more) owned or controlled by public authorities, produce market goods and operate with private funds.

Under the Ministry of Home Affairs' definition, the public sector is limited to general government and the NIS sector.



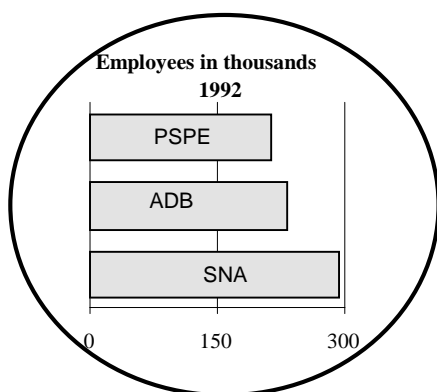


**THE NETHERLANDS**  
**Employment in the public and private sectors**  
**1995**



Sources : Ministry of Home Affairs  
Analytical Database, OECD

(e) PUMA/OECD estimates



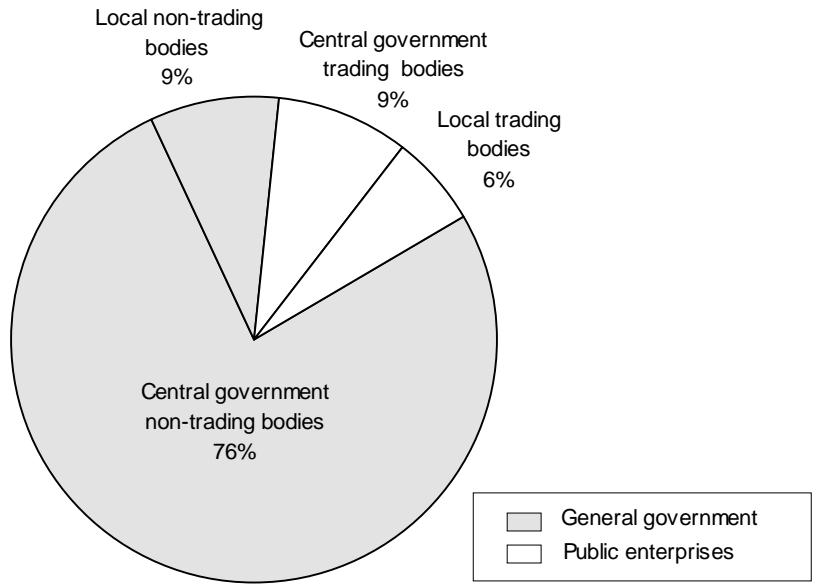
## New Zealand

Sources	Scope and Measurement	Publication and/or Database	Employees 1995
National Accounts	<i>Scope</i> : public administration non-market activities. <i>Measurement</i> : not available.	SNA/OECD	293 200 (1991)
	<i>Scope</i> : public market and non-market employment. <i>Measurement</i> : not available.	ADB/OECD	234 000
Quarterly Employment Survey, Department of Statistics	<i>Scope</i> : local non-trading bodies and central government non-training bodies. <i>Measurement</i> : full-time equivalent.	PSPE/PUMA	207 000
Quarterly Employment Survey, Statistics New Zealand	<i>Scope</i> : trading and non-trading bodies of the central government + trading and non-trading local bodies. <i>Measurement</i> : full-time equivalent (month of reference : February).	INFOS database (Department of Statistics)	233 100
Annual Business Directory Update, Department of Statistics	<i>Scope</i> : trading and non-trading central government; trading and non-trading local government. <i>Measurement</i> : full-time equivalent or number of employees (month of reference : February).	National publication	245 650 (full-time equivalent) 282 160 (number of employees)

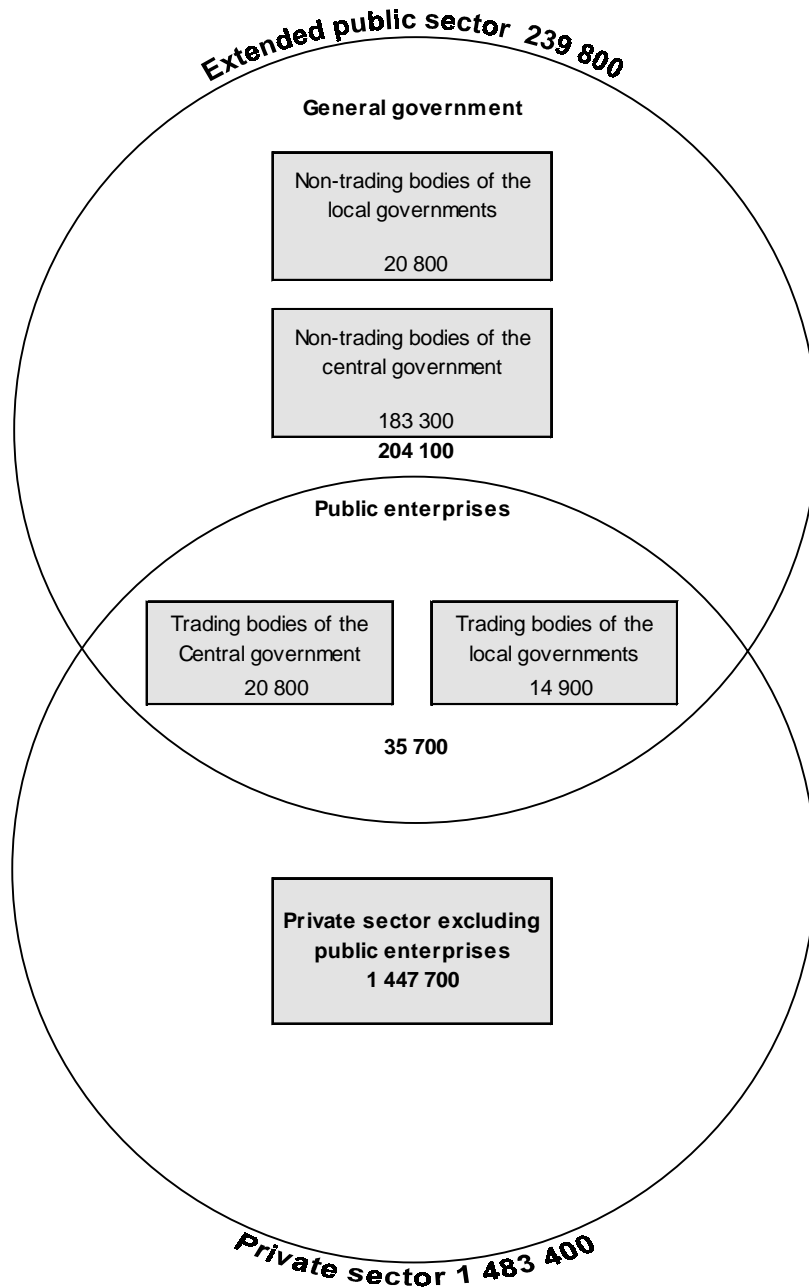
### Comments

The Quarterly Employment Survey uses the Industrial Standard Classification (SIC) of New Zealand.

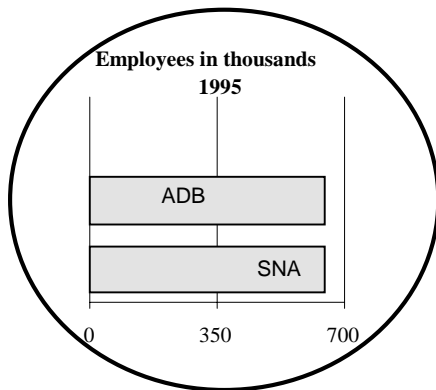
**Breakdown of employment in the public sector  
1996**



**NEW ZEALAND**  
**Employment in the public and private sectors**  
**1996**



Sources : "Quarterly Employment Survey", Statistics New Zealand  
Analytical Database, OECD



## Norway

Sources	Scope and Measurement	Publication and/or Database	Employees 1995
National Accounts statistics, National Statistical Office	<p><i>Scope</i> : producers of government services (central + local governments). Excludes the public enterprises, but includes all military forces (including the conscripts). <i>Measurement</i> : number of employees.</p>	SNA/OECD ADB/OECD	647 100

### Comments

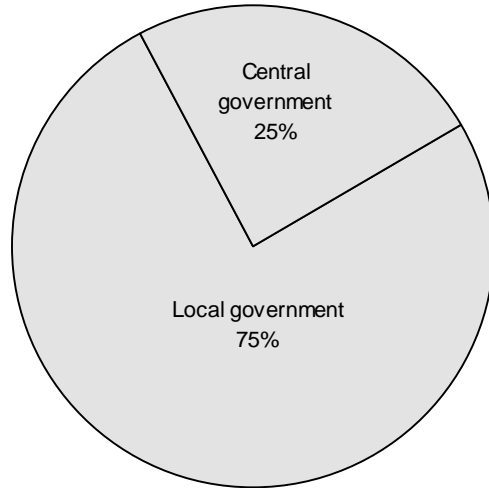
In Norway, a distinction is made between two different types of public enterprises, depending on their legal status:

- public enterprises belonging to central government (the railways and postal and telecommunications services);
- State-controlled enterprises that are legally independent entities and whose employees do not have civil servant status.

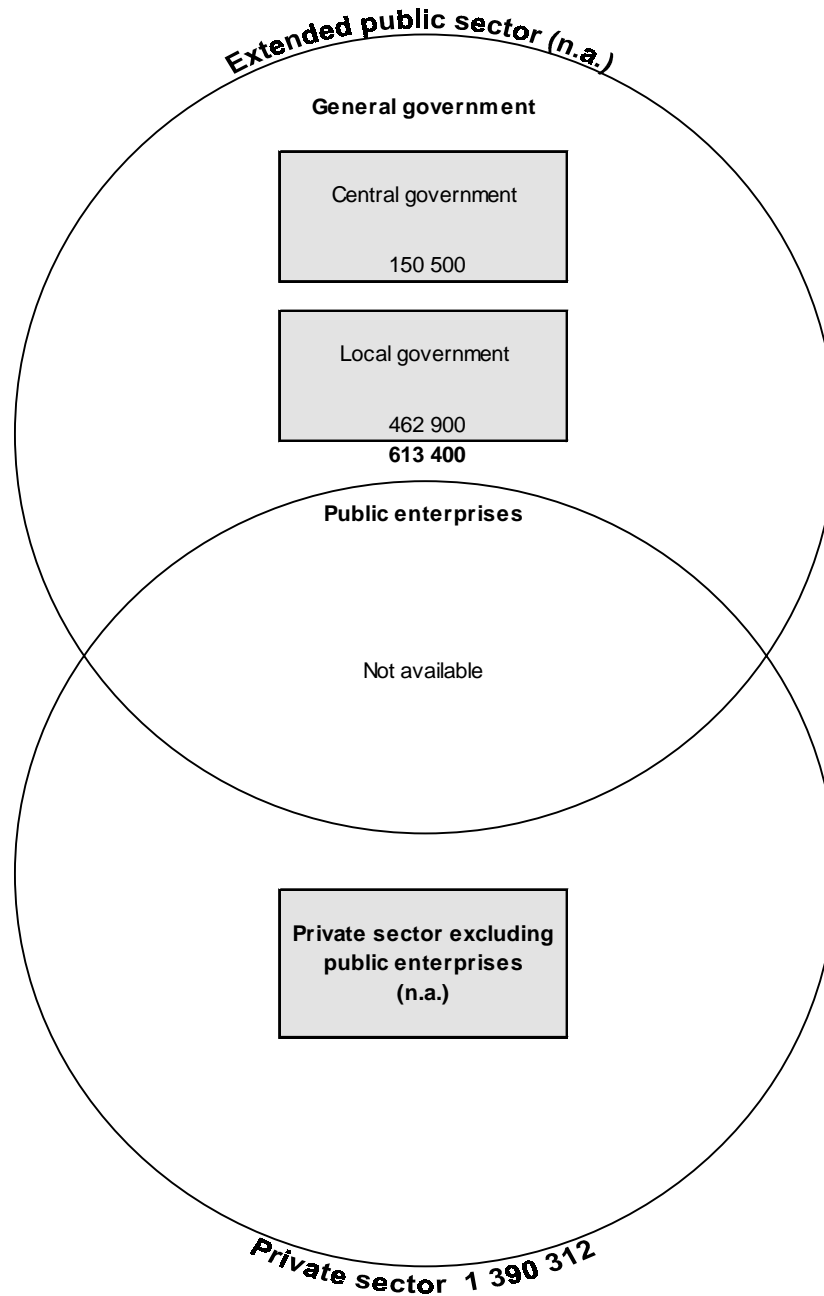
### National definitions

- *Employed persons* in the statistical sense of national accounting are defined as the average annual number of persons involved in productive activities within Norway. Part-time and temporary workers are included. Persons on long-term unpaid leave are excluded, and persons holding employment in more than one sector are classified in the sector corresponding to their main employment.

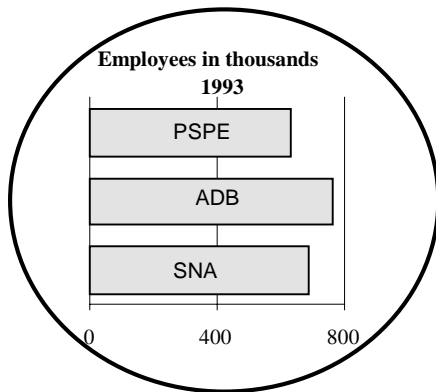
**Breakdown of employment in the general government  
1993**



**NORWAY**  
**Employment in the public and private sectors**  
**1993**



Sources : *Labour Force Statistics*  
*Analytical Database, OECD*



## Portugal

Sources	Scope and Measurement	Publication and/or Database	Employees 1993
National Institute of Statistics (INE)	<i>Scope</i> : non-market administrations, according to the SEC. <i>Measurement</i> : not available.	SNA/OECD	686 600
Central Bank of Portugal Quarterly report tab 4.2.2	<i>Scope</i> : public service including education and private health services. <i>Measurement</i> : number of employees	ADB/OECD	764 700
General Directorate for National Accounts and General Directorate for Local Administration	<i>Scope</i> : public service (central administration + local administration), excluding the autonomous regions (Azores and Madeira) and the public enterprises ; includes military forces. <i>Measurement</i> : number of employees.	PSPE/PUMA	632 500
Ministry of Finance, Cabinet for Public finance analysis	<i>Scope</i> : non-financial public enterprises. <i>Measurement</i> : number of employees on 31 December.	“Analise do sector publico administrativo e empresarial em 1995”	117 390

### Comments

The scope used by ADB exceeds the public sector as normally defined in that it includes a portion of private education and health care services.



Employment in non-financial public enterprises is available by sector of activity:

**Table III.4 Employment in non-financial public enterprises**  
-Breakdown by branches-

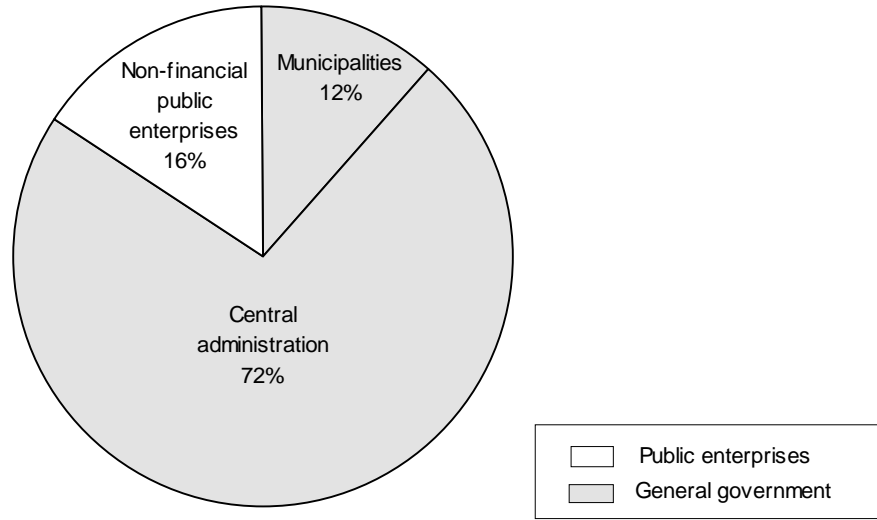
	1993	1995
Industry	11 916	9 417
Energy	21 577	20 632
Communication	35 832	33 665
Transport	39 314	34 510
Other	8 751	8 386
Total	117 390	106 610

### **National definitions**

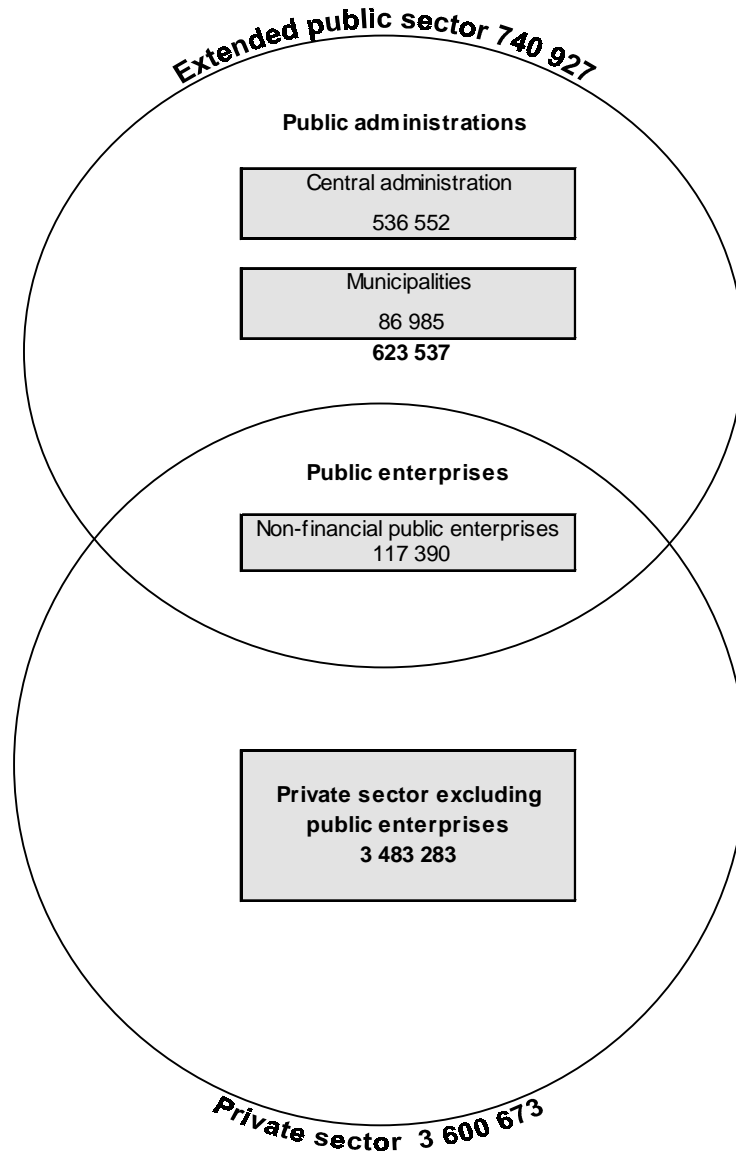
#### ***Reminder of the definitions of the National Institute of Statistics:***

- *General government sector:* includes the central and local administrations.
- *Public sector:* includes central administration, local administrations, autonomous regions, public institutes and funds, public enterprises and public companies.
- *Central administration:* includes the government and the various ministries exercising direct State administration.
- *Local administration:* includes municipalities and surrounding areas. These municipalities have financial autonomy and are subject to administrative oversight.
- *Public enterprises and public companies:* include public enterprises and limited liability companies that are wholly or majority-owned by the State.

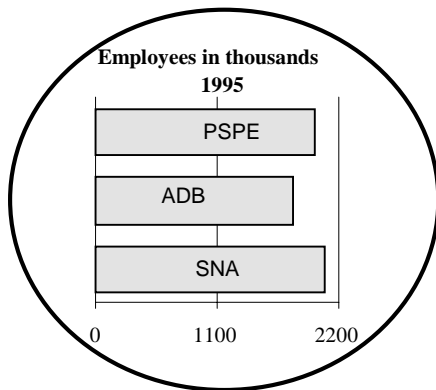
**Breakdown of employment in the public sector  
1993**



**PORTUGAL**  
**Employment in the public and private sectors**  
**1993**



Sources : *General Directorate for National Accounts*  
*General Directorate for Local Administration*  
*Ministry of Finance*  
*Analytical Database, OECD*



## Spain

Sources	Scope and Measurement	Publication and/or Database	Employees 1995
National Accounts	<i>Scope</i> : producers of government services <i>Measurement</i> : not available.	SNA/OECD	2 080 000
Labor Force Survey, National Statistical Office, Quarterly	<i>Scope</i> : central administration + autonomous communities + local administration + social security. <i>Measurement</i> : number of employees.	ADB/OECD	1 785 750
Central staff register Statistical Report, Ministry of Public Administration	<i>Scope</i> : State + judiciary + universities + autonomous communities + local administrations + security and armed forces. Includes social security. <i>Measurement</i> : full-time and part-time.	PSPE/PUMA	1 981 600
National Statistical Office, Quarterly Labor Force Survey	<i>Scope</i> : central administration + autonomous communities + local administration + social security + public enterprises and public institutions. <i>Measurement</i> : number of employees.	National publication	2 146 500
Central staff register Statistical Report, Ministry of Public Administration.	<i>Scope</i> : State + judiciary + universities + autonomous communities + local communities + security and armed forces + public enterprises. Includes social security. <i>Measurement</i> : full-time and part-time.	National publication	2 044 824

### Comments

Public employment statistics are provided by two main sources: the Central Staff Register of the Ministry of Public Administration and the Labor Force Survey of the National Statistical Office (INE). The two surveys have different coverage (the variation in scope being approximately 6 per cent) and provide different breakdowns. Both include social security, but divergent definitions of public enterprises provide a partial explanation for the difference in total employees (see National definitions, below).

The Labor Force Survey counts social security workers as a separate item, whereas the Central Staff Register attributes them to different levels of government.

In both cases, the surveys in question are quarterly.

## National definitions

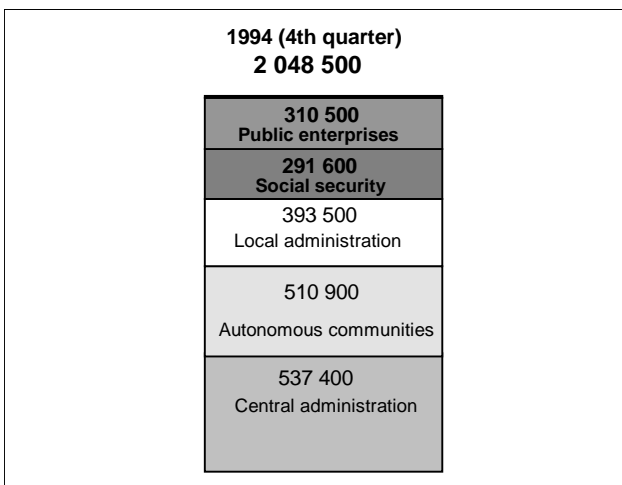
### *Reminder of the Central Staff Register's definition:*

- The general government sector is made up of institutional entities that administer or finance activities the primary purpose of which is to provide services, not intended for sale, to the general public and/or to redistribute income or national wealth, except for State commercial service enterprises and agencies operating primarily in the agri-food sector. The main resources of these entities consist of compulsory payments by entities belonging to other sectors and received either directly or indirectly. The sector includes personnel of the independent postal and telecommunications agency, and employees of social security services and of public enterprises run by central or autonomous community authorities.

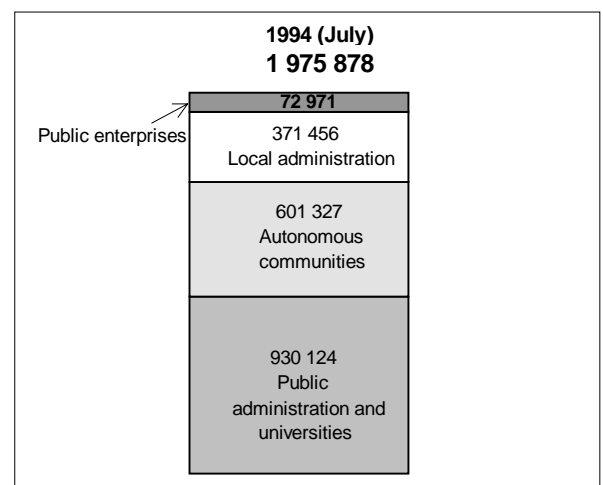
### *Quarterly Labor Force Survey*

- This survey is based on the International Standard Industrial Classification (ISIC), which uses the concepts of public administration, defence and compulsory social security. According to this survey, the public sector includes public enterprises (over 50 per cent State-owned) but excludes military personnel residing in barracks.

The figures below illustrate the results of the two surveys.

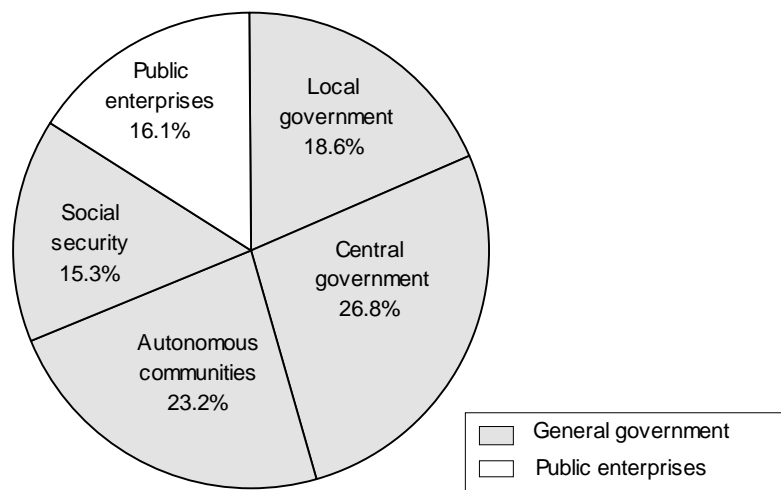


*INE, Labor Force Survey*

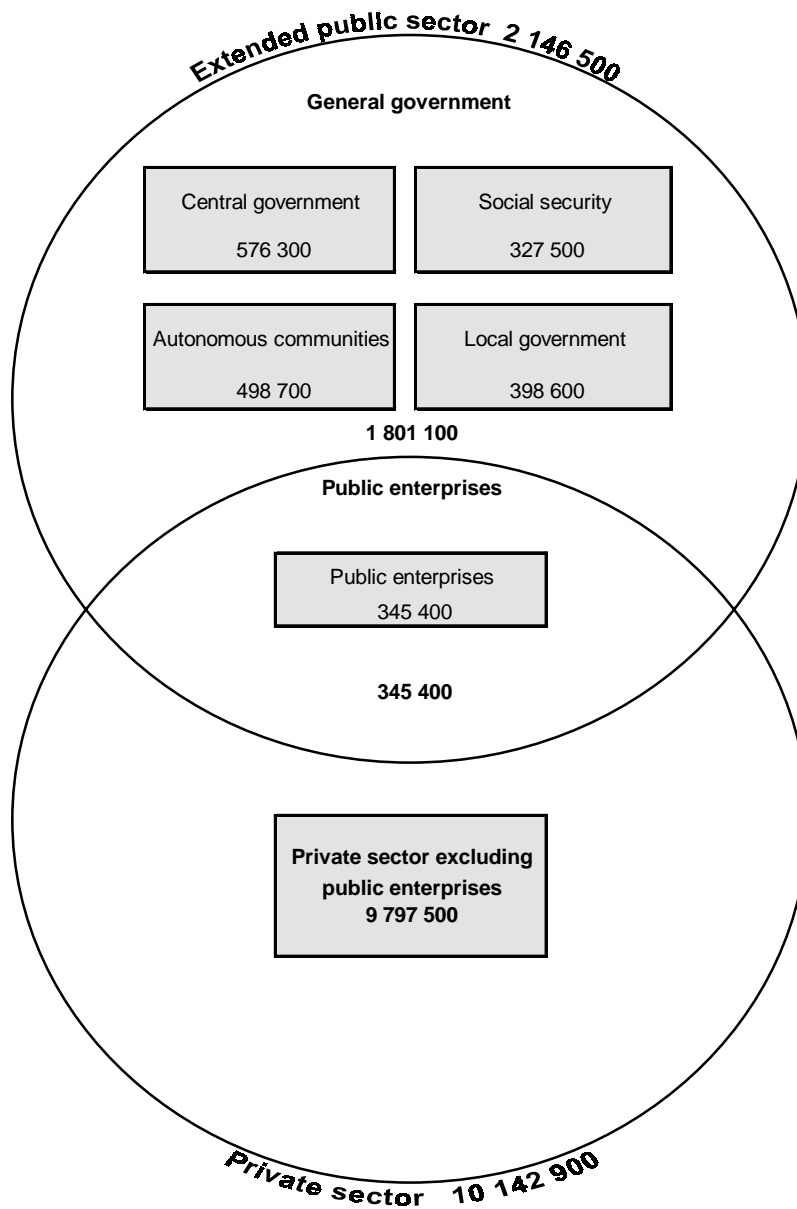


*Central staff register Statistical Report*

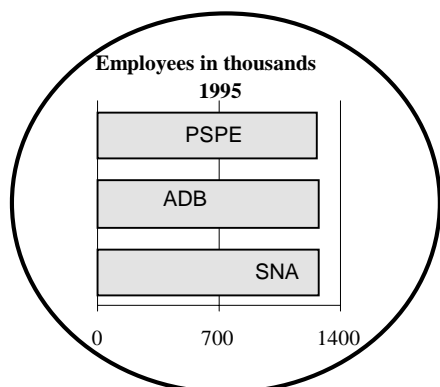
**Breakdown of employment in the public sector  
1995**



**SPAIN**  
**Employment in the public and private sectors**  
**1995**



Sources : National Statistical Office  
Analytical Database, OECD



## Sweden

Sources	Scope and Measurement	Publication and/or Database	Employees 1995
SCB, Statistics Sweden. Annual report, appendix 5, table 5.1	<i>Scope</i> : central government (including social security + local government). Average number of employees by industry.  <i>Measurement</i> : full-time and part-time.	SNA/OECD ADB/OECD	1 278 000
Swedish Agency for Government Employers	<i>Scope</i> : central government + local government.  <i>Measurement</i> : full-time equivalent.	PSPE/PUMA	1 265 480
SCB, Statistics Sweden	<i>Scope</i> : number of employees in the whole public sector.  <i>Measurement</i> : full-time and part-time employees.	Business registers	1 519 921
SCB, Statistics Sweden	<i>Scope</i> : public administration and defence.  <i>Measurement</i> : not available.		125 928

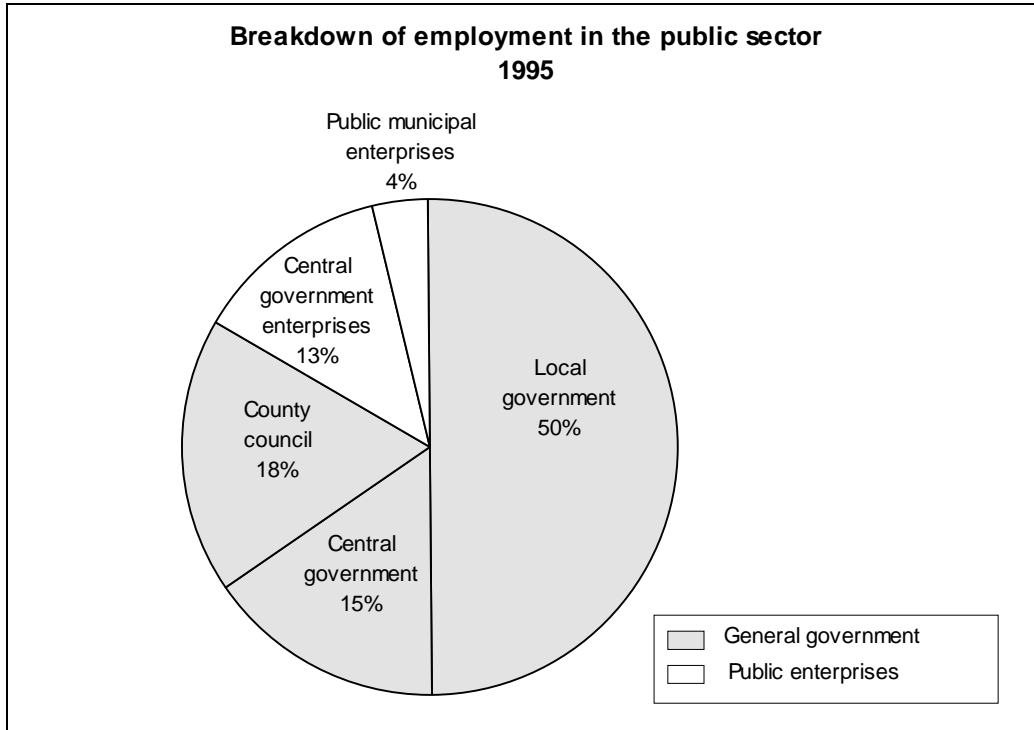
### National definitions

The *government sector* can be regarded as embracing :

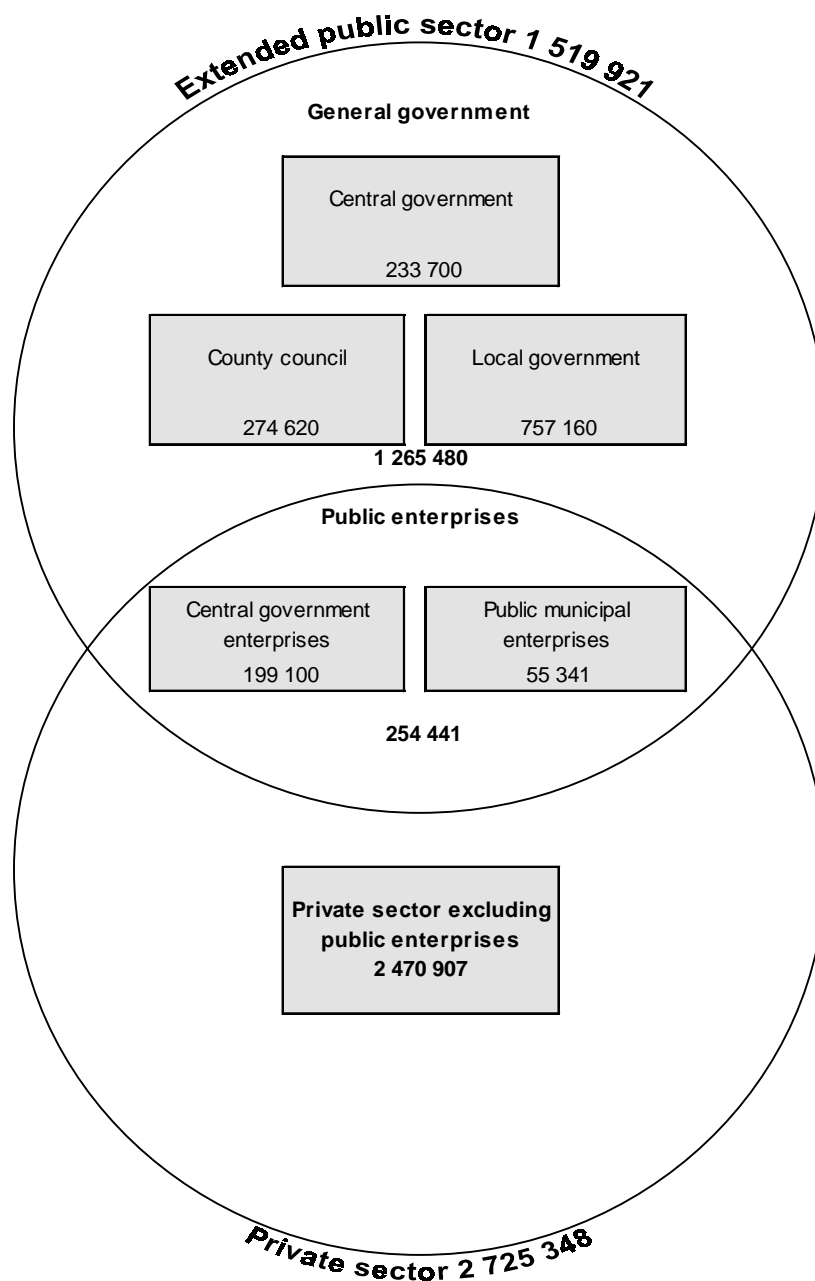
- The *central government sector* carries out the following activities : infrastructure, employment service, health care and education, economy, social insurance offices, defence, culture, Church, regional administration offices, ministries and agencies staffs, environment, technology and agriculture, judicial and higher education and research. It also includes the commercial government enterprises : Post Office, State railways, Telecommunications, power supply, forest service, civil aviation, shipping and navigation boards.
- The *County Councils* embraces public health and transportation services.
- The *municipalities* are responsible for child care, care of elderly and social support, compulsory and upper secondary schools, water and sewage, etc.



State-owned companies competing with the private sector are not included in the government sector.



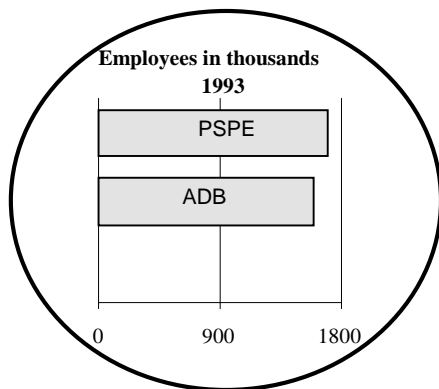
**SWEDEN**  
**Employment in the sector and private sectors**  
**1995**



Sources : Swedish Agency for Government Employers  
 Analytical Database, OECD

## Switzerland

Sources	Scope and Measurement	Publication and/or Database	Employees 1993
Federal Statistical Office	<i>Scope</i> : public administration including "Provinces" and municipalities. <i>Measurement</i> : all employees working more than six hours per week.	ADB/OECD	532 000
<i>(Reports on National Accounts)</i>	<i>Scope</i> : federal administration. <i>Measurement</i> : full-time equivalent.	PSPE/PUMA	43 060
Federal Statistical Office, Statistics of the Employed Economically Active Population (SPAO)	<i>Scope</i> : public administration according to the General Industrial Classification of Economic Activities. <i>Measurement</i> : not available.		133 000



## Turkey

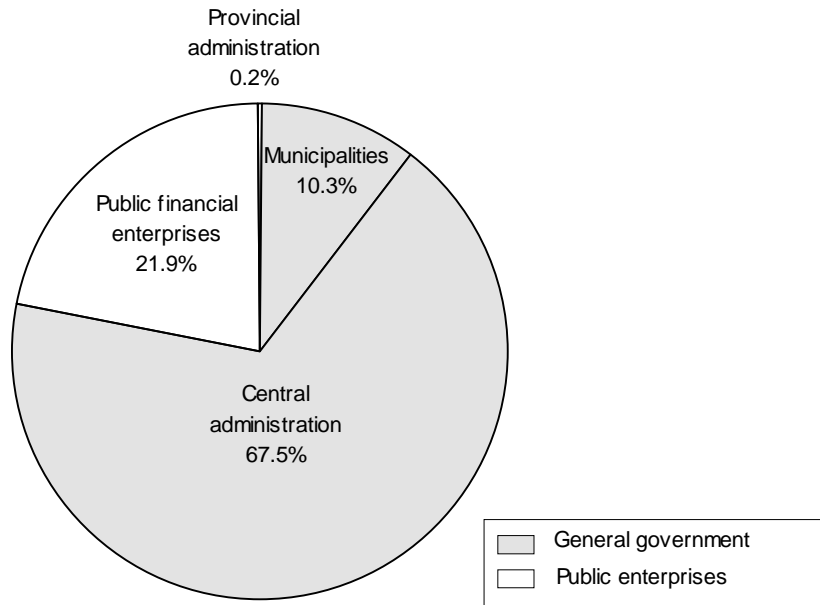
Sources	Scope and Measurement	Publication and/or Database	Employees 1993
State Planning Organisation	<i>Scope</i> : not available. <i>Measurement</i> : not available.	ADB/OECD	1 588 000
Ministry of Finance	<i>Scope</i> : people employed by agencies funded on the consolidated budget (about 90 percent of the whole public sector). <i>Measurement</i> : number of employees.	PSPE/PUMA	1 691 107
State Personnel Presidency	<i>Scope</i> : central administration + special provincial administration + municipalities + public financial enterprises. <i>Measurement</i> : not available.	National publication	2 484 180

### National definitions

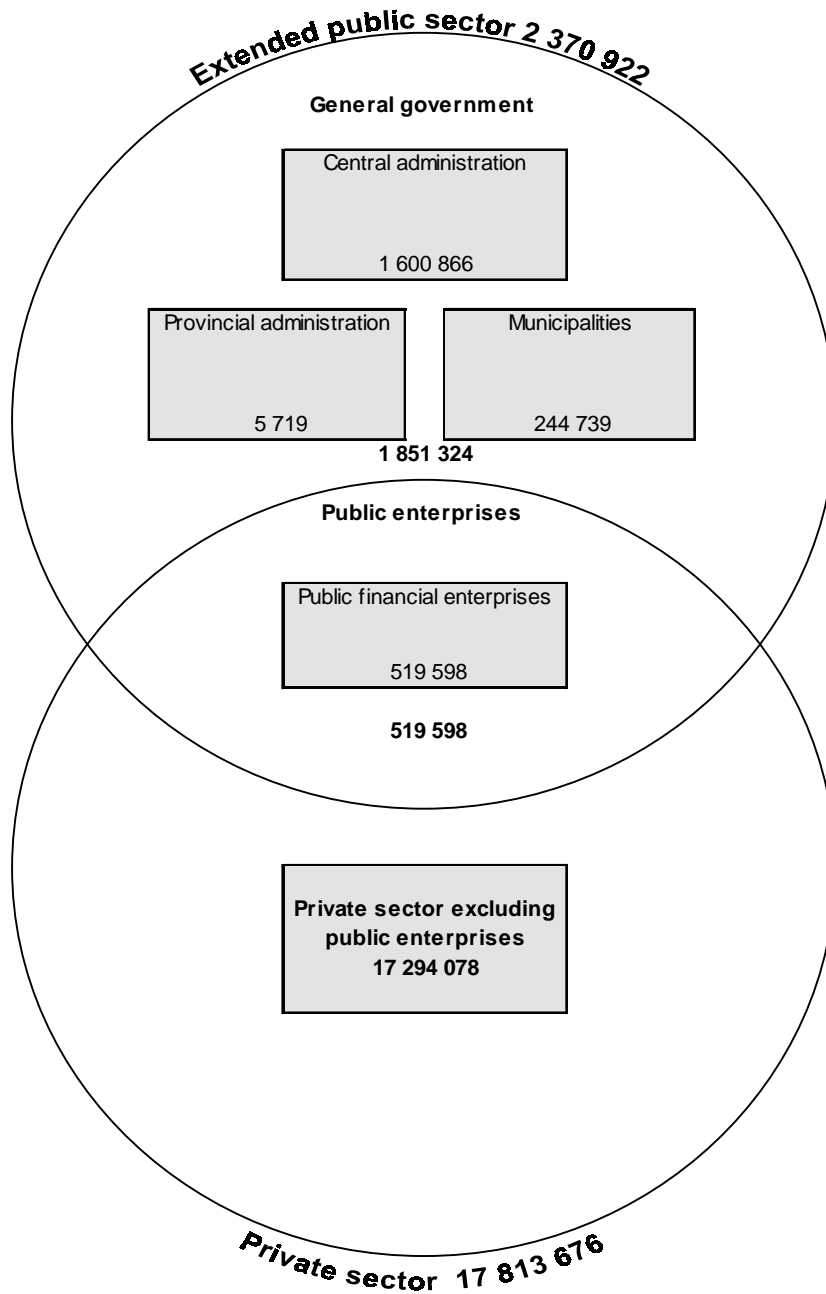
#### *Reminder of the Ministry of Finance definitions:*

- *Central administration*: includes employees of establishments having general, annex or autonomous budgets, or having their own resources. Employees of the General Secretariat of the Presidency and the Grand National Assembly, as well as military personnel and staff of the Supreme Command of the constabulary are not included.
- *Enterprises* in privatisation programmes are not included.

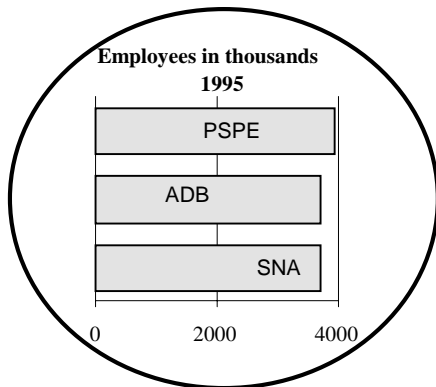
**Breakdown of employment in the public sector  
1994**



**TURKEY**  
Employment in the public and private sectors  
1994



Sources : State Personnel Administration  
Analytical Database, OECD



## United Kingdom

Sources	Scope and Measurement	Publication and/or Database	Employees 1995
Central Statistical Office (CSO), Blue Book, National Accounts	<i>Scope</i> : general government = armed forces + civil servants + local authorities . Since 1991, the <i>NHS Trusts</i> have been excluded of the central government. <i>Measurement</i> : mid-year estimates, number of employees.	SNA/OECD ADB/OECD	3 701 000
UK, Employment in the public sector, Economic Trends, Central Statistical Office	<i>Scope</i> : central government, local authorities, national health services (including <i>NHS Trusts</i> ). <i>Measurement</i> : full-time equivalent.	PSPE/PUMA	3 936 000
UK, Employment in the public sector, Economic Trends, Central Statistical Office	<i>Scope</i> : central government, local authorities, National Health Service and public corporations. <i>Measurement</i> : full-time equivalent.	National publication	4 362 000
Central Statistical Office, Blue Book, National Accounts	<i>Scope</i> : general government + public corporations. <i>Measurement</i> : mid-year estimates, number of employees.	National publication	5 228 000
Cabinet Office, Office of Public Service	<i>Scope</i> : civil service. <i>Measurement</i> : number of employees.	Civil Service Statistics	474 880

### Comments

The ADB and SNA databases both use the national accounting figures published by the CSO. The differences between them stem from the fact that the SNA database takes longer to update.

At the beginning of each year, in its periodical *Economic Trends*, the Central Statistical Office publishes a complete report on public sector employment, including the figures presented below along with a set of corresponding definitions.

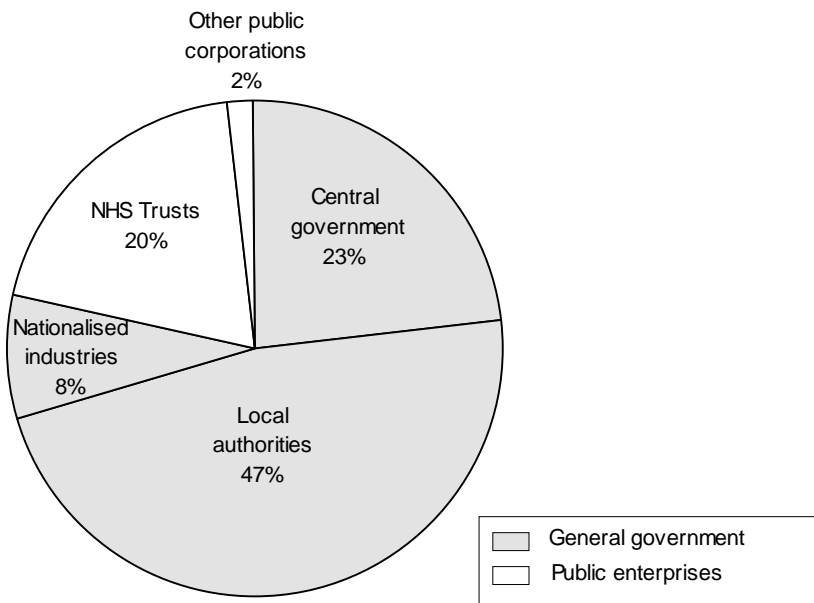
## National definitions

### *Reminder of the “Economic Trends” definitions (Central Statistical Office) :*

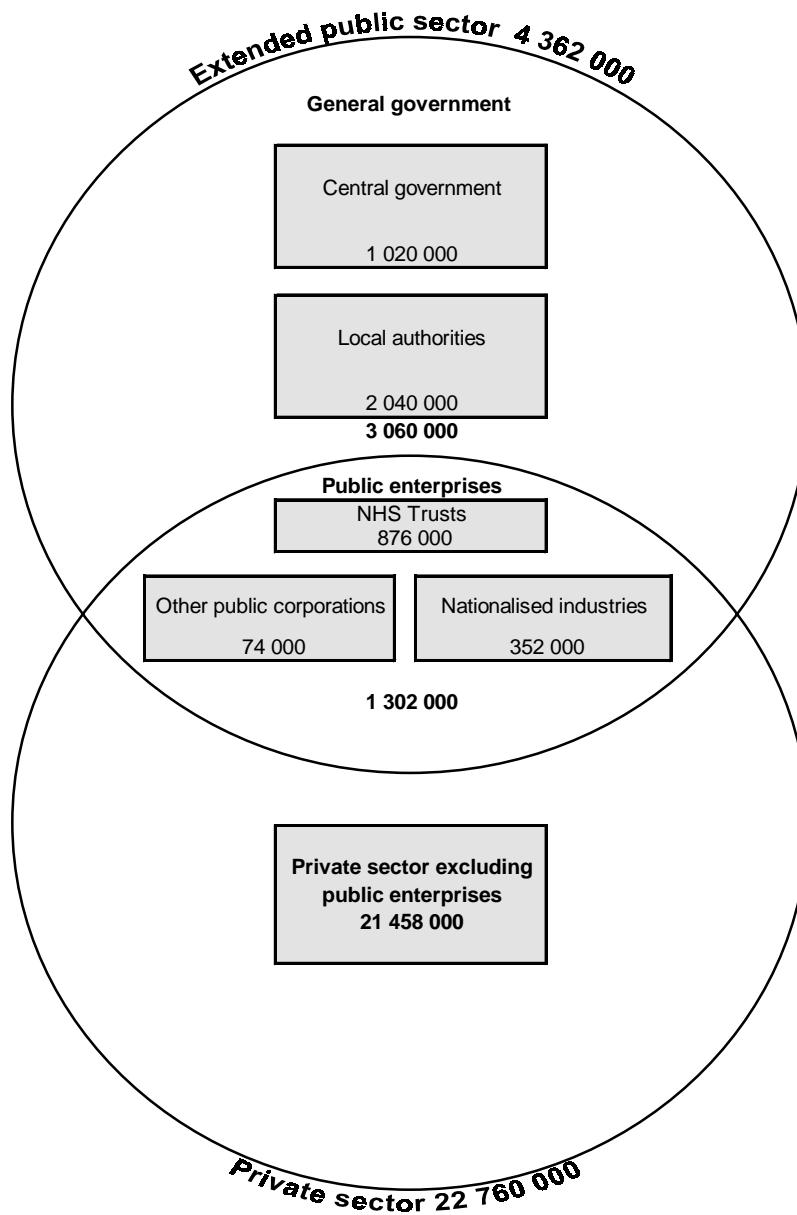
- *The central government sector* can be regarded as embracing all bodies for whose activities a Minister of the Crown, or other responsible persons, is accountable to Parliament. It also includes a number of constituted bodies, which, while not government bodies in the ordinary sense, are financially dependant upon and effectively controlled in major matters by the government. (Regional and District Health Authorities of the National Health Service, National Research Councils, Royal Commissions, National Museums and Art Galleries). Also included are certain enterprises financed directly from the accounts of the government, such as the Forestry Commission and Remploy Ltd.
- *The local authorities* include all levels of administrative authorities and also authorities with special functions. It includes magistrates courts, the probation service in England and Wales and police forces and their civilian staffs. It embraces all functions of such authorities (including, for example, their education services and construction departments) and includes trading activities of local authorities, such as housing, theatres, etc. Most grant-maintained schools are regarded as part of the private sector.
- *Public Corporations* are public trading bodies which have substantial degrees of financial independence from central government. They are publicly controlled, directly or indirectly. Some public corporations are currently designated as “nationalised industries”.
- *Civil Service* comprises the Home Civil Service and the Diplomatic Service. Apart from some public corporations such as Royal Mint and HM Stationery Office the Civil Service is included in “Other Central Government”.



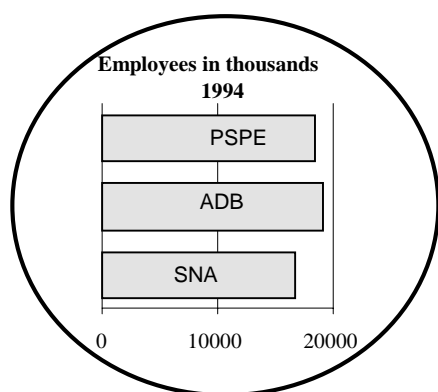
**Breakdown of employment in the public sector  
1995**



**UNITED KINGDOM**  
**Employment in the public and private sectors**  
**1995**



Sources : "Economic Trends", CSO  
 Analytical Database, OECD



## United States

Sources	Scope and Measurement	Publication and/or Database	Employees 1994
National Accounts	<i>Scope</i> : general government. <i>Measurement</i> : full-time equivalent.	SNA/OECD	16 772 000
Bureau of Labor Statistics, US Department of Labor, "Establishment survey"	<i>Scope</i> : States + federal government + local governments. <i>Measurement</i> : annual average (full-time plus part-time on the basis of those present during the month of reference).	ADB/OECD	19 120 000
Bureau of Labor Statistics, US Department of Labor	<i>Scope</i> : States + federal government + local government + US Postal Service. <i>Measurement</i> : annual average (full-time plus part-time on the basis of those present during the month of reference).	PSPE/PUMA	18 358 203
Bureau of the Census	<i>Scope</i> : federal government + States + local government. <i>Measurement</i> : full-time equivalent for states and local government; full-time and part-time for federal government.	National publication	16 731 375 (full-time equivalent)
US Labor Department, "Employment, Hours and Earnings"	<i>Scope</i> : public sector ; provides breakdown by function (education, public hospital, etc..).	National publication	
Office of Personnel Management (OPM)	<i>Scope</i> : the executive branch of the federal civil service, including US postal service. <i>Measurement</i> : full-time equivalent.	National publication	2 802 450 (1993)

### Comments

The ADB and PSPE databases use the same source, the difference in results being due to how quickly the databases are updated.

The Census Bureau's figures are expressed in full time equivalent, except in respect of the federal government, whose data are available only for full-time and part-time. Employment at the federal level

on a full time equivalent basis could be estimated for 1994 at around 16.7 million, which is fairly close to the figure provided by National Accounts.

The concept of public enterprise does not exist in the United States. The United States Postal Service is the only agency that could be likened to such an enterprise, but its employees are presented in the official sources as a component of the federal government work force.

**Table III.5 Data from the Census Bureau (1994)**

	Full-time	Part-time	Full-time equivalent
Federal level	2 704 105	294 394	2 850 000 (e)
States	n.a.	n.a	3 906 848
Local level	n.a.	n.a	9 974 524
TOTAL	n.a	n.a	16 731 375 (e)

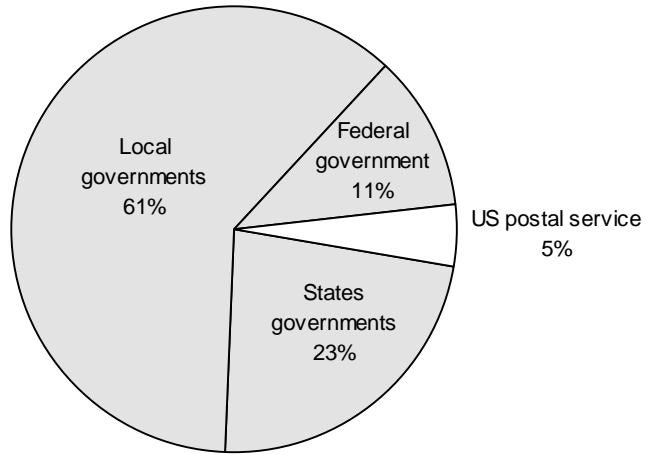
(e) PUMA estimates

### **National definitions**

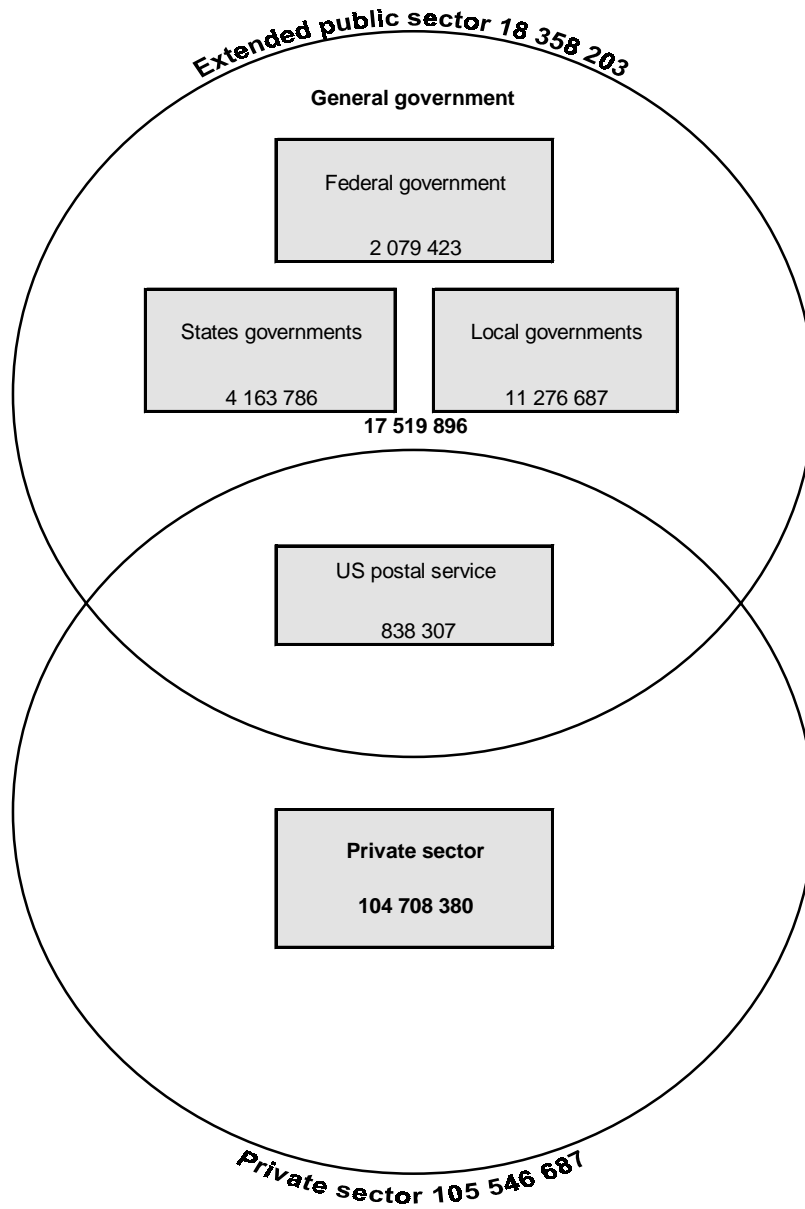
#### ***Reminder of the Bureau of the Census definitions :***

- *Federal Government* : the term federal encompasses all civilian employees of the U.S. Government, including the legislative and judicial branches and all departments and independent agencies of the executive branch. Excluded are the uniformed employees of the armed forces.
- *State governments* : This category refers to the governments of the 50 states which constitute the United States. The state government in each case consists of the legislative, executive and judicial branches of government and all departments, boards, commissions, institutions of higher education, and other organisational units. It also includes any semi-autonomous authorities, districts, and other agencies that are subject to administrative and fiscal control by the state through its appointment of officers, determination of budgets, approval of plans, and other devices.
- *Local governments* : The Bureau of the Census classifies local governments by five major types : county, municipal, township, school district, and special district.

**Breakdown of employment in the public sector  
1994**



**UNITED STATES**  
**Employment in the public and private sectors**  
**1994**



Sources : Bureau of Labor Statistics, US Department of Labor  
Analytical Database, OECD