



Working conditions in Central Public Administration: *Developments in Europe*



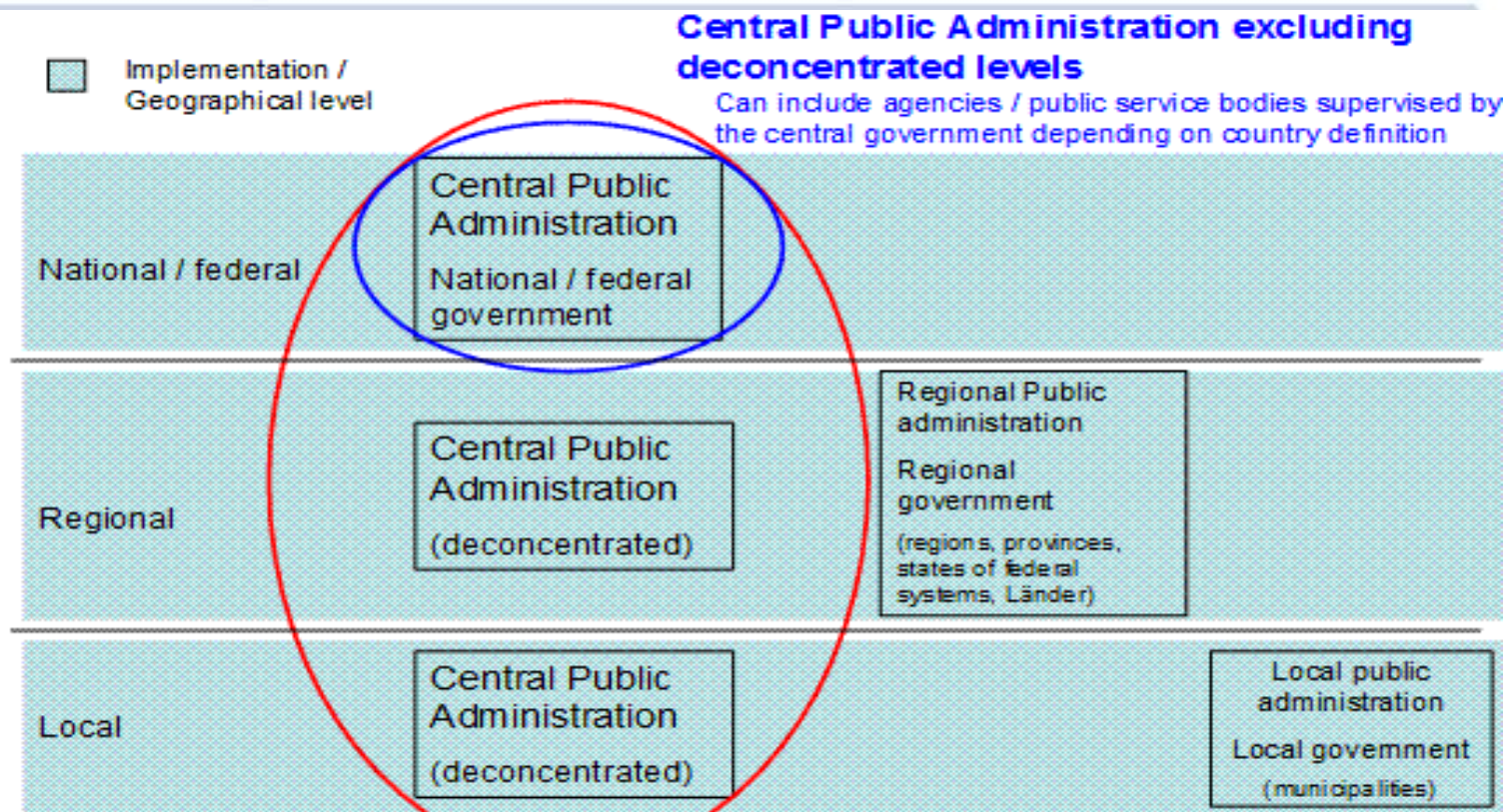
*Social Dialogue and Collective
Bargaining
Conference 2013*
Brussels 16-17 December 2013

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- Defining CPA
- Reasons for studying CPA
- CPA characteristics
- Current developments
- Impacts beyond CPA



What?



Central Public Administration including decentralized levels

The decisions are made on central (government) level and can be implemented at central, regional or local level. (Deconcentration)



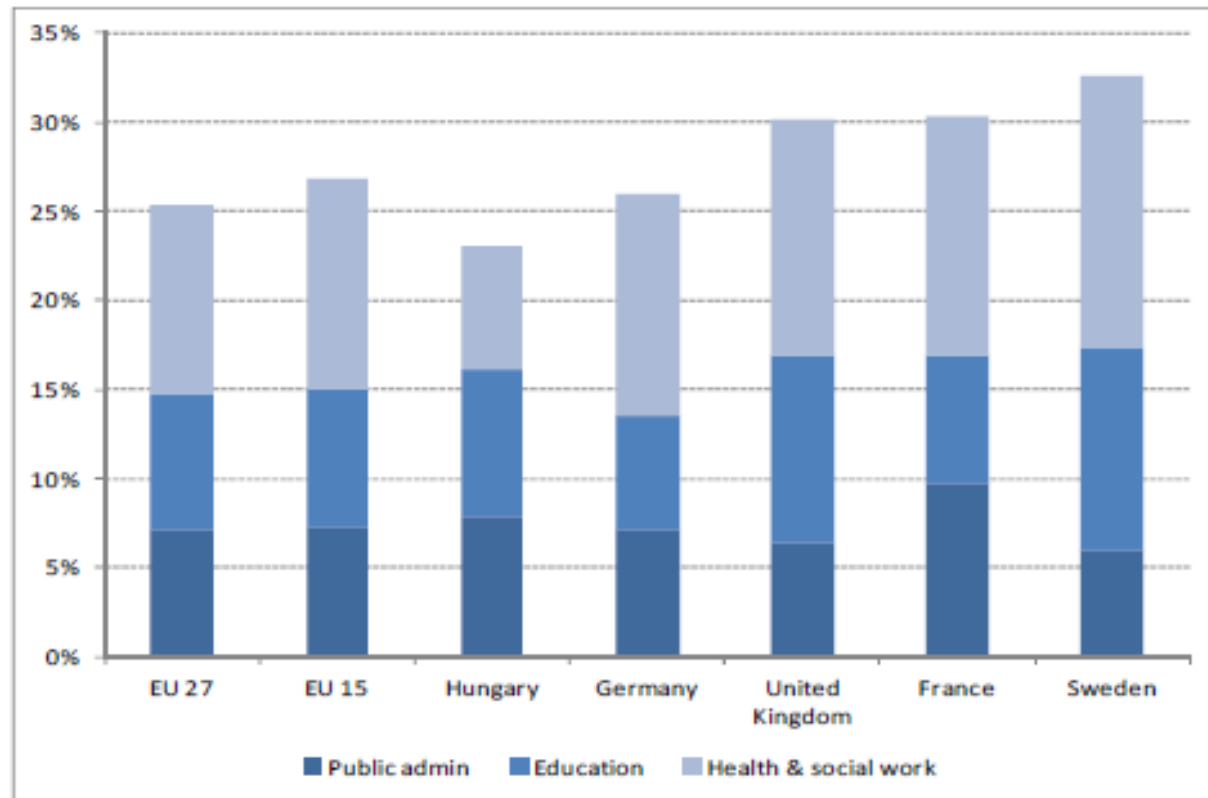
Public sector employment share on total employment (2008-10 average)

| Public sector share on total employment | Countries |
|---|---|
| Over 29% | Norway, Denmark, Sweden, Belgium, France, Luxembourg, UK, Netherlands. |
| 25% - 27% | Finland, Germany, Malta, Ireland. |
| 20% - 23% | Lithuania, Hungary, Austria, Estonia, Latvia, Slovakia, Greece, Italy, Spain. |
| Below 20% | Portugal, Poland, Slovenia, Czech Republic, Cyprus, Bulgaria, Romania. |

Source: LFS Eurostat. NACE Rev.2. Sections O, P, Q
IR in EU , EC 2012 , Chap 3 Pedersini , Bordogna



Figure 2.1. Public sector employment as a share of the total workforce, ELFS 2012 Q1



Source: European LFS (NACE rev.2 O, P, Q, employment 15-64 years old).

Structural reforms in CPA in some EU Member States

| Country | Designation | Period of time |
|---------|--|--------------------|
| BE | Copernicus Reform | 2000 onwards |
| BG | Several structural reforms | late 1990s onwards |
| CZ | Several structural reforms | mid-2000s onwards |
| CY | Several reforms | 2005-2010 |
| FI | Several reforms | 2003 onwards |
| FR | General Revision of Public Policies | 2007 onwards |
| DE | Several reforms | 2006 onwards |
| HU | Magyary Development Programme 11.0 and the Magyary Zoltán Public Administration Development Programme 12.0 | 2010 onwards |
| IT | Law 133/2008 and Riforma Brunetta | 2008 onwards |
| LU | Luxembourg Government Programme 2009–2014 | 2009 onwards |
| MT | Public Administration Act | 2009 onwards |



CPA restructuring since 2008

| Measure | Countries |
|---|---|
| Reductions in staff, including hiring freezes and redundancies | Sweden, Finland, Norway, Denmark, UK, Ireland, Croatia, Estonia, Latvia, Lithuania, Czech Republic, Slovakia, Slovenia, Bulgaria, Poland (attempted), Romania, Austria, France, Germany, Netherlands, Belgium, Greece, Portugal, Cyprus |
| Privatisation | UK, Croatia, Bulgaria, Romania, Austria, Germany, Belgium, Italy |
| Restructuring agencies | Sweden, Finland, Norway, Denmark, Croatia, Estonia, Italy, Portugal |
| Changes in employment status | Estonia, Hungary, Austria, Germany, Greece, Cyprus |

- Most research on the privatised units/departments \Rightarrow not much research on CPA
- No approach in terms of ‘restructuring’ when considering administration units reorganisation
- Debate around seminal /Political issues such as what role for the State?
- Negative image and presentation in the media of public administration workers in general
- Austerity measures \Leftrightarrow cuts in public expenditures
- Better understanding CPA staff working conditions developments

++ Working Conditions – CPA vs Private Sector

- ▶ Smaller gender pay gap
- ▶ Better recognition of ♀ qualifications
- ▶ Better training opportunities
- ▶ Higher (starting) salaries
- ▶ Higher levels of job security, ‘better’ career opportunities
- ▶ Higher satisfaction with working hours, job content, work atmosphere, work-life balance, for ♀ and ♂
- ▶ More autonomy and participation at work;
- ▶ (...)

‘Privileged’ sector?

Higher Union
density

Higher Union
fragmentation

Lack of well define
Employer
representative

More centralised
collective
Bargaining


Real IR process?



No unified Employers' 'role model'

| | |
|-----------|--|
| DE | <i>Minister of the Interior</i> <i>(Bundesinnenminister)</i> |
| FI | -Director General/ Office for Government as Employer operating under the Ministry of finances; -Minister of Public Administration |
| IE | <i>-Department of Public expenditure and reform</i> |
| NL | -Ministry of the Interior and Kingdom relations - Associations of Governments employers (VSO) |
| LU | <i>-Minister of Civil service and administrative reform</i> <i>(Ministère de la Fonction Publique et de la Réforme Administrative)</i> |

- Specificity of the ‘public employee’s status’
 - ▶ Needed? requested? Out of date?



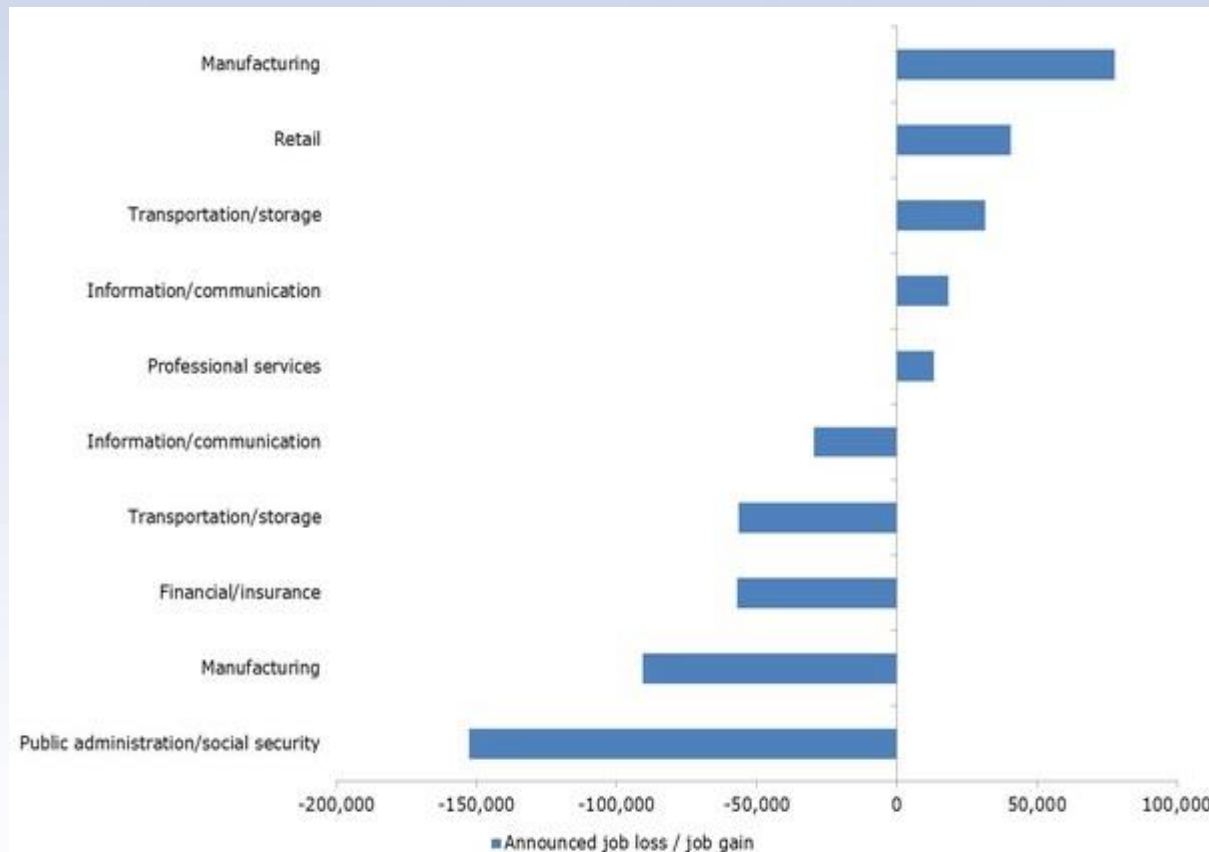
**Mix of statuses in same
occupations and workplaces**

- IR process
 - ▶ Role for the State ?
 - ▶ Real Negotiations ?



**Common interests
Collective agreements’ coverage**

- Employment : Cuts and reduction
- Working conditions: Negative features and more negative features
- Industrial relations in ‘optional’ mode
- SP’s weakening role

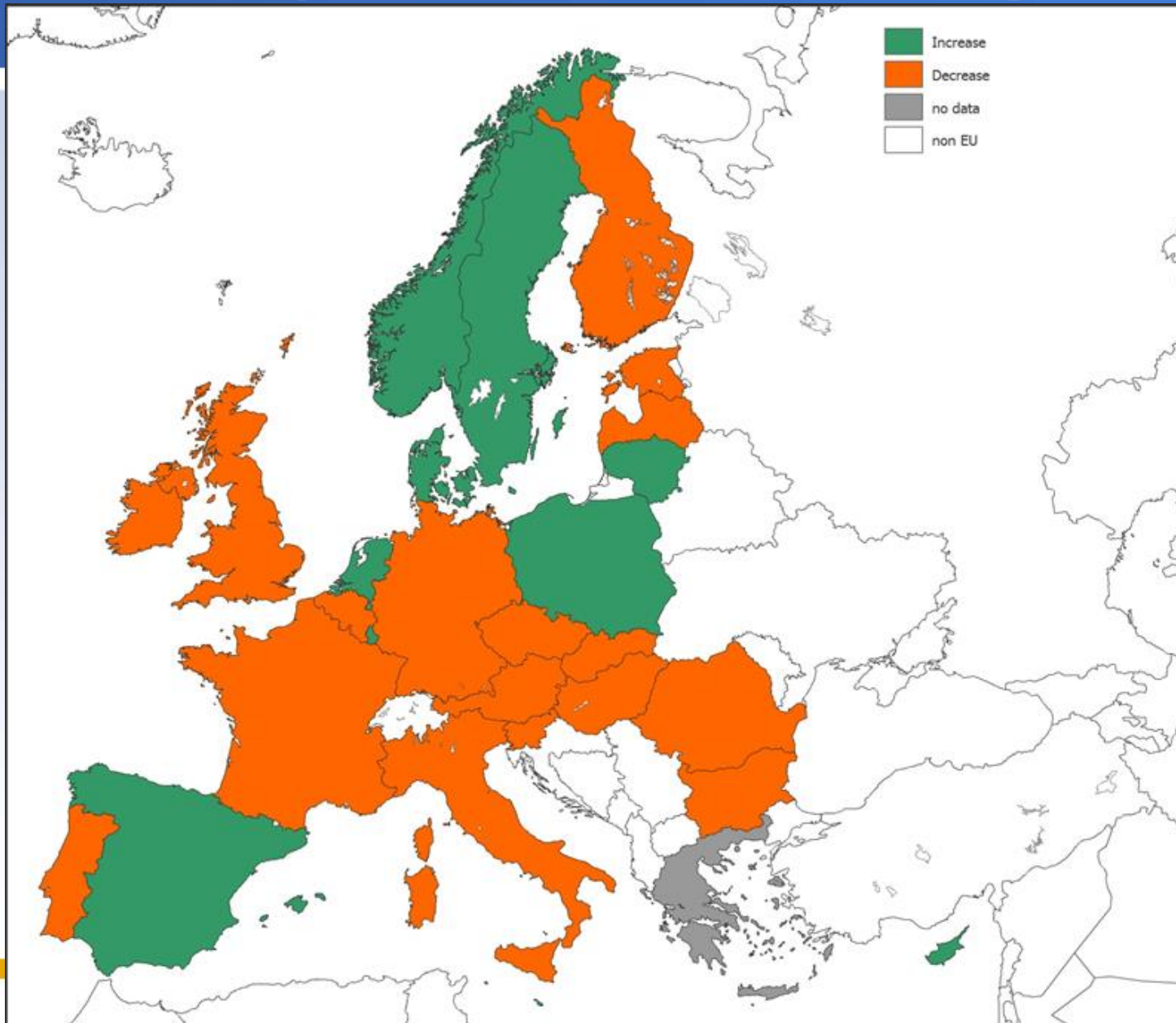


Source: 2011 restructuring cases – sector impact
ERM Quarterly



Eurofound

Employment in CPA - Trends during the crisis



Employment: More negative trends?

- Negative evolution for employment in CPA
 - ▶ Greece: -150.000 posts
 - ▶ Ireland: -34.600 employees/Reducing pub sector bill 1B/2013-15
 - ▶ Cyprus: -5000 employees /5y; abolishing 1.880 permanent posts
 - ▶ Italy: reducing by 10% Employees/ 20% Managers
 - ▶ Spain: -3.1% employment + possibility to dismiss public employees for 'objective reasons'

Job cuts trends widespread whatever welfare model

BG/NL/PL/UK/BE/SI.....

On the negative side:

- ▶ Larger workloads/time pressure: BG, SE, DK;
- ▶ More exposure to violence and aggressions; BE, ES, NL
- ▶ Remuneration levels: BG, HU – lower than private;
- ▶ Higher absenteeism: BE, DE + Lower commitment to work: EE
- ▶ Perception that the differences between public and private sectors have been reduced (job security, career development opportunities, pay systems): BG, CZ, HU, PT, NL, UK)
- ▶ Current gov in NL => public = private

Positive

- Mainly regulatory:
 - ▶ agreements (LU, MT),
 - ▶ law (PL, SI – protection of workers' dignity at work)

Negative

- Increased working time and workloads
- Less training and skills developments opportunities
- Wage freezes and cuts

Working Conditions

Negative trends in CPA

| Countries | Employment Cuts | Increased working time | Increased workloads and stress | Wages and other income related Freezes/cuts | Reduction in training and skill development activities |
|-----------|-----------------|------------------------|--------------------------------|---|--|
| AT | X | | | | |
| BE | X | | X | | X |
| BG | | | | | X |
| CY | | | | X | |
| CZ | | | | X | |
| DK | X | | | X | X |
| EE | X | | X | | X |
| FR | X | | X | | |
| DE | X | X | X | X | |
| EL | X | X | | X | |
| HU | | | | X | |
| IE | | | | X | |
| IT | X | | | X | X |
| LV | X | | | X | X |
| LT | | | | X | |
| NL | X | | | | |
| PL | X | | | | |
| PT | X | | | X | X |
| RO | X | | | X | |
| SK | | | | X | |
| SI | | | | X | |
| ES | X | X | | X | |
| UK | X | | X | X | X |

Working Conditions

Negative trends in CPA

| Measure | Countries adopting this measure |
|--|--|
| Raising of retirement age | Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Poland, Portugal, Slovakia, Spain, United Kingdom |
| New limits on rights to early retirement | Belgium, Bulgaria, Denmark, Cyprus, Czech Republic, Hungary, Latvia, Portugal, Slovenia, Spain |
| Freezing or reducing value of pensions | Bulgaria, Croatia, Cyprus, Germany, Greece, The Netherlands, Portugal |
| Changes to calculation of final salary | Belgium, Greece, Ireland, Slovakia, Spain, United Kingdom, Hungary |
| Extending the service period required to qualify for a pension | Belgium, Bulgaria, Czech Republic, Hungary, Slovenia, Spain |
| Changes to indexing | Czech Republic, Hungary, Italy, Latvia, Slovakia |
| Increases in worker contributions | Cyprus, United Kingdom |
| One off-levy on pensions funds | Ireland, Portugal |
| Efforts to reduce wage bill through 'pre-retirement' policies | Czech Republic, Greece |

Working Conditions

Any Positive developments?

- Nordic countries CPA employees more stable environment: high well being and high job satisfaction
- But mainly avoiding further deterioration (LT)
- PB: Interpretation
 - ▶ AT overall job satisfaction of workers in CPA increases 2007/12
 - ▶ Security particularly felt when unemployment growing?



| | | |
|---|---|---|
| DE Minister of the Interior | Lead negotiations in CPA In charge of regulation of all employment conditions Represent Federal level in collective bargaining and prepare legislation for civil servants | -Rather decentralised -Federal and municipal levels still bargain together -while the former employer coalition (Federal/regional/local) for bargaining has been dismantled. |
| FI -Director General/ Office for Government as Employer operating under the Ministry of finances; -Minister of Public Administration | -mandate to negotiate/collective bargaining at central level -Consulted + signs the central agreements | -Rather decentralised -Agencies specific agreements are handled at agency level (on the basis of the central agreement) |
| IE -Department of Public expenditure and reform | -Concluding agreement for civil service | -Sectoral /Local level Public service agreement is the basis for all industrial relations/SD at central administration level |
| NL -Ministry of the Interior and Kingdom relations - Associations of Governments employers (VSO) | -Police and central government sector -coordinating role over the whole civil service in the NL | -Sectoral level predominantly (since 93); main sectors: Central government, defence, judiciary, police, provinces, municipalities -each government department is a separate employer -obligation to consult TU on the conditions of employment (requirement of agreement) |
| LU -Minister of Civil service and administrative reform (Ministère de la Fonction Publique) | -Regulation of working and employment conditions and collective bargaining | -Highly centralised |



- SD on ‘default mode’ during the crisis
 - ▶ in some countries SP work together : LU , MT
 - ▶ BUT mainly negotiation under economic pressure : IE Crocke Park agreement = Formal injunction of Troika
 - ▶ NL no negotiation with Unions on a bill proposal (2011) by MPs aimed at ‘normalised’ public employees situation
 - ▶ IT Government decision of no collective bargaining on wages in the public administration over 2 year period

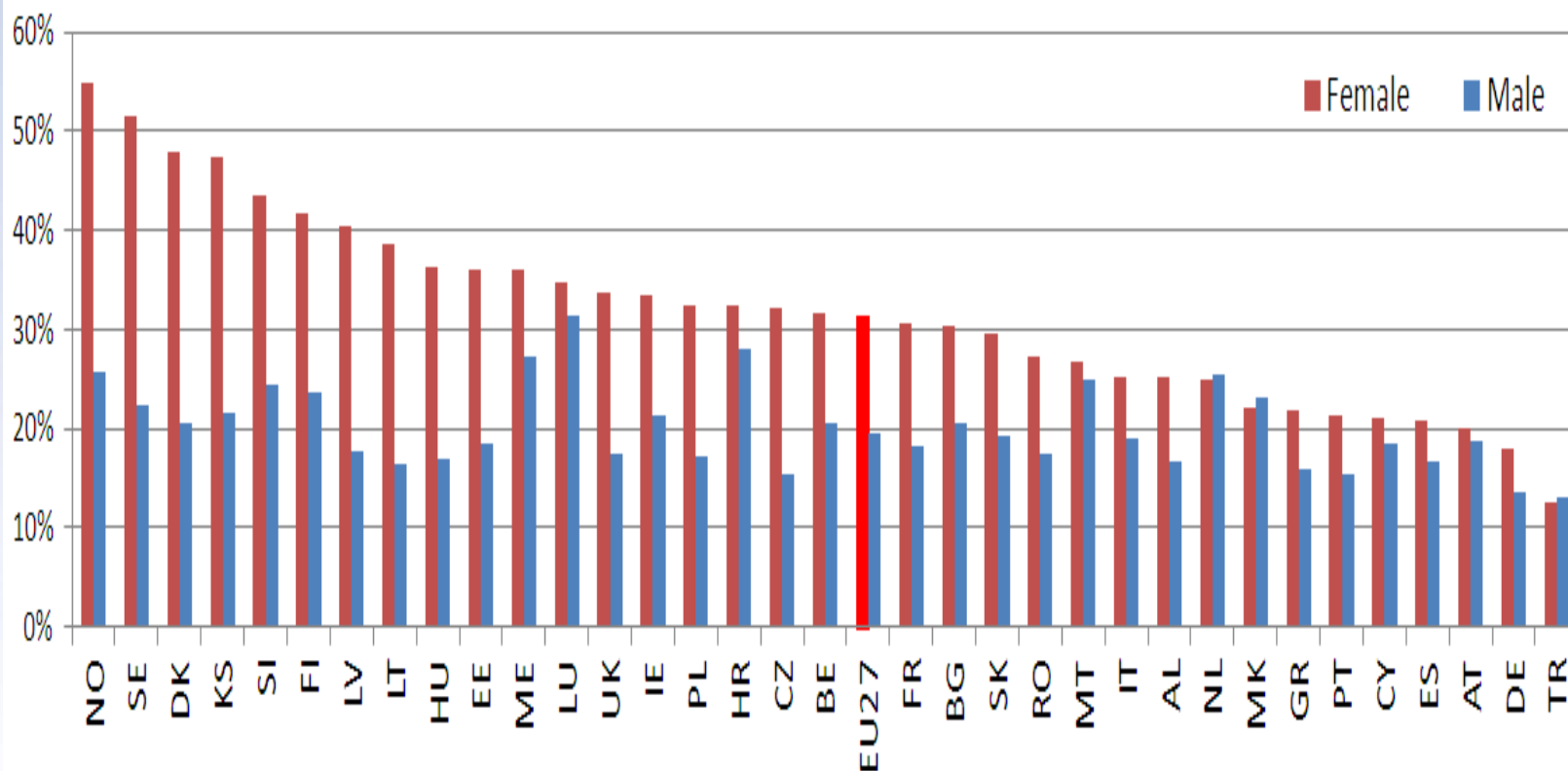
- Government unilateralism plays a strong role
 - ▶ In Most of the CEE countries
 - ▶ Legislation regulating pay , working time issues
 - ▶ Very limited role for bargaining or consultation
 - ▶ Austerity measures:
 - EL, IT, PT, ES , CY decisions on public sector pay since 2010 contradicting previous legal norms, constitutional acts or collective bargaining outcomes

Structural changes in the TU landscape, since 2008

| | |
|------------------------------|---|
| Mergers | It (independent unions) SK (creation of SK TU Association Pub Admin and culture) |
| New forms of cooperation | RO (10 TU in CPA form an Umbrella TU) SI (New Conf regrouping police/defense/ other min staff) |
| New unions | BG (creation of 3 TU rep staff in various Ministries/ 2 TU withdrawal from CPA rep (CITUB/ CL Podkrepa) |
| New representativeness rules | RO (10 out of 21 TU likely to lose their right to engage in Collective bargaining) |

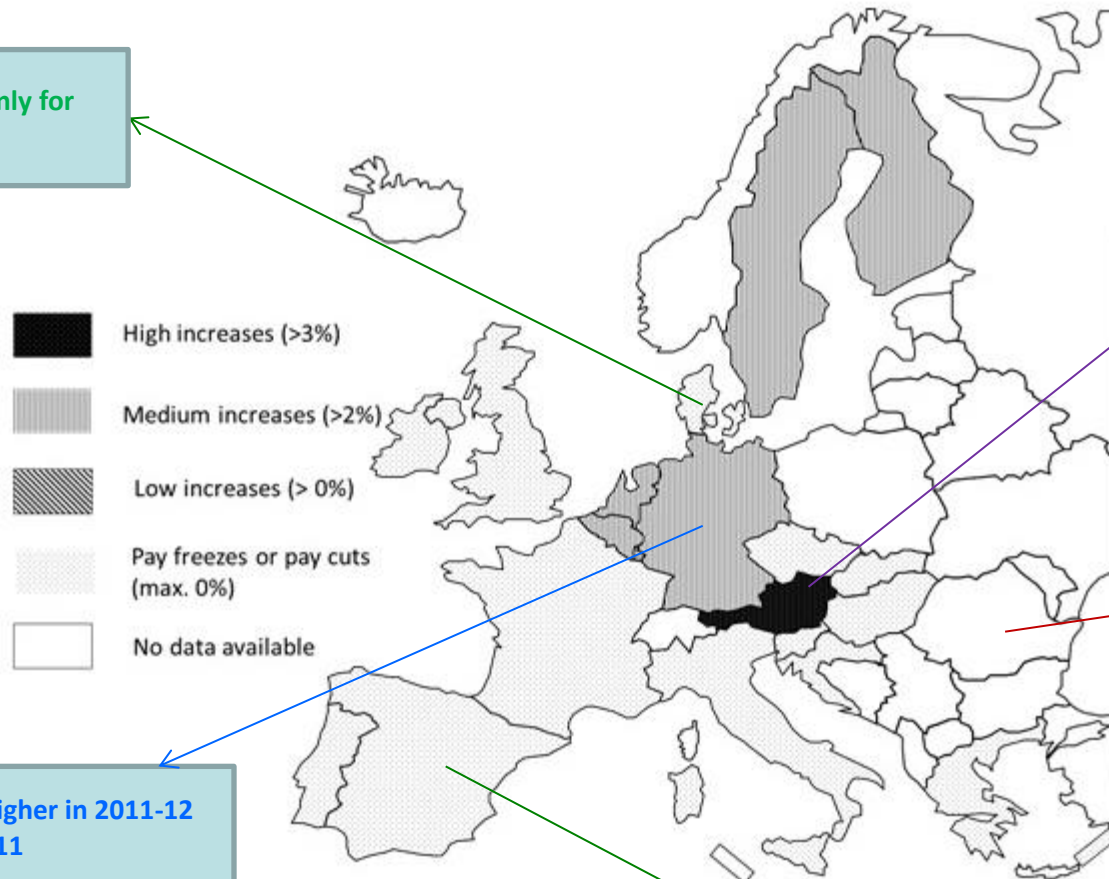
- Gender
- Local and regional governments
- Key issue of representativeness of SP' organisations
- Weakening of SP' role and therefore of SD

Concentration of workers in the public sector by country and gender



Source: Women, Men and Working conditions in Europe:
Secondary analysis of 5th EWCS data, Eurofound 2012 (tbp)

Figure 8: Outcomes of collective wage bargaining in the local government sector, 2012



Eurofound, EIRO 2013, *Developments in collectively agreed pay 2012*
http://www.eurofound.europa.eu/eiro/studies/tn1303028s/tn1303028s_3.htm
 Christine Aumayr-Pintar and Karel Fric

Assessment SP Influence in UB

| | | |
|---|--|--------------------|
| SP Traditional involvement | Substantially maintained positive role | AT LU FR DE |
| | Gvt initiated reforms questioning strong position of SP System | SE DK NL |
| SP Shorter involvement tradition | Gvt intervention directed at decreasing SP influence | HU EE |

Social partners' involvement in unemployment benefit regimes in Europe
<http://www.eurofound.europa.eu/eiro/studies/tn1206018s/index.htm>

Thank You

Working conditions in the Central public administration

Author: Jessica Duran, Iñigo Isusi, Antonio Corral, *IKEI*

<http://www.eurofound.europa.eu/ewco/studies/tn1303013s/index.htm>

Developments in collectively agreed pay 2012

Author: Christine Aumayr-Pintar and Karel Fric, *Eurofound*

<http://www.eurofound.europa.eu/eiro/studies/tn1303028s/tn1303028s.htm>

Women, men and working conditions in Europe

Author: Smith, Mark; Piasna, Agnieszka; Burchell, Brendan; Rubery, Jill; Rafferty, Anthony; Rose, Janna; Carter, Lauren

<http://www.eurofound.europa.eu/publications/htmlfiles/ef1349.htm>