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Background

Employment in central government under the main General Employment Framework (GEF):¹

2009: No Data

Total employment in the general government sector as a percentage of labour force (2010):[†]

7.9%

Central human resources management body:

Supreme Council for the Selection of Personnel along with other agencies

Government production costs (2010)^{††}



Government centralisation (2008)^{††}



Type of recruitment system (2010)



Legal Framework

<p>GEF covers all employees: No</p> <p>GEF includes fixed-term contracts: No</p> <p>Private law applicable in public sector: No</p>	<p>Public servants are protected under the Constitution of Greece (Article 103) which guarantees permanent employment. The main legislation governing civil servants is Law 3528/2007 (The Code of Public Civil Administrative Employees & Employees of Public Administration's Legal Bodies), which includes provisions on the rights, privileges and obligations of public servants. Open-term contract employees are governed by Law 3839/2010 and casual staff may be contracted under the procedures dictated by the Supreme Council for the Selection of Personnel, which is an independent authority that oversees personnel selection.</p>						
	Staff have the right:		Benefits, to which employees are entitled to, are:			Firing rules provide:	
N/A = Not Applicable	to unionise	to strike	Full funding of social security	Partial funding of social security	Some funding of pensions	Different guarantees about job protection / dismissal	Guarantees in favour of life-long employment
Public sector	Yes	Yes	No Data	Yes	Yes	No Data	Yes
Private sector	Yes	Yes	No Data	No Data	No Data	Yes	N/A

Composition of Employment

Central government employment (2009)¹

Total employment under GEF (2009): No Data

Part-time employment: No Data

Greece has reported 768 544 recorded staff among all categories in central government (permanent, open-term, fixed-term and casual employees).²

Gender in central government (2009)¹

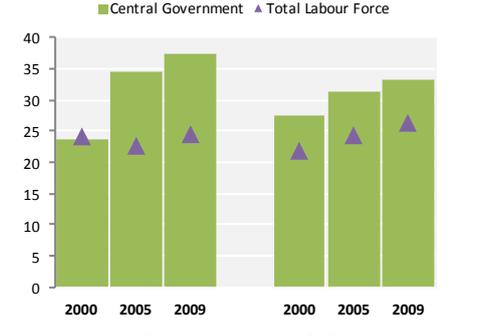
Female participation in central government workforce: 58.7%

Number of top and middle positions who are women: 51 325

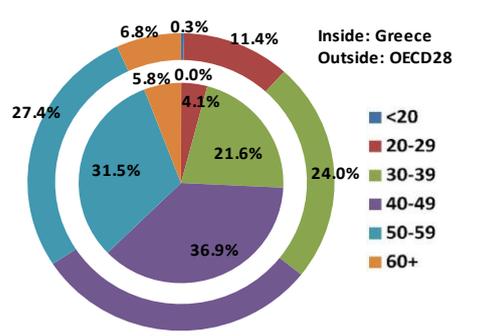
¹ Data are for core ministries and agencies of central/federal governments

² Comments from the OECD (2010) Survey on Strategic HRM

Percentage of employees aged 50 years or older in central government and total labour force (2000, 2005 and 2009)*



Age structure of central government 2009



The reported composition of employment shows a workforce with a high representation of women and older employees. The percentage of female employees in central government, 58.7% in 2009, is substantially higher than the average of 49.5% among reporting OECD countries. In addition, Greece has a markedly older age composition, with only 4.1% of employees under the age of 30, compared to the OECD average of 11.7%. Furthermore, the percentage of staff in the public sector aged 50 years or older has risen dramatically since 2000, and now significantly exceeds that of the total labour force where it has remained stable. For further discussion of public sector employment statistics in Greece see OECD (2011) *Public Governance Review – Greece*.⁰

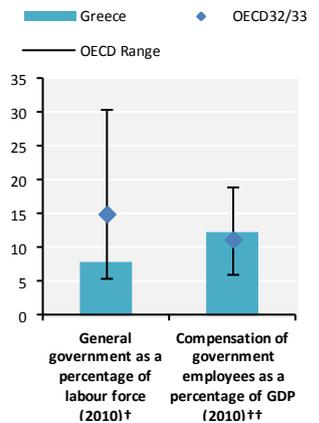
Public Sector Restructuring

Greece is one of 27 OECD countries currently implementing policies that are expected to decrease the overall employment level in central government, including a policy to replace only 20% of retiring staff. In addition, there has been a reduction in public sector allowances and bonuses, as well as rationalisation of special wage regimes (police, military personnel, fire fighters, etc.). Cuts to the public sector wage bill are expected to total 0.9% of GDP by 2015, comprising a significant part of expenditure reduction measures aiming to cut 5.6% of GDP by 2015.~ Figures from 2010 indicate that compensation of government employees as a percentage of GDP in Greece, 12.2%, is above the OECD average of 11.3%. Ministries seeking to restructure are entitled to dismiss employees with open-term contracts but are required to propose reallocation possibilities beforehand.

Anticipated reforms' effect on employment level: Decrease

Implemented changes in employment levels affecting more than 50% of ministries/agencies since 2000:

- Hiring freeze / non replacement of retiring staff
- Change in retirement age
- Devolution of authority over other levels of government
- Reorganisation / restructuring



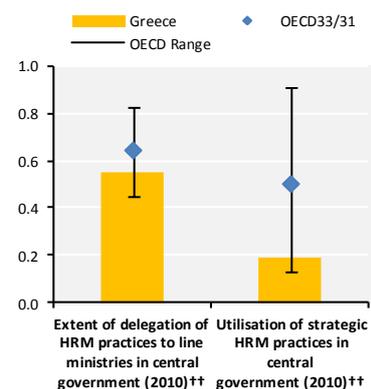
Organisation of HR Management

Decentralisation of HR Management (2010)

Central HRM unit:	Supreme Council for the Selection of Personnel, along with other agencies.
Role:	Coordination only
Location:	Ministry of Interior
Responsibilities:	<ul style="list-style-type: none"> • Provide leadership and guidance • Design HR strategy • Provide advice on legal framework • Standardise recruitment and define skills profiles
Personnel, budget and pay delegation:	<ul style="list-style-type: none"> • Pay systems are set and monitored by the central HRM body. • The number and types of posts are set centrally but allow some latitude at the ministerial level. • Budget allocation is delegated to the ministerial level
Classification, recruitment and dismissal delegation:	<ul style="list-style-type: none"> • Recruitment, employment contract duration, career management and dismissal due to poor performance or misconduct are all managed at the ministerial level. • The classification of posts and dismissal due to restructure are managed centrally but allow some latitude at the ministerial level.
Employment conditions delegation:	<ul style="list-style-type: none"> • All employment conditions are set and monitored by the central HRM body.

Strategic HR Management

Existence of HRM accountability framework for managers:	No General Accountability Framework exists.
HRM targets feed performance assessments:	No
Regular HRM assessment of ministries and departments:	No
Top & middle management plan and report on:	Not applicable
Forward-planning use:	On ad hoc basis
Forward-planning horizon:	1 year
Key aspects explicitly considered in forward-planning:	<ul style="list-style-type: none"> • New issues in policy delivery • Civil service demographics • Possibilities for relocating staff • Efficiency savings (for example, through e-government)

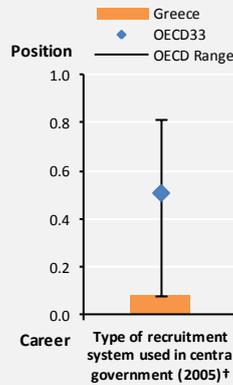


Greece tends to delegate HRM practices to line ministries to a lesser extent than the average OECD country. The role of central HRM bodies in setting and monitoring pay systems and employment conditions has the most significant impact on this outcome. Overall, delegation of HRM practices has led to a broadly comparable framework within ministries, but with significant differences across

them. Regarding strategic HRM practices, Greece makes little use of these policies. The most salient omission is the lack of a General Accountability Framework for managers. In addition, forward-planning is only conducted on an ad hoc basis over a short horizon. When forward-planning is undertaken, however, it does cover a reasonably wide range of aspects.

HR Management Practice

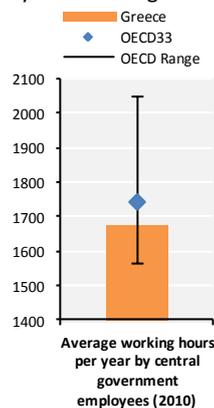
RECRUITMENT: The recruitment system used in the Greek public service is exceptionally career based. Entry into the public service is regulated by a competitive examination and is managed both centrally and at the organisation level. No posts are open to external recruitment and all applicants first have to enter the public service. In addition, there have been some measures taken to reduce external recruitment among professionals, secretarial and technical support staff. Finally, Greece has a diversity policy in place that gives preference to disabled applicants in the selection process.



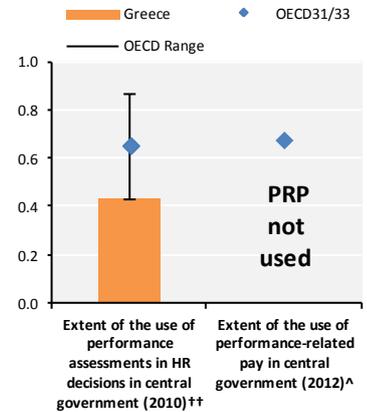
TRAINING: All public servants receive standardised training of 2 weeks length upon entry to the public service, except for graduates of the National School of Public Administration who are exempt from this. There is an average of 3-5 days training per year per employee.

WORK CONDITIONS: The average yearly working hours in Greece, 1 678 in 2010, is somewhat lower than the OECD average of 1 745 hours. This is driven by a slightly lower than average working week and a few additional holidays. Data are unavailable regarding absenteeism; however there are some measures to ensure sick days are legitimate, particularly when falling next to a public holiday.

Number of regular working hours per week:	37.5
Average number of annual leave days per year:	25
Average number of bank (public) holidays per year:	12
Total number of hours worked per year:	1 678



PERFORMANCE: The Greek public sector makes the least use of performance assessments in HR decisions among OECD countries. Despite this, performance assessment is mandatory for almost all employees under the GEF and takes the form of written feedback from a superior every year. A small range of performance criteria are used, including activities undertaken, values, disciplines and inputs, and interpersonal skills. Performance assessment is of high importance regarding career advancement and medium importance regarding contract renewal; however, doubt remains over the application of these principles in practice.⁰ Finally, Greece makes no use of performance-related pay.



PAY SETTING: Remuneration is not open to negotiation as base salary and bonuses are based on the recommendations of an independent examining committee. Data are not available regarding the factors which determine base salary in the different hierarchical levels; however, seniority-based pay is still in use and is calculated based on the number of years in similar positions.

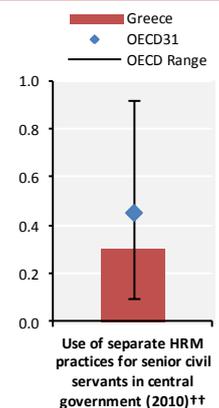
PROMOTIONS: The promotion of top and middle management is assessed on years of experience, performance appraisals and qualifications. The recently passed Law 3839/2010 provides for a written examination in the promotion of top management. In general, there are three groups of criteria upon which selections are based. The first refers to professional and technical qualifications, the second to work experience, and the last to individual ability and expertise. In addition there is some use of assessment centres in the promotion of staff. Qualifications are not relevant for promotion of lower level staff; however educational attainment does pose a formal restriction regarding promotion into a different hierarchical level. Top and middle management cannot be considered for promotion if they have disciplinary penalties. Lastly, there are no specific policies aimed at achieving equal opportunities for promotion and career advancement of underrepresented groups.

MOBILITY: No data are available regarding mobility in the Greek public service.

Senior Management

Greece tends to use separate HRM practices for senior civil servants (SCS) to a lesser extent than most OECD countries. A separate group of SCS exists with a centrally defined skills profile applicable to some organisations. There are no policies to identify potential SCS early in their career and the employment framework that governs senior management is not different from that

for regular staff. Senior managers can only be recruited from within the public service and all positions in all management levels are selected by the Supreme Council for the Selection of Personnel, an independent HRM body. All of the ministries' advisors tend to turn over with a change of government, as well as many ministry directors general and directors.



Industrial Relations

By law, unions must be consulted regarding the right to strike/minimum service, work conditions, safety measures and issues of leave, whereas consultation is voluntary regarding base salary, the employment framework, the code of conduct and government restructuring. Unions are not normally involved in negotiating bonuses and the introduction of new management tools. There is partial public funding of the union representing Greek civil servants. Most

negotiation arrangements are centralised, including base salary, work conditions, the code of conduct, the right to strike/ minimum service, government restructuring and safety measures. Bonuses, the employment framework and the introduction of new management tools are negotiated at the department level. The right to unionise and to strike are granted to all public service employees, except where minimum service rules require basic cover.

Reforms

Since the onset of the European sovereign debt crisis, Greece has embarked upon a range of reforms which will affect public sector employment. The most pertinent policy establishes a replacement rate of 20% of retiring staff, effective since 2011. Additional reforms include changing the retirement age, devolution of authority and general restructuring. The Ministry of Interior, Decentralization and E-governance, and the Ministry of Finance have been most affected by these reforms. In terms of HRM policy, a more holistic approach has

recently been adopted as part of the Operational Programme “Administrative Reform 2007-13”, which reinforces the capacity of HRM directorates in ministries. In addition, a new system of job profiling incorporates the recruitment and selection process, training, career planning, and mobility of the workforce and job evaluation. There have also been measures to increase the merit basis of promotion, including greater linkage to performance assessment, and a set of objective criteria was introduced in Law 3 839/2010.

Challenges

The OECD undertook a public governance review of Greece in 2011^o and identified a variety of challenges in human resources management which Greece faces in ensuring efficient and sustainable delivery of public services. The current economic and political climate in Greece puts some of these challenges in sharp relief and amplifies their immediate, and future, importance. Particularly under the constraints of restructuring and staff reduction measures, the rapid ageing of, and limited mobility in, the public service hinder the

government’s capacity to ensure employees with the right talent and skills are being utilised in the best way. Doubts over the robustness of merit-based recruitment and promotion compound this issue. In addition, the lack of a clear, comprehensive HR strategy and the difficulties faced in incorporating HRM reforms into the modernisation efforts of government limits the ability of management to increase efficiency in service delivery, promote organisational innovation and forward plan.

Sources

Unless indicated otherwise, all data are sourced from OECD (2010), *Survey on Strategic Human Resources Management in Central/Federal Governments*, unpublished.

* Data for Total Labour Force from OECD *Labour Force Statistics Database*; data for Central Government from OECD (2011), *Government at a Glance 2011*.

† Data from International Labour Organization (ILO) *LABORSTA Database* and OECD *National Accounts Statistics*. See Methodological Note.

†† OECD (2011), *Government at a Glance 2011*, OECD Publishing, Paris.

~ OECD (2012), *Restoring Public Finances, 2012 Update*, OECD Publishing, Paris.

o OECD (2010), *Survey on the Compensation of Employees in Central/Federal Governments*, unpublished.

^ OECD (2012), *Rewarding Performance in the Public Sector: Performance-related Pay in OECD Countries*, unpublished.

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Further Reading

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