

CONTEXT

LEGISLATURE: Bicameral

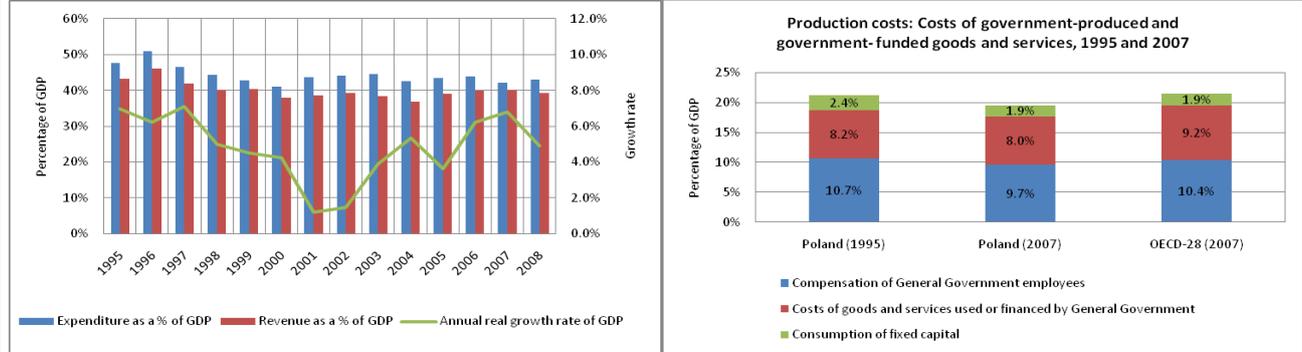
- Upper house: elected
- Lower house: elected using Proportional Representation

SYSTEM OF GOVERNMENT: Dual Executive

- No. of ministries: 17 (2008)
- No. of ministers: 18 (2008)

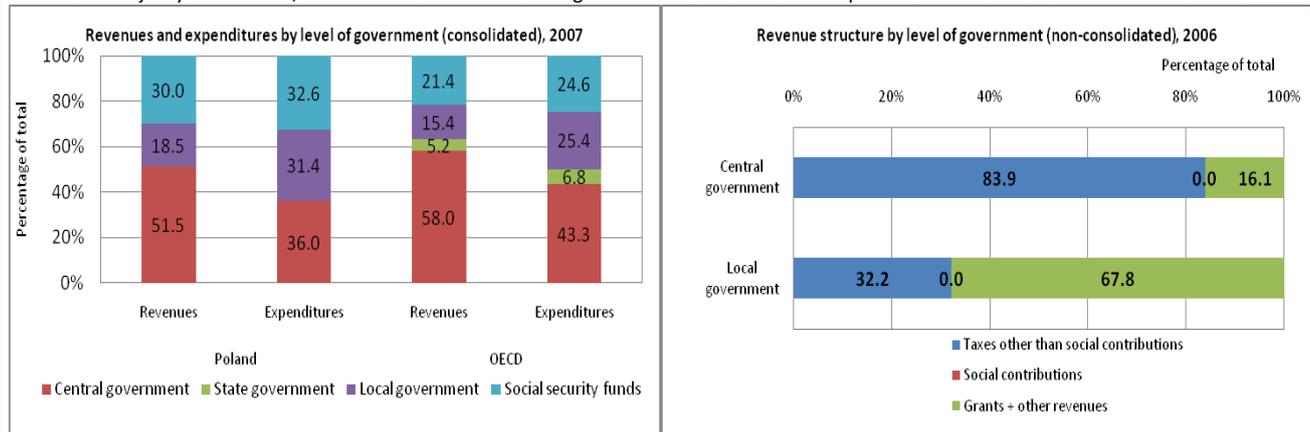
STATE STRUCTURE: Unitary

Government expenditures have been just above and government revenues just below 40% of GDP over the past decade. Poland has had notable GDP growth from 1995 to 2005 and expenditures have exceeded revenues in all reported years. Production costs of goods and services funded by government as a share of GDP decreased between 1995 and 2007, driven by increased GDP growth.



Source: OECD National Accounts and Economic Outlook. [\[Revenues\]](#) [\[Expenditures\]](#) [\[Production costs\]](#)

Expenditures are roughly evenly split between social security funds, local government and central government. However, the central government collects the majority of revenues, which it then transfers to local governments who have limited powers to raise their own revenues via taxes.



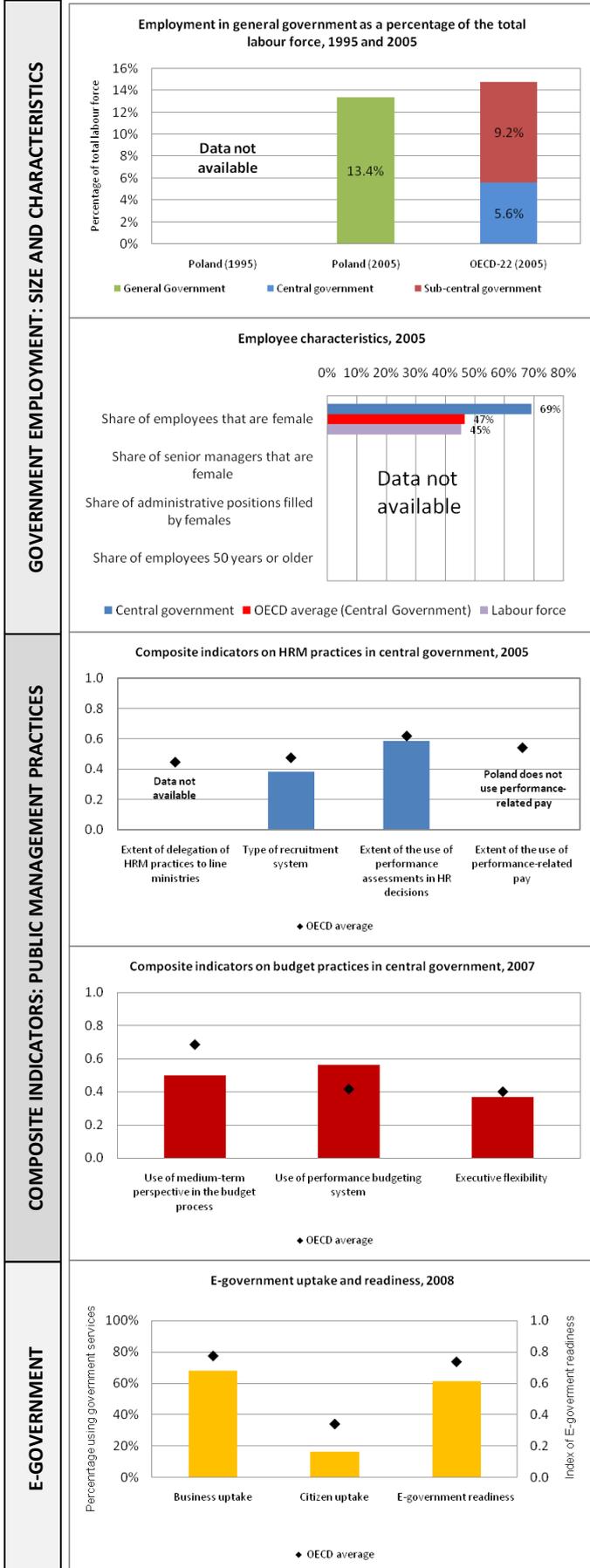
Source: OECD National Accounts [\[Revenues\]](#) [\[Expenditures\]](#)

The expenditure structure in Poland is remarkably similar to the OECD average, with a slightly higher proportion of expenditures on social protection balanced by a slightly lower share of expenditures on health. Most responsibility for environmental protection, recreation, and housing and community amenities falls to local governments. In addition, a large portion of local government budgets are devoted to economic affairs (infrastructure), health, education and social protection. Almost 50% of central government spending goes towards education and social protection, with an additional 30% devoted to general public services and economic affairs.

Expenditure structure by function of government (non-consolidated), 2006	Poland		General government	OECD-26 General government	EU-19 General government
	Central government	Local government			
Share of total					
General public services	21.4%	8.9%	13.4%	13.8%	13.9%
Defence	5.1%	0.0%	2.6%	3.4%	3%
Public order and safety	7.0%	1.4%	4.2%	3.8%	3.7%
Economic affairs	10.9%	14.7%	10.0%	10.6%	10.1%
Environment protection	0.3%	4.3%	1.4%	1.7%	1.5%
Housing and community amenities	1.0%	7.2%	2.8%	2%	1.9%
Health	4.5%	14.8%	10.7%	15.1%	14.1%
Recreation, culture and religion	1.3%	6.1%	2.6%	2.6%	2.5%
Education	21.1%	28.9%	13.8%	12.9%	11.6%
Social protection	27.4%	13.6%	38.6%	34.2%	37.7%

Source: OECD National Accounts [\[General government\]](#) [\[Central, state and local\]](#)

REVENUES AND EXPENDITURES



The Polish government employs 13% of the total labour force, just below the OECD average of 14%.

Source: OECD Comparison of Employment in the Public Domain Survey and Labour Force Survey
[\[General government employment\]](#) [\[Distribution by level\]](#)

Females represent a much larger proportion of the central government workforce than the total labour force in Poland. With women comprising almost 70% of the workforce, the Polish central government is the most feminized among OECD member countries.

Source: OECD Strategic HRM Survey and Labour Force Survey
[\[Female participation\]](#) [\[Ageing\]](#)

The Polish central government uses fairly open recruitment procedures. While performance assessments are utilised in the Polish central government to a similar extent as in other OECD countries, they are not linked to pay. Poland is characterised by a cadre of senior civil servants that are managed separately.

Source: OECD Strategic HRM Survey
[\[Delegation\]](#) [\[Recruitment\]](#) [\[Performance management\]](#)

The Polish government has incorporated elements of a medium-term perspective into its budget process but has not established a comprehensive a framework. Polish ministries develop and publish performance information, which is used to set targets, push for changes and to determine budget allocations. The executive has comparatively less flexibility to make changes to the current year's budget.

Note: Data for performance budgeting are for 2008.
 Source: OECD International Budget Practices and Procedures Database.
[\[Medium-term\]](#) [\[Performance budgeting\]](#) [\[Executive flexibility\]](#)
 OECD Journal on Budgeting: www.oecd.org/gov/budget/journal

Poland is below the OECD average in e-government readiness, due to a limited availability of online services. In addition limited broadband penetration can make it difficult for citizens to access the Internet. This is reflected in below-average levels of citizen uptake. Comparatively, a much higher percentage of businesses regularly access e-government services.

Source: United Nations E-Government Readiness Knowledge Base, Eurostat.
[\[Readiness\]](#) [\[Uptake\]](#)
[\[OECD E-Government Publications\]](#)

INTEGRITY

Types of information central government decision makers are required to disclose and level of transparency, 2009

Requirements for disclosure	President	Prime Minister	Minister	Lower House Legislators	Upper House Legislators
Assets and liabilities	D	DP	DP	DP	DP
Loans	D	DP	DP	DP	DP
Sources and level of income	ND	ND	ND	DP	DP
Outside positions	ND	ND	ND	DP	DP
Gifts	ND	DP	DP	DP	DP
Previous employment	ND	ND	ND	ND	ND

D= Disclosed; DP= Disclosed and publicly available; ND= Not disclosed; NA= Not applicable.

While Poland requires legislators to publicly disclose a significant amount of private interests, there are much fewer requirements for members of the Executive branch. In particular, no disclosures about the President's private interests are made public. In Poland, rigorous public disclosure requirements came to effect for the first time for public servants in the beginning of 2003 as part of the Government's effort to curb corruption and nepotism. The required personal information includes tax returns that are matched with asset declarations: any discrepancy produces criminal liability. Officials must also reveal all personal business activity or that conducted by family members. This particularly applies to commercial ventures that are viewed as a potential conflict of interest with public affairs. Collected data is accessible to the public at local government offices, or on the Internet. Officials who fail to comply with the policy incur financial penalties and can even be removed from office.

Source: OECD Survey on Integrity
[\[Disclosures\]](#)

REGULATORY MANAGEMENT

Requirements for Regulatory Impact Analysis (RIA) processes used by central governments

	2005	2008
Quality reviewed by body external to Ministry preparing rules	Yes	Yes
Required for draft primary laws	Always	Always
Required for draft subordinate regulations	Always	Always
Required to quantify costs	In selected cases	In selected cases
Required to quantify benefits	In selected cases	In selected cases
Required to publicly release results	No	No

The 2005 and 2008 surveys of Indicators of Systems of Regulatory Management examined the extent of governance practices designed to improve the quality of regulation in OECD countries. Among the most important practices are: the use of regulatory impact analysis (RIA) to assess the cost and benefits of new regulation and the institutional oversight of the quality of regulations, and; the design of programs to reduce the costs of administrative activities on business and citizens.

Poland has introduced a comprehensive RIA system. An assessment of impacts is required for all legislative drafts submitted to the Government. The Prime Minister's Chancellery is responsible for supervision and quality control over RIAs. Over the past decade, the country has implemented an administrative simplification programme with the target of reducing burdens in three priority areas by 25% by 2010.

Source: OECD Survey on Regulatory Management.

[\[RIA\]](#) [\[Administrative simplification\]](#)

Regulatory Management Indicators: www.oecd.org/regreform/indicators

EU 15 reviews on Regulatory Reform: www.oecd.org/gov/regref/eu15

Background reports on Regulatory Reform: www.oecd.org/regreform/backgroundreports

Extent of programs for reducing administrative burdens at the central level of government

	1998	2005	2008
Explicit programme exists	N/A	Yes	Yes
Includes quantitative targets	N/A	N/A	Yes

Production costs are a subset of total government expenditures, excluding government investment (other than depreciation costs), interest paid on government debt and payments made to citizens and others not in exchange for the production of goods and services (such as subsidies or social benefits). Production costs include compensation costs of general government employees, the costs of goods and services produced by private entities funded by government (intermediate consumption and social transfers in kind via market producers), and the consumption of fixed capital (indicating the level of depreciation of capital).

Structure of government expenditures: Data on expenditures are disaggregated according to the Classification of the Functions of Government (COFOG), which divides government spending into 10 functions. More information about the types of expenditures included in each function can be found in Annex B of *Government at a Glance 2009*.

Employment characteristics: The OECD averages refer to the following number of countries:

- Share of employees that are female: OECD-23
- Share of senior managers that are female: OECD-22
- Share of administrative positions filled by females: OECD-17
- Share of employees 50 years or older: OECD-25

HRM Composites: The indexes range between 0 (low level) and 1 (high level). Details about the theoretical framework, construction, variables and weighting for each composite are available at: www.oecd.org/gov/indicators/govataglance.

- **Delegation index** gathers data on the delegation of determining the number and types of posts needed in an organization, compensation levels, position classification, recruitment and dismissals, and conditions of employment. This index summarises the relative level of authority provided to line ministries to make HRM decisions. It does not evaluate how well line ministries are using this authority.
- **Type of recruitment system index** includes policies for becoming a civil servant in general (*e.g.* competitive examination or direct application) and for recruiting senior civil servants, and systems for appointing entry-level positions and for allocating posts across departments. This index describes a spectrum of recruitment systems in place in OECD member countries. Countries scoring closer to 0 have career-based systems whereas countries scoring closer to 1 have more position-based systems. The index does not evaluate the performance of difference systems.
- The **performance assessment index** indicates the extent to which it is used in career advancement, remuneration and contract renewal decisions, based on the views of survey respondents. This index provides information on the formal use of performance assessments in central government, but does not provide any information on its implementation or the quality of work performed by public servants.
- The **performance-related pay index** looks at the range of employees to whom PRP applies and the maximum proportion of base pay that PRP may represent. This index provides information on the formal use of performance related pay in central government, but does not provide any information on its implementation or the quality of work performed by public servants.

Budget Composites: The indexes range between 0 (low level) and 1 (high level). Details about the theoretical framework, construction, variables and weighting for each composite are available at: www.oecd.org/gov/indicators/govataglance.

- The **medium term budget perspective index** contains information on whether countries develop and present multi-year expenditure estimates in the annual budget, the number of years the estimate covers, how often estimates are updated; and whether there are multi-year targets or ceilings and how often these are revised. This index measures the extent to which countries have developed a medium-term perspective in their budget process. However, it does not evaluate whether this perspective has been effective at achieving budget outcomes such as fiscal discipline and allocative efficiency.
- The **performance budgeting index** contains information on what type of performance information is developed; the processes for setting goals and targets; the process for monitoring and reporting on results; and if and how performance information is used in budget negotiations and decision making processes by key actors including the central budget authority, the line ministries and politicians. This index examines the degree to which OECD member countries have put a performance budgeting system in place. However, it does not measure how successfully these systems operate in practice.
- The **executive flexibility index** contains the following variables: the extent to which lump sum appropriations are used; the number of line items in the budget; agencies' ability to carry-over unused budget allocations between years, borrow against future appropriations, reallocate between line items and keep efficiency gains; and constraints on the executive's ability to increase spending during budget execution. This index looks at the different levels of flexibility provided to the executive during budget execution. However, it does not measure whether this flexibility is used effectively or appropriately.

E-Government:

- The **UN e-government readiness index** ranges between 0 (low level) and 1 (high level). It measures the capacity of governments to implement and develop e-government services. Developed within the framework of the UN global e-government survey, the indicator consists of three sub-indices: (1) the web measure index, (2) the telecommunication infrastructure index and (3) the human capital index. The web measure index ranks countries based on the coverage, sophistication and availability of e-services and e-products. The index categorizes countries as having either an emerging, enhanced, interactive, transactional, or networked e-government presence. The telecommunication infrastructure index is a weighted average of 5 measures of ICT infrastructure capacity: PCs/100 persons, Internet users/100 persons, Telephone lines/100 persons, Broad-banding/100 persons and Mobile phones/100 persons. The human capital index is a weighted average of the adult literacy rate (two-thirds weight) and the combined primary, secondary and tertiary gross enrolment ratio (one-thirds weight).
- The e-government take-up by citizens indicator measures the percentage of individuals (aged 16-74) who used the Internet to interact with public authorities in the 3 months preceding the survey. Data are collected through Eurostat's annual Community Survey on ICT Usage in Households and by Individuals, and are only available for European countries.
- The e-government take-up by businesses indicator measures the percentage of enterprises using the Internet to interact with public authorities. Only businesses with 10 or more employees are included. Data are collected by national statistical offices based on Eurostat's annual Model Survey on ICT Usage and E-commerce in Businesses.