The Public Service and Social Protection in Europe: A Comparative Research Project

by Franz Rothenbacher

In all developed welfare states the public sector developed into one of the largest, in some countries even the largest employer. At the same time, the public sector is characterized by a strong internal heterogeneity. Since the eighties, almost all European countries have witnessed a decrease in public service employment. This reduction in employment is not only a result of economy measures taken by the governments; it also is a reaction to important structural changes in the public service itself, such as the strong staff expansion in the sixties and seventies or the increase in employees in the highest career groups.

Other effects are the result of the process of European integration and of global competition. The effects of European integration on the national public services are to be expected in two respects in particular: firstly, national sovereign functions are being transferred to the higher community level, or a national function is divested of its sovereign status (privatisation: railway and postal services); secondly, the national public service has to be opened for community members in nonsovereign areas.

Against the background of these basic conditions and trends, the research project will analyse the public sectors in the larger European countries like France, Great Britain and Germany. Both regarding public expenditures and the extent of public sector employment, these three countries are rather situated in the midfield, with strongly differing structures in terms of quality, however. For comparative purposes it will therefore be necessary to also examine the two extreme European cases Sweden (largest public sector in Europe) and Switzerland (smallest public sector in Europe).

The time frame of the project reaches from the 70s to the present. In using this period of time, the central developments in the public sector during the post-war period are covered: expansion, upper limit, and decrease of the public sector.

The methodical approach is twofold: in a comparative approach the countries are compared regarding their most significant dimensions, trends and structures. National standardized case studies complete the comparative analysis. Finally, the perspective of European integration and its effects on the national public services are analysed.

The national public services are analysed from three central aspects: firstly, how has the social structure of the public service developed, how are the national public services constructed regarding central sociostructural variables?

Secondly, social protection in the public service is examined in its historically-institutional development and according to its specific configuration. The analysis of the historical development of social protection in the public service is... continued on page 2
crucial for the entire welfare state development, since social protection in the public sector has served as a model for other occupational groups. 

Thirdly, the social position of those employed in the public service is analysed. The life chances of the members of the public sector are analysed primarily under the aspect of income situation, but other dimensions of the social position (e.g. conditions of work) are to be examined as well.

**Aim and Methods of the Analysis, Questions and Hypotheses**

The project analyses the connection between three subsectors of the public sector: growth of public employment and its internal structuring; social protection in the public sector, in particular old-age provision; and the social position of public sector employees. 

The category social structure comprises the following points: the secular growth of public employment since the 19th century and its acceleration caused in particular by the extension of the welfare states since 1945. The structural change of the public sector due to an increase in importance of the social services and employment in the educational sector. On the other hand, the traditional occupational areas in the public sector (like ministerial administration, the military) experienced a relative loss of importance. The increase in welfare-state-related occupations in the public sector was accompanied by a ‘feminization’ of public services. Social services and the educational sector became a predominantly female field of activity. Running parallel with the feminization of public services there was an increase in part-time employment in the public sector, affecting predominantly women (Rothenbacher 1997a, 1997b, 1999). This development was most pronounced in the Scandinavian welfare states (compare Kolberg 1991). 

The growth of the public services and their structural changes according to area of function, sex and employer–employee relationship were influenced by the educational expansion. The expansion of tertiary educational participation created a workforce potential which formed a basis for recruitment for the public sector (compare Blossfeld/Becker 1988; Becker 1993). The increase in academic degrees and the strong recruiting of college graduates for the public sector did not only lead to a strong increase in public employment; it also shifted the internal qualification structure of the public sector ‘upward’: the proportion of staff with higher educational degrees rose, and this had an impact on the individual career groups. While a relative shrinking of the lower career groups (there are career systems with usually four types of careers in several European countries, among them France and Germany) could be observed, there was a relative increase in the two highest career groups. Thus the quantitative development of the career system reflects in principle the relative increase in higher and the decrease in lower educational degrees. In France, the lowest career group D was merged with the third career group C due to low employment figures. The proportion of titularised civil servants of the highest career group A rose from 18.0 per cent in 1969 to 30.0 per cent in 1988. The growth of the highest career category continued in the 90s at the expense of the lower categories (Quarré/INSEE 1992: 54; Ministère de la Fonction Publique, de la Réforme de l’État et de la Décentralisation 1998: 150). In Germany, the proportion of civil servants (Beamte) and judges in the higher service doubled between 1960 and 1994 (from 11.0 per cent to 20.0 per cent), the share of the middle and lower services fell in the same period from 57.0 per cent to 43.0 per cent. The same tendencies can be observed with respect to the employees in the public service, but the structure of qualifications is clearly lower than that of the civil servants: the proportion of employees in the higher service doubled from 5.0 per cent in 1960 to 11.0 per cent in 1994. For both civil servants and public employees it is true that the two highest career groups grow at the expense of the two lowest. 

In the case of civil servants, meanwhile more than half of them (in 1994: 57.0 per cent) are in the higher and upper service; in the case of public employees, this proportion amounts to one third. In Great Britain, the responsibility for payments and advancement was transferred to the departments and agencies on April 1, 1996. Therefore an order of ranks and payment valid for the entire civil service does not exist any more. This makes comparisons more difficult. But by using comparable groups of ranks it becomes evident that in the 90s with an altogether strong staff reduction the two highest groups of ranks increased in absolute terms (and even more in relative terms). Altogether, the tendency of shifting the emphasis towards higher income and rank classes can be observed here, too (Government Statistical Service 1998: 11). Thus, the hierarchy of positions in the public sector develops more and more from a ‘job pyramid’ into an bulb-shaped form with higher proportions of medium— and higher-level jobs'. 

This development would have been welcomed if it had not been coupled with a substantial *increase in staff expenditure*: career groups are not only linked to educational degrees, they are also linked to income brackets. The relative increase in the share of higher careers leads to a rise in public staff expenditures— if the differences in income between career groups remain the same, a levelling does not occur. The *rise in public expenditure*, with staff expenditure—varying from country to country—making up about half of it, was increasingly considered to be a problem since the late 70s. There were mainly two sources feeding the increase in staff expenditure in the public sector: the strong recruiting of staff in the 60s and the 70s, and the internal ‘upgrading’ in the public sector. Finally, it also was the growing pension load that became noticeable in the course of the years, with its impacts being felt with a time lag of several decades. 

In the 80s, public staff expenditures had reached their peak in most European countries. Measured by GDP, the compensation costs for central and local government employees in Germany amounted to 11.0 per cent in 1975; they were reduced to 8.4 per cent in 1998. In the United Kingdom, the peak value was also reached in
1975 with 15.0 per cent and was almost halved by 1998 (7.6 per cent). In Sweden, 20.0 per cent of GDP were earmarked for civil servants in 1980. Faced with the economic crisis, this value was reduced to 17.0 per cent in 1998. Switzerland and France, on the other hand, experienced a different development: in both countries the ratio steadily rose until the 90s. Switzerland registers a ‘late’ expansion of public services from a low level of public employment. In France, no substantial measures aimed at staff reduction were taken: the proportion continued to rise as it had since the 70s, but it was frozen at a value of 13.7 per cent of GDP in the 90s (OECD, Public Sector Pay and Employment Data Base).

In the 80s, first doubts were expressed regarding the financing of staff expenditure and the costs of pensions in the next few decades and in the first half of the 21st century in particular. Since fundamental changes in existing institutions could not be realized, as they partly concerned guaranteed legal claims, attempts were made to reduce the recruiting of staff. The main goal was the reduction of employees: this was to be achieved by reducing the hiring of new employees.

The effects of staff reduction measures are demonstrated by the staff expenditures ratio. In Germany, it remained at the same level both for the federal government (at approximately 15.0 per cent) and the states (at approximately 41.0 per cent); it was only in the 90’s that it was reduced to 12.0 per cent for the federal government and to 37.0 per cent for the states (König 1999: 17). In France, staff expenses in the Fonction publique de l’État hovered around 36.0 per cent of the state budget in the 90s (Ministère de la Fonction Publique (…) 1998: 118). A general modernization of the public sector (slogans: efficiency, effectiveness, performance) was to increase productivity. At the same time part-time work was promoted, also as a family-policy measure, reinforcing the trend towards feminization even more. Since the 80s, public sector employment as a total has been declining in many European countries, both absolutely and relatively.

These measures aimed at staff reduction and an increase in productivity were accompanied by measures directed at the restructuring of the public sector with the target to lessen the burden on the national budget: privatisation of state enterprises was the motto. State enterprises were to be transformed into private carriers in order to (seemingly) reduce public expenditure. In fact, it was usually intended to organize state enterprises according to the criteria of the private industry, to expose them to a certain amount of competition (by partially eliminating their monopoly, as e.g. the post office; in the case of the federal railways this was only possible to some degree) to increase productivity, which always involves a reduction in employment in the end. The post office, the telecommunications and the railways were privatized in Great Britain, France and Germany. Great Britain went furthest in privatizing its many state enterprises, in Germany only selected state enterprises were privatized, and France displayed moderation.

Which effects had these developments on the social protection of public sector employees? (In this case social protection is to be limited to the employees’ own old-age protection and the protection of their dependants). It must be noted that the rights civil servants acquire with their employment cannot be altered easily, i.e. the employees have legal claims. Regarding social protection in general and old-age provision in particular, during the last decades the view dominated that the ‘state’ as a ‘good employer’ (Winchester 1987) had to function as a model for the private industry, and that thus the social protection of public employees should be particularly advantageous. This applies to the conditions of work, but especially to old-age benefits². In contrast to the private sector, the civil servants’ final salary is the basis for the calculation of pension benefits, which usually leads to old-age pensions that are higher than in the private sector. In addition, the minimum duration of service is often shorter and the minimum retirement age limit lower than in the private sector. All this leads to the fact that the old-age pensions of civil servants are higher on the average than in the private sector.

The strong expansion of public employment therefore leads to a strong and rising burden on the national budget due to pension payments³. In France, for example, the proportion of the costs of pensions in the Fonction publique de l’État rose from 7.7 per cent of the state budget in 1991 to 8.4 per cent in 1997 (Ministère de la Fonction Publique (…) 1998: 118). In Germany, according to the model calculations of the pension report (‘Versorgungsbericht’) of the Federal Government, the pension expenses (‘Versorgungsausgaben’) are to rise from 1.2 per cent of GDP (pension ratio, ‘Versorgungsquote’) in the year 2000 to 1.64 per cent in the year 2020, and will be down to 1.24 per cent by the year 2040 (Deutscher Bundestag 1996: 36). A very strong rise is expected regarding the supplementary pensions (‘Zusatzversorgung’) in the public service: the pension ratio amounted to 0.31 per cent of the GDP in 1996, will rise to 0.45 per cent until 2020, and will decrease steadily to 0.32 per cent until 2040 (Deutscher Bundestag 1996: 35). Due to the particularly strong finan-cial burden of the supplementary pensions (‘Zusatzversorgung’, VBL), as early as in 1999 the contributions were increased, and the employees had to pay a contribution of 1.25 per cent of the pensionable salary. While salary payments in the public sector can be lowered by reducing the staff, a direct reduction in pension benefits is not as easily possible. In the first two decades of the 21st century the strongest rise in pension expenditure is to be expected due to the strong cohorts which were recruited in the 60s and the 70s and will then have reached pensionable age. But to this large amount of employees and future pensioners further structural factors will have to be added which will increase expenditures for pensions: a steadily rising life expectancy, and the feminization of the public sector: on the one hand, the life expectancy of women is several years higher than that of men, that is, they receive pension benefits for a longer period of time; on the other hand, women increasingly have a right
to receive pension benefits resulting from their own gainful employment which are substantially higher than those they would receive as widows of civil servants. Thus pension increases will be fed primarily from three sources: the employment expansion in the 70s, the rising life expectancy, and the feminization of the public sector (compare e.g. Deutscher Bundestag 1998).

What are the strategies or options to prevent a collapse of state finances? Different measures have been taken so far or are planned for the next two decades. Since a clear cut in privileges of the public sector in relation to the private sector cannot be realized on a legal basis without difficulties in most countries, fundamental reforms are avoided, and various incremental changes are made. One of these measures is the introduction of or increase in contributions paid by the employees for their old-age pension. However, often this concerns only those new employees who joined the public sector after a certain date; in the case of senior employees this is not possible, in most cases due to legal provisions. The introduction of contributions for employees who do not have the status of civil servants (such as the contributions to supplementary pensions in Germany) or an increase in contributions for public employees who are not part of the civil service (in Great Britain: teachers, National Health Service) is easier to realize. Another measure is a decrease in early retirement or the raising of the retirement age. Furthermore, the reckonable periods of inactiveness (‘Ausfallzeiten’) (due to vocational education) are reduced. Usually attempts are made to maintain the existing pension regime in principle: only rarely are pay-as-you-go systems transformed into pension funds or supplemented by additional newly created pension funds. Finally, another possibility of reducing pension expenditure is to modify the height of the active salaries in the public service. According to the ‘theory that the pension of the civil servant is a continued payment of the salary’, in many countries adjustments of pensions are coupled with adjustments of the salaries of the active civil servants. Increases in the salaries of the active civil servants are thus passed on in full to the pensioners. Moderate or below-average increases in salaries can likewise reduce the pension load.

What are the effects of these developments on the social position of public sector employees? Here the social position of the members of the public sector is regarded as a dependent variable which is, hypothetically, determined by the two independent variables of ‘development of the social structure’ and ‘institutions of old-age provision’. Here, ‘social position’ is understood as a multi-dimensional construct which includes several dimensions of the living conditions (income, health, working conditions, etc.) and co-determines life chances and the quality of life. Regarding the public sector employees it is particularly important to differentiate between social positions according to life cycles. In many countries the development of salaries in the public sector is arranged in such a way that the salaries rise with the length of service and the pension is based on the final salary. This construction is intended to establish a lifelong tie between the employees and their employers. Thus the salaries are relatively low in the beginning of a career in the public sector compared to the private sector, whereas the salaries are high when the work performance begins to sink (and, frequently, the salaries sink as well) in the private sector. Compared to the private sector the members of the public sector are rewarded for long-time employment with one and the same employer with high old-age pensions, usually higher than in the private sector. We can thus schematically speak of a division into two parts of the living situation in the public sector: the pre-retirement and the post-retirement living situation.

Therefore the impacts of the development of the social structure and of the institutional adaptations on the living situation must be discussed separately. The structural changes in the public sector towards a world of woman-dominated part-time jobs, the decrease in the share of full-time employees (concerning men in particular) and the comparatively lower salaries in leading positions along with a general reduction in personnel produce most diverse effects. At the level of conditions of work a new increase in the work load can be expected due to a (new) increase in working hours, measures aimed at efficiency increases, the introduction of performance criteria, in short, general rationalization measures. At the level of salaries it is to be expected that no substantial increases in real wages can be achieved, but that the relation to the average salaries in the private sector must be maintained in order to keep the public sector attractive. The comparably good income position in the middle service compared to the private sector might be maintained, but the relatively smaller salaries of the ‘senior civil servants’ will hardly be changed. The increase in or introduction of contributions for old age provision leads ceteris paribus to a decrease in the real income of public employees. The result of the increase in part-time jobs and the reduction in standard employment is the fact that the trend is reinforced to use employment strategically in the public sector as a second pillar of a household.

The effects on the social position after retirement might be, however, far more drastic than for the active period. The effects of these developments on today’s pensioners and those of the last 20 years are negligible. However, there are signs that the present generation of pensioners, too, must accept reductions in the form of smaller increases in pensions. Far more serious effects are to be expected for future pensioner generations: for one thing, the height of future pensions depends on the attainable pensionable income. Incomes to be attained in the public sector are under no circumstances expected to rise proportionally in the future; instead, they will be kept rather stable or, in the worst case, even sink in relative terms. Thus substantial changes in future old-age incomes are not to be expected from this side alone. But the pensionable incomes might sink relatively as the financial burden will grow due to contribution payments the employees have to make, primarily those newly employed.
There are effects to be expected, however, that result from changes in age limits: raising the minimum age limit for pension entitlement, as it has been done or intended in almost all European countries (compare Auer/Demmke/Polet 1997: 121ff.), equals a reduction in future old-age incomes, considering the present retirement behaviour. Today, only a fraction of the employees work until they have reached the legal retirement age in the public sector of (generally) 65 years. Another widespread measure is the raising of the minimum period of service and the period of service necessary for achieving the maximum pension benefits. The latter measure was introduced in Germany in 1992 for civil servants: the maximum pension benefits are now paid after 40 years of service instead of 35 years. In France, a gradual increase in the reckonable service (‘Beitragsdauer’) of the fonctionnaires from 37.5 to 40 years is being realized between 1994 and 2003 (Auer/Demmke/Polet 1997: 122). A further reduction in old-age pension benefits for future pensioners is the lowering of the reckonable periods of service (‘ruhegehaltsfähige Dienstzeiten’) and reckonable periods of inactiveness (‘anrechnungsfähige Ausfallzeiten’), as it was done in Germany (e.g., due to time spent for university training or in the military services); this, in fact, reduces old-age pension benefits by the equivalent number of pensionable years. Furthermore, modifications in the pension formula could possibly have an impact on old-age incomes: while most calculation systems are linearized, the German nonlinear scale was linearized as late as the 1990s. Before, civil servants with a shorter period of service achieved an disproportionately high pension. All these possible effects taken together can be assumed that the social position of future civil service pensioners will be certainly more unfavourable than that of today’s civil service pensioners.

A Hypothetical Explanatory Model

Figure 1 below illustrates the assumed relationships between the three components social structure, social protection, and social position. One can assume that both the social structure and the institutions of social protection determine the social position of public employees. Thus there would be a dependent range of variables and two independent ranges of variables. These ranges of variables are regarded as a collective of several individual variables. The two independent ranges of variables are regarded as not completely independent from each other; instead, they are interdependent. The two independent and the dependent range of variables together form the endogenous explanatory model. Outside of this area exogenous ranges of variables are assumed, which affect in particular the two independent variables.

The first independent range of variables is defined as ‘change of the social structure’. It is assumed that it is influenced exogenously by factors which change the social structure: such conceivable factors are the expansion of education, the increase in female participation in education, the family policy (arrow 1). It is assumed that the first independent range of variables influences the second independent range of variables, the institutions of social security. The expansion of public occupation increased the pressure on the state budget (staff expenditure, pension costs), i.e. it produced an increase in ‘pension loads’ (arrow 2). This pressure is increased by exogenous factors, such as demographic ageing, a higher life expectancy, and rising health costs (arrow 3). The change in the social structure influences directly the social position of the employees (arrow 4): public employment as full-time work, for example, results in full pension entitlement, whereas part-time work does not produce this kind of entitlement in most cases. The decrease in the number of full-time jobs and their being split into part-time jobs has the result that a job in the public sector becomes the ‘second-best’ job in a family, usually that of the wife. The biggest influence on the social position probably results from direct changes in social protection, in particular in the field of old-age provision (arrow 5): such measures include employees’ contributions to old-age pension benefits, the raising of the pension age, a reduction in the reckonable periods of inactivity, the linearization of the pension formula, changing the indexation, and many other individual measures.

These individual measures, as negligible as they might partly seem, can cumulate and become substantial burdens on the incomes of the employees (e.g., as a result of employees having to pay contributions to the old-age pension benefits) or the elderly. Apart from that, the social position of the employees and seniors in the public sector is influenced by further—exogenous—variables, such as private creation of wealth, costs for health care and pension costs, etc., which cannot be taken into consideration here, however.

Table 1 below lists the dimensions postulated in the ranges of variables of the hypothetical model and formulates indicators for the quantification of these dimensions. The indicators formulated in the table (these have to be adapted to the data that are available) are to be quantified as time series in a disaggregated form (e.g., sex and age) in order to facilitate the finding of possible effects.

The Definition of the Public Service and Public Sector Respectively

The definition of the public sector and service respectively is of central importance for the project. This presents a problem in the national context, but an international comparison becomes even more complicated. There are very different definitions in the national context of what is regarded as the public sector, public service or a civil servant. If we look at it in a functional (or functionalistic) way it becomes clear to some extent what is meant by state functions, but often the functional criterion does not help when it comes to making international comparisons. To be more concrete: the French counterpart of the German ‘civil servant’ (regulated by law of the public service (‘Beamtenrecht’)) is the ‘fonctionnaire’ (regulated by the Statut de la Fonction Publique), and in Great Britain it is the ‘civil servant’.
Figure 1: Hypothetical explanatory model

Independent variables I:
- Change in social structure

Independent variables II:
- Institutions of social protection

Dependent variables:
- Social position of public sector employees

Arrow I: Exogenous variables, e.g., educational expansion

Arrow II

Arrow III: Exogenous variables, e.g., population ageing

Arrow IV

Arrow V

Endogenous variables

(regulated by the Civil Service Code). But the size of these groups varies a great deal from country to country: the German civil servants account for almost half of all public employees, the majority of the French public employees has the status of fonctionnaires, and the British civil servants are a small minority. National differences concerning the status of individual occupational groups of the public sector can be illustrated by using, for example, one of the biggest groups of employees, the teachers: whereas in Germany and France teachers (and lecturers) are civil servants or fonctionnaires, they do not belong to the civil service in Great Britain.

The conclusion based on this situation can only be that different concepts have to be used, in particular for facilitating comparisons within the individual areas of the public sector. For an analysis of the development of employment the concept of the public sector can be used, as data for it are often available, and because it is suitable for depicting the internal heterogeneity. As regards social protection the situation is more difficult since, typically, there are many occupation-specific protection schemes in the public sector, fewer in Germany, but more in France and Great Britain. Here it is impossible to examine all systems; often it is not even necessary as the individual public sector protection schemes frequently follow the example of the civil servants’ protection scheme to a certain extent. Nevertheless it is impossible to generalize, and existing differences have to be emphasized. Concerning the social position, the same holds true as for social protection: as the social position, especially that of the senior employees, mainly depends on the regulations for social protection, the social position has to be analysed by professional group of the public sector. Such an analysis is limited right from the beginning, however, as the information basis is not sufficient.

Expected Results Concerning the Current State of Research

Up to the present, comparative welfare state research has neglected the social protection of the public sector employees to a great extent; it generally deals with general schemes of social protection. Neither research on the national level nor comparative welfare state research have been interested in social protection of the public employees so far. For two reasons this is a major shortcoming: firstly, the state is usually the largest employer in developed welfare states; and secondly, social protection of public employees has a strategic meaning for the discussion about social protection as such. From a historical perspective, the social protection of the civil servants was not only the first public social protection scheme; but without it the expansion of social protection (in particular of old-age provision) to cover other social categories as well could not be understood.

Results which go beyond the current state of research are to be expected in several respects. Firstly, on the national level there are often studies dealing with individual aspects of the public sector, such as the development of employment, state expenditure, the civil servants’ old-age provision, or the social position. But these studies are often not very systematic or do not discuss the public sector as a separate subject, but as a minor part of the study. Secondly, the connection between the three areas social structure, social protection and social po-
Table 1: Operationalization of the three components social structure, social protection and social position

<table>
<thead>
<tr>
<th>Aspects of the public sector</th>
<th>Dimensions</th>
<th>Indicators</th>
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<tbody>
<tr>
<td>Social structure</td>
<td>growth; devolution</td>
<td>global employment rate</td>
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<td></td>
<td>structure of genders, ‘feminization’</td>
<td>gender-specific employment rate</td>
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<td></td>
<td>part-time work</td>
<td>gender-specific part-time work rate</td>
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<td></td>
<td>thinning out of lower career groups ('upgrading')</td>
<td>per cent distribution of career groups</td>
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<td></td>
<td>functional structure; ‘privatization’</td>
<td>over time</td>
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<td>employees by functional areas</td>
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<td>Social protection</td>
<td>old-age pension</td>
<td>retirement age</td>
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<td></td>
<td>survivor’s pension</td>
<td>pensionable salary</td>
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<td></td>
<td>Possible further dimensions of social protection</td>
<td>pensionable period of service</td>
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<td></td>
<td>disability</td>
<td>pension formula</td>
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<td></td>
<td>health protection</td>
<td>amount of contribution</td>
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<td></td>
<td>family benefits</td>
<td>height of disability pension and eligibility requirements</td>
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<td></td>
<td>accident insurance and protection against occupational diseases</td>
<td>payments (continued payment of salary)</td>
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<td>annual vacation and weekly working hours</td>
<td>payments in kind (nursing)</td>
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<tr>
<td>Social position</td>
<td>standard of living: salary and income in the active service</td>
<td>height of pension and eligibility requirements</td>
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<td></td>
<td>living standard: pensions height and old-age income</td>
<td>requirements</td>
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<td></td>
<td>Possible further dimensions of the social position</td>
<td>length of time</td>
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<td>working conditions</td>
<td>working hours</td>
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<td>state of health</td>
<td>vacation regulations</td>
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<td></td>
<td>family structure</td>
<td>days of sickness; periods of inactivity</td>
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<td></td>
<td>living conditions</td>
<td>life expectancy</td>
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<td>frequency of work accidents, occupational diseases and disability</td>
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<td>number of children</td>
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<td>size of dwelling</td>
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<td></td>
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<td>owner-occupied dwellings</td>
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The effects of institutional regulations are very rarely evaluated. Thirdly, the international comparison is extremely underdeveloped: if comparisons are made, then they are made on the level of the individual ranges of variables: public employment, state expenditure, legal regulations or income situation. A comparative synthesis of these three aspects is avoided. But especially with respect to this question important results are expected.
A synthesis of these three aspects that would also cover several countries would make crucial structural characteristics and development tendencies understandable.

Planned Activities
The project has been planned to run for a period of three years. It builds on a series of preparatory work that has already been accomplished earlier. This preparatory work includes, in particular, a bibliography on the topic of social positioning (social structure, social protection, and social position) of the public employees. On the basis of the bibliography mentioned above and the contributions that have been written thus far, in the first year of the project the country studies are planned to be produced. In this first year the studies for France and Germany are to be completed.

In the second year of the project the three other country studies for the United Kingdom, Sweden and Switzerland are to be drawn up. On the basis of these five country studies the international comparison will be carried out. The material drawn from primary sources is to be supplemented by existing results and material from international comparative studies.

In the third year of the project European integration is to be analysed with regard to the national public services against the background of national systems and their differences. Do the national public services have to reduce differences between them (convergence of the national public service systems) in order to fulfill the requirement of the European Court of Justice that permeability regarding EU members (except for the areas of sovereignty) must be ensured? Can the functional and institutional differences within the European multi-level system explain the changes in the national public services (e.g., privatization of former national sovereign areas such as railways and post office)? Apart from presenting the national and comparative parts, this chapter of the book rounds off the monograph.

Product
The central product is a comparative monograph about the position of the civil servant and other public employees in the welfare state of in three selected European countries. The monograph deals with the three big European countries of France, Germany and the United Kingdom; furthermore, Sweden and Switzerland as extreme cases are to be examined separately. The selection of countries is guided by theoretical criteria.

Apart from these in-depth country studies, the monograph comprises comparative parts dealing with the social structure, social protection and social position of the public sector. In addition, it deals with the legal regulations of the European Court of Justice regarding the opening of the national public sectors, and thus the tendency towards a convergence of the national public sectors. Thus the study remains on the level of nation states, but it discusses the influences of the higher level, the European Union. This means that two levels—the supra-national and the national—of the European multi-level system are dealt with. However, the supranational public sector of the European Union cannot be analysed in detail.

Notes
* The research project is generously funded by Thyssen Foundation in Cologne.
1 Concerning the social structure of the public services of Germany and the USA based on official statistics compare now in particular Derlien/Peters (1998) and Derlien/Heinemann/Lock (1998).
2 A short overview of the Europe of the 15 is provided by Auer/Demmke/Pollet 1997.
3 Cf., for example, the second interim report of the Enquete Commission 'Demographischer Wandel' (Demographic Change) (Deutscher Bundestag 1998: 381), the pension report ('Versorgungsbericht') of the German Federal Government (Deutscher Bundestag 1996) or the annual report of the EU Commission 'The Demographic Situation in the European Union' (European Commission 1994: 34).

References
Publications from the research project


The Merging of the École Nationale d’Administration (ENA) with the Institut International d’Administration Publique (IIAP)

Until the end of 2001, the École Nationale d’Administration (ENA, Strasbourg and Paris) and the Institut International d’Administration Publique (IIAP, Paris) had been two autonomous and separate institutions. On the 24th of January 2001, the minister for the public service and state reform, Michel Sapin, charged the director of ENA, Marie-Françoise Bechtel, to conduct a study on the possibility to merge both institutions (see ENA-IIAP, and Marie-Françoise Bechtel, 2001). The implementation study was delivered to the minister in June 2001. The amalgamation of both institutions was proclaimed for the 1st of January 2002. On the 9th of January 2002, the minister for the public service and state reform, Michel Sapin, made public the merger in a speech addressing the main functions of the new institution.

The implementation study made several proposals to combine the efforts of both institutions in the education and training of future civil servants and the training of already established civil servants. According to longer traditions, both institutions addressed different groups of clients. The IIAP—which had emerged from the École cambronne and been established in 1966—had the task to train civil servants from the former French colonies, mainly from Africa, and thus to diffuse the French model of administration. From the very beginning the IIAP therefore had a strong international orientation, which is demonstrated as well by research and publishing activities as by the library and documentation centre of the institute. Especially research and publishing activities shifted towards a strictly comparative orientation with a world-wide perspective during the last two decades. This can best be seen in the journal of the institute, the Revue française d’administration publique (a historical account of the institute can be found in: IIAP and Béatrice Grand sous la direction de Marie-Noëlle Grand-Mesnil, 1996; see as well IIAP, 1995).

The École Nationale d’Administration (ENA), on the other hand, was founded shortly after the war in 1945. Its main intention was to educate and train young future civil servants in order to prepare them for immediate work in the state administration.

The orientation of ENA has therefore been mainly national until now. Nevertheless, ENA also educates a growing number of students coming from outside of France. The mainly national orientation of ENA is reflected in the holdings of the library and documentation centre, which—are on the national level—are a very good tool for all people conducting studies on the French public administration.

The main intention behind the merging of both institutions is to combine the efforts of both institutes in the fields of education and training, to increase collaboration and reduce competition, thereby enhancing synergy and efficiency. The stronger involvement of IIAP in international cooperation, research and publishing combines very well with the stronger national orientation of ENA and its weaker research and publishing activities. The libraries and documentation centres with their rich holdings are also easy to combine because they use the same documentation system. In the future, however, the name IIAP will not be used, and the home page of IIAP will not be updated any more. Adapting and integrating the organizational structures of both institutes will take a longer period of time and will continue during 2002. In any case, the main characteristics of both institutes will still be visible in the near future.

Therefore the following article will present information on both institutes as they existed until the end of 2001 (concerning the new role of ENA after merging with IIAP see Décret no. 2002-49 of the 10th of January 2002 and Décret no. 2002-50 of the 10th of January 2002; the most important documents concerning the merger can be found on: http://www.ena.fr).

École Nationale d’Administration (ENA), Strasbourg and Paris

Historical Background

The National School of Administration was created in 1945 (edict of the 9th of October 1945) by the Provisional Government of the French Republic, led at the time by General de Gaulle. This decision, which was to change profoundly the very structure of the French government, had been foreshadowed by the Provisional Mission on Government Reform (Mission provisoire de réforme de l’administration), reporting to the Head of the Government. Michel Debré, counsellor at the State Council (Conseil d’État) and Commissioner (Commissaire de la République) for Angers, headed this mission and was, temporarily, director of the school.

ENA owes much to the historical context at the time of its creation, and to the spirit of the men and women, most of whom had belonged to the resistance, who took on the reconstruction of the country. Before 1945, the State was not responsible for the training of its senior civil servants. In fact, although the system of competitive examinations, which is the only guarantee of impartial recruitment based on merit, was already widespread, each organisation or ministry organised its own examinations, without any concern for standardisation throughout the senior civil service. Moreover, it had become clear that there was a need for specific and complementary training for future civil servants, between their graduation from university and their first operational job. The École Nationale d’Administration was seen as the solution to all these disadvantages. The single entrance examination, for which not only university graduates but also young civil servants were eligible, offered a new method of recruitment based on equality, intellectual excellence, and the possibility of internal promotion for officials within the civil service.

Moreover, bringing together all future government administrators into one school would bring coherence and openness to the senior civil service: a far cry from sector-based examina-
ons with narrow specialisations. The edict of the 9th of October 1945 also provided for the creation of Institutes for Political Studies: university level organisations which would build on the tuition of social, administrative and economic sciences offered at universities and which would prepare students for the ENA examinations. This second part of the ruling, which is inseparable from the first, allows ENA to carry out its function as a practical training school by virtue of the advanced level of general knowledge gained by students before they pass the ENA examination. This way—and this still is the case today—the great majority of students who enter the school via the external examination have, at some stage, attended an Institute for Political Studies.

**Transfers and Moves**

Symbolically, in 1945 ENA was set up at 56, rue des Saints Pères, separated only by a garden from the École Libre des Sciences Politiques, later renamed the Institut d’Études Politiques de Paris.

It stayed there until 1978, when it was transferred to 13, rue de l’Université, on the other side of the boulevard-Saint-Germain. The school is still on this site, although there has been a second move in the meantime.

It was in 1991 that the government decided to move ENA to Strasbourg, in the Commanderie Saint-Jean. Now the School is officially located in Strasbourg, but following a decision made in 1993, the curriculum is divided into two periods, first one in Strasbourg, then one in Paris. ENA therefore has two complementary campuses, the first one close to European decision-making centres, the second one close to national administrations.

ENA is directly related to the service of the Prime Minister. The tutelage of the institute is assured by the minister of the public service, state reform and decentralisation.

**The Documentation Centre of ENA**

**Collections**

Principally focusing on the topics of teaching and the seminars of the school, the stock of documents consists of:

- 50,000 titles with direct access;
- nearly 800 periodicals;
- the official publications of the European Union;
- references to articles, resulting from the examination of 130 specialized reviews.

**Documentary Products**

The documentalists realize:

- press kits with questions of current interest in France and abroad;
- a press review about ENA;
- lists of acquisitions;
- a bibliographic set of themes;
- a selection of web sites.

The Documentation Centre can be accessed by:

- pupils of ENA (training course or school);
- former pupils of ENA;
- civil servants during permanent education at ENA;
- the staff of ENA and of the Centre d’Études Européennes de Strasbourg (CEES);
- pupils who are preparing entrance examinations and are paid by the school.

The persons registered at the ‘centres de préparation’ of ENA, the trainees of CEES, the pupils and the staff of L’Institut National des Études Territoriales (INET) have the possibility of getting access. The researchers and the representatives of public organizations will be admitted if they give reasons for their request.

**Addresses of the documentation centre**

E-mail: [centre.documentation@ena.fr](mailto:centre.documentation@ena.fr)

**Paris**

13, rue de l’Université, F-75007 Paris

**Strasbourg**

1, rue Ste Marguerite, F-67080 Strasbourg

**The European Documentation Centre of ENA**

The documentation centre of ENA has the statute of a Centre de Documentation Européenne Spécialisé (CDE). In Paris and in Strasbourg it receives a selection of European Community publications which is diffused by EUR-OP, the Office des publications officielles des Communautés européennes (OPCCE), such as reviews, reports, treaties. These documents can be consulted on both locations.

**ENA Publications and Recent Work**

**Students’ reports**

During their studies, the students of the École Nationale d’Administration are requested to write collective reports within the framework of their seminars. The students from abroad registered as ‘master d’administration publique’ are obliged to produce an individual research study (‘mémoire’).

**Leaflets of the competition** (‘concours’) and permanent training (‘formation’)

ENA also edits the best copies of the ‘concours’ of the last few years and different leaflets which allow a better understanding of its activities. The registration forms for the competition (‘dossiers d’inscription aux concours’) are put in the internet after the publication of the annual decree, which opens the ‘concours’ (the enrollment period normally lasts from mid-march to mid-May of the year of the ‘concours’). Furthermore, catalogues of the permanent education cycles and the session enrollment forms (‘fiches d’inscription aux sessions’) are published.

**Proceedings and syntheses of the colloquia and the study period**

ENA organises colloquia and study days referring to the themes studied during the school attendance of the students. The proceedings of the colloquia or the syntheses of the debates are the objects of the publications.
Institut International d’Administration Publique (IIAP), Paris

Presentation

Founded as a public institute in 1966, assigned to the Prime Minister, the IIAP is supervised by the ministry for the public service. Its council of administration is headed by the vice-president of the council of state.

Redefined by a decree of 3 June 1983, the mission of the Institute consists in three tasks:

- Organizing the exchange of studies and information with foreign states regarding the structure and the operation of public administration, the economy and the management techniques of countries that are in the process of development and transition.
- Guaranteeing the perfectioning of foreign civil servants who have received a complete training and have acquired professional experience in their native country.
- Contributing to the training of French citizens with regard to cooperation activities or to exercising responsibility in France in the domain of co-operation.

What Does the IIAP do?

The originality of the National School of Administration is based on two considerations: on the one hand, it is an institute which totally dedicates itself to international cooperation in the field of administration; on the other hand, it is an institute which combines different tasks: training, research and engineering.

For thirty years, due to IIAP activities, France has co-operated with all countries in the world that are of the opinion that its experience could be useful for their own development. At the end of the 20th century, when political upheavals deeply modified the role of the states, the reinforcement of the effectiveness of public administration became a necessity.

Regardless of the political and social regimes, regardless of the choices made by authorities who are in charge of the future of their countries, and regardless of the geographic zone of the world, the same observation is made everywhere: you will not be able to set up an effective economy without setting up an effective, productive and qualified administration.

Concentrating on this intention to support those who want to improve the training of their civil servants, to reflect more about modernization and the reform of public administration, to deepen the nature of structures and administrative procedures, the IIAP offers an experience based on the legal and administrative French tradition, which is open to the evolution of all countries in the world.

On the basis of the principle that each country constitutes a special case due to its history and its geography, the nature of its political and social system, its stage of development, the IIAP has the role to support those who believe in the virtues of an administration based on the public service, so to speak, in the general interest and service of the citizens.

This ascertainment is from now on universal. Everywhere collective functions exist, functions of sovereignty, a role for the state, for the local community, for public administration, which should be practised as professionally as possible.

Some Numbers

The activities of the International Institute of Public Administration may be characterized by the following key numbers:

- A long session of 10 months
- A catalogue of twenty short cycles from 3 to 6 weeks
- About thirty sessions by demand
- 700–800 listeners and trainees per annum
- Relations to more than 80 countries
- An address book of almost 1,000 experts
- More than 200 missions of co-operation
- 40,000 days of training per annum
- More than 10,000 former students
- A quarterly publication since 21 years
- A library with more than 40,000 works

Training—Long and Short Sessions

The Direction of Training and Programmes (DFP) within the IIAP is in charge of drawing up and applying educational programmes.

Organized in specialized sectors (administrative action and institutions; economy and public finance; international relations), which correspond to the three great professional lines of orientation of the IIAP students, it prepares a considerable number of training courses which admit on average 600 foreign senior officials each year.

Be it for the long session or for the numerous short sessions, the DFP is responsible for the definition and the conception of teaching, the guidance of the students, the holding of tests, the organisation of the study trips, the relationship with the speakers, etc.

The students whose candidature for the IIAP is accepted will be provided with a dynamic educational team, the service of training and international co-operation.

The long session

The candidates fulfilling the conditions of admission are allowed to take part in the long session of the IIAP. This year of training aims at offering a high level professional training for young civil servants who have a promising beginning of their careers in common, but who differ with regard to geographic origin and administrative training.
This diversity is one of the major assets of IIAP: participants have thus the opportunity to compare their personal and national experiences and to think about the means of reinforcing the effectiveness of public administration in their countries with respect to the density of the lessons, to study trips, suggested training courses, and the tests required for obtaining the IIAP diploma.

For the former participants of IIAP, the long session has been a unique international experience.

How to become candidate for the long session

The available training courses of IIAP are reserved to foreign civil servants, leading employees of large public services, public companies or affiliated ones, who have done at least three years of service and who:

- are presented by their governments
- have a Master's degree or an equivalent diploma, certifying at least four years of superior instruction or who, in certain cases, have responsibilities demonstrating an equivalent ability.

The major part of the teaching session is presented in French, so a good command of the French language is essential.

Admission

The admission of the candidate is determined by the selection committee and underlies a certain number of conditions:

- being expressly determined by the government
- fulfilling the requirements of a candidature: training, carrying out the functions, former responsibilities, motivation, etc.
- having passed the technical test, understanding multiple choice and special questions
- candidates who are not French native speakers must have passed the language test certifying the ability to follow teaching in French
- being provided with the necessary financial means for the entire teaching period

Financial conditions

For definitively being admitted to the long session of the IIAP, the candidates to be accepted should prove that they have sufficient financial means at their disposal to cover travelling expenses, the stay in Paris, and insurance as well as inscription fees:

- For candidates who do not receive a scholarship from the French government, the inscription fees amount to 30,000 FF (end of 2001) and cover all travelling expenses planned for the teaching period.

- The candidates who do not receive a scholarship from the French government should have a minimum monthly budget of 7,500 to 8,000 FF (end of 2001) at their disposal.

Scholarship

Applications for a scholarship from the French government can be requested from the French embassies. You can also turn to national or international institutions, private or public, or to the government which has presented the candidate.

All necessary information can be obtained from French diplomatic offices (Ministère des Affaires Etrangères), or you can contact IIAP which will transmit your request (dre@iiap.fr).

International Co-operation

The partners of the IIAP are French administrations, institutions of the French republic, French institutes or administration schools, international organisations, and partners abroad.

By regularly co-operating with more than 80 countries, ensuring close to 40,000 days of training per year in France and in the world, supporting a network close to 1,000 experts and partners abroad.

By regularly co-operating with more than 80 countries, ensuring close to 40,000 days of training per year in France and in the world, supporting a network close to 1,000 experts and consultants, the IIAP is among the actors in the field of French administrative co-operation—the natural partner of the states and of those administrations that look for co-operation.

In relation to the total of French administrative services, the most renowned universities, the most famous institutions in France, in Europe and in the world, directly attached to the services of the Prime minister and to the minister of the public services, the IIAP puts its dynamic and its passion at the service of the foreign relations of France, of the dissemination of the ‘francophonie’, of friendship and solidarity between all peoples of the world.

Library and Documentation Centre

The Directorate for Research and Publications is responsible for the library and the documentation centre of the Institute. The library holds more than 40,000 titles: 10,000 refer to France overseas, another 30,000 titles and 450 periodicals focus on administrative sciences, international relations and international economy.

The documentation centre collects documents, such as: bibliographies relating to the themes of the short cycle organized by IIAP; the ‘dossiers documentaires thématiques’ (codification, privatization, decentralization, etc.); country dossiers giving selective information on the political, economic and administrative life.

Conditions of access

The library is open to all students at the IIAP. A small fee has to be paid for a one-year access. External researchers are also allowed to consult the documents.

Opening hours

The library and the documentation centre are accessible from Monday to Friday from 9.00 to 17.30. The library is closed from Christmas to New Year as well as from mid-July to mid-August.

IIAP Publications

The Directorate for Research and Publications publishes a quarterly review, the ‘Revue française d’administration publique’, three collections: the ‘Dossiers et débats’, ‘Vivre en Europe’, ‘Connaissance de l’administration française’ as well as the ‘Dossiers pédagogiques’.

Revue française d’administration publique

Published since 1977 by the IIAP, this quarterly review puts in prospect current developments in the main countries, on subjects in the centre of pu-
blic discussion: environment, consumption, justice, urban policies, public services, education, health systems, etc. Regularly, one edition is devoted to the institutions of an individual country.

Each volume puts together original studies written by acknowledged authors. They provide elements necessary for the understanding of public policies while locating political and legal problems.

Finally, the review offers chronicles about the administrative life (by Francis Chauvin and Hervé Rihal), public companies (by André G. Delion and Michel Durupt), bibliographic information which provide a complete overview of reforms and the development of ideas as well as summaries in English of each article.

**Dossiers pédagogiques**

These documents published by the IIAP recall the life of the institute, the research work and conferences which took place under its leadership, such as ‘Decentralization and concrete experiences of modernization of African administration’ (1997).

**Vivre en Europe**

This collection publishes such works as ‘Étudiants d’Europe’ by Maurice Flory, ‘La santé des Européens’ by Marianne Berthod, or still ‘L’École en Europe’ by Jacques Fialaire. It contributes to a better knowledge of the European peoples based on a clear understanding of their differences and their relationships.

**Connaissance de l’administration française, Getting to know French Administration, Conocer la Administración francesa**

This collection aims at presenting the main French public institutions in English and Spanish language. The following collective works have already been published: ‘An Introduction to French Administration’ (1996); furthermore: ‘El sistema político francés’ (1998); ‘The French Political System’ (1998) by Yves Ménÿ; ‘The French Civil Service’ (1998); and ‘La función pública francesa’ (1998) by Luc Rouban.

**Dossiers et débats**

These documents published by the IIAP recall the life of the institute, the research work and conferences which took place under its leadership, such as ‘Decentralization and concrete experiences of modernization of African administration’ (1997).

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**References**


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The Clearinghouse on International Developments in Child, Youth, and Family Policies

In the Spring of 2000, Columbia University’s Institute for Child and Family Policy created The Clearinghouse on International Developments in Child, Youth and Family Policies, to serve as a single source of information and data about other countries’ child and family policies. The Clearinghouse’s major dissemination vehicle is its website www.childpolicyintl.org. The Clearinghouse’s website is a unique venue for those wanting information about international developments in child, youth, and family policies. The website provides cross-national, comparative information on policies, programs, benefits and services in 23 advanced industrialized countries to address child, youth, and family needs. The website is built around four major informational categories. Within these categories, users are able to compare, contrast, and assess the policies and programs within the countries of the European Union (EU) plus Norway and Iceland, and most of the Organization for Economic Cooperation and Development (OECD) countries including Australia, Canada, New Zealand, Switzerland, and Israel.

Subsequently, the Clearinghouse will include the remaining OECD countries (Japan, Turkey, Mexico, South Korea, Poland, the Czech Republic, Hungary, and the Slovak Republic).

Over the next several years, the Clearinghouse will expand its coverage to Latin America and Asia, as well as the remaining European countries. The Clearinghouse’s target audience includes print journalists, policy makers, public officials and their staff, public and voluntary sector leaders, and policy scholars and researchers. One of the main reasons for establishing the Clearinghouse is that more Americans are curious about what other industrialized countries do with regard to child, youth and family policies. While the United States cannot copy from any country directly, the experiences of many countries can provide an opportunity for learning and discussion. In an effort to provide further timely cross-national child, youth and family information on current American policy debates, the Clearinghouse regularly disseminates an electronic ‘Issue Brief’ to its key audiences. It also responds to any queries.

WEBSITE ORGANIZATION

In addition to the home page and a listing of current international news articles related to child, youth and family policy, the site is built around four major informational categories. They are as follows:

Comparative Policies about Child, Youth and Families

This section contains cross-national comparative policy and program information for child, youth, and families in the industrial nations of the world. The policies and programs are classified according to the following categories: Maternity, Paternity, Parental, and Family Leave Policies; Early Childhood Education and Care; School-Age Children: Policies and Programs; Youth: Policies and Programs; Child and Youth (Adolescent) Health; Reconciling Work and Family Life; Family and Child Allowances; Tax Benefits; Child Support; Other Child-Linked Income Transfers; and Housing Benefits.

Country Sections

This section provides profiles for 23 advanced industrialized countries. Each country profile contains specific information about each of the policies, benefits and services, as well as a brief summary of highlights. For further inquiry, a list of publications and contact names are listed for each country.

Context Data

This section offers cross-national comparative tables that help place comparative information on the country reports in a broader framework. Tables are classified by the following major categories: Demography and Social Trends, Public Sector and Economy, Employment, Social Expenditures, Education Expenditures, Health Expenditures.

Social Indicators

This section reports trends in quantitative measures which can be shown to be reliable and valid, are collected regularly, and have normative significance about which there is substantial consensus (but hardly ever unanimity). Indicators are classified according to the following categories: Heath, Education, Poverty, and Youth.

As a supplement to the four categories described above, the Clearinghouse provides links to Major International and National Organizations and Research Centers and International Conventions, Treaties, Resolutions, and Directives with a summary describing each source and its role in international child, youth and family policy development. Additionally, there is a listing of International Publications and Resources on child, youth and family policies.

Soon, the Clearinghouse will provide an international calendar of events and a special section designed specifically for the media.

SCOPE OF DATA

The term ‘child, youth, and family policies’ includes laws, regulations, policies, programs, benefits, services designed to achieve specific objectives with or for individuals in their family roles, or for the family unit as a whole. The Clearinghouse follows the common practice of using the term ‘family policy’ as referring to families with children. Policy with regard to elderly family members is viewed as a separate policy domain, and is not covered on the website. ‘Children’ and ‘Youth’ are defined as including all who are both preschool and school-aged and encompasses the whole age group from birth through age 18 (when adolescents complete secondary schooling in many countries). For special program descriptions in the work area, the Clearinghouse will cover youth up to age 25. The Clearinghouse does not cover most aspects of family law, juvenile justice, recreation and cultural programming because each is itself a large, complex, and important domain.

SOURCES OF DATA

The Clearinghouse itself will not
usually conduct surveys or otherwise originate data, except for that derived from the Cross-National Studies Research program, a component of the Institute.

The data presented are available from major international organizations (OECD, EU, Eurostat, Council of Europe, UN, Unicef, UNESCO, International Labor Office (ILO), International Social Security Association (ISSA). The Clearinghouse has surveyed these sources, developed linkages, and has ongoing relationships with the individuals to whom we turn with questions and requests for updated information.

The Clearinghouse also is in active communication with several major national and cross-national research centers, most university-based or connected, which produce relevant material and are helpful on leads and interpretations.

In short, the Clearinghouse limits itself to the output of countries and international organizations whose credibility is established and to research reports—books, articles and working papers—from researchers and research centers known as abiding by high scholarly standards.

Sources for comparative tables and other information are in all instances specified, as are complications prepared by Institute staff.

**FUNDING**
The William T. Grant Foundation has supported the creation of the Clearinghouse.

**THE FUTURE**
The Clearinghouse on International Developments in Child, Youth and Family Policies, which provides cross-national comparative information about the policies, programs, benefits and services available in advanced industrialized countries to address child, youth and family needs, is expanding its website to include an international calendar of events.

We plan to list conventions, conferences, seminars, workshops, field trips, and other events of interest to individuals who are not necessarily members of your organization. We would be pleased to include your events if you would put us on your regular mailing, e-mail or fax list for announcements, press releases, or brochures that provide the essential contact information for use of interested individuals. Please send information to Tamara Cannon, via e-mail at tlc6@columbia.edu, or to the Clearinghouse’s address or fax. Postings will begin in November 2001.

For further information on the Clearinghouse, please visit us online at www.childpolicyintl.org.

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Thus, state-church relations and the development of actors along this cleavage line are of great importance for explaining differences in family policies. Using the retrospective-diachronical model of the Norwegian social scientist Stein Rokkan, Birgit Fix has built a number of hypotheses in order to account for the different paths in family policy measures.

The study concentrates on three family policy measures, namely maternity policies, child care and family allowances as important institutions in structuring the living conditions of families. From the background of Rokkan’s approach it was expected that in countries with a deep state-church conflict, from which the catholic and calvinist churches came off victorious, churches would have a great interest in building childcare institutions in order to control the socialization of young children. Therefore one can expect a great number of church institutions in child care in these countries. Especially the catholic and the calvinist church, which reject state intervention, are expected to have a great interest in realizing their concept of subsidiarity in welfare state development. The chance to install a family wage which is paid according to a solidaristic model will depend on the degree of cooperation between christian democracy, church labour movement and employer organizations. According to the male breadwinner-model, which is behind this idea of a family wage, the churches will not have a great interest in a family policy which promotes the coordination of motherhood and female employment. Thus, it can be speculated upon that the church actors’ interest is to limit state influence in health policies for mothers and children and to favour solidaristic models of financing maternity leave.

In order to test these hypotheses, the rise and development of the three family policy measures mentioned has been analyzed from their beginnings in the 19th century to the 1990s. In order to show the influence of religious actors on the concrete feature of these family policies, their existence and importance within the economic, cultural and political background has been studied in greater detail. It could be shown that the weight of church-oriented intermediary organizations depends a lot on the nation-specific development of the state-church conflict. Thus, Belgium, Germany and the Netherlands had a broad network of intermediary organizations. In Austria, the catholic church failed in building an important network of intermediary organizations. The reason for this development is to be seen in the strong alliance between Catholic church and Habsburg monarchy in the counterreformation against the protestant church. Consequently, political promoters of religiously inspired child care facilities in Austria were missing in the birth phase of the educational system. Thus, in contrast to Belgium, Germany and the Netherlands, churches in Austria only played a minor role in providing child care facilities.

A strong cooperation between Christian democracy, church labour movement and employer organizations in Austria developed comparably late. This only happened during the phase after the First World War when political segmentation resulted in a so-called Lagerbildung. Thus, after the First World War, we could find strong religious subcultures in Austria as well as in Belgium and the Netherlands. In contrast to this constellation, however, a linkage between Christian democracy and social partners after the defeat in the First World War failed in Germany. Thus the empirical analysis of the policy-making process showed that in all countries where a strong linkage between christian democracy and social partnership exists, these organizations could install a family wage system funded by the social partners. This was true for Austria, Belgium, and the Netherlands. In Germany, in contrast, a highly institutionalized family allowances system failed. The institutionalization of this measure is accompanied by many changes in the organizational and financial structure in particular after the Second World War. The reason for this development is that christian democracy and christian trade unions were no longer integrated into a tightly knit network of catholic organizations as
they had been during the Kaiserreich and the Weimarer Republic. Positions concerning the payment of family wages changed a lot depending on the period of time and the wings of Christian democracy in government. With respect to maternity leave it could be shown that neither Catholic actors nor Christian democracy initiated this kind of measures. In the case of state activities in Germany and Austria, catholic parties used their influence channels in parliament in order to limit state intervention. Instead, they favoured solidaristic models of financing maternity leave. In countries where religiously inspired parties were the dominant forces in parliament, they favoured another model of maternity leave by which mutualities became responsible for payment. This was true for Belgium and the Netherlands.

Concluding one can argue that Christian democracy in Europe has not developed a unique concept for family policies. The existence and political importance of other church-related actors such as family, youth and women associations as well as trade unions were decisive factors in explaining different developmental paths. In addition it could be shown that the analysis of the whole spectrum of cultural, political and economic institutions is necessary to understand the national paths of family policy development.

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Books on European Comparative Research

Comparative Research

Books on European the welfare of the elderly and survival European identity since the 20th Europe, which has been part of the evolution of the welfare state in development of pensions for civil servants. The development of pension systems for civil servants is characteristic of the overall evolution of the welfare state in Europe, which has been part of the European identity since the 20th century. In the focus of attention is the welfare of the elderly and survivors.

There are two main reasons to take a closer look at pension systems for civil servants: firstly you can compare the development of the private and public sector especially with regard to the financing problems; furthermore, the pension systems for civil servants are historically the first ones in Europe. Nevertheless, pension systems for civil servants are not a central subject in science, but a neglected domain. Due to the presented articles, partly national, partly comparative, you will get an overview of European countries that connects the history and the present. Beyond the main topics of discussion there are articles concerning the difference of policy resp. government and administration for the self-image of today’s administration science.


This a collection of country studies on the future of national pension systems in the context of demographic ageing. Rising life expectancy, the increase in the elderly population, the deterioration of the ratio between active earners and elderly dependents, all these factors contribute to a strongly growing pension load in the next two to five decades. This volume analyses the structure of national pension schemes and outlines reform programmes and national discussions. The countries covered are: Germany, France, Italy, The Netherlands, Austria, Sweden, Switzerland, Spain, USA, and the United Kingdom. The editor, in a comparative chapter, compares strategies and possible solutions to adapt pension systems to the demographic challenges in these countries.

Research Centres

In early 2001, the French government instituted the ‘L’Observatoire de l’Emploi Public’ as a government body under the tutelage of the Ministry of Public Services and State Reform (Paris). After six months the observatory on public employment delivered its first annual report.

The main reason for erecting this research body was the difficulty to get accurate statistics on the number of government officials. The existing numbers come from different sources and are gathered under differing definitions. The budgetary numbers are not identical with the effective public employment figures. Data from surveys on government employees (from INSEE) again differ from other sources. One of the main reasons for these difficulties is the complex French system of government services and public authorities. Therefore, the main and first task of the new observatory was to define what belongs to public employment. The main result is the construction of a classification and matrix which allows for an exact allocation of government employees. This matrix was filled with numbers for one year. In the future, annual and detailed statistics will be produced on this basis.


Recent Social Reports in Europe


This report is published once every two years in a Dutch version and appears later on in an English edition. The most recent report is almost entirely devoted to a comparison between the Netherlands and other European countries. The main question is how the Netherlands is performing in comparison with other countries of the European Union. Each chapter investigates this topic in great detail.
Chapters are arranged according to the main living domains of social reporting. Chapter titles include: demography; economy and government finance; public administration; participation; norms and values; time structuring and distribution; health and health care; labour; social security; housing; education; leisure, the media and culture; crime and criminal justice system. An extensive summary of main results and an epilogue on comparative issues complete the volume.

As early as 1999 the English edition of ‘25 years of social change in the Netherlands’ appeared. This is a companion to the 1998 Social and Cultural Report. This 1998 report marked the 25 years of social reporting of the Social and Cultural Planning Office. This volume deals mainly with social developments during these 25 years according to the main topics dealt with by the reports, i.e. the welfare state, education, health, etc.

The third title to be announced here is a report on the social situation (de sociale staat) of the Netherlands 2001. This is a comprehensive analysis of the most recent data from the Dutch level of living surveys for all main fields of the social situation of the population.


The report is available in bookstores. You can also order it from the SCP (fax: +31 (0)70 340 7044, E-mail: info@scp.nl) or via the website: www.scp.nl.


The most recent edition of the Spanish series of ‘Social Indicators of Spain’, published in 1999, deals with social developments during the 1990s. The material presented consists mainly of tables and graphs and short introductory texts for each chapter. Each chapter deals with one specific living domain, well-known from social reporting: population; family; education; labour; income, distribution and consumption; social protection; health; physical environment; culture and leisure; and, finally, cohesion and social participation. The second part is a comprehensive monography on social indicators of the iberoamerican countries.


In 2001, Statistics Norway published, within the quarterly journal on living conditions ‘Samfunnspolitisk’ (Mirror of Society), a thematic number on social indicators of Norway from 1980 to 2001. There are two reasons for publishing this edition: first, to look at social developments over two decades in some special societal fields, like children’s living conditions; second, an indicator table for the years from 1980 to 2000 with annual data for a large number of social indicators is presented for all main living domains.


Historical Statistics

A documentation on the census of Ireland from 1821 to 1911 in three volumes was published in 1998. The first volume covers the period from 1821 to 1851, the second volume deals with the censuses of 1861 and 1871, while the third volume describes the censuses from 1881 until 1911. All three volumes include a large historical introduction dealing with the development and main characteristics of the Irish Victorian censuses. The second section of each volume reprints important parts of each census, including title pages, introductions and important tabulations.

Apart from a presentation of the evolution of the census, the general public also gains an insight into the history of Ireland with regard to the domains of politics, education and agriculture. To statistical researchers, health, education and the fact of later urbanization were problems to be defined by facts, and from those indisputable elements, they surmised, would flow benign public policy. In this context important occurrences are illustrated, such as the famine, agricultural reorganization and the stream of emigration. A quotation from Blanche M. Toubill says: ‘the flow and the eddy of the census statistics are the skeleton of the society which changes over the time’.


Modern Greek Society, P.O. Box 9411, Providence, RI 02940–9411 U.S.A.

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This newsletter is not a new publication, it has existed for nearly two decades now (no. 1, oct. 1973). Nevertheless, it is the most important and useful documentation on the social sciences in Greece. In the last few years the publication of the newsletter was retarded, but now, in a rather short period of time, the missing numbers
have been published. The editions of the last years document the literature on important features of Greek society and dominant research fields of Greek sociology. No. 1 of volume 24 of 1996 includes a comprehensive annotated bibliography on inequalities in education. Sociology of education is one of the main fields of research of Greek sociologists. No. 1 of volume 25 from 1997 also includes an annotated bibliography, dealing with a rather new characteristic of Greek society: immigration to Greece. (During most of its history Greece was an emigration country.) No. 2 of volume 23 of 1996 as well as the summary number 2 of volumes 24–27 include a compilation of ‘recent publications’. These reviews are very useful for all social scientists interested in Greek society and are probably the most complete bibliography of recent publications of the social sciences in Greece and from abroad with a focus on Greece. Other useful descriptions of Greek sociology and political sciences are to be found in the following two articles: Lambiri-Dimaki, Jane: ‘The Status of Sociology in Greece: Past, Present and Future’, 91–111. In Nikolai Genov and Ulrike Becker, eds. Social Sciences in Southeastern Europe. Paris and Bonn: International Social Science Council/ Social Science Information Centre, 2001. Contogeorgis, Georges: ‘La science politique en Grèce’, 257–92. In Marie-Françoise Durand, and Jean-Louis Quermonne, Report on the State of the Discipline in Western Europe. European Thematic Network Political Science, 1996. Internet: http://www.epsnet.org/sommaire.html#3.

New MZES Publications Working Papers

Since the beginning of 1999 all working papers of the MZES are published in one common working paper series (ISSN 1437 8574). The following working papers have been released and can be obtained from the MZES, University of Mannheim, D-68131 Mannheim. Tel. +49–621–292–1885, Fax +49–621–292–1735. Working papers published since 1997 are also available over the Internet and can be downloaded. Internet address: http://www.mzes.uni-mannheim.de/ publi2_D.html.


New MZES Books

Hamann, Silke, and Astrid Karl, eds.: Entsolidarisierung? Leistungen für Arbeitslose im Urteil von Erwerbsstä-

The authors examine the acceptance of social security benefits for unemployed persons (unemployment benefits, unemployment assistance and welfare benefits) on the basis of qualitative interviews with employed persons. Special emphasis is placed on the interpretations and value concepts that are reflected in approving or disapproving judgements. Contrary to widespread belief in public discussion, the empirical results show that the proportion of those employed persons who agree to all three types of benefits is high. Most interview partners approve of social security benefits for the unemployed both in terms of goals (such as securing status and livelihood) and the concepts of solidarity and justice they entail as in terms of redistribution effects between the employed and the unemployed.

Silke Hamann and Astrid Karl hold a degree in social sciences and work as researchers at the MZES.


The book compares personal relationships within families and with friends in Germany and South Korea. Against the background of different cultural traditions and differing industrialization and modernization processes the study, by means of the network analysis, examines the patterns of personal relationships in both countries and asks whether there are fundamental differences in the structuring of social networks, in particular regarding family relationships and relationships with relatives.

Anna Kim, Dr. phil., works as a researcher at the MZES.


Up to now the relevant empirical research focused on the assumption that the representative democracy functions badly or not at all. In his study Hermann Schmitt comes to the conclusion, however, that this assumption was based on a lack of understanding for the connection between the voters’ attitudes towards political issues and their voting decision. He formulates an alternative explanatory model and demonstrates that factual issues do influence the voting decision and that thus the representative democracy works better—if a little differently—than generally postulated.

Hermann Schmitt works as a researcher at the MZES and as a private lecturer in political science at the Freie Universität Berlin. He studied at the universities of Mannheim and Duisburg, gained a doctoral degree at the University of Duisburg and gained a post-doctoral degree at the Freie Universität Berlin; he taught at the universities of Mannheim, Duisburg, Michigan (Ann Arbor), Berlin as well as at the Institut d’Études Politiques (Paris).


Since 1993, this yearbook has been an international forum for scientific debate on the history of the 20th century. After seven editions published by the Akademie Verlag, the Yearbook for Historical Research on Communism will be published by the Berliner Aufbau-Verlag starting with this edition. In the meantime it has merged with the International Newsletter of Historical Research on Communism, which has also been published since 1993.

Hermann Weber is emeritus professor for political sciences and contemporary history at the University of Mannheim and a member of the German-Russian Commission of Historians.

**Forthcoming Books from MZES**


This volume—already presented in Newsletter no. 11: 1–10—is the third one in the series ‘Societies of Europe—European Societies’. As a reference book it includes a huge amount of demographic statistics covering over one hundred years and 21 European countries. The handbook consists of standardized chapters for all 21 European countries, several comparative introductory chapters and a comprehensive bibliographic documentation of sources. The 21 standardized country chapters describe and analyze national population developments, regional population distribution and the household and family structures, based on a large statistical appendix with annual time series of vital statistics, data on population structure, regional population distribution and household and family structures based on population censuses. Each country chapter also includes several standardized figures showing main long-term demographic trends. The handbook is supplemented by a CD-ROM that includes all statistics and documentation of the book. Furthermore, a lot of data supplementing those provided in the book (e.g. raw values) have been stored on the CD-ROM in order to allow for further analyses.

**Recent Events:**

**Regionalism, Nationalism, Europeanism: European Identities in the Age of Globalization.** The 19th annual graduate student conference of the Institute for the Study of Europe was held on 7th–9th March 2002 in New York. The conference was organized by the Columbia University. It addressed issues of identity in modern Europe as reflected in politics, economics, literature and languages, history, law, and the arts. Topics included the role of the EU in identity formation, civil society in the EU, multiculturalism and the position of immigrants, regional political movements, the function of supranational NGOs in modern Europe, and judicial and legal concerns.

Information about the conference: Matthew Fehrs at the Institute for the Study of Europe, E-mail: mbf67@columbia.edu, Fax: 212–854–8577, Phone: 212–854–4618, Int.: http://www.columbia.edu/cu/sipa/REGIONS/NAI/WE/iwe.html.

**Forthcoming Events:**

Entstaatlichung und soziale Sicherheit (Denationalization and Social Protection). 31st congress of the German Sociological Society (Deutsche Gesellschaft für Soziologie—DGS), 7th–11th October 2002, Leipzig, Germany. The conference is organized by the University of Leipzig. Call for papers, information about the congress and registration: Susan Ulbricht, Institute for Sociology, Phone: 0341 9 73 56 48, Fax: 0341 9 73 56 69, E-mail: dgs2002@sozio.uni-leipzig.de, Internet: http://www.dgs2002.uni-leipzig.de.

EURODATA Research Archive

The EURODATA Research Archive is an infrastructural unit of the Mannheim Centre for European Social Research (MZES) at the University of Mannheim (Germany). The archive has two basic objectives which are closely related to each other:

• to provide an adequate data infrastructure for the Centre’s comparative research on European societies and European integration;
• to contribute to the establishment of a European infrastructure for comparative social research.

EURODATA's work is structured by own medium-term development and three-annual work plans, relating to three areas of activity:

• the systematic and continuous provision of metainformation on official statistics and social science data from the private sector (information archive);
• the development and maintenance of a library with statistical publications from statistical institutes, ministries, para-official institutions and certain intermediary organisations from the private sector (statistics library);
• the provision of computerised information, with a particular focus on the development of an integrated file system with historical time series and institutional information (file archive).

EURODATA Newsletter

This newsletter is intended to contribute to facilitate data-based comparative research on European societies and polities. It is a product of the EURODATA Research Archive and has three major objectives:

• to disseminate information on the research activities of the Mannheim Centre for European Social Research, with particular emphasis on data-generating cross-national research the archive is involved in;
• to provide information on European data infrastructures and important developments;
• to provide a forum for the exchange of information on ongoing comparative social research on European societies and on European integration.

The newsletter is intended to be an open forum: contributions from other research institutes and individual researchers are always welcome. The EURODATA Newsletter will, as a rule, be divided into eight sections: Feature reports substantive findings from on-going cross-national research. Data Infrastructure reports on data institutions such as data archives, governmental and non-governmental organisations, and covers historical developments and current modes of access to data. Research Institutes presents profiles of research institutions with a cross-national orientation. Research Groups and Projects informs on cooperations and networks in comparative social research on Europe. Computer deals with specific aspects of electronic information processing and the use of electronic networks in comparative research. Country Profile provides background information on individual countries. Noticeboard provides general news including information about new statistics, recent books and studies, conference reports and announcements.