Analysis of level of employment and remuneration in public administration in Poland in years 2013-2015

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ABSTRACT

The subject of considerations in this study is employment and level of remuneration in public administration. Particular attention was paid to the division of public administration to central and local. A study was made to analyse average employment and average remuneration received by the employees of public administration. The research covers the period of 2013-2015.

Keywords: public administration, employment in public administration, remuneration in public administration

1. INTRODUCTION

In every modern country specific part of economy is responsible for providing goods and services to society, this is called the public sector [1]. Its purpose is to guarantee citizens access to social and health care, education, ensure safety and spatial order, create infrastructure [2]. Administration meets a public function involving meeting social needs and creates a highly organised social system, that participates in exercise in public authority [3]. In state of law the public administration is primarily a legal construction or some kind of organisational activity, conducted on behalf and in the name of the state or other institution under public law (local governments) [4]. Structure and functioning of the administration are defined by law,
and its authorities and other entities carry out public objective through activities determined by law [5].

Social challenges and expectations towards public administration result in its evolution. Administration undergoes dynamic transformations that affect all areas of everyday life of citizens [7]. External conditions and the challenges of global nature in particular, and social expectations contribute to the change in administration [8]. In search for the contemporary essence of the public administration one should take more widely than ever before into consideration the needs and social expectations towards the state [9].

Nowadays, it is the officials that are expected to have higher efficiency and take the responsibility for their own actions. It also calls on the authorities to be useful for citizens. Thus, improving the efficiency of administration, both central and local, becomes and important challenge [10].

In most European countries the possibility of marketisation of public administration and development of civic participation are limited due to the settled models of bureaucracy, but mainly because of the state systems [11].

In contemporary state, the scope of social tasks of public administration is determined by the principle of subsidiarity and social rights of citizens. In practice, the scope of social tasks is determined by the social policy adopted by the government [12].

2. ESSENCE OF PUBLIC ADMINISTRATION

Public administration is state activity that satisfy the collective needs of citizens [5]. Modern public administration is far from the vision of a uniform, structured organisational system. Offices and administration authorities form a network of entities, which may, but need not, lead the activities aimed in one direction in the public interest. Public administration is a system controlled by commands and guidelines coming from the centre of power to the local administrative structures [13].

The central and supreme authorities of state administration are: President of the Republic of Poland, Council of Ministers, President of the Council of Ministers, Sejm [lower house of the Polish parliament] and Senate. Central authorities that are not supreme are mostly appointed by the President of the Council of Ministers. They are: heads of Office for Competition and Consumer Protection [Urząd Ochrony Konkurencji i Konsumenta], National Broadcasting Council [Krajowa Rada Radiofonii i Telewizji], Central Office of Measures [Główny Urząd Miar], Internal Security Office [Agencji Bezpieczeństwa Wewnętrznego], General Police Headquarters of Poland [Komenda Główna Policji], Central Office of Customs [Główny Urząd Cel] [14].

Local authorities of government administration are divided into authorities of general jurisdiction, i.e. governors and heads of combined administration (units of the Police, National Fire Service, Trade Inspection and others) and authorities of special jurisdiction, such as curator, regional water management board, or other heads performing tasks on behalf of the governor or their own.

Self-government administration is formed with public law entities of social groups and their representations, which were appointed to perform the function of public administrations in decentralised systems, performing public tasks not reserved to the authorities of other

The division of government administration is related to the separation of powers. [17] Separation of powers in classical terms is an essential guarantee for securing the rights and interests of an individual against public authority. Thus, the nature of the principle of separation of powers as a principle determining the shape of the political system of democratic countries is neutral. [18]

![Diagram of Public Administration in Poland]

**Figure 1.** The division of public administration in Poland  
[Source: Own elaboration based on Central Statistical Office of Poland]

### 3. ANALYSIS OF CONDITION OF EMPLOYMENT AND LEVEL OF REMUNERATION IN PUBLIC ADMINISTRATION

In the research period of 2013-2015 the number of people employed in public administration was an average of 426955, including 175662 people employed in state administration, 250318 in self-government administration and 975 people. By analysing employment level at the end of the calendar year, one may notice that it is significantly higher than the average of yearly employment, in all forms of administration. In case of public administration in the research period, the number of employees, considering the level from the last day of the calendar year, increases year by year. When comparing 2015 to the base year,
the number of employees increased by 1.45%. In contrast, the average employment in the
research period has regressed, the absolute shift was respectively in 2014 - 1616 people and
49 people in 2015. Throughout the research period average remuneration increased by 6.8%
in 2015 with the amount of PLN 4644.95, that is PLN 297.13 more than in 2013. In the
research period the remuneration in public administration allocated annual average of PLN
1,922,223,883. Remuneration expenses were the highest in 2015, approximately PLN
1,980,532,361, which is an increase by PLN 119,452,358 comparing to the base year.

In case of separated from the public administration, part of state administration the
situation looks slightly different, in research period it has slightly regressed both in level of
employment at the end of the year, and average annual employment. Number of employees at
the end of calendar year decreased respectively by 1150 people in 2014 and by 985 people in
2015, that is, taking into account the base year and last analysed period the employment
decreased by 1.16%. In case of average employment the absolute change between 2013 and
2015 was 3566 people. On the other hand, the average remuneration of public administration
personnel is increasing from one year to another, in 2014 it increased by PLN 110.84 and in
2015 by PLN 101.39. This condition also reflects an increase of remuneration expenses, in
spite of the number of the employees, the increase in remuneration level has caused an
increase of expenses over the period of 2013-2015 by PLN 19,654,903.

By analysing data regarding the remuneration in self-government administration, one
may conclude that throughout all research years the number of employees in this sector is
constantly increasing. Absolute change in employment level for the last day of calendar year
was respectively 6778 people in 2014 and 1734 in 2015. Taking into consideration the
average employment, one may also observe an increase in value, however the rate of change
is very small, not exceeding 0.5% in comparison to the preceding year, but throughout the
research years the value has increased by 0.77%.

On the other hand, in the self-government sector the highest rate of change has occurred
in the level of remuneration, in 2013 average employee remuneration was PLN 3983.54,
while in 2015 it was 4348.55, which means raise by 10%. When comparing the research years
consecutively, the absolute change in average remuneration in 2014 was PLN 212.09 and in
2015 it was PLN 152.92. This situation resulted in an increase in general average
remuneration expenses for the employees of self-government administration by PLN
99,374,887 throughout the research years.

The smallest group included in public administration are employees of self-government
appeal courts, in their case a regression of employment has been observed in the research
period. Considering the level of employment at the end of 2013 there were 1003 people
employed in this sector, in 2014 a drop of employment by 17 people has occurred, whereas in
2015 there was a slight increase of employment by 2 people. In case of the average
employment this value decreases from year to year, in 2014 it dropped by approximately
1.5%, while in 2015, less than 1%.

By analysing the amount of remuneration a progression has been observed also in this
case, average remuneration increased by just under 6% when comparing 2015 to base year,
while the average remuneration expenses in the research period increased by PLN 205,419.
Detailed information on level of employment and remuneration in public administration are
shown in Table 1.
Table 1. Level of employment and remuneration in public administration
[Own elaboration based on Central Statistical Office of Poland]

<table>
<thead>
<tr>
<th>Public administration</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees at the end of the year</td>
<td>438429</td>
<td>444040</td>
<td>444791</td>
</tr>
<tr>
<td>Average employment</td>
<td>428049</td>
<td>426433</td>
<td>426384</td>
</tr>
<tr>
<td>Average remuneration</td>
<td>PLN 4,347.82</td>
<td>PLN 4,514.33</td>
<td>PLN 4,644.95</td>
</tr>
<tr>
<td>Average remuneration expenses</td>
<td>PLN 1,861,080,003</td>
<td>PLN 1,925,059,285</td>
<td>PLN 1,980,532,361</td>
</tr>
</tbody>
</table>

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<tr>
<th>Public administration</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees at the end of the year</td>
<td>183460</td>
<td>182310</td>
<td>181325</td>
</tr>
<tr>
<td>Average employment</td>
<td>177742</td>
<td>175069</td>
<td>174176</td>
</tr>
<tr>
<td>Average remuneration</td>
<td>PLN 4,854.31</td>
<td>PLN 4,965.15</td>
<td>PLN 5,066.54</td>
</tr>
<tr>
<td>Average remuneration expenses</td>
<td>PLN 862,814,768</td>
<td>PLN 869,243,845</td>
<td>PLN 882,469,671</td>
</tr>
</tbody>
</table>

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<thead>
<tr>
<th>Self-government administration</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees at the end of the year</td>
<td>253966</td>
<td>260744</td>
<td>262478</td>
</tr>
<tr>
<td>Average employment</td>
<td>249319</td>
<td>250391</td>
<td>251244</td>
</tr>
<tr>
<td>Average remuneration</td>
<td>PLN 3,983.54</td>
<td>PLN 4,195.63</td>
<td>PLN 4,348.55</td>
</tr>
<tr>
<td>Average remuneration expenses</td>
<td>PLN 993,172,209</td>
<td>PLN 1,050,547,991</td>
<td>PLN 1,092,547,096</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Self-government appeal courts</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees at the end of the year</td>
<td>1003</td>
<td>986</td>
<td>988</td>
</tr>
<tr>
<td>Average employment</td>
<td>988</td>
<td>973</td>
<td>964</td>
</tr>
<tr>
<td>Average remuneration</td>
<td>PLN 6,228.23</td>
<td>PLN 6,353.84</td>
<td>PLN 6,596.38</td>
</tr>
<tr>
<td>Average remuneration expenses</td>
<td>PLN 6,153,491</td>
<td>PLN 6,182,286</td>
<td>PLN 6,358,910</td>
</tr>
</tbody>
</table>

By analysing the employment structure of public administration shown in figure 1, it should be noted that the largest part of those employees are employees of self-government
administration, almost 59%, and their share in the structure is increasing year by year. The share of state administration employees is decreasing year by year, and their share has decreased over the years by 0.7 percentage points. The smallest share in the structure occupy the employees of self-government appeal courts, providing only about 0.2% of the structure.

Figure 1. Employment structure
[Source: Own elaboration based on Central Statistical Office of Poland]

In case of the remuneration expenses structure, the self-government administration sector also represents the largest share, however, due to higher average remuneration in state administration than in self-government, its share is lower than in case the employment structure. However, due to the increase in self-government administration employment and its regression in case of state administration, the share of remuneration expenses in self-government administration increases year by year. When comparing 2015 with the base year, there was a progression by 1.81 percentage points, while in case of state administration the share in expenses decreased by 1.8 percentage points. In case of remuneration expenses for self-government appeal courts, their share is about 0.32% and does not change significantly in the research period.

The dynamics of change in average employment in public administration, shown in figure 3, in the period of 2013-2015 were inconsiderable. In case of general employment in public administration throughout the years there was a constant slight drop, not exceeding even 0.5%. Also in case of self-government administration, the dynamics of changes did not exceed 0.5%, however in this case one may observe a progression in employment. The greatest rate of change is characterised by state administration, where throughout the research period, there was a decrease of average employment by 2%, and self-government appeal courts, where the average employment decreased by 2.5%.
Figure 2. Remuneration expenses structure
[Source: Own elaboration based on Central Statistical Office of Poland]

Figure 3. Average employment-dynamics
[Source: Own elaboration based on Central Statistical Office of Poland]
In case of average remuneration, a positive dynamics of change can be observed in all sectors. From one year to another, average remuneration of employees increases by 6.83% over the period of 2013-2015 taking all employees of public administration into consideration. The greatest rate of change is characterised by remuneration in self-government administration, where since the 2014 a progression of average remuneration has occurred by 5.32% and in 2015 by 3.64%, that is, comparing 2015 with the base year they have increased by 9.16%. In case of state administration the number of remuneration in the analysed period has increased by 4.37% and in self-government appeal courts by 5.91%.

Figure 4 shows detailed information regarding changes of the average remuneration level in public administration.

3. CONCLUSIONS

Public administration is associated with the idea of state of law and constitution. The primary indicator of the administration activity, both towards the citizens and within the framework of internal management are the provisions of the law. The task of the administration is to meet social needs. Modern administration undergoes constant transformation. The main determinant of the changes is to strive to meet people’s expectations. Emphasis is also placed on simplifying and shortening the administrative procedures.

The degree of bureaucratisation of the state is represented by the level of employment in administration. In the research period, by taking the employment condition at the end of the
year into consideration, its level was increasing, while in case of general employment in public administration in the period of 2013-2015 one may observe a regression. The dynamics of average employment in public administration were insignificant. One may also observe that the largest number of people employed in public administration are self-government employees. Their share in the structure is progressing year by year. Average remuneration throughout the research period has increased in all areas of public administration.

References


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