



Capacity Building Seminar  
“Workforce Measurement  
and Planning”

and

5<sup>th</sup> Regional working group meeting  
on Civil Service and Integrity

## **DRAFT QUESTIONNAIRE**

16-17 June 2009

Rabat, Morocco



# Draft Questionnaire

Human Resources Management and Public Employment in  
Arab Countries

## SHORT-TERM PURPOSE OF THE QUESTIONNAIRE

The Directorate for Public Governance and Territorial Development (GOV/OECD) has traditionally collected quantitative and qualitative data in the field of public employment and human resources management. Following conclusions of the 2008 MENA GfD Steering group meeting at technical level where countries strongly supported further collection and dissemination of background information on public governance, the Directorate will issue a progress report on *Modernizing public management in Arab Countries*. A specific chapter of this report will review HRM policies in the public sector.

With this in mind the enclosed questionnaire seeks to collect information on **key** institutional devices as well as existing HRM and public employment policies. **Most importantly, the questionnaire aims at identifying concrete success stories of reforms that are being implemented or that were recently realized in some specific Arab countries in order to be integrated in the progress report. These case studies will be presented and discussed at the MENA ministerial meeting in November 2009.**

The OECD Secretariat submits a draft version of this questionnaire for comments and discussions to the 5<sup>th</sup> Regional meeting of the working group on civil service and integrity on 17 June 2009 in Rabat. A final version of the questionnaire will be sent out to all countries after the Rabat meeting, taking countries comments into account.

Please submit your response to the questionnaire to Ms. Emmanuelle Arnould at [emmanuelle.arnould@oecd.org](mailto:emmanuelle.arnould@oecd.org) (Tel: +33 1 45 24 16 45) **no later than 15 July 2009**. Official government publications and background information in Arabic, English, and/or French can be sent by mail to: Emmanuelle Arnould, 2 rue André Pascal, 75775 Paris, Cedex 16, France.

## LONG TERM PURPOSE OF THE QUESTIONNAIRE

The questionnaire will provide a common framework in which to identify trends in a comparative perspective. Its aim is to encourage the updating and monitoring of data on HRM policies with a view to highlighting policy changes.

Besides the questionnaire seeks to feed future work and peer reviews carried out within the framework of the OECD-MENA Governance Programme, more specifically within the framework of the working group on civil service and integrity.

## THEMATIC FOCUS AND SCOPE

This questionnaire comprises a qualitative and a quantitative part.

The qualitative part is composed of different sections reviewing human resources management practices, working rules and procedures applying to government employees at central level. Each section is divided into two parts: a snapshot and a description of recent reforms or policy changes experienced.

The quantitative part aims at determining the level of public employment and public costs.

## GUIDELINES

Please note that sections of the first part of the questionnaire will be limited to central government organizations, while the second part on quantitative public employment data encompasses both central government entities and State/local government entities.

You are invited to refer to existing and/or draft policy documents and legislation or any documents with a view to pointing out policy changes.

In most parts of the questionnaire we have left some room for some additional comments and clarifications. You are strongly advised to use these spaces to provide data or in order to help the OECD secretariat to understand the specificities of your country's policy.

When a question and/or possible answers are not applicable to your country, please fill in the space N/A and provide comments to explain your country's policy.

**You are encouraged to consult with national stakeholders as appropriate. However, please designate a primary contact person with whom the OECD can communicate on the questionnaire.**

Answers should be provided in English or French, the two official OECD languages. However, relevant official government publications and background information can be provided in Arabic.

## PRELIMINARY DEFINITION

**Human Resources Management (HRM)** is a set of policies and processes established to administer staff employed in government units, including recruitment, career path, promotion, training, performance management, pay, duties and sanctions, dismissals, benefits and pensions.

**Government employees** refer to public staff working in ministries, agencies, or public autonomous bodies, both at central and at local government levels, financed by public expenditures with a view to delivering public service services and executing the policies of the government of the day.

**Civil servants** are a more restricted legal-based concept, including most of the government employees working in core central government units.

**Compensation of employees** includes wages, salaries and Employees' social contributions, including pensions and voluntary contributions paid by the employer (e.g. health benefits).

The word « **civil service** » is used to describe central government entities.

## PRELIMINARY DESCRIPTION

Before filling in the following questionnaire, please briefly describe the range of government entities that employ staff at the central government level:

- Ministries
- semi-autonomous bodies
- agencies
- public enterprises
- Etc.

We would also need to know which government level is in charge of the service delivery regarding following sectors:

	Central government units	State/Local government units
Education	<input type="checkbox"/>	<input type="checkbox"/>
Health	<input type="checkbox"/>	<input type="checkbox"/>
Police	<input type="checkbox"/>	<input type="checkbox"/>

## PART 1 : HRM POLICIES AT CENTRAL GOVERNMENT

**NB : All sections of part 1 cover central government organizations only.**

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### SECTION 1 : THE EMPLOYMENT FRAMEWORK IN CENTRAL GOVERNMENT ORGANIZATIONS

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#### A. Snapshot

**Please provide all status and regulations**

Q1. Please indicate the main constitutional and legislative texts that regulate public employment in your country

#### **Room for information**

Q2. At central government, is public service employment regulated by:  
**(simple choice answer)**

- common labour market laws  
 a specific consolidated status  
 non applicable N/A

Q3. If there is a specific consolidated status, which categories of staff are included :

- |   |                              |                             |                              |
|---|------------------------------|-----------------------------|------------------------------|
| • Statutory employees in central government | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Statutory employees in local government   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Employees under contracts                 | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Employees of the education sector         | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Employees of the health sector            | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Armed forces                              | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Police                                    | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

Q4. What are main legal differences between the civil service status and any other general employment rules of the private sectors ?:

- General government employment falls under public law while private sector employment falls under private laws Yes  No  N/A
- The legal framework provides guarantees for life-long employment (tenure) Yes  No  N/A
- The legal framework provides guarantees in favour of

- |   |                              |                             |                              |
|---|------------------------------|-----------------------------|------------------------------|
| lifelong employment   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • The legal framework sets rules for recruitment and termination (e.g. hiring through competitive examination or through open recruitment by post, specific dismissal rules, etc) | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • The legal framework provides specific HR rules to guarantee a career path, sets specific promotion and mobility rules   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • The legal framework imposes rights and duties   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • The legal framework includes the right to strike  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • The legal framework regulates relations to trade unions and sets social dialogue rules  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • The legal framework imposes special benefits including social security and pension  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • The legal framework introduces specific rules for women employment  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

**B. Changes and reforms**

Q5. Have you changed the employment framework over the past decade?

- Yes  
 No

*If yes:* What have been the main directions to change ?:

**If you have several multiple “YES” answers please rate these by order of importance in the far right box**

- |  |                              |                             |                              |  |
|--|------------------------------|-----------------------------|------------------------------|--|
| • Alignment with labour market rules                           | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Increasing managerial flexibility                            | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Increasing delegation of responsibilities to line management | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • To enhance core values                                       | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • To ensure a gender representative workforce                  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

Q6. Are you in the process of changing the employment framework ?

- Yes  
 No

**Room for details and comments**

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**SECTION 2 : THE CENTRAL HRM BODY IN CENTRAL GOVERNMENT ORGANIZATIONS**

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**A. Snapshot**

Q7. Is there a central department or agency in charge of HRM?

- Yes
- No
- N/A

Q8. Please specify name and position in the government organigramm

**Room for details**

Q9. Tasks and responsibilities:

**If you have several multiple "YES" answers please rate these by order of importance in the far right box**

- |  |                              |                             |                              |  |
|--|------------------------------|-----------------------------|------------------------------|--|
| • supervise workforce planning and management                          | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • create HRM rules and principles (regulations)                        | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • decide on the level of public employment in government               | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • decide on the wage bill limitations                                  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • provide guidance on HR across ministries and other government levels | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

**Room for comments**

**B. Changes and reforms**

Q10. Are there any current reforms undertaken regarding the central HRM body?

- Yes
- No

**Room for details**



**SECTION 3 : HRM POLICIES  
RECRUITMENT IN CENTRAL GOVERNMENT  
ORGANIZATIONS**

**A. Snapshot**

Q11. How do you recruit public employees within core civil service?  
**(simple choice answer)**

- Through a competitive examination that provides entry into a specific group/a grade Yes  No  N/A
- Through individual application to each post (selection based on technicity and experience) Yes  No  N/A

*If yes* : are the vacant posts open to middle and senior managers? Yes  No  N/A

- Both (depending on post/categories) Yes  No  N/A

**Please provide details on recruitment procedures especially if you selected the choice “both “and identify the post/categories to which the different rules apply.**

Q12. What are the admission criteria?  
**Please specify academic or technical qualifications**

Q13. What are the processes to guarantee equal opportunities?  
**If you have several multiple “YES “answers please rate these by order of importance in the far right box**

- All examinations and/or vacancies are published. Yes  No  N/A
- Recruitments are made with various panel including the HRM department and/or recruitment cabinets Yes  No  N/A
- Regulations against nepotism and patronage are in force Yes  No  N/A
- Recruitment procedures are organised to effectively avoid Subjective judgement and discriminate women Yes  No  N/A

Q14. Do you use quotas for gender inclusiveness?

- Yes
- No

*If yes:* Please mention which categories/functions/positions are targeted ? (like Senior civil service position)

If yes : What percentage of the global public workforce do quotas represent?

- Less than 10% Yes  No  N/A
- Between 10 and 20% Yes  No  N/A
- Between 20 and 50% Yes  No  N/A
- 50% Yes  No  N/A
- Above 50% Yes  No  N/A

**Please mention any gender quotas developed for specific workforce components.**

Q15. Delegation and oversight :

**If you have several multiple “YES “answers please rate these by order of importance in the far right box**

- Are general recruitment and appointment policies handled in a centralized manner (HRM central body)? Yes  No  N/A
- Are recruitment and delegation managed by ministries or agencies directly (including organization) ? Yes  No  N/A
- Do you outsource organization and interview? Yes  No  N/A
- Is there specific oversight body to control regularities? Yes  No  N/A

**B. Changes and reforms**

Q16. Are there any current reforms related to recruitment procedures?

- Yes
- No

**Please provide details**

**Rooms for comments**

**SECTION 4 : HRM POLICIES :  
CAREER PATH IN CENTRAL GOVERNMENT  
ORGANIZATIONS**

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**A. Snapshot**

Q17. How do you promote civil servants?

**If you have multiple answers please rate these by order of importance in the far right box**

<input type="checkbox"/>	Examination	
<input type="checkbox"/>	Seniority	
<input type="checkbox"/>	Individual performance	

- Is there compulsory open competition for promotions?

<input type="checkbox"/>	Yes
<input type="checkbox"/>	No
<input type="checkbox"/>	N/A

- Does seniority in the public service automatically raise the salary/grade ?

<input type="checkbox"/>	Yes
<input type="checkbox"/>	No
<input type="checkbox"/>	N/A

- Does seniority in the specific post automatically raise the grade/salary ?

<input type="checkbox"/>	Yes
<input type="checkbox"/>	No
<input type="checkbox"/>	N/A

**Room for comments**

Q18. What is the percentage of staff's mobility across ministries ?

- |                     |                              |                             |
|---------------------|------------------------------|-----------------------------|
| • Less than 5%      | Yes <input type="checkbox"/> | No <input type="checkbox"/> |
| • Between 5 and 10% | Yes <input type="checkbox"/> | No <input type="checkbox"/> |
| • Above 10%         | Yes <input type="checkbox"/> | No <input type="checkbox"/> |

What is the percentage of staff's mobility with the private sector ?

- |                       |                              |                             |
|-----------------------|------------------------------|-----------------------------|
| • Less than 5%        | Yes <input type="checkbox"/> | No <input type="checkbox"/> |
| • Between 5 and 10%   | Yes <input type="checkbox"/> | No <input type="checkbox"/> |
| • Between 10 and 20 % | Yes <input type="checkbox"/> | No <input type="checkbox"/> |
| • Above 20%           | Yes <input type="checkbox"/> | No <input type="checkbox"/> |

**Please provide comments on mobility rules and practices**

**B. Changes and reforms**

Q19. Are there any current reforms implemented on career path rules?

- Yes  
 No

**Please provide details**

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**SECTION 5 : HRM POLICIES :  
TRAINING IN CENTRAL GOVERNMENT ORGANIZATIONS**

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**A. Snapshot**

Q20. Do civil servants receive similar initial training after entry?

- Yes  
 No  
 N/A

**Room for details**

Q21. Is continuous training linked with individual career path?

- Yes  
 No

**Please provide details on training programs** (examination's preparation, skills improvement, new skills, etc.)

Q22. What is the average length of training per year per employee?

**(simple choice answer)**

- |                            |                              |                             |                              |
|----------------------------|------------------------------|-----------------------------|------------------------------|
| • less than 5 days         | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • between five and 10 days | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • more than 10 days        | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

How much do you spend per employee per year? **Please provide a figure**

Q23. Can all staff apply for training programmes (including contractual staff)

- Yes  
 No  
 N/A

**B. Changes and reforms**

Q24. Are there any current reforms to be carried out on training?

- Yes  
 No

**If yes, please provide details**

**SECTION 6 : HRM POLICIES :  
PAY IN CENTRAL GOVERNMENT ORGANIZATIONS**

**A. Snapshot**

Q25. How is pay determined?  
**(simple choice answer)**

- mainly at central level by HRM body?
- mainly delegated to ministries/agencies?
- mainly standardized across ministries?

Q26. On which criteria is the basic pay structured?

**If you have several multiple "YES" answers please rate these by order of importance in the far right box**

- |   |                              |                             |                              |  |
|---|------------------------------|-----------------------------|------------------------------|--|
| • academic degree and professional experience           | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • position specificities (tasks, responsibilities, etc) | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • average wage of the private sector                    | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • indexation to consumer price index                    | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

Q27. Do you have a performance-related pay in place – that is to say bonuses or allowance or basic pay increase based on performance?

- Yes
- No
- N/A

*If yes :* How much is it as percentage of total pay ?  
**(simple choice answer)**

- |                      |                              |                             |                              |
|----------------------|------------------------------|-----------------------------|------------------------------|
| • less than 10%      | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • between 10 and 20% | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • between 20 and 30% | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • between 30 and 40% | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • between 40 and 50% | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • above 50%          | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

*If yes:* How is it mainly allocated?  
**(simple choice answer)**

- individually
- collectively

*If yes :* **Please provide background information on the PRP mechanisms**

Q28. Do you have other benefits ?

- |                    |                              |                             |                              |
|--------------------|------------------------------|-----------------------------|------------------------------|
| • bonuses          | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • allowances       | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • pension benefits | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • other benefits   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

**Please provide background information**

Q29. What are the main criteria used to allocate PRP or other pay variables?

- individual performance evaluation
- seniority
- attaining new qualifications or skills
- regulatory conditions

**Please provide comments.**

**B. Changes and reforms**

Q30. When was the last pay scale revision?

**Please mention date and details**

Q31. Are there any current reforms carried out on pay?

- Yes
- No

**If yes, please provide details**

**Room for comments**

**SECTION 7 : HRM POLICIES :  
TERMINATION IN CENTRAL GOVERNMENT ORGANIZATIONS**

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**A. Snapshot**

Q32. What is the most common reason for employees' contract termination ?

**If you have several multiple "YES" answers please rate these by order of importance in the far right box**

- |  |                              |                             |                              |  |
|--|------------------------------|-----------------------------|------------------------------|--|
| • voluntary resignations                             | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • disciplinary action                                | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • workforce adjustment policies based on staff needs | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • employee bad performance                           | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

Q33. Do you implement voluntary departures programs?

- Yes  
 No

*If yes:* Please mention the key objective:

**If you have several multiple "YES" answers please rate these by order of importance in the far right box**

- |  |                              |                             |                              |  |
|--|------------------------------|-----------------------------|------------------------------|--|
| • to decrease budget expenditures at the short run | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • to decrease budget expenditures at long run      | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • to downsize workforce                            | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • to adjust workforce to new skills' needs         | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

**B. Changes and reforms**

Q34. Are there any current reforms to be carried out?

- Yes  
 No

**Please provide additional information**

**Room for comments**

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**SECTION 8 : WORKFORCE PLANNING AND MANAGEMENT IN CENTRAL GOVERNMENT ORGANIZATIONS**

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**A. Snapshot**

Q35. Please provide the civil service age structure at central government level

	<b>19 and under</b>	<b>20-29</b>	<b>30-39</b>	<b>40-49</b>	<b>50-59</b>	<b>60 and over</b>
<b>Global workforce in 2008 or closest</b>						
<b>Men</b>						
<b>Women</b>						

Q36. Please briefly describe your current **job classification** (breakdown by job list, functional description, job profile, etc.)

**Please comment**

Q37. Please provide information on the occupational structure / staff groups :

- categories
- job field or “corps”
- grades
- function
- others (please specify)

Q38. Workforce planning: how do you measure the number/volume of your staff?  
**(single answer)**

- accounting is based on legal approach
- accounting is based on budget and financial criteria

**Please provide additional information.**

Q39. Do you make recruitment projections?

- Yes
- No
- N/A

**Please provide details.**

Q40. Do you make turnover and departure projections?

- Yes
- No
- N/A

**Please provide details.**

Q41. Do you implement gender-focused policies?

- Yes
- No
- N/A

*If yes :* what are the expected objectives ?

- create an inclusive public labour market for women      Yes       No       N/A
- respond to workforce planning needs                      Yes       No       N/A
- increase effectiveness in government                      Yes       No       N/A
- fighting against discrimination and building trust      Yes       No       N/A

**B. Changes and reforms**

Q42. What are the main challenges you have to deal with at present time?

**If you have several multiple “YES “answers please rate these by order of importance in the far right box**

- workforce is still not well-dimensioned (over/understaffed)      Yes       No       N/A
- the occupational structure is improper                              Yes       No       N/A
- right skills are not in right structures                              Yes       No       N/A
- high proportion of inexperienced young staff                      Yes       No       N/A
- the inability to retain good performers                              Yes       No       N/A
- the inability to retain critical skills                                      Yes       No       N/A
- long time to fill vacancies    Yes       No       N/A
- the high turnover of staff (each 2 or 3 years)                      Yes       No       N/A
- HRM arrangements do not guarantee gender inclusiveness      Yes       No       N/A

**Please provide all details on programmes and strategies to adjust the current workforce planning system.**

Q43. How did you improve your workforce planning over the past decade?

**Please provide any details.**

**Room for comments**

**SECTION 9: HRM CHALLENGES IN CENTRAL GOVERNMENT ORGANIZATIONS**

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Q44. On which strategic aspects do you experience the main HRM challenges?  
**Please also rate your 3 main challenges by order of importance in the far right box**

- |  |                              |                             |                              |  |
|--|------------------------------|-----------------------------|------------------------------|--|
| • the size of public employment                        | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • the performance management system                    | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • the level of pay and benefits                        | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • the job classification                               | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • workforce planning                                   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • a low level of education and skills of the workforce | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • adhering to the ethical standards                    | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

**Please explain which HRM policy responses you provide to handle these challenges.**

Q45. Does your country experience problems to ensure coherence of staff management across ministries/ agencies ?

- Yes  
 No  
 N/A

*If yes:* Is it mainly due to:

- discrepancies between statutory and contractual staff  
 discrepancies of rules across departments

**Room for comments**

**SECTION 10: PERFORMANCE MANAGEMENT IN CENTRAL GOVERNMENT ORGANIZATIONS**

**A. Snapshot**

Q46. Is formalized performance assessment mandatory for all government employees?

- Yes
- No
- N/A

Q47. What are the current performance criteria explicitly used?

**If you have several multiple “YES” answers please rate these by order of importance in the far right box**

- |                               |                              |                             |                              |  |
|-------------------------------|------------------------------|-----------------------------|------------------------------|--|
| • outputs                     | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • achievement of objectives   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • improvement of competencies | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • values                      | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

Q48. Do you use specific tools such as:

- |                                  |                              |                             |                              |
|----------------------------------|------------------------------|-----------------------------|------------------------------|
| • Quotas                         | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Ranking of the best performers | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • 360 degree feedback            | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Collective assessment          | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

Q49. Does performance appraisal impact:

**If you have several multiple “YES “ answers please rate these by order of importance in the far right box**

- |                              |                              |                             |                              |  |
|------------------------------|------------------------------|-----------------------------|------------------------------|--|
| • promotion/career evolution | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • remuneration (bonuses)     | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • PRP                        | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • individual training needs  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • contract renewal           | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • termination/lay off        | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

Q50. Workforce number and posts are mainly defined by:

**(single answer)**

- |  |                              |                             |                              |
|--|------------------------------|-----------------------------|------------------------------|
| • HRM central body                               | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Each department/ministry                       | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • HRM central body and departments               | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • HRM central body and finance ministry          | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Each ministry/departments and finance ministry | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

Q51. Classification, promotion, recruitment, training and dismissals are primarily managed by:  
**(single answer)**

- HRM central body
- Ministries
- Ministries and line managers

Q52. Pay is mainly determined by  
**(single answer)**

- HRM central body
- Ministries
- Ministries and line managers (for variable parts)

**B. Changes and reforms**

Q53. Are there any current reforms to be carried out regarding performance management?

- Yes
- No

**Please provide additional comments**

**SECTION 11: SENIOR CIVIL SERVICE IN CENTRAL GOVERNMENT ORGANIZATIONS**

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**A. Snapshot**

Q54. Is there a defined group of staff widely understood as “senior civil servants”?

- Yes
- No
- N/A

Q55. How many employees are considered to be “senior civil servants”?

**Please provide a specific figure**

Q56. How are they recruited?

**(Single answer)**

- through competitive examination
- through automatic career progression
- They are originally selected by competitive examination early on in their careers and managed as a group throughout their career
- through open competition (incl. external competition)

Q57. Do they have specific career path/promotion and performance appraisal system for them?

- Yes
- No
- N/A

Q58. Does the Senior Civil Service encompass political appointees?

- Yes
- No

**Please provide figures.**

**B. Changes and reforms**

Q59. Are there any current reforms to be carried out?

- Yes
- No

**Please provide additional comments**

**PART 2 : PUBLIC SECTOR EMPLOYMENT SIZE AT CENTRAL AND NON-CENTRAL LEVEL**

**SECTION 1 : PUBLIC SECTOR EMPLOYMENT SIZE IN CENTRAL AND NON-CENTRAL GOVERNMENT**

*NB* : The breakdown by level of administrations/government should follow the breakdown presented in the National Accounts as closely as possible. It can follow a financial criteria (the unit which finances) or an administrative criteria. You may adapt the proposed breakdown (including by deleting lines like “States” or “Social Security”), depending on available data.

**A. Snapshot**

Q60. Please mention the government employment volume

	<b>Figures in the year 1990 or closest</b>	<b>Figures in the year 2000 or closest</b>	<b>Figures in the year 2008 or closest</b>
<b>General government employment</b>			
<b>Global figure</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
%age of the labour force	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
%age of the total population	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b><u>of which</u></b>			
<b>Central public employment</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b>Non-central public employment (at local/State level)</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b><u>of which</u></b>			
<b>General administration</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b>Armed force</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b>Education</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b>Health sector</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>

**B. Changes and reforms**

Q61. Has the employment level changed over the past decade?

- Yes
- No

*If yes :* What caused the significant changes?

**If you have several multiple “YES “answers please rate these by order of importance in the far right box**

- |   |                              |                             |                              |  |
|---|------------------------------|-----------------------------|------------------------------|--|
| • Downsizing policies carried out   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Enhanced workforce planning systems quality   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Shift in the public service demands<br>(reallocation of staff numbers across sectors) | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Decreasing number of ghost employees  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Decreasing number of political appointees   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Devolution  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Outsourcing and privatization   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Change in the retirement policy   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

*If no :* What are the main factors that can explain constant figures?

**Comments**

Q62. At present, do you carry out a strategy to change the employment level?  
**(single answer)**

- Yes, workforce downsizing
- Yes, workforce increasing
- No

*If yes workforce downsizing:* What is the main strategy implemented?

**If you have several multiple “YES “answers please rate these by order of importance in the far right box**

- |                        |                              |                             |                              |  |
|------------------------|------------------------------|-----------------------------|------------------------------|--|
| • Recruitment freeze   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Outsourcing          | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Dismissals           | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Early retirement     | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Voluntary departures | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |



If yes increasing:

What are the main underlying reasons? :

**If you have several multiple “YES “answers please rate these by order of importance in the far right box**

- |  |                              |                             |                              |  |
|--|------------------------------|-----------------------------|------------------------------|--|
| • Increasing demand of public service delivery       | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Inflexible workforce management policies           | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Priority to policies to struggle with unemployment | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Transfer of staff from the private sector          | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

If no:

Is it mainly because:

- |   |                              |                             |                              |  |
|---|------------------------------|-----------------------------|------------------------------|--|
| • The public employment framework is rigid                    | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • The employment size is well-dimensioned                     | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • The economic or labour market conditions are not favourable | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

**Please provide all details on programmes and strategies to adjust the current workforce.**

## SECTION 2 : WAGE BILL AND COMPENSATION OF EMPLOYEES AT CENTRAL AND NON-CENTRAL GOVERNMENT

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### A. Snapshot

Q63. Please fill in the table of figures below

Public expenditures	Figures in 1990 or closest	Figures in 2000 or closest	Figures in 2008 or closest
Compensation of employees including health and pension			
<b>Total value</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b>Value as a %age of GDP</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
Compensation costs excluding health and pension			
<b>Global volume</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b>Value as a %age of GDP</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>

Q64. Which body sets the wage bill limitations?

- |                                     |                              |                             |                              |
|-------------------------------------|------------------------------|-----------------------------|------------------------------|
| • Prime minister                    | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Ministry of finance               | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • HRM central body                  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • Each departments/government units | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

**Please comment.**

Q65. On which criteria are the limitations based?

**If you have several multiple “YES “answers please rate these by order of importance in the far right box**

- |  |                              |                             |                              |  |
|--|------------------------------|-----------------------------|------------------------------|--|
| • Wage bill projections based on career and demographic criteria (wage bill drift <sup>1</sup> ) | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • HR flows projections   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Cost estimation of the public service delivery outputs   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Macro-economic criteria (% of GDP, Unemployment rate, etc.)                                    | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

**B. Changes and reforms**

Q66. Has the wage bill changed over the past decade? **(only one possible answer)**

- Yes increased  
 Yes decreased  
 No

*If yes, increased:* What caused the significant changes?

**If you have several multiple “YES “answers please rate these by order of importance in the far right box**

- |   |                              |                             |                              |  |
|---|------------------------------|-----------------------------|------------------------------|--|
| • new pay scales                          | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • increased recruitment rate              | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • mechanic demographic effect (seniority) | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • increased pension bill                  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

*If yes, decreased:* What caused the significant changes?

**If you have several multiple “YES “answers please rate these by order of importance in the right box**

- |                                       |                              |                             |                              |  |
|---------------------------------------|------------------------------|-----------------------------|------------------------------|--|
| • Downsizing policies                 | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Lower promotion rates               | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Demographic effects                 | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |
| • Improved workforce planning systems | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |  |

<sup>1</sup> Based on seniority and skills

**SECTION 3 : THE EMPLOYMENT TYPES IN CENTRAL GOVERNMENT ORGANIZATIONS**

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**A. Snapshot**

Q68. Please mention employment figures by types

<b>Employment framework</b>	<b>Figures in the year 1990 or closest</b>	<b>Figures in the year 2000 or closest</b>	<b>Figures in the year 2008 or closest</b>
<b>Statutory employment</b> (global volume)	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b>Contractual employment</b>	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>
<b>Political appointees</b> Distinct from civil servants ; appointed through discretionary criteria	<i>Please fill in</i>	<i>Please fill in</i>	<i>Please fill in</i>

Q69. Please provide additionnal figures about:

- statutory employees by categories
- statutory employment by grades

**B. Changes and reforms**

Q70. Have you experienced a trend to increase contractual employment?

- Yes  
 No

*If yes:* What is the objective?

- |  |                              |                             |                              |
|--|------------------------------|-----------------------------|------------------------------|
| • constrain the wage bill                  | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • adjust workforce and skills              | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • recruit senior managers or cabinet staff | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

*If no:* What is the reason?

- |   |                              |                             |                              |
|---|------------------------------|-----------------------------|------------------------------|
| • legal statutory barriers <sup>2</sup> ?                             | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • trade union resistance?   | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |
| • macroeconomic reasons?<br>(e.g. low activity rate in labour market) | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/> |

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<sup>2</sup> Constraining the use of contractual staff

## **Annex : Terms of Reference of Chapter 1 on Human Resources Management**

### *Progress report on Modernizing public management in Arab countries*

#### **Context**

During its first stage, the Good Governance for Development (GfD) in Arab Countries Initiative aimed at increasing regional policy dialogue on governance modernization and strengthening government capacity to design, implement and evaluate public policies. Based on the results obtained and lessons learned from GfD, a programme of work for the second phase of the initiative was discussed and approved by the Steering Group at the technical level on July 2008.

Expected outcomes focus on the improvement of public governance and public sector management, with emphasis put on four strategic directions:

1. Deepening policy dialogue, knowledge and capacity building at the regional level.
2. Fostering peer advice and partnerships for reform at the central government level.
3. Monitoring and measuring progress.
4. Anchoring the programme in a regional framework of institutions and networks of reform.

Arab countries have increasingly shown interest in enhancing capacity building, policy-oriented activities and co-operation in the region.

#### **Expected outcomes**

The last meeting of the Steering Group in July 2008 strongly supported further dissemination of background information collected on public governance, as well as benchmarks on governance practices.

To respond to this expectation, the OECD Secretariat has proposed conducting a study to analyse the state of the civil service and public management in Arab countries. According to the mandate agreed, the main conclusions will be presented and discussed at the MENA ministerial meeting that will occur in November 2009.

More interestingly, the Report will address an audience of **Arab policy makers** and should therefore have a **practical orientation** describing policy changes and providing information about different **existing practices** in OECD and Arab countries. The report will aim at highlighting the main progresses and the main institutional achievements resulting from the reform implementation process. The submitted conclusions are intended to support policy-formulation and discussion in the region and within the public administration of national countries.

## **Chapter 1 expected outputs**

Chapter 1 of the report will focus on the Human Resources Management developments as they are carried by central government organizations.

Two main outputs are expected:

- drawing a snapshot of existing practices on HRM and public employment carried out in Arab countries ;
- identifying successful reforms and main achievements in key areas of HRM policies and public employment management, in some relevant countries.

## **Main issues to be addressed on HRM and public employment**

The study will follow an institutional-oriented and legal-based approach.

The study will point out successful achievements in some of the main HR strategic policy areas:

- Building HR organisation and job evaluation strategies to downsize civil service employment and reduce wage expenditures.

*The objective is to explore the workforce adjustment approaches adopted by Arab countries to balance the need to contain public wage bills and achieve staffing targets with the need to maintain organisational skills and capacities to carry out the policies of the government of the day<sup>3</sup>. Additional analysis will be provided on how to address the current economic crisis and the ways in which they impact the design of workforce downsizing policies.*

- Introducing an efficient HR planning system and pay strategies (including job classification, pay grading, and performance-related pay instruments).

*The objective is to explore manpower planning, including job classification, key instruments to anticipate workforce needs, arrangements used to distribute competencies adequately to ensure effectiveness, etc. Moreover, the section will assess the remuneration policies implemented by Arab countries, most particularly the proportion of pay based on individual performance<sup>4</sup>.*

- Designing effective HRM policies regarding recruitment, promotion, training, retirement and Senior Civil Service.

*The objective is to explore current HRM arrangements and policy reforms undertaken to establish an organisational strategic management based on individual performance<sup>5</sup>.*

- Introducing managerial flexibility in HRM, defining the role of central HR bodies and HR units in line-bodies, negotiating reforms with various public stakeholders.

*The objective is to examine how far Arab countries are moving towards an increased managerial delegation and control of HRM responsibilities to line ministries and arm's length bodies, and how it modifies the role of HRM central body in policy formulation<sup>6</sup>.*

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<sup>3</sup> The experiences of Finland, Germany and Portugal in reducing civil service employment may provide a valuable comparative experience.

<sup>4</sup> The cases of France and Finland regarding workforce planning, the British performance agreements for Senior Civil Servants and the Korean performance-related pay policies may provide a valuable source of information for the exchange of ideas and experiences for Arab countries.

<sup>5</sup> In-depth exploration of the experiences of the Irish Public Appointments Service, the Belgian Recruitment Agency (SELOR) and the French administration will be used in a comparative perspective.

<sup>6</sup> A detailed exploration of the experiences of Finland, France, and Spain may provide Arab countries with different experiences in conducting decentralisation policies.

- Enhancing and guaranteeing valuable performance and assessment of management systems.

*The objective is to examine the arrangements set by central governments to ensure that the performance of public employees and of the organization outputs is well assessed. This is reflected by the shift from an input-based to an output-oriented organisation on the one hand, and by increasing delegation of responsibilities to line managers combined with flexible and individualised HRM processes on the other*<sup>7</sup>.

- Making the reform happen: consultation process, industrial relations and various bargaining.

**However the aim of the report is not to provide a comprehensive picture for each of the previous items.**

## **Chapter 1 methodology**

The report will rely on three empirical sources:

- A comprehensive research on legal basis and existing data available
- A questionnaire covering the main HRM areas of priorities and challenges with a view to measuring the main progress achieved
- Fact finding missions allowing collecting additional data, discuss data analysis and conduct in-depth interviews on existing HRM policies and reforms.

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<sup>7</sup> The British, the Belgian and the French case studies may be used as key basis for comparison.