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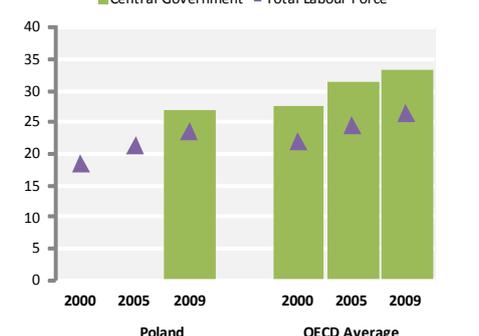
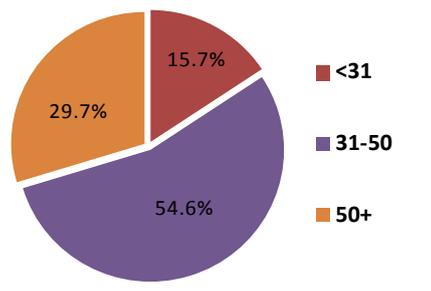
Background

<p>Employment in central government under the main General Employment Framework (GEF):¹</p> <p>2009: 120 908 employees 2011: about 123 000 employees</p> <p>Total employment in the general government sector as a percentage of labour force (2008):^{††} 9.6%</p>	<p>Central human resources management body: Head of Civil Service, supported by the Department of Civil Service</p> <p>Government production costs (2010)^{††}</p> 	<p>Government centralisation (2008)^{††} Data unavailable</p> <p>Type of recruitment system (2010)</p> 
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Legal Framework

<p>GEF covers all employees: Yes</p> <p>GEF includes fixed-term contracts: Yes</p> <p>Private law applicable in public sector: Yes</p>	<p>Employment in the Polish civil service is governed by the Act on Civil Service 2008. The act defines the rules of admission to the civil service as well as the principles of its organisation, functioning and development (the provisions of the labour law apply to all issues not regulated by this act).</p>	<p>There are two categories of civil service corps members: civil servants (5.9% as for 2011), who have guarantees about job protection; and civil service employees, whose employment relationship is based on general labour law regulations and have a lower level of employment stability.</p>																														
<p>Staff have the right:</p> <table border="1"> <tr> <td></td> <td>to unionise</td> <td>to strike</td> </tr> <tr> <td>Public sector</td> <td>Yes</td> <td>No</td> </tr> <tr> <td>Private sector</td> <td>Yes</td> <td>Yes</td> </tr> </table>		to unionise	to strike	Public sector	Yes	No	Private sector	Yes	Yes	<p>Benefits, to which employees are entitled to, are:</p> <table border="1"> <tr> <td></td> <td>Full funding of social security</td> <td>Partial funding of social security</td> <td>Some funding of pensions</td> </tr> <tr> <td>Public sector</td> <td>Yes</td> <td>No</td> <td>No</td> </tr> <tr> <td>Private sector</td> <td>Yes</td> <td>No</td> <td>No</td> </tr> </table>		Full funding of social security	Partial funding of social security	Some funding of pensions	Public sector	Yes	No	No	Private sector	Yes	No	No	<p>Firing rules provide:</p> <table border="1"> <tr> <td></td> <td>Different guarantees about job protection / dismissal</td> <td>Guarantees in favour of life-long employment</td> </tr> <tr> <td>Public sector</td> <td>Yes</td> <td>No</td> </tr> <tr> <td>Private sector</td> <td>No</td> <td>No</td> </tr> </table>		Different guarantees about job protection / dismissal	Guarantees in favour of life-long employment	Public sector	Yes	No	Private sector	No	No
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Composition of Employment

<p>Central government employment (2011)¹</p> <p>Total employment under GEF: about 123 000 employees</p> <p>Part time employment: No Data</p> <p>Gender in the public sector (2011)¹</p> <p>Female participation in central government workforce: 69.2%</p> <p>Share of top and middle positions who are women: 47.0%</p> <p>¹ Data are for civil service officials in the public administration at central and territorial levels.</p>	<p>Percentage of employees aged 50 years or older in central government and total labour force (2000, 2005 and 2009)*</p> 	<p>Age structure of the civil service 2011</p> 
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Full time employment in government administration is about 123 000 employees, with a lower representation of those aged 50 years or older, 29.7% in 2011, compared to the OECD average of 34.3% in 2009. Poland appears to have a much larger proportion of civil service corps members aged under 30; however, the reported age brackets do not allow for a direct comparison with the OECD average. In addition, the trend in the total labour force shows an ageing workforce, which is consistent with the OECD average trend. Poland has the second highest representation of women in central government of all reporting OECD countries at 69.2% in 2011. In addition, the share of women in top and middle management, 47.0% in 2011, is substantially above the OECD average of 34.7% for 2009.

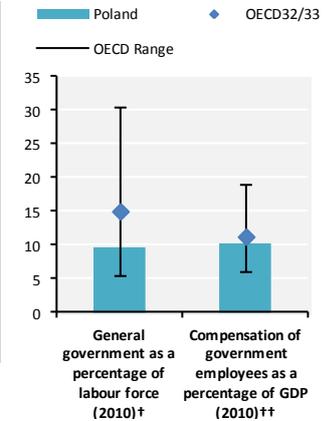
Public Sector Restructuring

Poland is one of 27 OECD countries which reported an anticipated decrease in employment levels due to recent reforms. A decrease in the employment level in the civil service was observed between 2010 and 2011. In addition, a wage freeze at nominal level factors into fiscal consolidation measures, as well as changes to the pension programme (both public and private sectors), including increased retirement age.~ Dismissal of employees with open-term contracts is allowed, with the employee receiving a regulated allowance. General government sector employment (excluding public corporations) as a percentage of the labour force, 9.6% in 2010, is already quite low compared to the OECD average of 15.1%. In addition, compensation of government employees as a percentage of GDP, 10.2% in 2010 is close to the OECD average of 11.3%.

Anticipated reforms' effect on employment level: Decrease

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

- Change in retirement age



Organisation of HR Management

Decentralisation of HR Management (2010)

Central HRM unit: Head of Civil Service/Department of Civil Service

Role: Responsible for defining HR policy

Location: Chancellery of the Prime Minister

- Responsibilities:**
- Provide leadership and guidance
 - Design HR strategy
 - Coordinate and supervise HR policy/strategy
 - Provide advice on legal framework
 - Set HRM standards
 - Design the pay system
 - Transmit public service values
 - Standardise recruitment and skills profiles
 - Define salary levels and benefits
 - Provide training

Personnel, budget and pay delegation:²

- The management of pay systems, bonuses/PRP and the number of posts are delegated to ministries.
- The budget allocation allows some latitude for ministries.

- Classification, recruitment and dismissal delegation:²**
- Recruitment, employment duration, career management and dismissal are generally delegated to ministries.
 - The central HRM body is involved in recruitment, staffing and dismissal regarding directors general positions.
 - The central HRM body sets the post classification system.

Employment conditions delegation:²

- Employment conditions, performance appraisal and equal opportunity issues are delegated to ministries.
- The central HRM body sets the code of conduct.

² General rules are laid down by the Head of the Civil Service.

Strategic HR Management

Existence of HRM accountability framework for managers: Yes, and HRM is fully linked to strategic objectives.

HRM targets feed performance assessments: No

Regular HRM assessment of ministries and departments: Framework requires top & middle management to plan and report on: Yes

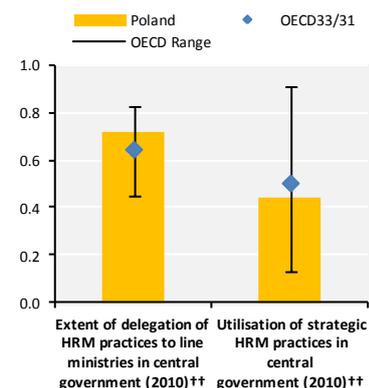
- General people management

Forward planning use: Yes, with regular, systematic process.

Forward-planning horizon: 1 year

Key aspects explicitly considered in forward planning:

- New issues in policy delivery

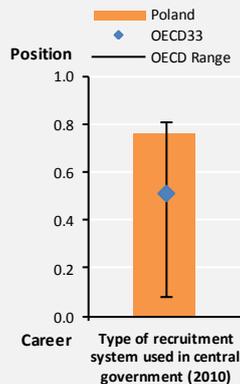


The Polish civil service delegates more HRM practices to line ministries than the average OECD country. Despite this, the responsibilities of the central HRM body are very broad and it plays a significant role in issues such as budget allocation, setting the post classification system and promoting general standards in HR. The delegation of HRM practices has led to broadly similar frameworks within ministries, but with significant differences across ministries. The use of strategic HRM practices in Poland is lightly below the average OECD country. The Act on Civil Service establishes a basic accountability framework for managers. There are regular assessments of ministries' HRM capacity

by the central HRM body on the basis of annual reports, which directors general of offices submit to the Head of Civil Service. The reports concern performance of the objectives specified in the Act. The Head of Civil Service submits an annual report to the prime minister on the condition of the Civil Service and execution of its tasks in the previous year. Forward HRM planning is in use over a one year timeframe. The Head of Civil Service compiles and submits a draft strategy for the civil service HRM to the Council of Ministers. Directors general of offices prepare HRM programmes for the offices.

HR Management Practice

RECRUITMENT: Poland's recruitment system is strongly decentralized and a hybrid of career and position-based systems (with a tendency towards a position-based model). All vacancies are open to internal and external applicants, and selection is made through direct application and interview. In 2011, the Civil Service Act was amended to increase the level of persons with disabilities employed in government offices, giving priority to disabled persons in offices in which they represent less than 6% of staff (in 2010, disabled employees accounted for 2.8% of the Civil Service). This affirmative action is intended to promote social equity while maintaining principles of recruitment.



PAY SETTING: Poland's civil service makes no provision for collective bargaining, instead base salary is negotiated through an individual bargaining framework. Base salary and bonuses are inflation indexed (depending on parliament's decision). Educational qualifications and job content are of high importance to base salary levels, as well as the particular ministry the position is in. Performance, seniority and experience are somewhat important, and age is not important at all. As regards seniority pay a civil service corps member is granted a bonus for long-term employment with the civil service.

Most important factors to determine base salary	Top Management	Middle Management	Professionals	Secretarial Level	Technical Support
Educational qualification	●	●	●	◐	-
Job content	●	●	●	●	-
Ministry	●	●	●	●	-
Performance	◐	◐	◐	◐	-
Age	○	○	○	○	-
Seniority in the position	◐	◐	◐	◐	-
Relevant experience	◐	◐	◐	◐	-

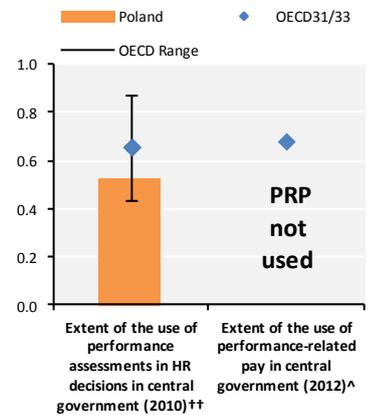
● Key importance ◐ Somewhat important ○ Not at all important

PROMOTIONS: Qualifications and performance assessments are determining factors in promotion of management and professionals. The number of years of experience (on managerial posts in the public sector) is also a factor for the promotion of top management. In order to change employment status to a *civil servant*, Polish *civil service employees* needs to take a formal written examination. In addition, there may be formal education restrictions regarding promotion to a different hierarchical level. Merit and transparency issues are managed by individual ministries.

MOBILITY: There is no complete data on mobility within the Polish civil service (but there are plans to support it). External mobility is not promoted; however, there are no costs borne by staff if they do not return to the public sector.

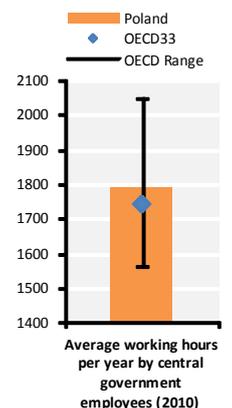
TRAINING: Mandatory initial training (preparatory service) has been introduced for employees taking up employment within the civil service for the first time, but the director general of office may excuse a person from it. Preparatory service does not exceed 4 months length. The training system includes: central training, regarding priorities particular to members of the civil service; general training, regarding fundamental skills needed to perform civil service tasks; specialist training, covering issues related to the specific office; and training under individual professional development.

PERFORMANCE: Poland uses performance assessment to a substantially lesser extent than the average OECD country. Despite this, assessment is Mandatory for almost all civil service corps members (employees with open-term contracts and civil servants). It takes the form of a meeting with, and written feedback from, a direct superior every two years. The assessment focuses on activities undertaken, timeliness of activities, outputs and their quality, improvement of competencies, interpersonal/ management skills. Assessment is of high importance for contract renewal in the civil service and medium importance for remuneration and career advancement. Performance-related pay is not used.



WORK CONDITIONS: Civil service employees in Poland work 1 790 hours per year on average, which is slightly higher than the OECD average of 1 745 hours. This is driven by higher weekly working hours, and somewhat offset by more annual leave days than average. Data on absenteeism are unavailable but the public sector does limit the number of sick days per year allowed (even with a doctor's certificate) in order to reduce absenteeism.

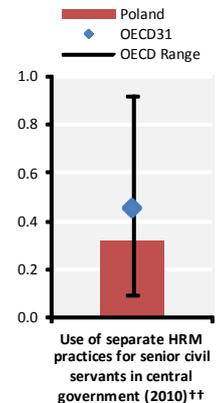
Number of regular working hours per week:	40
Average number of annual leave days per year for a FTE:	26
Average number of bank (public) holidays per year:	11
Total number of hours worked per year:	1 790



Senior Management

Poland tends to use separate HRM practices for senior civil servants (SCS) to a lesser extent than the OECD average. SCS are considered a separate group, are recruited with a more centralised process and have more emphasis placed on avoiding conflict of interest. There is no centrally defined skills profile and no specific policy for identifying SCS early in their career; however, the National School of Public Administration in Poland does play a role in the latter issue. A good portion of

management positions are open to external recruitment and all recruitment goes through a selection panel, whose final decision is binding. Directors general are appointed by the minister or ministry head, while the directors of department and lower levels are appointed by the director general (administrative head of office). All of the advisors to the ministry's leadership typically turn over with a change of government, as well as a few directors general.



Industrial Relations

By law, the government is obliged to consult civil service unions regarding the drafts of legal acts which regulate issues related to the civil service that are relevant to the scope of unions' activities (e.g. salary, work conditions, the employment framework and the code of conduct). Opinions of the trade unions are not binding for the government. There is partial public funding of civil service unions.

There are no collective negotiations/bargaining on any employment issue in the Polish civil service. All civil service employees have the right to unionise. They are not allowed to participate in strikes. However they are allowed to participate in action of protest which would not interfere with regular functioning of an office.

Reforms

- Implementation of the "Strategy of Human Resources Management in the Civil Service until 2020" (adoption of the final, broadly consulted strategy's project by the government is planned in 2012).
- Implementation of the "HRM Standards in the Civil Service", framed by the Head of Civil Service.
- Implementation of good practices used in the field of management (including the introduction of solutions regarding competence management).
- Implementation of regulations adopted in the scope of civil service principles and the code of conduct.

Challenges

- The "doing more for less" dilemma (increase in the number of tasks and simultaneous reduction of resources [human and financial] needed for the execution of these tasks).
- Ensuring greater consistency in the field of HRM in the civil service as well as in broadly defined public administration.
- Linking the level of remuneration with performance.
- Increasing work time flexibility and mobility.
- Improving the civil service image.
- Raising ethical awareness in a continuous manner.

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.

° 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.

° OECD (2012), *Public Governance Reviews – Poland*, OECD Publishing, Paris

Further Reading

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