

KINGDOM OF SPAIN

Public Administration Country Profile

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Spain

[Click here](#) for detailed map



Source: [The World Factbook](#) – Spain

Government type

parliamentary monarchy

Independence

1492 (completed the unification of several kingdoms and is traditionally considered the forging of present-day Spain)

Constitution

6 December 1978, effective 29 December 1978

Legal system

civil law system, with regional applications; accepts compulsory ICJ jurisdiction, with reservations

Administrative divisions

17 autonomous communities and 2 autonomous cities

Source: [The World Factbook](#) – Spain

Spain is part of the Iberian Peninsula. It forms an octagonal promontory at the extreme S.W. of the Continent. It is situated in a temperate zone, lying between 43 47' 24" N. (Estaca de Bares), and 36 00' 03" S. (Punta de Tarifa), latitude and between 7 00' 29" E.(Cabo de Creus), and 5 36' 40' W. (Cabo de Tourinan), longitude. Spain occupies four fifths of the 580,825 square kilometers of the Iberian Peninsula. It borders to the north on the Bay of Biscay, France and Andorra, to the east, on the Mediterranean Sea, to the south, on the Mediterranean Sea and the Atlantic Ocean, and to the west, on the Atlantic and Portugal. Spain has a surface area of 505,957 square kilometers and is the third largest country on the European continent.

Spain's is dominated by Highlands, mountains and plateaux that predominate over lowlands. Apart from Switzerland, Spain is the highest country in Europe, with a mean altitude of 600 m. The highest summits are: Pico de Teide (Tenerife), 3,719 m; Mulhacen (Sierra Nevada), 3,478 m.; Alcazaba (Sierra Nevada) 3,392 m.; Les Poset or Lardana (Pyrenees) 3,375 m.

The existence of Spain as a country dates back several centuries, and is the result of a long process that combined several kingdoms and other forms of political organization. One important step towards the creation of Spain was the unification by marriage of the Kingdom of Castilla with the Kingdom of Aragón (which includes Aragón, Catalonia, Balearic Islands and Valencia) in the late 15th century. The

Spanish kingdom expanded and grew strong in Europe and America, though many local laws and autonomous forms of government prevailed for at least two centuries. In the early 1700s, Felipe V, with the so-called "Decretos de Nueva Planta," abolished the political and administrative autonomy of Aragón, Catalonia, Mallorca and Valencia, with the purpose of centralizing and unifying political power. This was especially painful for Catalonia, which had a long history of community and self-government, had been an important political and economic power in the Mediterranean, and had conquered the Balearic Islands and País Valencià in the early 1200s.

Spain's powerful world empire of the 16th and 17th centuries ultimately yielded command of the seas to England. Subsequent failure to embrace the mercantile and industrial revolutions caused the country to fall behind Britain, France, and Germany in economic and political power. Spain remained neutral in World Wars I and II, but suffered through a devastating civil war (1936-39). A peaceful transition to democracy following the death of dictator Francisco FRANCO in 1975, and rapid economic modernization (Spain joined the EU in 1986), have given Spain one of the most dynamic economies in Europe and made it a global champion of freedom.

The current population of Spain is about 39 million, which supposes an average density of 78 inhabitants per square kilometre, that is to say, one of the lowest rates of density of the European Union. The unequal distribution of the population throughout the territory has created an imbalance among the regions, presenting widely different population densities. There is a growing tendency for the population to concentrate in the coastal regions and of depopulation in the interior, with the exception of Madrid and a few other cities, owing to industrialization and urbanization.

Source: Teresa Garcia-Milà, Universitat Pompeu Fabra, Barcelona, Spain, Therese J. McGuire, University of Illinois, Chicago, Illinois, USA - Fiscal Decentralization in Spain: An Asymmetric Transition to Democracy (2002), the World Fact book – Spain & Portal of Spain (2005) – Managed by the Ministry of Foreign Affairs and Cooperation (2005)

1. General Information

1.1 People	Spain	Italy	France	¹
Population				a
Total estimated population (,000), 2003	41,061	57,423	60,144	
Female estimated population (,000), 2003	20,928	29,578	30,845	
Male estimated population (,000), 2003	20,133	27,845	29,299	
Sex ratio (males per 100 females), 2003	96	94	95	
Average annual rate of change of pop. (%), 2000-2005	0.21	-0.1	0.47	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	14	14	19	
Female population aged 60+ (%), 2003	24	28	23	
Male population aged 60+ (%), 2003	19	22	18	
Human Settlements				c
Urban population (%), 2001	78	67	76	
Rural population (%), 2001	22	33	24	
Urban average annual rate of change in pop. (%), '00-'05	0.28	0.11	0.58	
Rural average annual rate of change in pop/ (%), '00-'05	-1.08	-0.62	-0.34	
Education				d
Total school life expectancy, 2000-2001	15.5	14.9	15.4	1
Female school life expectancy, 2000-2001	15.7	15.3	15.7	1
Male school life expectancy, 2000-2001	15.2	14.6	15.1	1
Female estimated adult (15+) illiteracy rate (%), 1991	3.2	1.1 ⁱ	..	2
Male estimated adult (15+) illiteracy rate (%), 1991	1.5	2.0 ⁱ	..	2
Employment				e
Unemployment rate (15+) (%), 2001	10.5 ⁱⁱ	9.5	7.9 ⁱⁱⁱ	1
Female adult (+15) economic activity rate (%), 2001	40 ^{ii a}	36 ^b	48	2
Male adult (+15) economic activity rate (%), 2001	66 ^{ii a}	62 ^b	62	2

Notes: ¹ 2000, ⁱⁱ Persons aged 16 years and over, ⁱⁱⁱ Month of April, ^a Excluding conscription, ^b Including conscription and armed forces.

1.2 Economy	Spain	Italy	France	²
GDP				a
GDP total (millions US\$), 2002	649,792	1,180,921	1,409,604 ⁱ	
GDP per capita (US\$), 2002	15,779	20,389	23,714	
PPP GDP total (millions int. US\$), 2002	852,320	1,481,015	1,554,483	
PPP GDP per capita(int. US\$), 2002	20,697	25,570	26,151	
Sectors				b
Value added in agriculture (% of GDP), 2003	3.3	2.6	2.7	
Value added in industry (% of GDP), 2003	29.6	27.8	24.5	
Value added in services (% of GDP), 2003	67.1	69.5	72.8	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2004	4.2	2.3	1.2	
Private consumption (% of GDP), 2003	57.9	..	55.6 ⁱⁱ	
Government consumption (% of GDP), 2003	17.9	..	24.3	

Notes: ¹ Data include the French overseas departments of French Guiana, Guadeloupe, Martinique, and Réunion, ⁱⁱ1994.

¹ [United Nations Statistics Division](#):

^a [Statistics Division and Population Division of the UN Secretariat](#); ^b [Statistics Division and Population Division of the UN Secretariat](#); ^c [Population Division of the UN Secretariat](#); ^{d1} [UNESCO](#); ^{d2} [UNESCO](#); ^{e1} [ILO](#); ^{e2} [ILO/OECD](#)

² [World Bank - Data and Statistics](#):

^a [Quick Reference Tables](#); ^b [Data Profile Tables](#); ^c [Country at a Glance](#)

1.3 Public Spending	Spain	Italy	France	
Public expenditures				3
Education (% of GNP), 1985-1987	3.7	5	5.5	a
Education (% of GNP), 1995-1997	5 ⁱ	4.9 ⁱ	6 ⁱ	a
Health (% of GDP), 1990	5.2	6.3	6.7	
Health (% of GDP), 1998	5.4	5.6 ⁱⁱ	7.3 ⁱⁱ	
Military (% of GDP), 1990	1.8	2.1	3.5	b
Military (% of GDP), 2000	1.3	2.1	2.6	b
Total debt service (% of GDP), 1990	..	..	..
Total debt service (% of GDP), 2000	..	..	..

Notes: ⁱ Data may not be strictly comparable with those for earlier years as a result of methodological changes, ⁱⁱ Data refer to 1999.

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Spain 1991-1995	Spain 1996-2000	European Union Average ⁴ 1996-2000	High income OECD average ⁴ 1996-2000	High income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁵	(,000)	509	906			
	(% pop.)	1.3	2.3	4.1	..	2.8
Sub-national Government ⁵	(,000)	774	1,103			
	(% pop.)	2.0	2.8	4.1	..	2.8
Education employees	(,000)	360	..			
	(% pop.)	0.9	..	1.2	..	1.3
Health employees	(,000)	300	..			
	(% pop.)	0.8	..	1.2	..	1.1
Police	(,000)	119	..			
	(% pop.)	0.3	..	..	..	..
Armed forces	(,000)	206	194			
	(% pop.)	0.5	0.5	0.5	..	0.5
SOE Employees	(,000)	412	..			
	(% pop.)	1.1	..	..	..	..
Total Public Employment	(,000)	..	..	
	(% pop.)	..	..	..	..	..
Total Central gov't wage bill	(% of GDP)	3.1	..	3.6	..	4.2
Total Central gov't wage bill	(% of exp)	11.2	31.7	12.8	..	16.4
Average gov't wage	(,000 LCU)	2,245	3,101			
Real ave. gov't wage ('97 price)	(,000 LCU)	..	3,162			
Average gov't wage to per capita GDP ratio		1.7	1.6	..	..	..

Source: World Bank - Public Sector Employment and Wages

³ UNDP - Human Development Report 2002

^a Data refer to total public expenditure on education, including current and capital expenditures.

^b As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

⁴ Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

⁵ Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

2. Legal Structure

Article 1 of the 1978 Constitution states that Spain is a social and democratic State, subject to the rule of law, and advocates as higher values of the legal order freedom, justice, equality and political pluralism. National sovereignty is vested in the Spanish people, from whom emanate the powers of the State. The political form of the Spanish State is that of a Parliamentary Monarchy. The Spanish Constitution, which was unanimously approved by Parliament and voted by 87.8% of the citizens in a referendum held on 6 December 1978. Article 1.3 reads: 'The political form of the Spanish State is that of a Parliamentary Monarchy'. The Constitution provides for separation between legislative, executive and judiciary and gives institutional backing to the King as Head of State and supreme head of the Armed Forces.

Source: Portal of Spain (2005) – Managed by the Ministry of Foreign Affairs and Cooperation (2005)

2.1 Legislative Branch

bicameral; General Courts or National Assembly or Las Cortes Generales consists of the Senate or Senado (259 seats - 208 members directly elected by popular vote and the other 51 appointed by the regional legislatures to serve four-year terms) and the Congress of Deputies or Congreso de los Diputados (350 seats; members are elected by popular vote on block lists by proportional representation to serve four-year terms)⁶

Women in parliament: lower house 126 out of 350 seats (36.0) and upper house 60 out of 259 (23.2%)⁷

The Spanish Parliament, known as the Cortes Generales, comprises of two Houses: the Congress of Deputies and the Senate. It is a bicameral parliamentary system.

The House of regional representation consists of 256 members, of whom 208 were elected in the general election (four representatives per province), while the remaining 48 are those directly nominated by the Autonomous Communities (1 for each Community and another one for every million inhabitants in the region concerned). Like the Congress of Deputies, its lifetime is four years. The house of regions includes representation from the islands, the Autonomous Communities and the two Autonomous Cities. Members of the Parliament are elected for a four year period.

Congress of Deputies consists of a minimum of 300 and a maximum of 400 deputies, who are elected by universal free, equal, direct and secret suffrage. The number per province depends on the population. The lifetime of the legislature is four years, although the possibility of early dissolution exists, either on the initiative of the Prime Minister (Presidente de Gobierno) or as a result of a censure motion. The congress of deputies endorses the candidate for Prime Minister and can also dismiss him through a process of impeachment.

elections: Senate - last held 14 March 2004 (next to be held March 2008); Congress of Deputies - last held 14 March 2004 (next to be held March 2008)

election results: Senate - percent of vote by party - PP 49%, PSOE 38.9%, Entesa Catalana de Progress 5.7%, CiU 1.99%, PNV 2.8%, CC 1.4%; seats by party - PP 102, PSOE 81, Entesa Catalana de Progress 12, CiU 4, PNV 6, CC 3; Congress of Deputies - percent of vote by party - PSOE 43.3%, PP 37.8%, CiU 3.2%, ERC 2.5%, PNV 1.6%, IU 3.2%, CC 0.9%; seats by party - PSOE 164, PP 148, CiU 10, ERC 8, PNV 7, IU 2, CC 3, other 8.⁸

Source: Annual report of Tribunal de Cuentas Spain (2005) –Supported by the Ministry of Foreign Affairs and Cooperation (2005) - edited

⁶ Source of fact boxes if nothing else stated: [The World Factbook](#) – Spain

⁷ [Inter-Parliamentary Union - Women in National Parliaments](#)

⁸ Source of fact boxes if nothing else stated: [The World Factbook](#) – Spain

2.2 Executive Branch

cabinet: Council of Ministers designated by the president
note: there is also a Council of State that is the supreme consultative organ of the government, but its recommendations are non-binding
elections: the monarchy is hereditary; following legislative elections, the leader of the majority party or the leader of the majority coalition is usually proposed president by the monarch and elected by the National Assembly; election last held 14 March 2004 (next to be held March 2008); vice presidents appointed by the monarch on the proposal of the president
election results: Jose Luis RODRIGUEZ ZAPATERO (PSOE) elected president; percent of National Assembly vote - 52.29%

Executive power is held by the Prime Minister, the Vice-Prime Ministers if appointed, and Ministers. Together they form the Council of Ministers, the highest decision making body within the Government; with political, and administrative and regulatory functions. The Prime Minister's pre-eminence among the Ministers is emphasised by the fact that he retains power over their appointment and dismissal.

The Government is headed by a prime minister, who is appointed by the King, following his investiture by the Congress of Deputies. He directs the action of the Government and co-ordinates the functions of the other members of the Cabinet, without prejudice to powers and direct responsibility of the latter in the discharge of their duties. The Government is collectively responsible for its political actions to the Congress of Deputies.

The prime minister is empowered to propose the dissolution of the Legislative Chambers, although he may not do so while a censure motion against the Cabinet over which he presides is in progress.

Source: Annual report of Tribunal de Cuentas Spain (2005) –Supported by the Ministry of Foreign Affairs and Cooperation (2005) - edited

Fact box:

chief of state: King JUAN CARLOS I (since 22 November 1975); Heir Apparent Prince FELIPE, son of the monarch, born 30 January 1968
head of government: President of the Government and Prime Minister Jose Luis RODRIGUEZ ZAPATERO (since 17 April 2004); First Vice President and Deputy Prime Minister (and Minister of the Presidency) Maria Teresa FERNANDEZ DE LA VEGA (since 18 April 2004) and Second Vice President (and Minister of Economy and Finance) Pedro SOLBES (since 18 April 2004)

2.3 Judiciary Branch

Supreme Court or Tribunal Supremo

The Organic Law of the Judiciary, of July 1st 1985, establishes the setting up, operation and control of Courts and Tribunals, together with the statute and system of incompatibilities of the members of the General Council and its functions as regards appointments, promotions, inspection and the disciplinary system. Spanish territory is divided for jurisdictional purposes in: (i) Municipalities (municipios), (ii) Judicial Districts (partidos judiciales), (iii) Provinces (provincias) and (vi) Autonomous Communities (Comunidades Autonomas). In addition, Spanish law is based on civil law.

Justice emanates from the people and is administered on behalf of the King by the judges and magistrates of the Judiciary. The Supreme Court of Justice is the highest jurisdictional body of the State, except in matters relating to constitutional guarantees, which are incumbent on the Constitutional Court. The president of the

Court is appointed by the King on the proposal of the General Council of the Judiciary.

The Council consists of the president of the Supreme Court, who presides, and twenty members appointed by the King for a five-year period. The members are nominated by the Congress of Deputies and the Senate. Each House elects, by a majority of three-fifths of its members, four members from lawyers and other legal experts of recognized professional standing with more than fifteen years of active service in their profession. In addition, each House nominates also by a three-fifths majority, a further six members chosen from judges and magistrates of all judicial categories currently in active service.

Source: Portal of Spain (2005) – Managed by the Ministry of Foreign Affairs and Cooperation (2005)

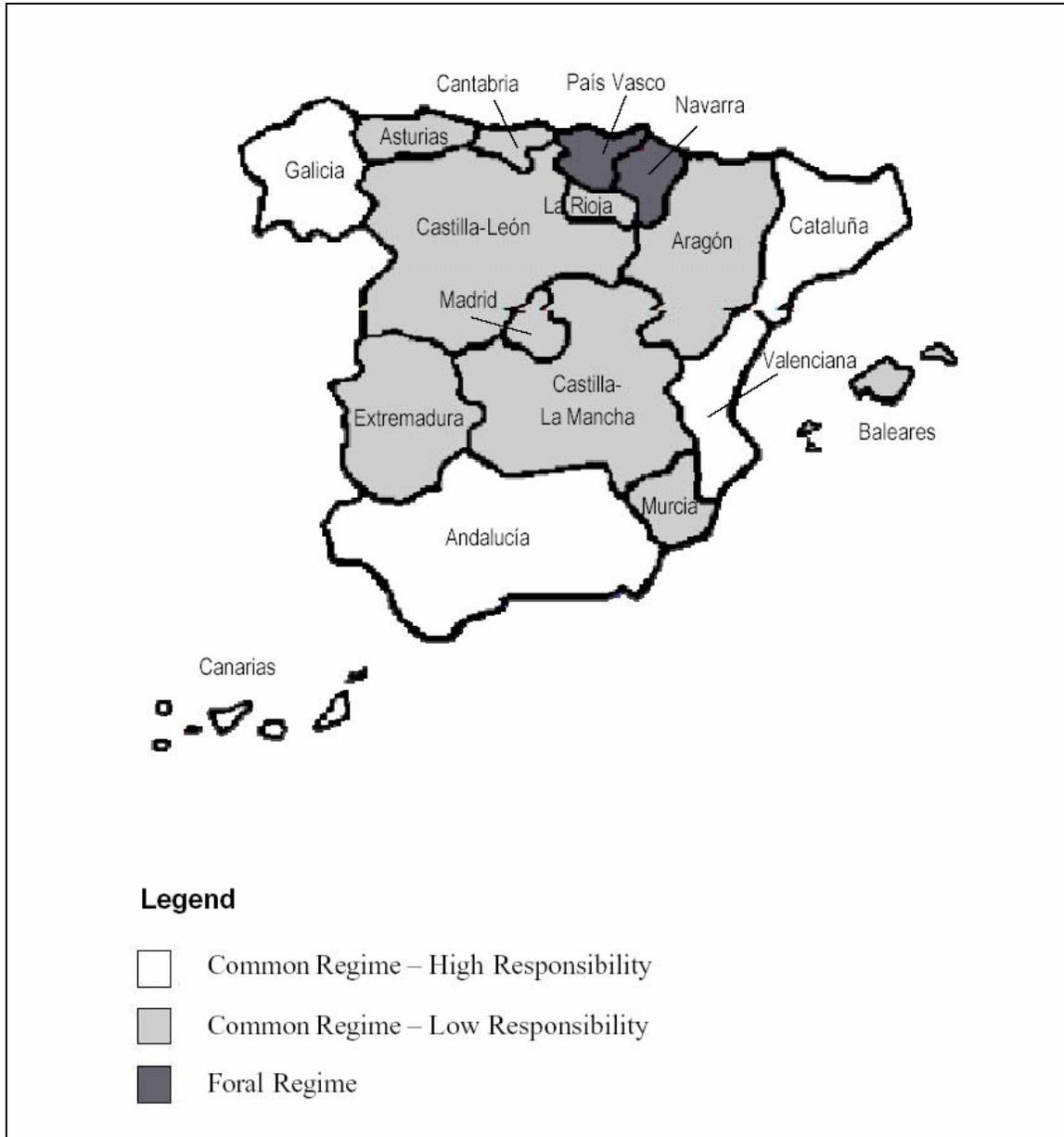
2.4 Local Government

The local governmental level is also described in the Constitution. It involves provinces and municipalities. Furthermore, the Basic Law on Local Government (Ley Reguladora de las Bases de Regimen Local--LRBRL) outlines the basic institutions at the municipal and the provincial levels, establishes guidelines for the sharing of responsibilities. There are 50 provinces in Spain, that are formed by groups of municipalities each with their own Council; and numerous smaller local entities (around 15,000) of different kinds. Government's Sub-delegates oversee the municipal functions carried out across the province and coordinate the Administration of the State and the regional authorities in their area. The Provincial Councils are indirectly elected by the Municipal Councils. Municipal Councils are directly elected by the electors and carry out basic functions such as water supply, refuse collection and the building and maintenance of local roads. They have some revenue raising ability but they are heavily dependent on funding from the regional and central budgets.

In addition, Spain is divided into seventeen regions, called Autonomous Communities (see map), with regional governments that were created following the guidelines established in the democratic Constitution ratified in 1978. These regions are diverse from many perspectives including history, culture, language and economic conditions. Understanding these differences may help understand the asymmetric fiscal decentralization model that was established in the late 1970s.

Source: Conference Status and role of top civil servants today, University of Picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001) & US Library of Congress (2005), Annual report of Tribunal de Cuentas Spain (2005) – edited

Map of the Autonomous Communities in Spain:



Source: Conference Status and role of top civil servants today, University of Picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001)

3. The State and Civil Society

3.1 Ombudsperson

Article 54 of the Spanish Constitution establishes that an organic act will regulate the Ombudsman institution under the high commissioner of Parliament, appointed by it in order to defend basic rights, and authorized to supervise the activities of Public Administrations. The Ombudsman is elected by the members of Parliament for a five year period through a voting process, which requires a three fifths majority. The Ombudsman is not subjected to any imperative mandates, does not receive instructions from any authority, performs his functions with autonomy and enjoys immunity during his permanence in the post.

The legal right of the Defender of the People to lodge unconstitutionality appeals opens up a channel for the intervention of the Constitutional Court in supervising legislative activity. He also has the option of applying for a constitutional guarantees appeal before the same Court.

Source: Spanish Ombudsman (2005) - edited

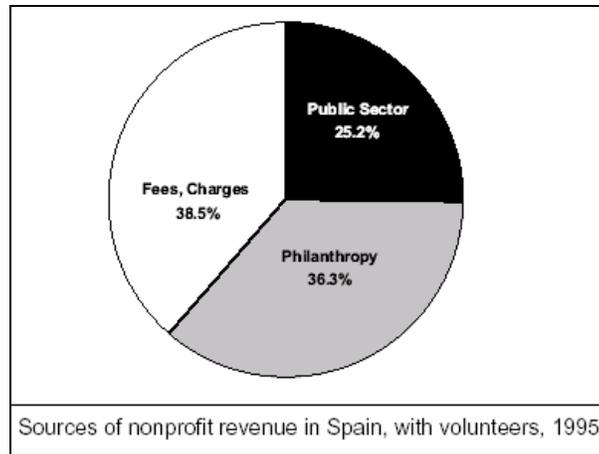
3.2 Civil Society

The Spanish nonprofit sector focuses a significant portion of its human and financial resources in the social welfare fields, especially social services. However, contrary to much of the rest of the Western European region, Spain's nonprofit organizations rely more heavily on private fees and charges for their income than on government grants and payments. What distinguishes Spain's nonprofit sector even more is a relatively high level of private giving in the revenue mix (see Graphic 1).

Aside from its social and political importance, the nonprofit sector appears to be an important and growing economic force in Spain, accounting for significant shares of national expenditures and employment. Even excluding its religion component, the nonprofit sector in Spain had operating expenditures in 1995 of \$22.6 billion (2.8 trillion pesetas), or the equivalent of 4.0 percent of Spain's gross domestic product, quite a significant amount. Behind these expenditures lies an important workforce that includes 475,179 full-time equivalent paid workers. This represents 4.5 percent of all nonagricultural workers in Spain, 6.8 percent of service employment, and nearly one-quarter (22.9 percent) as many people as work for government at all levels: national, autonomic (regional), and municipal. In addition, Spain attracts a considerable amount of volunteer effort. Indeed, an estimated 9.8 percent of the adult Spanish population reports contributing their time to nonprofit organizations. This translates into another 253,599 full-time equivalent employees, which boosts the total number of full-time equivalent employees of nonprofit organizations in Spain to 728,778, or 6.8 percent of total nonagricultural employment in Spain.

Source: John Hopkins University Institute for Policy Studies – Center for civil Society studies – The comparative non-profit sector – Spain (2006)

Graphic of non-profit revenue in Spain:



Source: John Hopkins University Institute for Policy Studies – Center for civil Society studies – The comparative non-profit sector – Spain (2006)

4. Civil Service

The Spanish administrative system owes much of its present nature to the French administration exported by Napoleon. The transition from Franco's dictatorship to the democracy in 1978 has involved some fundamental macro changes that have shaped the structure of the civil service. On the one hand, Spain has evolved from one unitary State towards seventeen unitary states (Comunidades Autónomas) through a process of regionalisation. The new regions have followed in a mimetic fashion the patterns of the central ministries and the national civil service. The 'federalization' of the system has had some influences on the features of the civil service. On the other hand, the advent of political parties have shifted away the power of grand corps inside bureaucracy and the degree of politicisation has increased considerably since early eighties.

Source: Conference Status and role of top civil servants today, University of Picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001)

4.1 Legal basis

The present civil service system was created by the 1984 Act of Parliament, which, among others, grants more freedom to each individual regional authority to regulate its civil service and reduces the power of the corps. This procedure makes personnel systems more operational and more responsive to local needs.

Source: Salvador Parrado Diez (Universidad Carlos III de Madrid and Indiana University, Bloomington) - Transitions of the Civil Service System (2002)

4.2 Recruitment

Entry to public administration —see Table 1— is achieved through a public competition exam, which normally consists of memorising several dozens of topics and of a practical exercise to show reasoning skills. Access to the civil service is annually centralised through the Public Employment Offer, for which ministries advance proposals about their needs of new staff and corps members cannot be in majority in the exam board. Entry has been restricted as a consequence of a tight policy to cut down public sector expenditure and also after the devolution of several functions from central level to regional authorities.

Between 1990 and 1997 only 8,000 new employees have entered central administration. The central civil service unit is imposing a tight control on recruitment, so that only agencies at central level that are understaffed are allowed to increase personnel. However, before recruiting outside staff, central units of civil service are trying to bargain with trade unions the compulsory mobility among central ministries from overstaffed agencies whose functions have already been devolved to regional authorities to understaffed agencies that still deliver services to citizens (post office, employment office, social security, etc.). Against this policy, agencies have reacted using intensively temporary contracts for jobs of structural nature. As a consequence of this policy the capacity to recruit staff both for corps and agencies has been highly restricted.

Source: Conference Status and role of top civil servants today, University of Picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001)

Table 1:
Distribution of civil servants among groups of entry according to educational title

Groups	educational title	minimum level	maximum level
A	4-6 years at university	20	30
B	3 years at university	16	26
C	A levels	11	22
D	16 years education	9	18
E	14 years education	7	14

Source: R.D. 364/1995, art. 71.1

Source: Conference Status and role of top civil servants today, University of Picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001)

4.3 Promotion

Once the exam has been passed, a civil servant receives an initial grade and each grade can be consolidated in the personal record after two years in the post of the same level or of a higher level. The 1984 reform tried to weaken the grand corps through the introduction of a 'post' system, grouping posts into levels or ranks (7 to 30) and setting down educational requirements for entry into those levels (see Table 2). Up to level 29, posts are filled through merit concurs, whilst posts at level 30 are filled through a non-meritocratic process (see Chart 1). The incumbent of a post in level 30 must leave office at the will of the recruiter or of an incoming superior post-holder. The civil servant that holds an office at this level may be downgraded to an inferior post but still retains the status of grade 30, if he or she had been in post for at least two years. The label for posts at level 30 is deputy general director. This is the top of the career within the civil service. Theoretically, each civil servant should receive the initial grade of the group they belong to, i. e., civil servants from group A should start at level 20. In practice, the situation is quite different.

Source: Conference Status and role of top civil servants today, University of picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001)

Political appointees could come from the civil service or from outside. In this category there are basically three tiers included: a) appointments in the top tier, ministerial level, are made by the prime minister through a decree endorsed by the king; b) appointments to the second (junior ministers, under-secretary and general secretary) and c) appointment to the general director rank are made by decree of the government (prime minister and ministers), on the recommendation of the competent minister or junior minister (see Chart 1).

Source: Conference Status and role of top civil servants today, University of picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001)

4.4 Remuneration

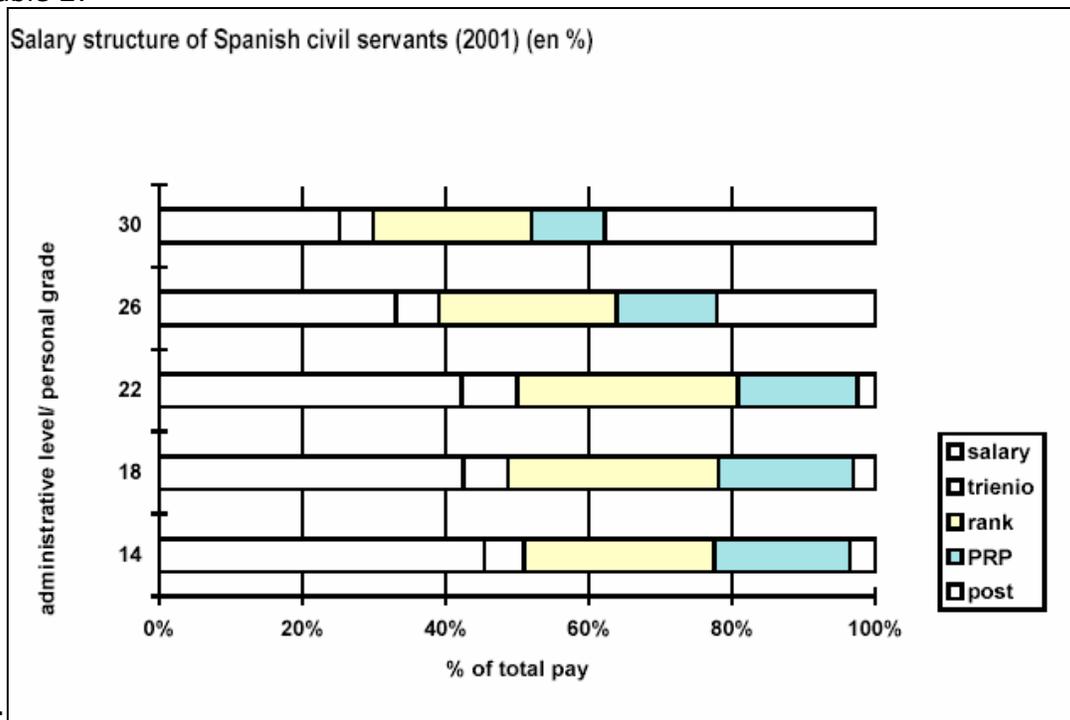
The group in which the corps is included and the personal grade of civil servants are relevant for payment. The payment system is common to all civil servants while the department determines pay scales for contractual and blue-collar workers.

There are four main components that can be treated in two different sets: (i) basic salary and trienios represent from 30 to 50 per cent of total remuneration depending on the administrative level and post held (see Table 2). Trienio is a fixed amount granted every three years of service; (ii) guaranteed allowances make the second major bulk of the whole salary. There are three main allowances: rank allowance (depending on the personal grade or on the level of the post it is being held), post allowance (depending on the particular features of the job) and individual allowance (similar to the concept of performance-related payment (PRP) which relies upon the productivity of the person). For all hierarchical levels, salary and rank allowance are set down in the Annual Budgetary Law, whilst each ministry determines posting allowance and individual allowance. In reality, however, the individual allowance is normally agreed upon with the relevant trade union for each administrative level and only in extreme cases the superior will deny the PRP complement to a public servant.

Table 2 shows that post allowance grows with the increase of the personal grade or administrative level. The basic retributions for upper level posts are based mostly on post allowance, while the basic retributions for lower level posts depend on salary. The use of post allowance counterbalances the nondistributory effects of the basic salary established in the annual budgetary law. Posting allowances differ considerably among posts for which a person with the same consolidated grade is required. In some way, the search for posts with better salary constitutes an informal career of civil servants. In most cases, the only competitive dimension of public sector employment is job security. The salaries for high rank officials cannot compete with salaries in private enterprises.

Source: Conference Status and role of top civil servants today, University of picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001)

Table 2:



2:

Source: Conference Status and role of top civil servants today, University of picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001)

4.5 Training

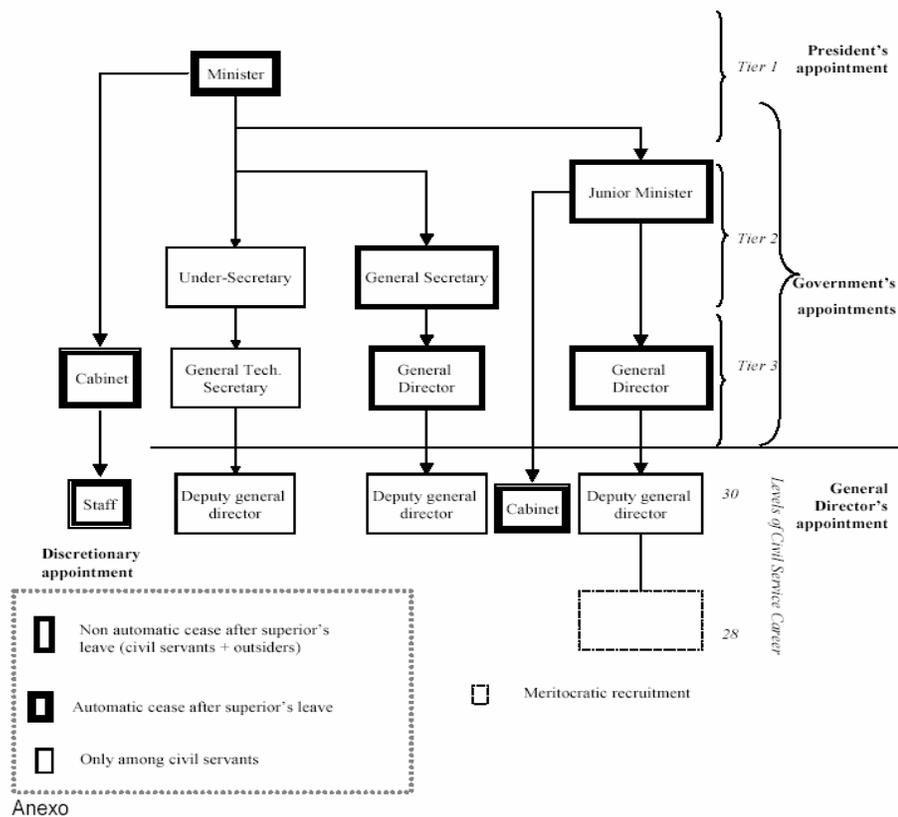
Source:

4.6 Gender

Source:

Chart 1: Appointment system

Figure 1. Typical ministerial organisation 1996- 2001



Source: Conference Status and role of top civil servants today, University of picardie, Amiens, Salvador Parrado Diez - Spanish Civil Service: A career system without career perspectives (2001)

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
		2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
Rank	Country						
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
23	Spain	6.9	11	0.8	5.2 - 7.8	7	6.5 - 7.2
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

The body in charge of internal control for the State is the Intervención General de la Administración del Estado (IGAE), which is subordinate to the Ministry of Finance. In addition, the Budgetary Stability Acts (Act 18/2001 and Organic Act 5/2001) includes strict accountancy principles.

Furthermore, there is a court of audit which is the "Tribunal de Cuentas". This body consists of 12 Members (Audit Counsellors). They are elected by Parliament (six members are elected by the Higher Chamber and six by the Lower Chamber), by a qualified majority of 60 per cent of the Chamber. To qualify for election as a Counsellor, an individual must have at least 15 years' professional experience and accredited expertise either as an auditor or attorney of the Tribunal de Cuentas or as a certified public accountant, magistrate, university teacher, public functionary belonging to bodies in which higher academic qualification is a requirement of entry, solicitor or economist. All Members are elected together for a nine-year period. They are eligible for reappointment.

Source: Tribunal de Cuentas Spain– Annual Report (2005)

5.2 Ethics

Ministerial order APU/516/2005, on 3 March 2005 approved the Code of Good Governance of the members of the Government and the senior officers of the General State Administration. The guiding principle of the aforesaid code is therefore respect for a broad range of requirements, including not only compliance with the law and other regulations but also other guarantees, so establishing an undertaking of the public authorities to citizens vis-à-vis the principles by which Spanish democratic institutions operate.

Members of the Government and the senior officers of the General State Administration shall carry out their activities in accordance with the Constitution and the rest of the legal system, following the principles of ethics and good conduct developed which are: objectivity, integrity, neutrality, responsibility, credibility, impartiality, confidentiality, dedication to public service, transparency, exemplary conduct, austerity, accessibility, efficiency, honesty and promotion of the cultural and environmental environment and of equality between the sexes.

Source: OECD – Spain: Code of Good Governance (2005)

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

Telecommunications Infrastructure Index:

A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

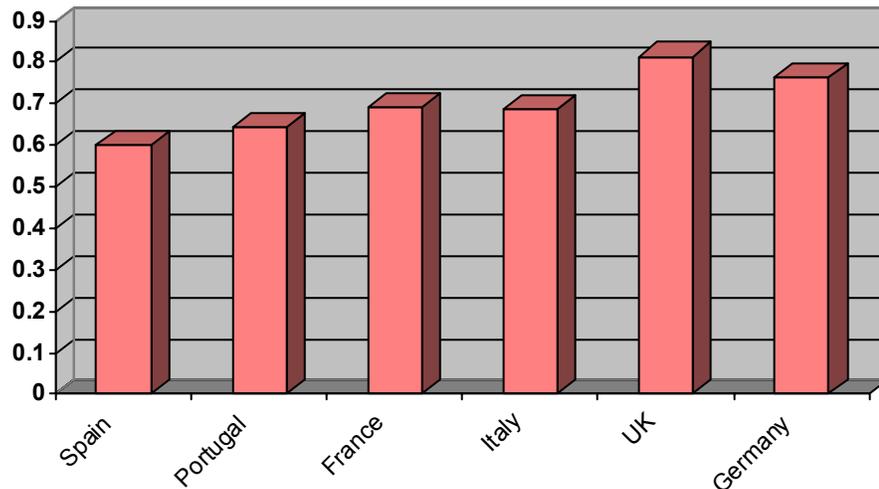
Primary indicators are: PC's, Internet users, online population and Mobile phones.

Secondary indicators are TVs and telephone lines.

Human Capital Index:

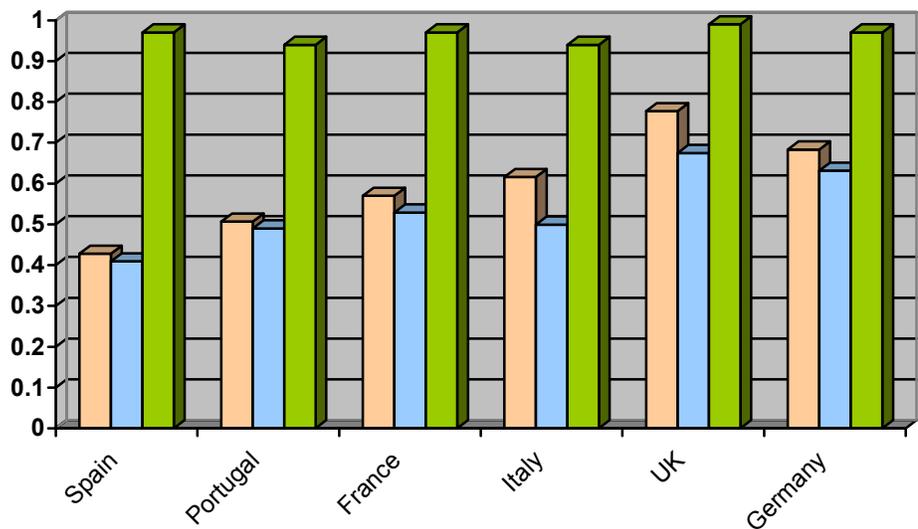
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

e-Government Readiness Index



Source: United Nations – World Public Sector Report 2003

Web Measure Index, Telecom. Infrastructure Index, Human Capital Index



Source: United Nations – World Public Sector Report 2003

e-Participation Index:

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

e-information:

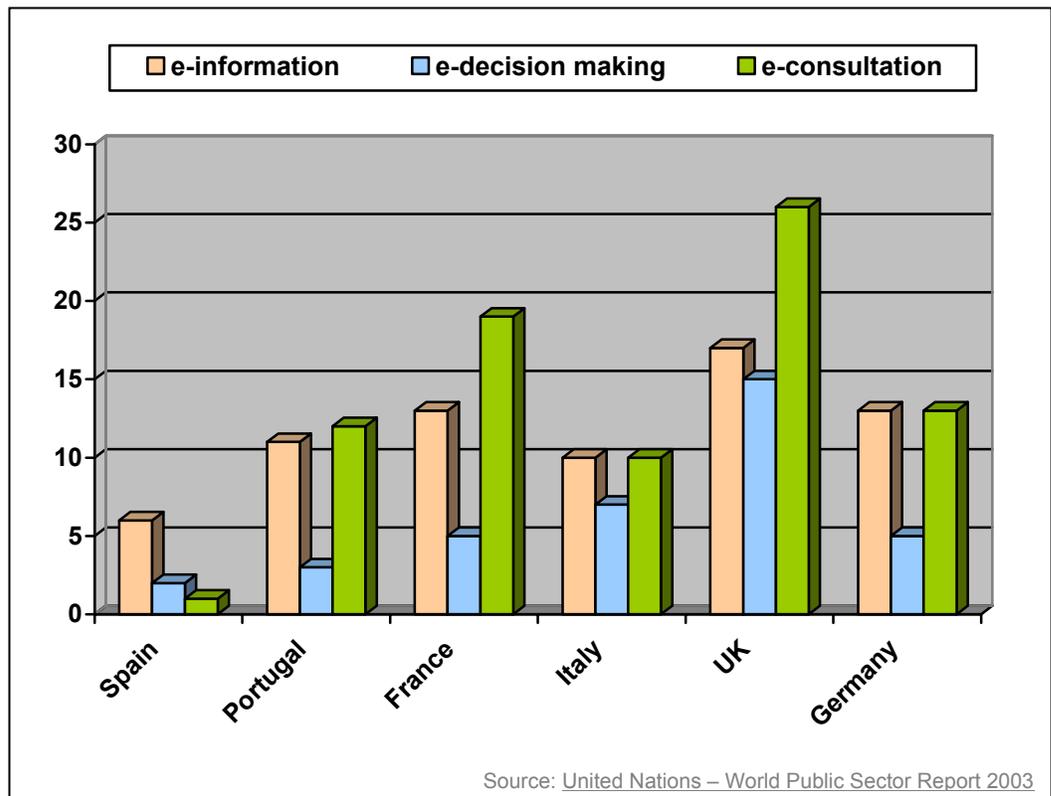
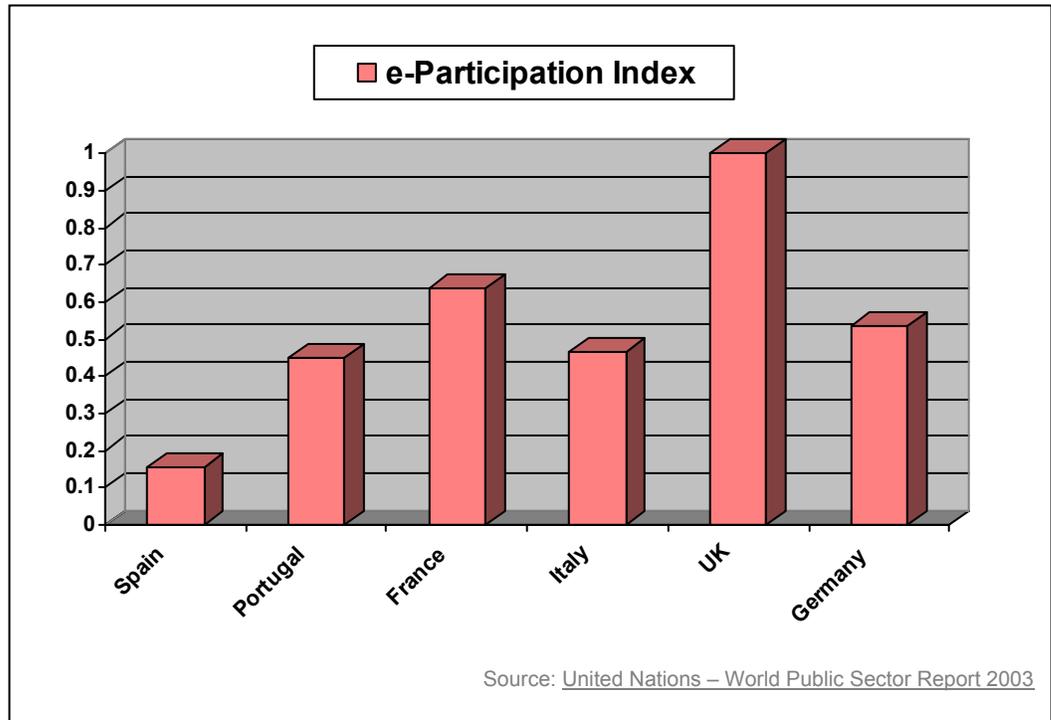
The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

e-decision making:

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.



7. Links

7.1 National sites	
Authority	Topic
Spanish Tribunal de Cuentas (Court of Audit)	http://www.tcu.es/
Spanish Senate	http://www.senado.es/
Spanish parliament	http://www.congreso.es/
Spanish Ombudsman	http://www.defensordelpueblo.es/
Spanish constitutional Court	http://www.tribunalconstitucional.es/
Spanish State Council	http://www.consejo-estado.es/

7.2 Miscellaneous sites	
Institution	Topic
OECD	http://www.oecd.org
World Bank	http://www.worldbank.org
European Union	http://www.europa.eu.int