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 has been prepared by Nicole Lanfranchi and Hélène Perrin, and technical assistance has been provided by Karim Courty and Kathie Poinsard 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. 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.

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. 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.

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:

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<tr>
<th>Number of employees</th>
<th>Actual worktime (in weeks)</th>
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<td>Total number of employees = E</td>
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<td>Part-year employees = E₂, of which:</td>
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<td>• full-time employees = E₂₁</td>
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<td>• part-time employees = E₂₂</td>
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</table>

Average annual employment can be calculated as follows:

\[ E(\text{av}) = \frac{E \cdot W}{52} \]

where \( E = \frac{(E₁ \cdot W₁ + E₂ \cdot W₂)}{52} \)

\[ = \frac{(E₁₁ \cdot W₁₁ + E₂₁ \cdot W₂₁ + E₁₂ \cdot W₁₂ + E₂₂ \cdot W₂₂)}{52} \]

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

\[ E(\text{fte}) = \frac{[E₁₁ \cdot W₁₁ + E₂₁ \cdot W₂₁ + t(E₁₂ \cdot W₁₂ + E₂₂ \cdot W₂₂)]}{52} \]

\( t = \) 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.

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**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

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**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.
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**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)

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<td>822</td>
<td>829</td>
</tr>
<tr>
<td>Netherlands</td>
<td>751</td>
<td>740</td>
<td>731</td>
<td>708</td>
<td>759</td>
<td>751</td>
<td>736</td>
<td>713</td>
</tr>
<tr>
<td>New Zealand</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>213</td>
<td>206</td>
<td>208</td>
<td>207</td>
</tr>
<tr>
<td>Portugal</td>
<td>485</td>
<td>497</td>
<td>..</td>
<td>507</td>
<td>649</td>
<td>632</td>
<td>624</td>
<td>..</td>
</tr>
<tr>
<td>Spain</td>
<td>1 670</td>
<td>1 744</td>
<td>1 810</td>
<td>1 844</td>
<td>1 882</td>
<td>1 891</td>
<td>1 926</td>
<td>1 982</td>
</tr>
<tr>
<td>Sweden</td>
<td>1 245</td>
<td>1 251</td>
<td>1 275</td>
<td>1 271</td>
<td>1 210</td>
<td>1 133</td>
<td>1 252</td>
<td>1 265</td>
</tr>
<tr>
<td>Turkey</td>
<td>1 447</td>
<td>1 450</td>
<td>1 535</td>
<td>1 594</td>
<td>1 649</td>
<td>1 691</td>
<td>1 728</td>
<td>1 727</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>4 463</td>
<td>4 349</td>
<td>4 354</td>
<td>4 360</td>
<td>4 336</td>
<td>4 112</td>
<td>3 930</td>
<td>3 936</td>
</tr>
<tr>
<td>United States</td>
<td>16 886</td>
<td>17 273</td>
<td>17 752</td>
<td>17 877</td>
<td>18 063</td>
<td>18 219</td>
<td>18 464</td>
<td>18 593</td>
</tr>
</tbody>
</table>

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

\(^1\) Limited public sector = central or federal government + regional government or states + local government + municipalities.

\(^2\) 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

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1995</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Accounts</td>
<td>Scope: administration and defence. Measurement: number of salary earners.</td>
<td>SNA/OECD</td>
<td>379 000</td>
</tr>
</tbody>
</table>

## 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

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

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

- State Enterprises 9%
- Commonwealth Enterprises 12%
- Local Enterprises 1%
- State Government 58%
- Commonwealth Government 11%
- Local Government 9%

General Government
Public enterprises
AUSTRALIA
Employment in the public and private sectors
1995

Extended public sector 1 546 000

General Government

Commonwealth
173 400

State
893 500

Local Government
141 000

Public trading and financial enterprises

Commonwealth Enterprises
187 700

State Enterprises
137 100

Local Enterprises
13 200

Private sector excluding public enterprises 6 729 984

Sources: Australian Bureau of Statistics
Analytical Database, OECD
### Sources

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1994</th>
</tr>
</thead>
</table>
| National Accounts | **Scope**: includes private non-profit-making services and domestic service activity.  
**Measurement**: people subject to the compulsory social insurance scheme. | SNA/OECD | 612 000 |
| Österreichisches Institut für Wirtschaftsforschung | **Scope**: 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.  
**Measurement**: not available. | ADB/OECD | 775 000 |
| "Personalinformations system des Bundes" for the federal level, National Statistical Office for Länder, municipalities and Vienna | **Scope**: federal public employment + Länder + municipalities + Vienna.  
**Measurement**: full-time equivalent. | PSPE/PUMA | 467 382 (1995) |
| Federal Chancellery | **Scope**: public sector employees: federation + regions (excluding Vienna) + municipalities; Chambers, social security.  
**Measurement**: 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.

Breakdown of employment in the public sector

1994

- Chambers and social security: 5%
- Other public enterprises: 35%
- Länderei: 19%
- Municipalities: 19%
- Federal government: 22%

Legend:

- General government
- Public enterprises
AUSTRIA
Employment in the public and private sectors
1994

Extended public sector 775 000

General government
- Federal government 168 980
- Länder 150 030
- Municipalities 146 817
Total 465 827

Public enterprises
- Chambers and social security 36 274
- Other public enterprises 272 899
Total 309 173

Private sector excluding public enterprises 2 676 832

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

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

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 workforce 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.

### Breakdown of employment in the public sector 1994

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communities and regions</td>
<td>40%</td>
</tr>
<tr>
<td>Local and provincial administration</td>
<td>28%</td>
</tr>
<tr>
<td>Autonomous public enterprises</td>
<td>13%</td>
</tr>
<tr>
<td>Public enterprises</td>
<td>13%</td>
</tr>
<tr>
<td>Special corporation</td>
<td>9%</td>
</tr>
<tr>
<td>Public utility bodies</td>
<td>2%</td>
</tr>
<tr>
<td>Departments</td>
<td>7%</td>
</tr>
<tr>
<td>Scientific search bodies</td>
<td>0.3%</td>
</tr>
<tr>
<td>Judiciary</td>
<td>0.3%</td>
</tr>
</tbody>
</table>
BELGIUM
Employment in the public and private sectors
1996

Extended public sector 882 826
General Government
Federal administration 138 356
Communities and regions 349 667
Local and provincial administration 244 729
Judiciary 2 610
Public enterprises
Autonomous public enterprises 114 870
Public financial institutions 11 251
Public utility bodies 18 126
Private sector excluding public enterprises 2 809 974

Sources: National Institute of Statistics
Analytical Database, OECD
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

- Local government: 15%
- Provincial and territorial enterprises: 5%
- Federal enterprises: 6%
- Local enterprises: 2%
- Provincial and territorial government: 38%
- Federal government: 34%

Legend:
- General government
- Public enterprises
CANADA
Employment in the public and private sectors
1994

General government
- Federal government: 898,198
- Local government: 394,430
- Provincial and territorial government: 1,018,671

Public enterprises
- Federal: 149,352
- Local: 51,641
- Provincial and territorial: 129,374

Private sector excluding public enterprises: 10,648,966

Sources: Public Institution Database
Analytical Database, OECD
### Denmark

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

### 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

- Municipalities: 50.8%
- Public enterprises: 9.9%
- Counties: 17.2%
- Central government: 21.8%
- Social security: 0.2%
DENMARK
Employment in the public and private sectors
1994

General government

- Central government: 212,958
- Social security: 2,181
- Counties: 167,516
- Municipalities: 495,431

Extended public sector: 974,686

Public enterprises

- Public enterprises: 96,600

96,600

Private sector excluding public enterprises: 1,506,024

Sources: Statistics Denmark
Analytical Database, OECD
Finland

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1994</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Accounts</td>
<td>Scope: general government. Measurement: not available.</td>
<td>SNA/OECD ADB/OECD</td>
<td>481 000</td>
</tr>
<tr>
<td>Staff registers: Ministry of Finance and Commission for local authorities employers</td>
<td>Scope: general government + municipal public enterprises. Measurement: full-time + part-time.</td>
<td>PSPE/PUMA</td>
<td>528 000</td>
</tr>
</tbody>
</table>

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

- **Municipalities**: 68%
- **State**: 24%
- **Municipal enterprises**: 4%
- **State enterprises**: 4%

Legend:
- General government
- Public enterprises
FINLAND
Employment in the public and private sectors
1994

Extended public sector 551 000

General government

State
133 000

Municipalities
375 250
508 250

Public enterprises

State enterprises
23 000

Municipal enterprises
19 750
42 750

Private sector excluding public enterprises 1 473 083

Sources: Staff register, Ministry of Finance
Staff register, Comission for local authority employers
Analytical Database, OECD
France

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1993</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Accounts</td>
<td>Scope: producers of government services + other non-market branches (including social security bodies). Measurement: full-time equivalent.</td>
<td>SNA/OECD</td>
<td>6 011 500</td>
</tr>
<tr>
<td>Finance Act and National Accounts</td>
<td>Scope: state civil service + regional administration + national health service. Excludes social security, Post and Telecommunications. Measurement: number of jobs for the State civil service; number of employees in regional civil service and in national health civil service.</td>
<td>PSPE/PUMA</td>
<td>4 279 394</td>
</tr>
</tbody>
</table>

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.

![Breakdown of employment in the public sector 1993](image-url)
FRANCE
Employment in the public and private sectors
1993

Extended public sector 6 000 640

General government

Central government
2 273 440

National health service
882 500

Regional administration
1 339 700

Public enterprises

Post and Telecom
430 000

Other public enterprises
1 075 000

1 505 000

Private sector excluding public enterprises
16 225 035

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

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

**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

- Local authorities: 32%
- Federal government: 10%
- Municipal associations: 1%
- Railways: 2%
- Indirect public service: 4%
- Federal indirect public service: 5%
- Länder: 46%
## Germany

### Employment in the public and private sectors

**1995**

<table>
<thead>
<tr>
<th>Sector</th>
<th>Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Direct public sector</strong></td>
<td></td>
</tr>
<tr>
<td>Federal government</td>
<td>546,299</td>
</tr>
<tr>
<td>Länder</td>
<td>2,451,639</td>
</tr>
<tr>
<td>Local authorities</td>
<td>1,735,648</td>
</tr>
<tr>
<td>Municipal associations</td>
<td>65,855</td>
</tr>
<tr>
<td>Railways</td>
<td>119,838</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>4,919,279</td>
</tr>
<tr>
<td><strong>Indirect public sector</strong></td>
<td></td>
</tr>
<tr>
<td>Federal</td>
<td>243,052</td>
</tr>
<tr>
<td>Länder</td>
<td>206,812</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>449,864</td>
</tr>
<tr>
<td><strong>Private sector</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>29,948,721</td>
</tr>
</tbody>
</table>

*Sources: Federal Statistical Office, Analytical Database, OECD*
## Greece

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

### Breakdown of employment in the public sector 1994

- **Ministries**: 47%
- **Public enterprises**: 25%
- **Local authorities**: 8%
- **Public establishments**: 19%
- **Public enterprises rehabilitation bodies**: 1%

![Breakdown of employment in the public sector 1994](image)
GREECE
Employment in the public and private sectors
1994

General government
- Ministries: 230,250
- Local authorities: 39,693
- Public bodies: 92,966

Public enterprises
- Public enterprises: 120,507
- Public enterprises rehabilitation bodies: 4,408

Private sector excluding public enterprises
- 3,302,176

Extended public sector: 4,878,924

Sources: Ministry of the Presidency Council Analytical Database, OECD
Iceland

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1993</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Accounts</td>
<td><em>Scope</em>: producers of government services, including educational services. <em>Measurement</em>: not available</td>
<td>SNA/OECD</td>
<td>23,875</td>
</tr>
<tr>
<td>Ministry of Finance</td>
<td><em>Scope</em>: public sector. <em>Measurement</em>: full-time equivalent.</td>
<td>PSPE/PUMA</td>
<td>19,000</td>
</tr>
</tbody>
</table>

**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

Central
government
59%

Local
government
41%
ICELAND
Employment in the public and private sectors
1993

General government
- Central government: 15,100
- Local government: 10,600
- Total: 25,700

Public enterprises: Not available

Private sector excluding public enterprises: (n.a.)

Private sector: 96,355

Sources: Ministry of Finance
Analytical Database, OECD
Irish Government

**Scope:** non-market service employment.

**Measurement:** not available.

ADB/OECD

215 000

Department of Finance

**Scope:** public service (excluding commercial state-sponsored bodies).

**Measurement:** number of persons.

PSPE/PUMA

213 532

Department of Finance

**Scope:** public sector (including commercial state-sponsored bodies).

**Measurement:** number of persons.

National publication

268 532

Central Statistics Office

**Scope:** total public sector.

**Measurement:** 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**

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

- Central government: 70%
- Commercial state-sponsored bodies: 20%
- Local authorities: 10%
- Private sector
  - General government
  - Public enterprises
IRELAND
Employment in the public and private sectors
1995

Extended public sector 268 532

General government

Central government
186 332

Local authorities
27 200

213 532

Public enterprises

Commercial State-sponsored Bodies
55 000

55 000

Private sector excluding public enterprises
1 004 568

Sources: Department of Finance
Analytical Database, OECD
### Sources

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

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

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

- Schools: 35%
- National health service: 24%
- Regional and local administration: 23%
- Ministries: 10%
- Autonomous public administration: 1%
- Universities: 4%
- Non-economic bodies: 2%
- Search bodies: 1%
ITALY
Employment in the public and private sectors
1994

Extended public sector 4 658 000

General government
Central administration 2 129 000
Local administration 1 465 000
Social assistance 58 000
3 652 000

Public enterprises
Public enterprises 1006 000
1 006 000

Private sector excluding public enterprises
15 461 500

Private sector 16 467 500

Sources: Labour force survey, ISTAT
Analytical Database, OECD
### Japan

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

#### 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

Local public service 74%

National public service 19%

Government corporations 7%

General government
Public enterprises
JAPAN
Employment in the public and private sectors
1995

Extended public sector 4,510,000

General government

National public service
840,000

Local public service
3,345,000
4,185,000

Public enterprises

Government corporations
325,000

325,000

Private sector excluding public enterprises
60,067,131

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

57
### Sources

<table>
<thead>
<tr>
<th>Source</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1993</th>
</tr>
</thead>
</table>
| Central Service of Statistics and Economic Studies (STATEC)           | *Scope*: domestic employment in the branch “Public Administration”, according to the Standardized Industrial Classification (SIC) definition.  
*Measurement*: not available.                                          | SNA/OECD  
ADB/OECD  
Luxemburg Statistical Handbook | 22 300 |
| Administration registers                                              | *Scope*: central administration.  
*Measurement*: full-time equivalent.                                      | PSPE/PUMA                                      | 15 800 |
| Activity report, Ministry of the Civil Service, Administration of State Personnel | *Scope*: 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.  
*Measurement*: not available.                                               | National publication                            | 10 731 |
| Report of the social security services in Luxemburg, Social Security General Inspection | *Scope*: Central government + municipalities + railways.  
| Municipal finance services, Ministry of the Interior                   | *Scope*: municipalities + municipal associations + local public enterprises.  
Mexico

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1994</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cuenta de la hacienda publica federal</td>
<td>Scope : federal central administration. Measurement : permanent jobs.</td>
<td>SNA/OECD ADB/OECD</td>
<td>2 810 000</td>
</tr>
<tr>
<td>INEGI, “Censo de servicios”</td>
<td>Scope : public administration. Measurement : number of jobs occupied.</td>
<td>PSPE/PUMA</td>
<td>822 000</td>
</tr>
<tr>
<td>Ministry of Audit and Administrative Development</td>
<td>Scope : public sector, including semi-public bodies (i.e. federal administration + states + municipalities). Measurement : actual employment (i.e. permanent jobs + fixed-term contract jobs).</td>
<td></td>
<td>3 751 000 (1993)</td>
</tr>
</tbody>
</table>

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

- Federal government: 43%
- Federal semi-public bodies: 38%
- States governments: 11%
- States semi-public bodies: 2%
- Municipal governments: 6%

Legend:
- General government
- Public enterprises
MEXICO
Employment in the public and private sectors
1993

Extended public sector 3 751 000

General government

Federal government
1 662 000

States governments
394 000

Municipal governments
226 000

2 282 000

Semi-public bodies

States semi-public bodies
60 000

Federal semi-public bodies
1 409 000

1 469 000

Private sector excluding public enterprises
10 603 097

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

#### Sources and Scope

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1995</th>
</tr>
</thead>
<tbody>
<tr>
<td>Netherlands National Accounts</td>
<td>Scope: general government, excluding social security bodies. Measurement: full-time equivalent.</td>
<td>SNA/OECD</td>
<td>659 000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>ADB/OECD</td>
<td>727 000</td>
</tr>
<tr>
<td>Ministry of Home Affairs</td>
<td>Scope: the eight functional sub-sectors of the general government. Measurement: full-time equivalent.</td>
<td>PSPE/PUMA</td>
<td>713 000</td>
</tr>
<tr>
<td>Management and Personnel (DGMP), Macro-economic and Financial Politics Division, Ministry of the Interior</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### 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

Extended public sector 841 443

General government

Ministries, Education, Police, Defence and Judiciary
521 892

Municipalities and intercommunal associations
172 357

Provinces
11 143

Polder boards
8 051

713 443

Public enterprises

Public enterprises
128 000 (e)

Private sector excluding entreprises publiques
5 221 557

Private sector 5 349 557

Sources: Ministry of Home Affairs
Analytical Database, OECD

(e) PUMA/OECD estimates
### New Zealand

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

**Comments**

The Quarterly Employment Survey uses the Industrial Standard Classification (SIC) of New Zealand.
Breakdown of employment in the public sector
1996

- Central government non-trading bodies: 76%
- Central government trading bodies: 9%
- Local non-trading bodies: 9%
- Local trading bodies: 6%
- Public enterprises: General government
NEW ZEALAND
Employment in the public and private sectors
1996

Extended public sector 239 800

General government

Non-trading bodies of the local governments
20 800

Non-trading bodies of the central government
183 300

204 100

Public enterprises

Trading bodies of the Central government
20 800

Trading bodies of the local governments
14 900

35 700

Private sector excluding public enterprises
1 447 700

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

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

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

Central government: 25%
Local government: 75%
NORWAY
Employment in the public and private sectors
1993

Sources: Labour Force Statistics
Analytical Database, OECD
### Sources and Measurement

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1993</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Institute of Statistics (INE)</td>
<td><em>Scope</em>: non-market administrations, according to the SEC. <em>Measurement</em>: not available.</td>
<td>SNA/OECD</td>
<td>686 600</td>
</tr>
<tr>
<td>Central Bank of Portugal Quarterly report tab 4.2.2</td>
<td><em>Scope</em>: public service including education and private health services. <em>Measurement</em>: number of employees</td>
<td>ADB/OECD</td>
<td>764 700</td>
</tr>
<tr>
<td>General Directorate for National Accounts and General Directorate for Local Administration</td>
<td><em>Scope</em>: public service (central administration + local administration), excluding the autonomous regions (Azores and Madeira) and the public enterprises; includes military forces. <em>Measurement</em>: number of employees.</td>
<td>PSPE/PUMA</td>
<td>632 500</td>
</tr>
</tbody>
</table>

### 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-

<table>
<thead>
<tr>
<th></th>
<th>1993</th>
<th>1995</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industry</td>
<td>11 916</td>
<td>9 417</td>
</tr>
<tr>
<td>Energy</td>
<td>21 577</td>
<td>20 632</td>
</tr>
<tr>
<td>Communication</td>
<td>35 832</td>
<td>33 665</td>
</tr>
<tr>
<td>Transport</td>
<td>39 314</td>
<td>34 510</td>
</tr>
<tr>
<td>Other</td>
<td>8 751</td>
<td>8 386</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>117 390</strong></td>
<td><strong>106 610</strong></td>
</tr>
</tbody>
</table>

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

- Central administration 72%
- Municipalities 12%
- Non-financial public enterprises 16%

Breakdown:
- Public enterprises
- General government
PORTUGAL
Employment in the public and private sectors
1993

Extended public sector 740 927

Public administrations

- Central administration
  536 552

- Municipalities
  86 985
  623 537

Public enterprises

- Non-financial public enterprises
  117 390

Private sector excluding public enterprises

- 3 483 283

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

#### Sources

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

- Social security: 15.3%
- Public enterprises: 16.1%
- Autonomous communities: 23.2%
- Central government: 26.8%
- Local government: 18.6%

Legend:
- General government
- Public enterprises
SPAIN
Employment in the public and private sectors
1995

Extended public sector 2 146 500

General government

Central government 576 300
Social security 327 500

Autonomous communities 498 700
Local government 398 600

1 801 100

Public enterprises

Public enterprises 345 400

345 400

Private sector excluding public enterprises 9 797 500

Sources: National Statistical Office
Analytical Database, OECD
Sweden

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1995</th>
</tr>
</thead>
<tbody>
<tr>
<td>SCB, Statistics Sweden</td>
<td><em>Scope</em> : central government (including social security + local government). Average number of employees by industry. <em>Measurement</em> : full-time and part-time.</td>
<td>SNA/OECD ADB/OECD</td>
<td>1 278 000</td>
</tr>
<tr>
<td>SCB, Statistics Sweden</td>
<td><em>Scope</em> : public administration and defence. <em>Measurement</em> : not available.</td>
<td></td>
<td>125 928</td>
</tr>
</tbody>
</table>

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.

<table>
<thead>
<tr>
<th>Breakdown of employment in the public sector</th>
<th>1995</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local government</td>
<td>50%</td>
</tr>
<tr>
<td>County council</td>
<td>18%</td>
</tr>
<tr>
<td>Central government enterprises</td>
<td>13%</td>
</tr>
<tr>
<td>Public municipal enterprises</td>
<td>4%</td>
</tr>
</tbody>
</table>

- General government
- Public enterprises
Employment in the sector and private sectors
1995

**General government**
- Central government: 233,700
- County council: 274,620
- Local government: 757,160

**Public enterprises**
- Central government enterprises: 199,100
- Public municipal enterprises: 55,341

**Private sector excluding public enterprises**: 2,470,907

**Extended public sector**: 1,519,921

Sources: Swedish Agency for Government Employers Analytical Database, OECD
## Switzerland

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

<table>
<thead>
<tr>
<th>Sources</th>
<th>Scope and Measurement</th>
<th>Publication and/or Database</th>
<th>Employees 1993</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Planning Organisation</td>
<td>Scope : not available.</td>
<td>ADB/OECD</td>
<td>1 588 000</td>
</tr>
<tr>
<td></td>
<td>Measurement : not available.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Finance</td>
<td>Scope : people employed by agencies funded on the consolidated budget (about 90 percent of the whole public sector). Measurement : number of employees.</td>
<td>PSPE/PUMA</td>
<td>1 691 107</td>
</tr>
</tbody>
</table>

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

- Provincial administration: 0.2%
- Central administration: 67.5%
- Municipalities: 10.3%
- Public financial enterprises: 21.9%
TURKEY
Employment in the public and private sectors
1994

Extended public sector 2 370 922

General government
- Central administration 1 600 866
- Provincial administration 5 719
- Municipalities 244 739
1 851 324

Public enterprises
- Public financial enterprises 519 598
519 598

Private sector excluding public enterprises 17 294 078
17 813 676

Sources: State Personnel Administration, Analytical Database, OECD
# United Kingdom

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

## 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 dependent 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”.

87
Breakdown of employment in the public sector
1995

- Central government: 23%
- Local authorities: 47%
- NHS Trusts: 20%
- Nationalised industries: 8%
- Other public corporations: 2%

Legend:
- General government
- Public enterprises
UNITED KINGDOM
Employment in the public and private sectors
1995

General government
- Central government: 1,020,000
- Local authorities: 2,040,000
  Total: 3,060,000

Public enterprises
- NHS Trusts: 876,000
- Other public corporations: 74,000
- Nationalised industries: 352,000
  Total: 1,302,000

Private sector excluding public enterprises: 21,458,000

Extended public sector: 4,362,000

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

**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)

<table>
<thead>
<tr>
<th></th>
<th>Full-time</th>
<th>Part-time</th>
<th>Full-time equivalent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal level</td>
<td>2 704 105</td>
<td>294 394</td>
<td>2 850 000 (e)</td>
</tr>
<tr>
<td>States</td>
<td>n.a.</td>
<td>n.a</td>
<td>3 906 848</td>
</tr>
<tr>
<td>Local level</td>
<td>n.a.</td>
<td>n.a</td>
<td>9 974 524</td>
</tr>
<tr>
<td>TOTAL</td>
<td>n.a</td>
<td>n.a</td>
<td>16 731 375 (e)</td>
</tr>
</tbody>
</table>

(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

- Local governments: 61%
- Federal government: 11%
- US postal service: 5%
- States governments: 23%
### UNITED STATES

Employment in the public and private sectors

1994

<table>
<thead>
<tr>
<th>Sector</th>
<th>Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>General government</td>
<td>17,519,896</td>
</tr>
<tr>
<td>Federal government</td>
<td>2,079,423</td>
</tr>
<tr>
<td>States governments</td>
<td>4,163,786</td>
</tr>
<tr>
<td>Local governments</td>
<td>11,276,687</td>
</tr>
<tr>
<td>US postal service</td>
<td>838,307</td>
</tr>
<tr>
<td>Private sector</td>
<td>104,708,380</td>
</tr>
</tbody>
</table>

**Extended public sector 18,358,203**

**Private sector 105,546,687**

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