

Workforce composition in central/federal public administrations

EUPAN Statistical eNews

Swedish Presidency of EUPAN, 2023

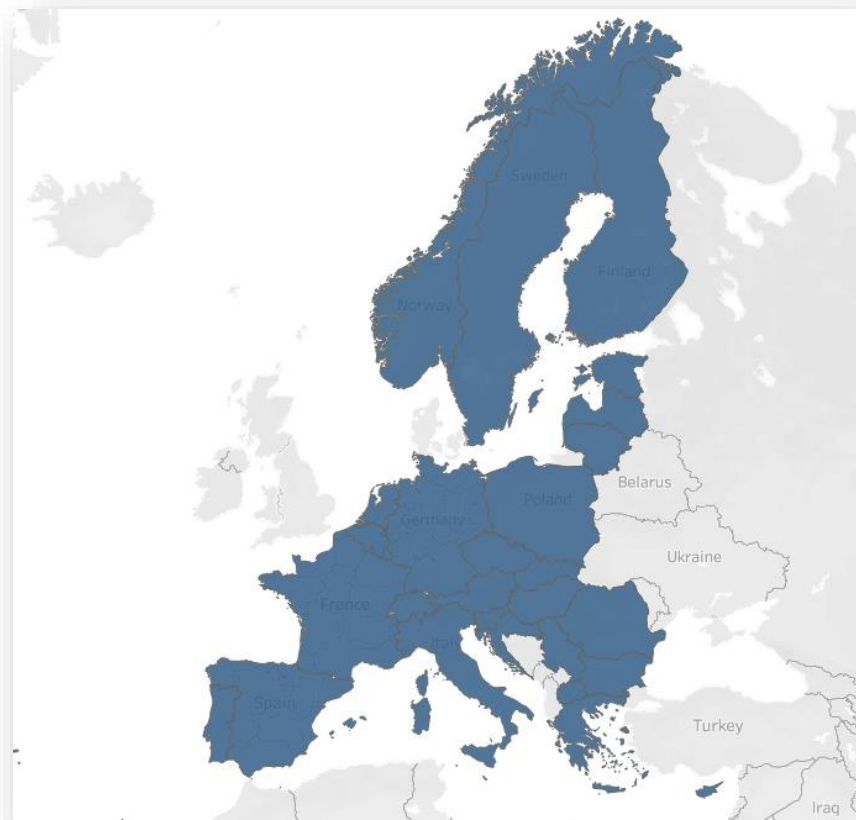
Content description

As stated in the EUPAN handbook "*A statistical issue of EUPAN eNews is launched biennially by the Member State that holds the presidency in the first half of the year. The data collected refer to 31 December of the previous year*".

The issue contains data on workforce composition of central/federal governments, concerning such as *size of public administrations, types of employment, average age, size of sectors, education levels and gender distribution*.

The data for **figure 1-8** is collected from members in the EUPAN network during the period of 16 May - June 15. **Figure 9** is collected from the institute for Gender Equality (EIGE).

Participating countries



AT	Austria	LU	Luxemburg
BE	Belgium	MT	Malta
BG	Bulgaria	NO	Norway
HR	Croatia	PL	Poland
CY	Cyprus	PT	Portugal
CZ	Czech Republic	MK	Republic of North Macedonia
EE	Estonia	RS	Republic of Serbia
FI	Finland	RO	Romania
FR	France	SK	Slovakia
DE	Germany	SI	Slovenia
EL	Greece	ES	Spain
HU	Hungary	SE	Sweden
IT	Italy	CH	Switzerland
LV	Latvia	NL	The Netherlands
LU	Lithuania		

Figure 1

Share of employment in central/federal public administration in the ***total population (%)***

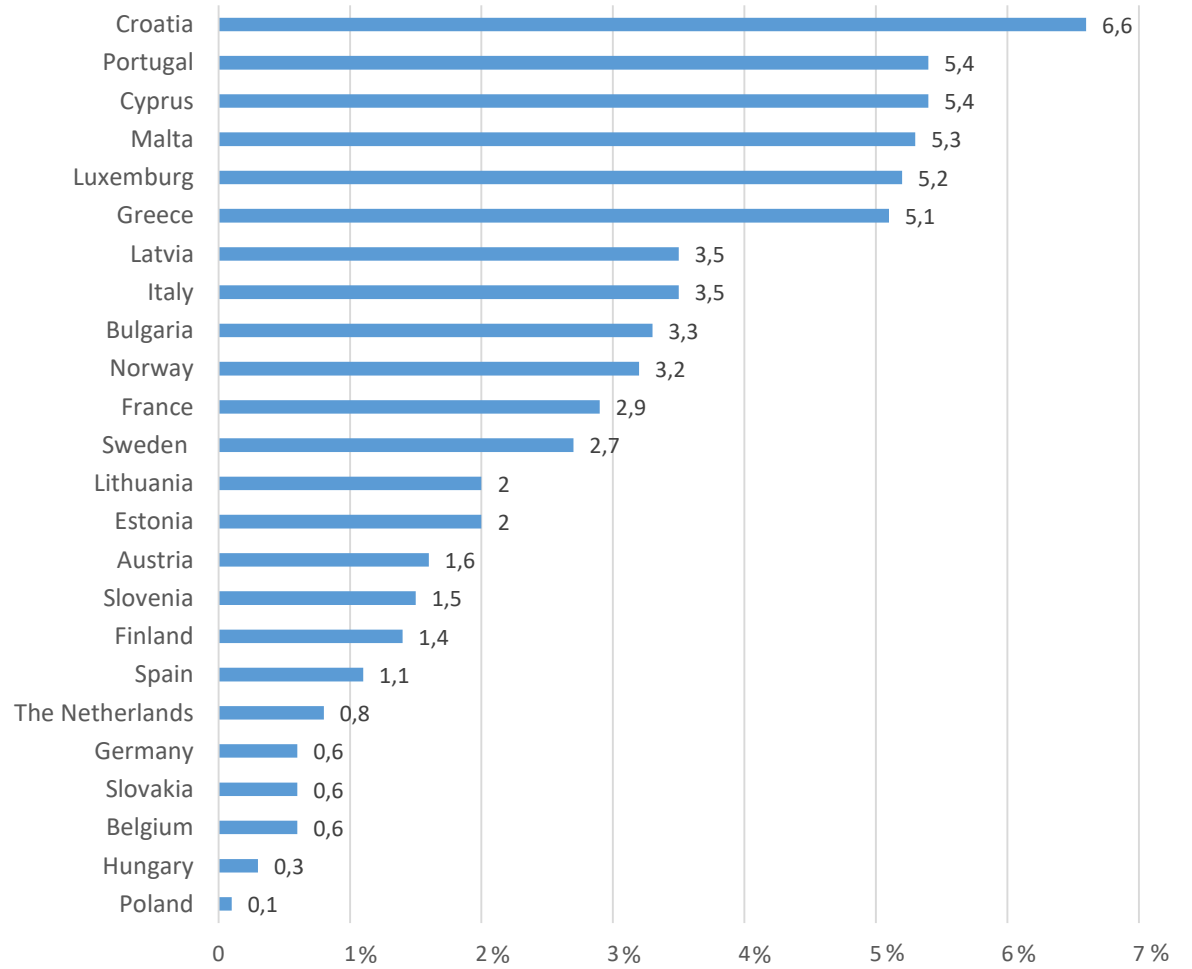


Figure 1-3 describes the size of central/federal public administrations in European countries

Total population - the total population of a country.

Working population - may refer to the population employed in a specified occupation or to the total population of a country who are employed and looking for employment. The term on a country level usually covers all people between 15 and 65 years old.

Employed population - refers to the total number of people of any age who are currently at work (defined as having worked at least one hour in the reference week). This may include people who are: employed in a traditional waged role; self-employed; or unpaid staff working for family-owned businesses.

Figure 2

Share of employment in central/federal public administration in the *working population* (%)

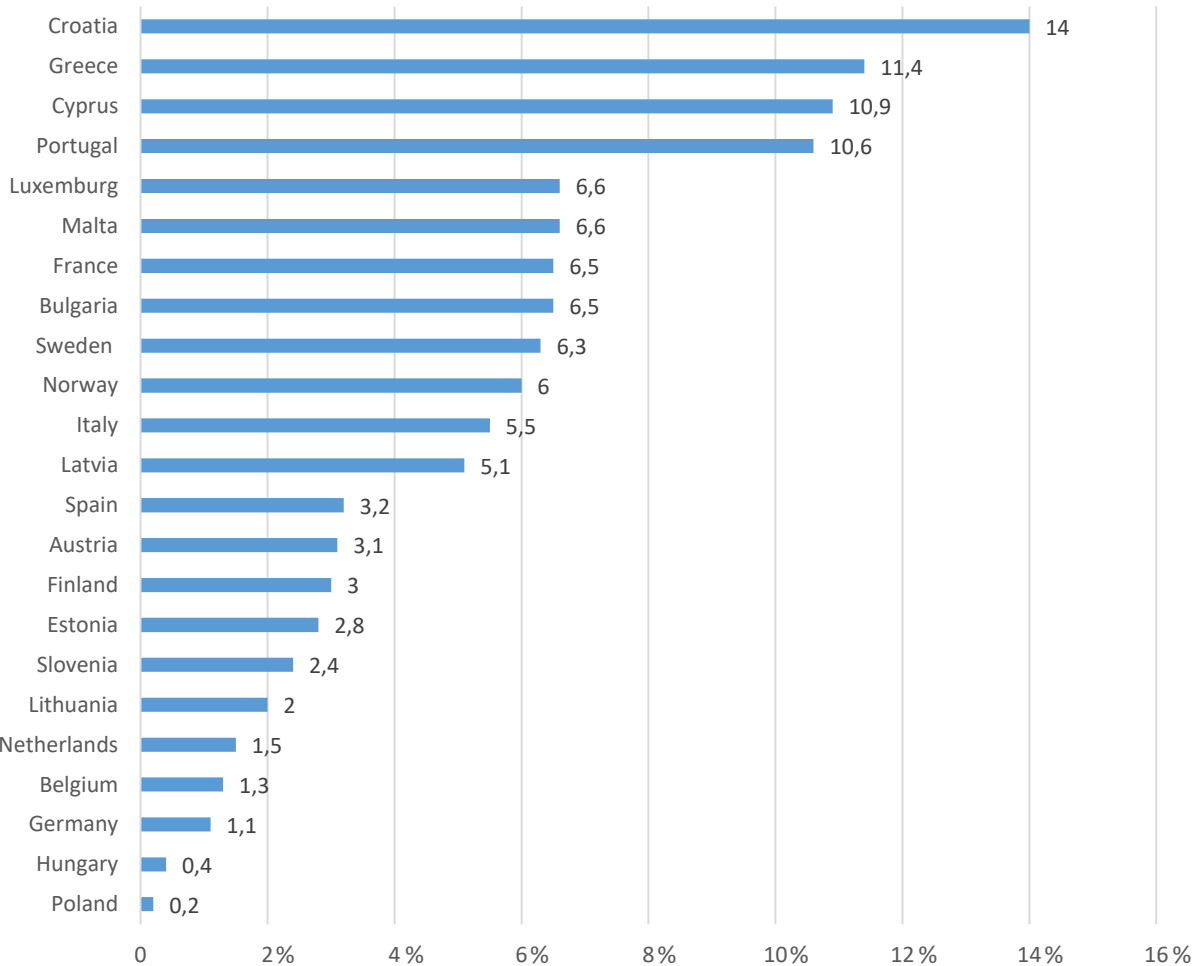


Figure 3

Share of employment in central/federal public administration in the *employed population* (%)

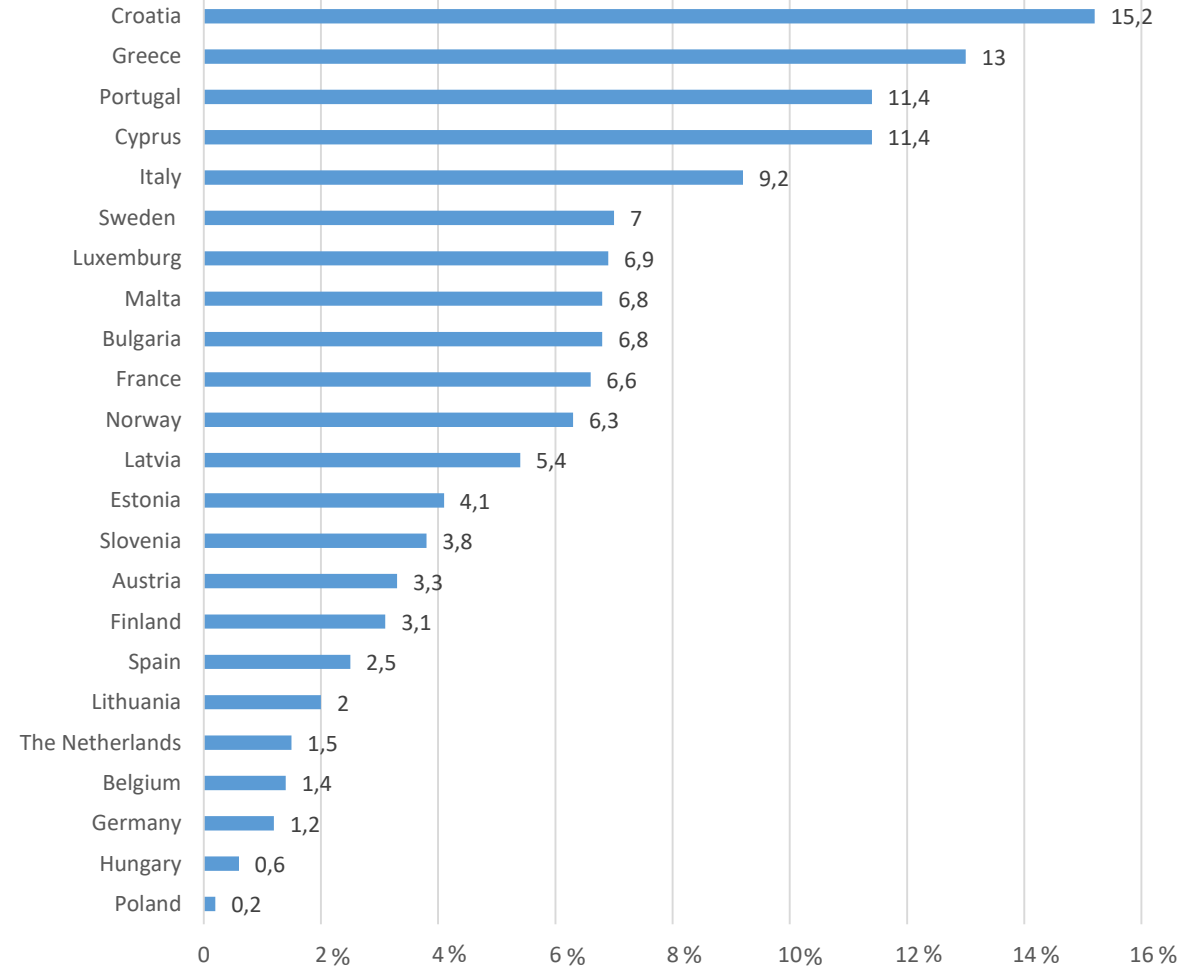


Figure 4

Share of Civil servants and Contractual staff (%)

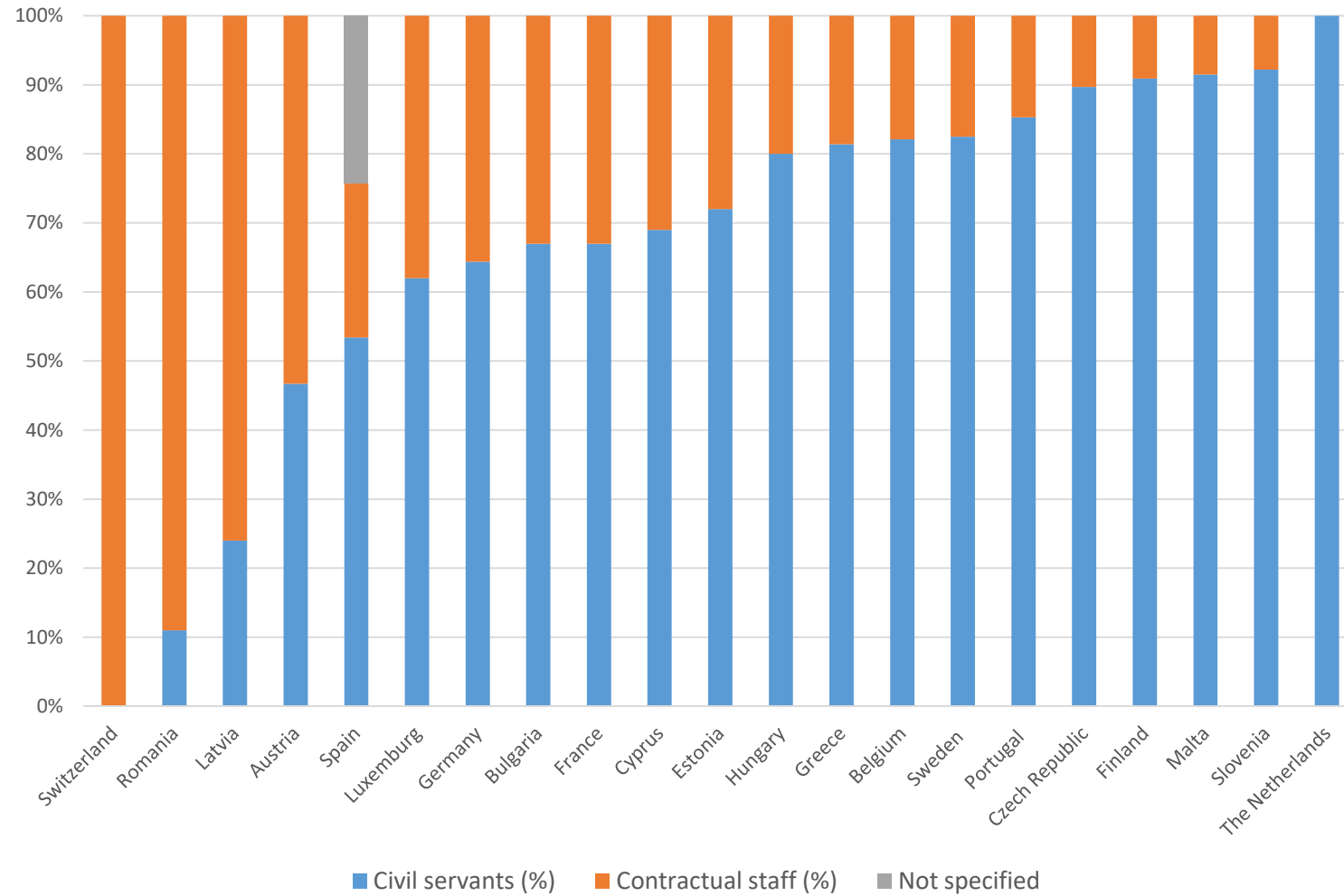


Figure 5

Average age of staff (years)

45
Years
Is the average age of
staff in central/federal
public administrations

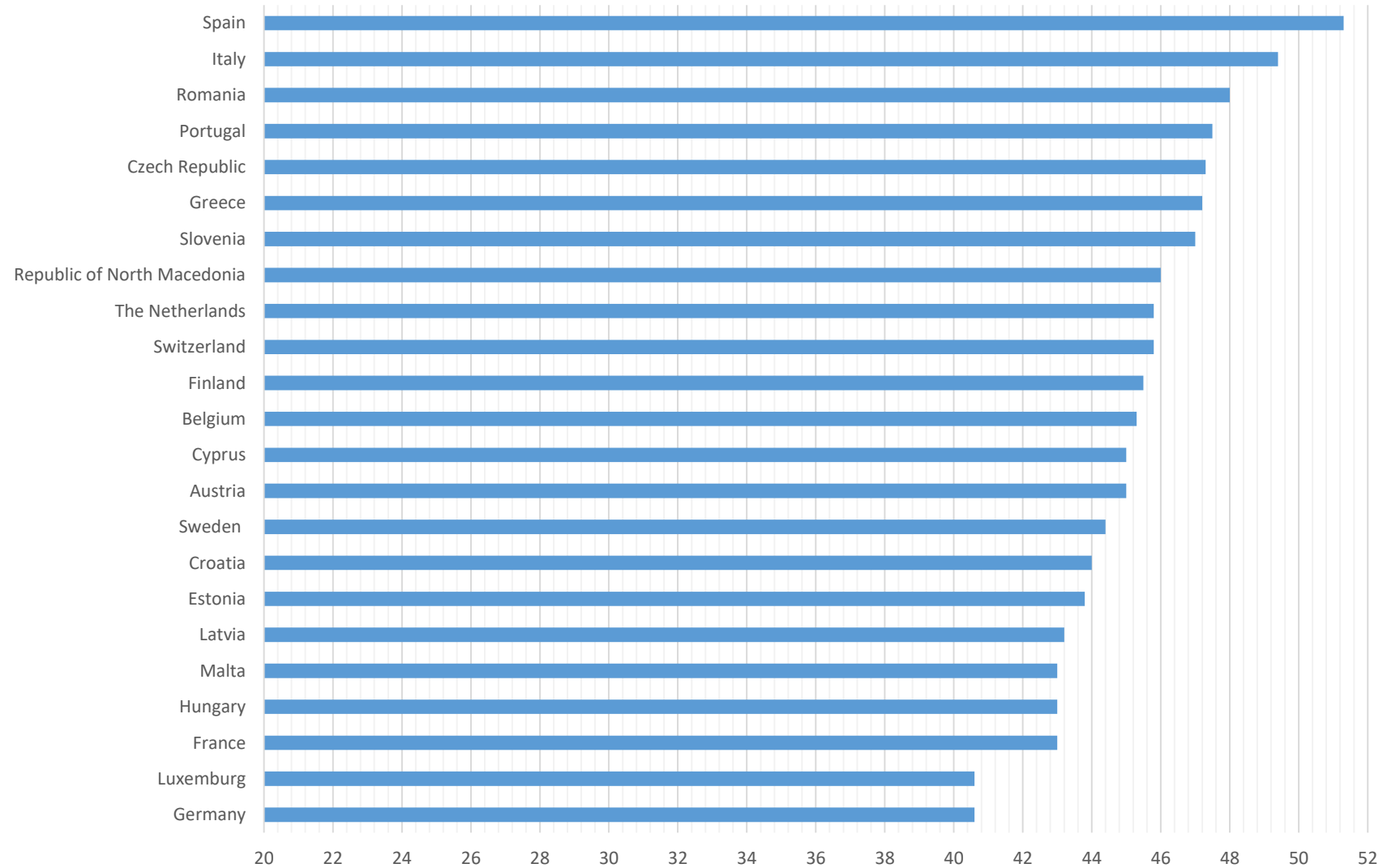


Figure 6

Sectoral areas with highest number of staff (frequency)

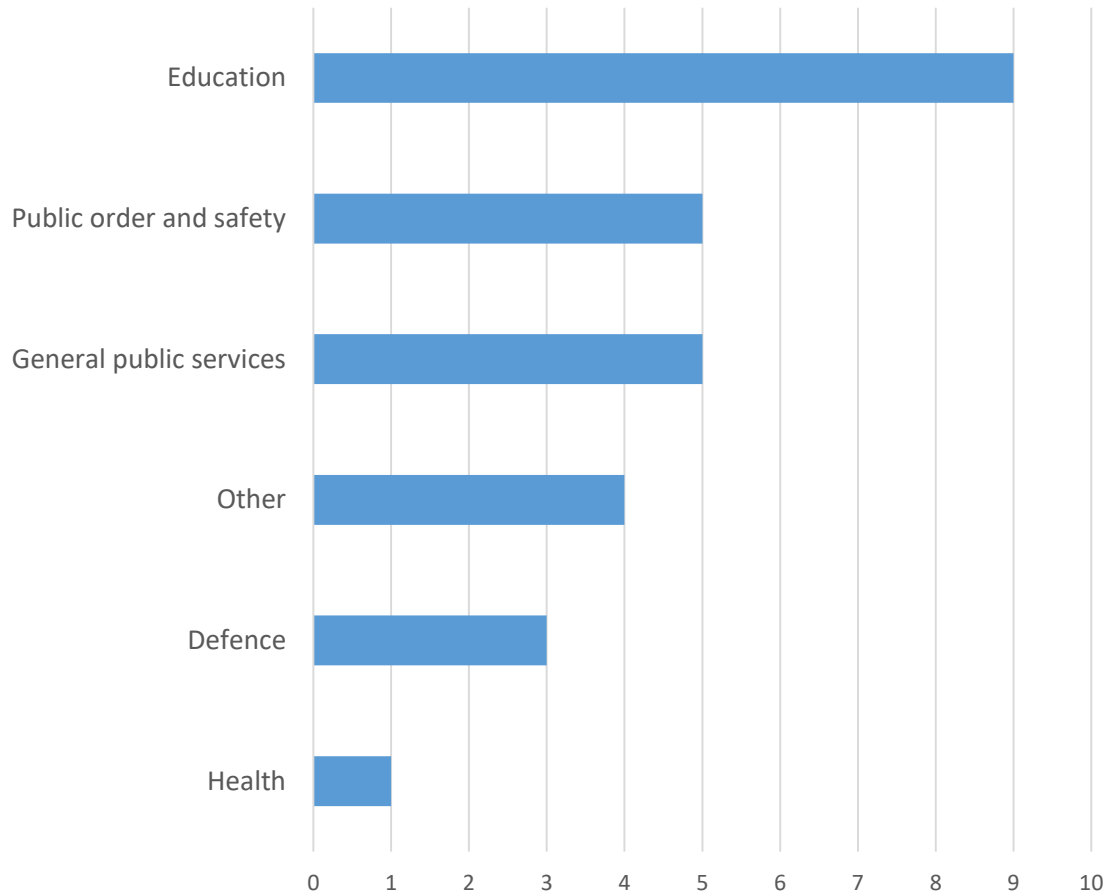


Figure 6 shows the largest sectors in each country on an aggregated level. Each participating country has filled in the one largest sector. The categorical options were based on the **Classification of the Functions of Government, COFOG**:

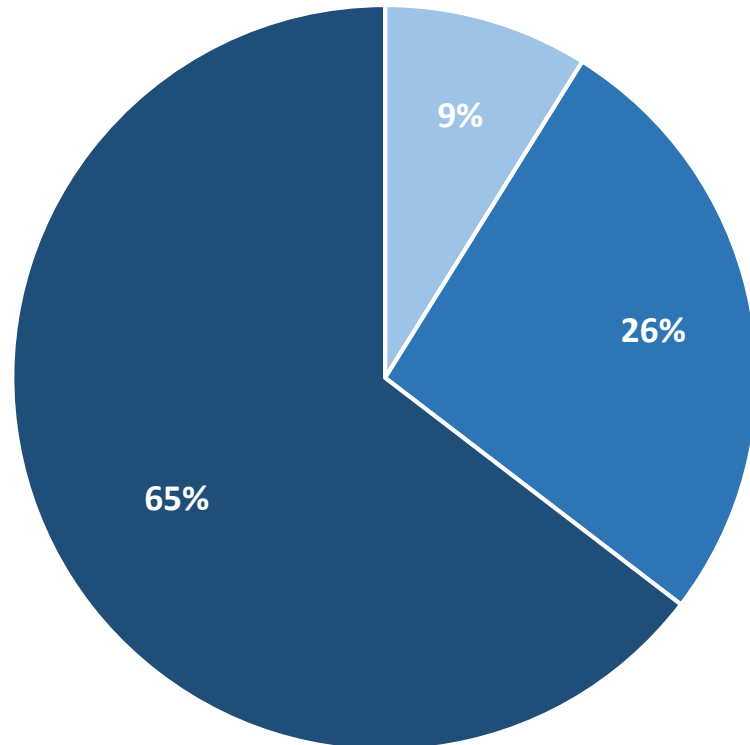
- General public services
- Defence
- Health
- Public order and safety
- Economic affairs
- Social protection
- Housing and community amenities
- Environmental protection
- Recreation, culture and religion
- Education
- Other

The four countries which have stated "other" as the largest sector concern:

- The Federal Public Service Justice, with the judicial organization and penitentiary institutions, employs the highest number of federal civil servants (**Belgium**).
- The **Luxembourgish** central public administration is divided into 4 sectors. The education sector (49,9% of total staff) includes staff of the administrations in the field of education, as well as the administrative staff of this sector. The justice sector (4,8%) refers to the staff of the judicial institutions, as well as the administrative staff of this sector. The public force (11,7%) includes the personnel of the Army, the Grand-Ducal Police and the General Police Inspectorate, as well as the administrative agents of this sector. The general administration (33,5%) includes the personnel of the ministerial departments and the central state administrations which are not part of the other three sectors.
- Offices that employs the largest number of civil service corps members at the central level (as of 31 December 2022):
 - General Directorate for National Roads and Motorways (4099)
 - Ministry of Finance (2261)
 - Ministry of Foreign Affairs (1203)
 - Chief Inspectorate for Environmental Protection (1138)
 - Ministry of Development Funds and Regional Policy (1123)Within the whole Polish civil service the largest amount of staff works in the sector which is responsible for collecting state budget revenues - taxes, customs duties, fees and non-tax budget receivables (**Poland**).
- The Ministry of Interior of the **Slovak Republic** has the largest amount of staff.

Figure 7

Education levels (%)



■ Low education level ■ Medium education level ■ High education level

Aggregated data shown based on International Standard Classification of Education (ISCED)

Low education

< Lower secondary education

Medium education

Upper secondary education - Post-secondary non-tertiary education

High education

Short-cycle tertiary education - Doctoral or equivalent level

Figure 8

Total number of central/federal public administration staff by **gender (%)**

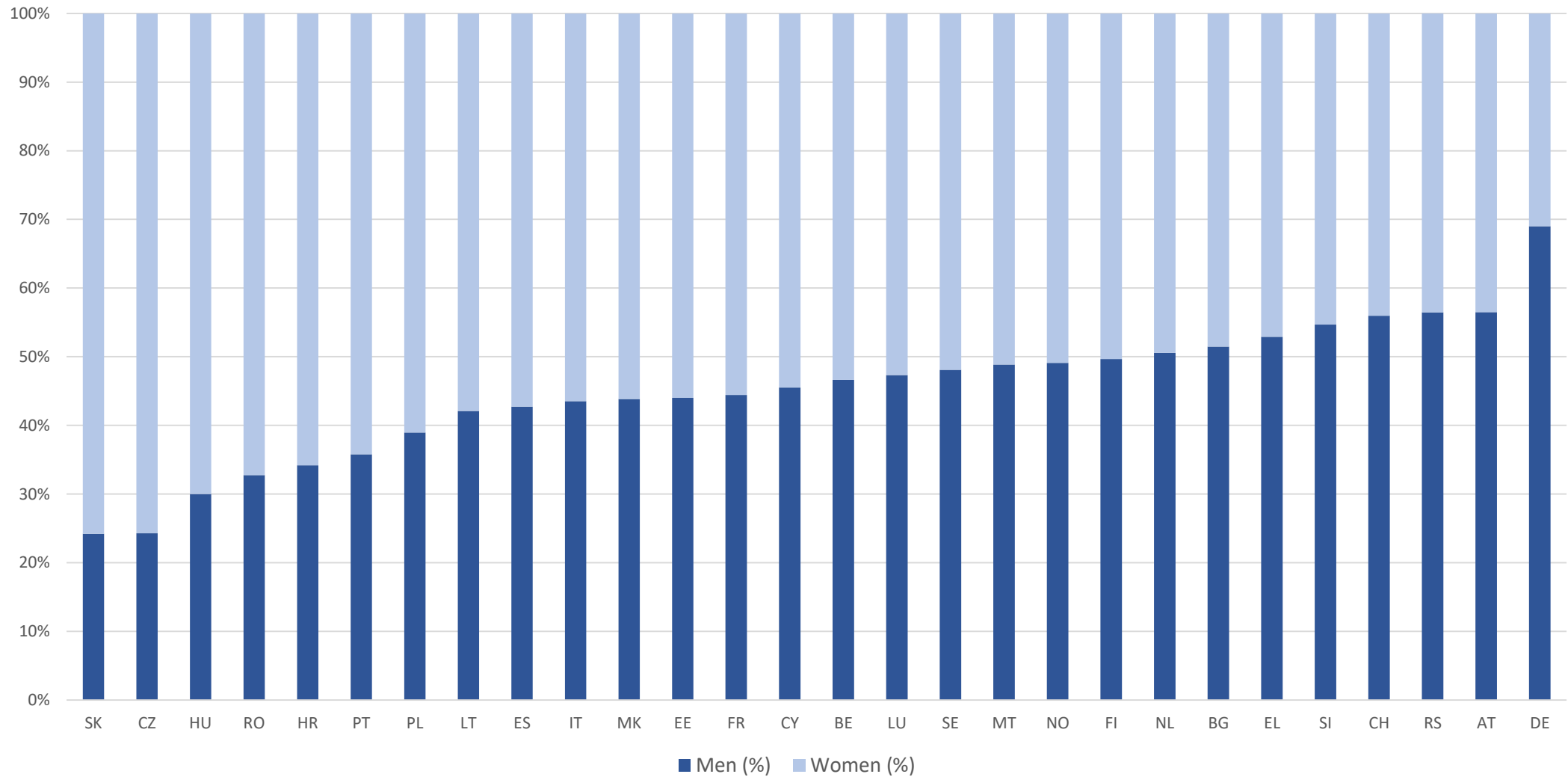
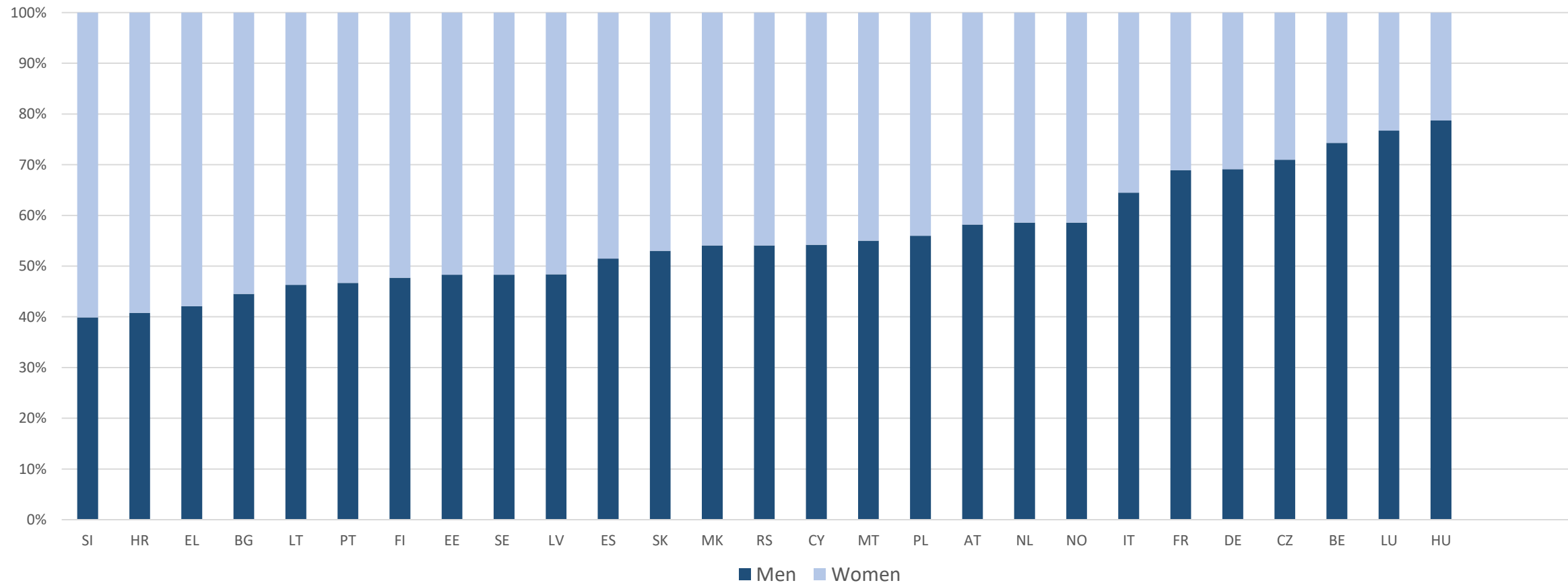


Figure 9

National Administrations senior managers by gender (%)

Source: European Institute for Gender Equality, 2022



Notes and sources

Figure 1 – 3

Austria: Source in terms of population: Statistik Austria; Labour Force Survey (Microcensus), average of all quarters 2020. Compiled on 16 March 2021. Population in private households, without conscripts and people in community service. Activity status according to ILO definition. 1) Activity rate. 2) Employment rate. 3) Unemployment rate. Staffing levels for calculation were expressed in heads.

Bulgaria: Data available from official statistics provided by the National Institute of Statistics for 2022. The data used as the basis for the provided percentages are the employees in the general government sector, which on the one hand does not include security services (due to data confidentiality), but on the other hand does include public sector employees (e.g., employed in education, health, etc., but not considered as administration) In addition to the data provided by the National Statistical Institute, a Report on the State of the Administration is prepared annually by the Administration of the Council of Ministers on the basis of collected data in accordance with Article 62 of the Law on Administration. According to its data, the number of persons employed in the public administration is 131 643, which, when compared with the data from the National Statistical Institute on the number of persons in the population, the number of persons at working age and the total number of persons employed in the country, represents the following percentages: total population - 2,4% working population - 4% employed population - 4,18% It should have mind that calculations made in this way are subject to inaccuracies due to the use of data from different sources.

Cyprus: Central public administration includes the civil service (ministries and departments of the ministries) educational service, armed and security forces of the Republic and judiciary service.

Estonia: Total population - 1 365 884, working population - 978 400, employed population - 677 400, central administration - 27 935.

France: Employment in central/federal public administration = Ministry = 1,959 200 workers on 31/12/2021 France (excluding Mayotte). Working population 30 065 000, average for 2021 Employed population = 29 866 000 at the end of 2021.

Germany: 0,43% of total pop., 0,77% of working pop., 0,79% of employed pop., if excluding soldiers. Does not include individuals who are engaged in voluntary military service.

Figure 1 – 3

Greece: 1. Total population: According to the census results of population and housing of the National Statistical Authority, total of resident population for 2021 is 10.482.487

2. https://elstat-outsourcers.statistics.gr/Census2022_GR.pdf

3. *Central administration:* entities that are classified as “Central Administration” in the Register of General Government Entities of the National Statistical Authority <https://www.statistics.gr/en/register-general-government-entities>

4. *Employment:* employment in the Central Administration we take into account civil servants. By the term “civil servants” we mean all permanent staff, i.e. permanent employees/officials, employees under private law contracts of indefinite duration, employees with a salaried mandate and employees appointed for a term in office who become permanent after the expiry of the term (teaching and research staff-DEP, doctors of the NHS, special guards). Also, in the area of employment we include contractual staff, which means staff with fixed term with limited duration, Hourly paid and project contracts. Data is for December 2022 : [https://84.205.194.219/hrstatistics/pub/v_calendar_list.php?f=\(Year~equals~2022\)](https://84.205.194.219/hrstatistics/pub/v_calendar_list.php?f=(Year~equals~2022)) From the previous table, the ones excluded are: Recruited through OAED, Elected officials + members of the Parliament, Heads and Members of Boards and Special Cases.)

5. *Working population and Employed Population.* Data were taken from the 4rst trimester of 2022 report of the National Statistical Authority, <https://www.statistics.gr/documents/20181/f13f4e1d-c0ff-a4f3-95cf-f86e4dc2bce2>. In view of the above methodology, employment in central administration in the Census database of the Greek human resources public sector counts 537.969 employees which leads to a percentage of 5.13% of the total population. In the 4rst trimester of 2022 the total number of working population is 4.693.647 among them are registered as staff in central administration in the Census database of the Greek human resources public sector 537.969 employees which leads to a percentage of 11.4%. Accordingly, total number of employed population is 4.135.231 which leads to a percentage of 13%. *Working population* - may refer to the population employed in a specified occupation or to the total population of a country who are employed and looking for employment. The term on a country level usually covers all people between 15 and 65 years old. *Employed population* - refers to the total number of people of any age who are currently at work (defined as having worked at least one hour in the reference week). This may include people who are: employed in a traditional waged role; self-employed; or unpaid staff working for family-owned businesses.

Figure 1 – 3

Italy: All the data reported in this survey are collected from the following sources: Annual Statistical Index by the Annual Statistics of the National Statistical Institute (data referring to year 2021) Annual Statistics on Public Employment by the Ministry of Economy and Finance (data referring to year 2021) The age range for the working population is 15-64.

Luxemburg: This percentage (working population) includes the active resident population, the non-resident transborder population and the non-employed people of the national Luxembourgish territory. (Q3) This percentage includes the active resident population and the non-resident transborder population of the national Luxembourgish territory.

Norway: All data is from 31.12.2022, for central administration. Central administration includes courts and the parliament, but not hospitals or other state owned enterprises. Upper age cut off is 74 for "working population" with reference to Norwegian official statistics (SSB).

Poland: According to Civil Service Act - the civil service corps in PL consists of employees of the following types of offices: 1) the Chancellery of the Prime Minister, ministries, central offices of the Government (executive power) administration, 2) voivodships offices - regional offices of Government (executive power) administration, 3) offices which are part of the apparatus supporting regional and local offices of Government (executive power) administration, 4) offices of central budget tax administration, 5) Central Investigation Bureau of Police, Internal Affairs Bureau of Police, Internal Affairs Bureau of Border Guard, That means that the civil service in Poland is rather narrowly defined compared to certain other European countries. It forms the core of the administration, serving the executive power. It consists of 1,727 offices (as at 31 December 2022) employing 122 491 civil service corps members. At the central level (central civil service), there is the Chancellery of the Prime Minister, ministries and central offices - 49 offices (as at 31 December 2022) employing 27 489 civil service corps members. Share of central civil service employment in the total population (37 767 000): 0,1%, the working population (17 294 000), 0,2%, the employed population (16 796 000): 0,2%. Share of the whole civil service employment in the total population (37 767 000): 0,3%, the working population (17 294 000): 0,7%, the employed population (16 796 000): 0,7%.

Figure 1 – 3

Slovakia: The data for this survey was prepared by the Civil Service Council. The Council was established by Act no. 55/2017 Coll. on civil service as an independent coordinating and monitoring body for the protection of civil service principles. Please note that the data covers civil servants only. In Slovakia, the public service is rather complicated matter; we also recognise the performance of work in public interest.

Slovenia: Total population: 2.107.180 Working population (15-64 years): 1.342.136 Employed population: 846.000.

Spain: In Spain there are different sources of information on public employment. In this section we refer to the methodology of the National Statistics Institute (EUROSTAT). First semester 2023 for working /employed population. But, for public employment in central public administration the data are referred to the latest Statistics Bulletin of Staff at the Service of the Public Administrations - BEPSAP, published in January 2023 with data at July 2022: Novedades-BEPSAP-Enero2023.pdf (hacienda.gob.es) State public servants 515.449 Total population Spain: 47.615.034 Active population: 23.580.600 Employed population: 20.452.800.

The Netherlands: The percentages are based on the following reasoning: In total, 146.746 civil servants work for the Dutch central government. The total population in 2022 was 17.59 million. The total working population was 10.1 million people. The total employed population was 9.7 million. When the following sum is applied: (civil servants: total number of... x 100), one receives the given percentages. Source: Centraal Bureau voor de Statistiek. (z.d.). Beroepsbevolking.

Figure 4

Austria: Sources: Federal Civil Service Management Information. Staffing levels are expressed as heads, excluding apprentices, trainees, agencies and similar institutions. Data updated 31 December 2022.

Bulgaria: The data is available from the 2022 State of the Administration Report.

Croatia: There is no special category of contractual staff in the Republic of Croatia.

Cyprus: Permanent civil servants : 12.118 contractual staff : employees with indefinite contract 4.641 and employees with contract 793.

Estonia: In this case, a contractual staff is a public servant covered by a private employment contract. They are the ones supporting the exercise of official authority, for example accounting, HR works, information technologists etc.

France: Data from 2020.

Germany: Soldiers included in “civil servants”. 47,2 % civil servants / 52,8 %, if excluding soldiers. Shares calculated without individuals employed in marginal employment. Does not include individuals who are engaged in voluntary military service.

Greece: Total number of civil servants for December 2022 is 437.984 which leads to a percentage of 81.39% and total number of contractual staff is 100.178 which leads to a percentage of 18.61%.

Figure 4

Poland: Unable to provide. In the Polish civil service we differentiate three categories of staff:

- civil service corps members employed on the basis of employment contract - for limited (rather minority) or unlimited (majority) period of time,
- civil service corps members employed on the basis of nomination - very stable kind of employment, they have additional benefits but also additional duties, • civil service corps members occupying senior positions (senior managers) - employed on the basis of appointment. All three categories form part of civil service, perform clerical tasks and are obliged to observe the civil service act. There is also certain number of staff performing support/technical tasks (not clerical tasks), employed not on the basis of civil service act but on the basis of common labour law. They do not form part of the civil service. As we do not know the precise definition of contractual staff we do not know which of the above mentioned categories should be taken into account.

Within the number of civil service corps members in central administration: 27 489 (as of 31 December 2022, persons) there are:

- civil service corps members employed on the basis of employment contract - 23 007 (83,7%); • civil service corps members employed on the basis of nomination - 2 933 (10,7%),
- civil service corps members occupying senior positions employed on the basis of appointment - 1 549 (5,6%). Within a total number of civil service corps members in Poland: 122 491 (as of 31 December 2022, persons) there are:
- civil service corps members employed on the basis of employment contract - 112 126 (91,5%);
- civil service corps members employed on the basis of nomination - 6 875 (5,6%), • civil service corps members occupying senior positions employed on the basis of appointment - 3 490 (2,8%)

Figure 4

Slovenia: The data on contractual staff is a proxy that we arrived at on the basis of number of contracts for a copyrighted work and contracts for services, concluded between the public administration institutions and external contractors.

Spain: In Spain there are different sources of information on public employment. In this section we refer to the latest Statistics Bulletin of Staff at the Service of the Public Administrations - BEPSAP, published in January 2023 with data at July 2022: [Novedades-BEPSAP-Enero2023.pdf](#) (hac.ienda.gob.es).

Switzerland: All employees are employed through an employment contract. There are no civil servants.

The Netherlands: Everyone employed by Dutch government is a civil servant. In most organizations within the national government, employees work on the basis of a civil-law employment contract. A number of organisations, such as police and defence employees, work on the basis of an official appointment. A mixed form, as is still customary in many countries, whereby some of the employees within a specific organization (such as a ministry) are still appointed as civil servants, and some work on a contractual basis is unknown in the Netherlands. Nevertheless, people can be hired externally for a certain period of time. In that case they are not employed by the central government, but they do work for the central government. The National Office has a total of 146,746 employees, excluding the number of external temporary workers in 2022, which amounted to 5,882.

Figure 5

Austria: Source: Federal Civil Service Management Information. Staffing levels excluding apprentices, trainees, agencies and similar institutions. Data updated 31 December 2022.

Estonia: The indicator has remained the same for the last five years. Estonia's population is aging and the number of people of working age is expected to continue to decline.

France: Data from 2020.

Germany: 44,3 years, if excluding soldiers. Calculated without individuals employed in marginal employment and without public corporations. Does not include individuals who are engaged in voluntary military service.

Norway: We only have 4 categories, and no averages: - Under 40: 38 % - 40-49: 24 % - 50-61: 29 % - 62+: 9%.

Poland: we have age data aggregated in the age ranges as follows (as of 31 December 2022, persons): Within the civil service in central administration there are: up to 29 years old - 6,8%; 30-39 years old - 26,6%; 40-49 years old - 40,8%; 50-59 years old - 17,9%; 60 years old plus - 8,0%. Within the whole civil service there are: up to 29 years old - 7,1%; 30-39 years old - 23,3%; 40-49 years old - 36,9%; 50-59 years old - 24,3%; 60 years old plus - 8,4%.

Portugal: Figures with reference date 30.06.2022.

Spain: Data for 2022, but it includes General State Administration. Data available for this year is only that 41,56% of public servants are between 50-59 years.

Switzerland: Female = 44,3 Male = 46,6.

The Netherlands: Age per ultimo 2023 - the average age has been going down for the past few years. Source: Ministry of the Interior and Kingdom Relations (2022). Jaarrapportage Bedrijfsvoering Rijk 2022, p. 8.

Figure 6

Austria: Staffing levels are expressed as full-time equivalents, excluding apprentices, trainees, agencies and similar institutions. Data updated 31 December 2022.

Bulgaria: In "Defence" the data included is: Ministry of the Interior - 49 798 (basic staff numbers, not employed) Ministry of Defence - 2 403 (basic establishment, not not employed) Due to the specificity of their activities and the confidentiality of the information, data are not entered by: the National Security Service, the State Agency "National Security", the State Agency "Intelligence", the State Agency "Technical Operations", the Military Police Service, the National Bureau for Control of Special Intelligence Means, the Bureau for Protection of Endangered Persons, etc.

Estonia: In the central public administration the largest amount of staff is in the sector of public order and safety - approx. 10 600 civil servants (police, rescue, prison). But in the central government sector, which includes non-market public sector entities like schools, hospitals etc, the largest amount of staff is working in educational sector, approx. 49 000 people.

Greece: The COFOG classification of the Greek public sector is in progress according to a recent Law (Law 5013/2023, so this question cannot be answered for the time being.

Hungary: Under this term we understand public administration and law enforcement, social security.

Slovenia: Police: 8.412 or 26,1% of total 32.216 Defence (military): 6.270 or 19,5% of total 32.216.

Switzerland: From the perspective of the central federal administration.

The Netherlands: In the Netherlands, the ministry of Finance has the largest amount of staff (34,909 fte). Source: Ministry of the Interior and Kingdom Relations (2022). Jaarrapportage Bedrijfsvoering Rijk 2022, p. 115.

Figure 7

Norway: We have data for the following categories: - Lower = ISCED 0-3 - Medium = ISCED 4-6 - Higher = ISCED 7-8.

The Netherlands: Currently, we do not gather data on the educational levels of the staff of the Dutch central government. There are low education level jobs in the civil service (eg. Cleaning staff or other support functions), but in the narrow sense of public administration (aka policy making/implementation) low education level positions are not present due to the nature of the work. We marked the percentage based on PA work, not civil service work in the more general terms. Regarding the distribution of vacancies by educational level: In the Netherlands, secondary education is divided into different educational levels. Therefore, some levels of secondary education fall within the category of ISCED 2, while others fall within the category of ISCED 3. A deliberate decision has been made to classify secondary education under ISCED 3.

Figure 8

Austria: Sources: Federal Civil Service Management Information. Staffing levels are expressed as heads, excluding apprentices, trainees, agencies and similar institutions. Data updated 31 December 2022.

Bulgaria: Data is available from official statistics provided by the National Institute of Statistics for 2022. According to the data in the Report on the State of the Administration, the percentages are presented in reverse: Women 51% Men 49%.

Estonia: There is little difference in the proportion of men and women in the younger age groups, but there are more women in the older age groups, especially in the 51-60 age group. There are slightly fewer women than men among the top managers of the civil service, while there are significantly more men than women in the special services (police, rescue etc).

France: Data from 2020.

Germany: 40,3% women / 59,7% men, if excluding soldiers. Does not include individuals who are engaged in voluntary military service.

Greece: If the army services are excluded, 54.18 % of employees are women and 45.82 % are men. For 22.040 employees there is no data available on sex so they were excluded.

Poland: Total number of civil service corps members in central administration: 27 489 persons as of 31 December 2022. Women - 63%; men - 37%. Total number of all civil service corps members in Poland: 122 491 persons as of 31 December 2022. Women - 73%; men - 27%.

Spain: In Spain there are different sources of information on public employment. In this section we refer to the latest Statistics Bulletin of Staff at the Service of the Public Administrations - BEPSAP, published in January 2023 with data at July 2022: Novedades-BEPSAP-Enero2023.pdf (hacienda.gob.es).

Switzerland: These figures do not include military personnel and the Swiss Border Guard.

The Netherlands: The definition of 'central government' entails all the ministries (excluding the ministry of Defense) and agencies. Source: Ministry of the Interior and Kingdom Relations (2022). Jaarrapportage Bedrijfsvoering Rijk 2022, p. 9.