

Governance Committee

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Financial compensation of local and regional elected representatives and public officials in the exercise of their office

(art. 7.2. of the European Charter of Local Self-Government)

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1 L: Chamber of Local Authorities / R: Chamber of Regions
EPP/CCE: European People's Party Group in the Congress
SOC: Socialist Group
ILDG: Independent and Liberal Democrat Group
ECR: European Conservatives and Reformists Group
NR: Members not belonging to a political group of the Congress

Table of contents

1	Introduction: The Relevance, Methodology and Scope	2
2	Legal Framework	3
2.1	General background: who has ratified and who has not?.....	3
2.2	A certain flexibility in national regulations	4
2.2.1	Countries not having ratified the article 7.2.....	4
2.2.2	Countries having ratified the article 7.2.....	4
2.2.3	Uniformity or flexibility of the national regulation?.....	5
2.3	The specific case of federal states.....	5
2.4	Possibilities and limits for local authorities to determine their own remuneration policies.....	6
2.5	The question of the identity of status of local and central state employees.....	6
3	The Status of Mayors and Municipal Councillors.....	7
3.1	The type of the position of the Mayor and the Councillor.....	7
3.2	Expected working hours of the Mayor and Councillor.....	7
3.3	Possibility to fulfil more than one mandate (cumul des mandats).....	9
4	Forms and Levels of Financial Compensation.....	11
4.1	Forms of remuneration.....	11
4.2	Levels of remuneration	13
4.2.1	Levels of Remuneration for Mayors	13
4.2.2	Levels of Remuneration for Councillors	15
4.3	Financial compensation for loss of earnings.....	16
4.4	The right to claim their expenses incurred in the exercise of office	17
4.5	Social welfare protection.....	19
4.6	Level of remuneration of the mayor of the capital city	21
5	Sources	24

1 Introduction: The Relevance, Methodology and Scope²

1. In its article 7, the European Charter of Local Self-Government, that entered into force in 1998 under the auspices of the Council of Europe and its Congress of Local and Regional Authorities ("Standing Conference" at that time), "aims at ensuring both that elected representatives may not be prevented by the action of a third party from carrying out their functions and that some categories of persons may not be prevented by purely material considerations from standing for office".

2. In the paragraph 2 of the same article, the Charter provides standards to make sure that people serving the local authorities, either as elected officials or as employees, would receive enough allowances, salaries or compensations for their duty, in order not to be discouraged to start or continue working for local governments. It is also a condition to attract competent people by guaranteeing them acceptable material conditions. The critical importance of this aspect is well described in the explanatory

² Report prepared by NALAS (Network of Associations of Local Authorities of South East Europe)

report of the Charter: “The material considerations include appropriate financial compensation for expenses flowing from the exercise of functions and, as appropriate, compensation for loss of earnings and, particularly in the case of councillors elected to full-time executive responsibilities, remuneration and corresponding social welfare protection”. The explanatory report adds that “in the spirit of this article, it would also be reasonable to expect provision to be made for the reintegration of those taking on a full-time post into normal working life at the end of their term of office”.

3. But, according to the Compilation of the Congress’ monitoring reports (2011-2016), dealing with the application of article 7 of the European Charter of Local Self-Government (pp. 28-29), at least 14 member countries of the Council of Europe had so far not ratified the article 7.2 dealing with a fair material compensation for local and regional elected representatives and public officials in the exercise of their office: Armenia, Austria, Azerbaijan, Czech Republic, France, Greece, Liechtenstein, Monaco, Montenegro, the Netherlands, Romania, Serbia, Switzerland.

4. To analyse carefully the way countries address, in this year 2017, the issue of the remuneration of local officials or employees, either these countries have ratified the article 7.2 or not, the Congress appointed two co-rapporteurs, Ms Marta Campanari-Talaber and Mayor of Varpalota in Hungary, representative of the Chamber of Local Authorities and Mr. Robert-Csongor Gruman, member of the Chamber of Regions and Vice-President of Cosvana County Council in Romania. For the completion of their report, they benefited from the expertise of the Network of Associations of Local Authorities of South-East Europe (NALAS) which, with the assistance of the Secretariat of the Congress, launched a survey among all 47 member countries. In the end, 24 countries responded to the survey.

5. Apart from giving information about the situation prevailing in a number of countries, the present report aims at exploring the possibilities, for those countries which have not yet ratified the article 7.2 but already fulfil the obligations that it contains, to formally ratify this paragraph of the article 7 of the Charter.

2 Legal Framework

2.1 General background: who has ratified and who has not?

6. Among the 47 member countries of the Council of Europe, around 30% (13 countries exactly) have not ratified the art. 7.2 of the European Charter of Self-Government. Among them, you find EU countries (such as Austria, Czech Republic, France, Greece, Netherlands, Romania) as well as non EU countries (Armenia and Azerbaijan in Caucasus which are in the EU “Eastern Partnership”, EU candidate countries like Montenegro and Serbia, and other West-European countries like Switzerland, Liechtenstein or Monaco). It is possible to add to this list a fourteenth country, Kosovo³, which is not full member of the Council of Europe but has answered also the NALAS survey.

7. This list of 13 (or 14, if we add Kosovo) European countries which have not ratified the art. 7.2. of the Charter, is not only very diverse in terms of geographic location or institutional position towards the EU, but also regarding their size and population: one can find big countries like France or Romania, medium sized countries like Austria, Switzerland, Greece or the Netherlands, and relatively small, and even very small countries like Liechtenstein, Monaco, Cyprus or Montenegro.

8. So, neither the size of the country, nor its geographical location in Europe or the type of institutional links it may have with the European Union, are explanatory factors for having (or not having) ratified the Art. 7.2. of the Charter.

9. Apparently, it seems to contradict the simplicity of the argumentation in favour of this article, as it is provided in the explanatory report of the Charter: “some categories of persons may not be prevented by purely material considerations from standing for office” ... This is why, reads the art. 7.2., responsibilities at local level “shall allow for appropriate financial compensation for expenses incurred in the exercise of the office in question as well as, where appropriate, compensation for loss of earnings or remuneration for work done and corresponding social welfare protection”.

³ This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration on independence.

10. May be the reason for non-ratification could be the scarcity of public resources in some states? But Austria, Switzerland, the Netherlands, Liechtenstein or Monaco do not have the reputation to be very “poor” countries... Liechtenstein and Monaco are very tiny: logically, it would make easier to align the situation of local officers on the one of central officers, which is an idea in the background of the article 7.2. Or perhaps the conception of what a political mandate is, in certain countries (referring to the national “political culture”) , might prevent them for ratifying the art. 7.2? It might be part of the explanation of the non-ratification by Switzerland, where there is no willingness to favour any professionalization of elected mandates, with only a few exceptions (Federal and Cantonal executive bodies, executive bodies of big Cities...).

11. In the last years, the rapporteurs of the Congress have estimated that some countries, even though they have not ratified the art. 7.2, nevertheless have seen their national legislations evolving to such a point that they are practically now in compliance with it⁴. This is namely the case of France with a Law of 2015 incorporating a “Charte de l’ élu local”, Montenegro and the Netherlands (where local officials receive not salaries, but amount of allowances which are considered “fair” or “reasonable”), while it might also be the case for the Czech Republic. Most of these countries, if not all, could envisage to ratify the art. 7.2., since they already respect it. It is also worth noting that Romania has made significant progress under a Law no. 393/2004, providing several arrangements for paying elective representatives bonuses and financial compensation in the exercise of their function (and even afterwards, in the case of former elected representatives who reach age of retirement).

12. In the end, the report suggests that there is no single and simple reason explaining the non-ratification of the art. 7.2, and the recommendations to be made should remain flexible enough to take this complexity into account. Accordingly, the NALAS survey shows a certain degree of flexibility of the national regulations regarding remuneration for local elected officials and local government public officials.

2.2 A certain flexibility in national regulations

2.2.1 Countries not having ratified the article 7.2

13. Among the six countries of the survey (out of 24) which do not have ratified the article 7.2., it is interesting to note that only one – Switzerland – does not have a national regulation of the matter, and for a very simple reason: in the Swiss federal system, which is both diverse and decentralized, the local level is regulated by the Member States (Cantons) and not by the central government (Federation).

14. France and Montenegro, have well developed national regulations, even though they have not yet ratified the art. 7.2 of the Charter. In France, a Law of 25 February 1992 stipulates that remuneration of officials at local level is a percentage of the remuneration of the civil servants calculated on gross index 1015, and it varies according to the population of the municipality and the importance of the mandate (a mayor is higher than a municipal councilor, for instance). In Montenegro, the Law on Salaries in the Public Sector concerns also the mayors, the presidents of local assemblies and the local government employees (including social welfare). But in Montenegro, there is no national regulations regarding the remuneration of municipal councillors; nevertheless, every municipal assembly has passed a decision on the matter.

2.2.2 Countries having ratified the article 7.2

15. Among the countries which have ratified the art. 7.2., the survey shows some variety in national legislations, which introduces also a certain degree of flexibility. It is interesting to point out that three countries of the survey, even though they have ratified the art. 7.2., curiously do not have national legislation on the matter: Italy, Croatia and Sweden. There should be a reason for such an absence of national provisions.

16. In Turkey, the Civil Servants Law No. 657 regulates remuneration of all civil servants, including at local level. Besides, the Municipality Law No. 5393 contains a certain number of provisions (art. 32, 36 and 39)

⁴ See Compilation of the Congress' monitoring reports (2011-2016): Application of article 7 of the European Charter of Local Self-Government.

regarding the remuneration of Mayors. Remuneration of local elected officials and local government public officials is regulated by Law No. 5510 on Social Security and General Health Insurance, and by Act No. 5434 on the Retirement Fund of the Republic of Turkey. In Finland, Municipal council members are entitled to have certain fee and compensation for their tasks, according to law. In Bulgaria, the salaries of mayors and local employees are determined by the Municipal Council, but within the limits set out in national Decree No. 67 / 14.04.2010, limits which vary according to the population of the municipality. Following this Decree, Municipal Councillors are remunerated for their participation in plenary sessions and commissions. The remuneration varies according to the population of the municipality and is based on the principle that, for municipalities of more than 100'000 inhabitants, it should not exceed 70% of the gross wage of the President of the Municipal Council, or (for the municipalities under 100'000 inhabitants) of the average gross wage in municipal administration. The remuneration of the President of the Municipal Council cannot be higher than 90% of the one of the Mayor. In Ireland, the payment to Mayors and Council members is highly regulated by a detailed set of Ministerial regulations and circulars. The payment to local employees is regulated through negotiations between Government and the trade unions. In Republika Srpska of B&H, the remuneration of officials is determined by a set of criteria: average salary in the municipal administration, number of inhabitants of the municipality. In Norway, the Local Government Act regulates remuneration for work and coverage of expenses and financial loss. The detailed rules are established by the municipal or county councils. In Luxembourg, the employers of elected persons receive a compensation for the hours spent on duty. There is a detailed and uniform regulation for the remuneration of local civil servants. In Lithuania, remuneration of Mayors is regulated by the Law on remuneration of state politicians and officers. According to the Law on Self-Government of this country, municipal councilors receive a payment (like a salary) for the hours they spent on duty and compensation (on the basis of invoices, etc...) for expenses like transport, telephone... In Georgia, the Edict No 726 (2005) of the President sets minimum and maximum limits of salary for local and regional officials, including mayors, council members and municipal employees, while the remuneration for public officials is regulated by the Law on Public Service.

2.2.3 Uniformity or flexibility of the national regulation?

17.9 countries of the NALAS survey, representing 37.5% of the sample, said that their national regulation of the remuneration of local elected representatives and public officials is not uniform and has exceptions. In Federal States like Switzerland and Austria, this is because a significant part of the local level is regulated by the Member States (Cantons or Länder). There is also a special case for big Cities, like in Georgia (special regime for the capital city, Tbilisi), in Albania and Montenegro. It seems obvious that the mayor of big towns counting millions of inhabitants cannot have the same remuneration as the mayor of a small rural community. Here, the disparity lies in the type of municipalities, not in the remuneration itself. More generally, the municipal councils have the possibility, within certain limits provided by national legislation, to adopt a remuneration policy of their own. It is the case for instance in France and in Georgia, while Sweden, Croatia, Romania and Italy mentioned the existence of exceptions to their national regulations, but without giving more details.

18. For various reasons (size of the municipality, magnitude of the burden for elected officials, decentralized, or even federalized, vision of the local administration), it seems practically unavoidable to keep a certain flexibility in the implementation of the national legislation.

2.3 The specific case of federal states

19. Two federal states responded to the NALAS survey: Austria and Switzerland. It appears that federal states are a specific case with peculiarities to be taken into account, mainly because a significant part of the legislation affecting the local and regional governments depends on the Member States (corresponding to regional level in a unitary state), and not on the federal (central) level.

20. In Switzerland, which is a very decentralized and diverse system, there are significant differences between the 26 Cantons, between rural and urban areas, etc... It is then difficult, and it does not make much sense, to find a common denominator. In Austria, there are also regional differences, but there are to a certain extent harmonized by federal regulations, more strictly than it is the case in Switzerland. In Belgium, there are basically at least three systems of remuneration for local officials: one for Flanders, one for the Walloon Region and the German-speaking Community, one for the Brussels Capital region.

2.4 Possibilities and limits for local authorities to determine their own remuneration policies

21.The NALAS survey shows a perfect division in the answers: 12 countries saying that the possibilities for local authorities to determine their own remuneration policies are guaranteed, 12 saying the contrary... but for various reasons.

22.Where there is no national legislation regarding the remuneration of local officials and employees, like in Croatia and Sweden which are bound by art. 7.2, the remuneration is decided at local level, by the municipal councils themselves.

23.If we consider the case of the countries of the survey which have not ratified the art.7.2, we see that in France, local authorities (municipal councils) have the possibility to determine the remuneration, but only within a maximum limit which is defined at the national level. In federal states like Switzerland and Austria, these questions are addressed at the regional level (Member States), but under a minimum common obligation of transparency: the remuneration has to be published, so that the citizens are properly informed.

24.Among the countries which are bound to the art. 7.2, in Norway the Local Government Act gives the right for local officials and employees to be compensated for their expenses (transport, etc...) when they exercise their duty, the precise modalities being defined by the municipal councils. By and large, a comparable system exists also in Lithuania. In Bulgaria, Latvia and Georgia, a maximum of remuneration or allowances (depending also on the size of the municipality) is set at the national level; then, within this limit local assemblies, are free to decide about the levels and the modalities of such remunerations and allowances. Slovenia also declares that the local authorities have the right to determine their own remuneration policies, without giving further explanations. The same can be said about Kosovo, which is not full member of the Council of Europe.

2.5 The question of the identity of status of local and central state employees

25.The question of the survey "Do the local government employees have the same civil service or other status similar or identical to the central government employees?" gave rather contrasted results, since there is not only the question of "status", but also of practical conditions which might be offered to the local employees, in comparison with what is offered to their colleagues of the central State.

26.In the NALAS survey, 4 countries not having ratified the art. 7.2 nevertheless declared that they give the same status to local government and central government employees: Romania, Austria, Montenegro and Kosovo. The idea to have the same status in such a decentralized country as Switzerland does not really make sense, and it is practically far from being the case. As for France, the country has three different statuses for civil servants: one for the state administration, one for the "territorial" (local and regional) administration, one for the public hospitals.

27.Conversely, we found in the NALAS survey some examples of countries having ratified the art. 7.2, but which nevertheless do not provide the same status for local government and central government employees. It is for instance the case of Latvia, where some differences happen to be equated in various laws, like the Law on Remuneration of Officers and Employees of State and Local Government Authorities. In Republika Srpska of B&H, there are two separate laws: one for central government employees, one for local government employees. In Norway, the statuses are much similar, but differences remain in working hours, pension schemes, etc...

28.As the analysis of the responds to the survey show, it is thus not only a question of unique or similar status for all, but also of practical alignment of the conditions under which work both central government and local government employees.

3 The Status of Mayors and Municipal Councillors

3.1 The type of the position of the Mayor and the Councillor

29. The Survey showed that the position of Mayor is full time in most of the countries (20 countries, or 83.33%). It is a part-time position in two countries (8.33%), Italy and Ireland, while it is a volunteer position in 2 countries (8.33%), France and Luxemburg.

Full time: Austria, Lithuania, Georgia, Norway, Kosovo, Sweden, Bulgaria, Macedonia, Croatia, Finland, Turkey, Montenegro, Romania, Albania, Latvia, Switzerland, Malta, Slovenia, Moldova,

Part-time: Italy, Ireland

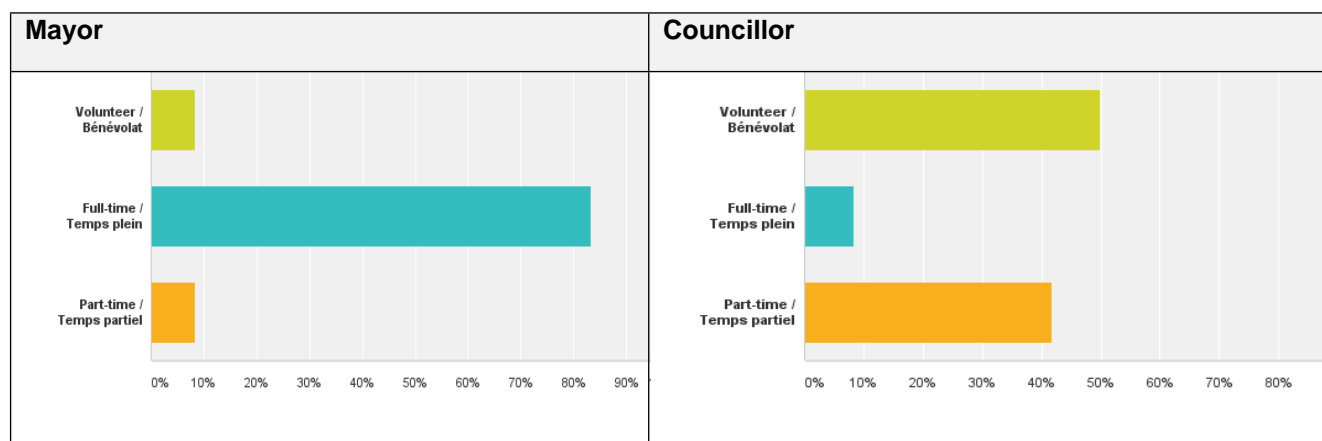
Volunteer: France, Luxemburg

30. The position a local Councillor is volunteer in half (12) of the countries. It is a part-time position in 10 countries (41.47%), while it is a full time position in only 2 countries (8.33%), Lithuania and Bosnia and Herzegovina (RS).

Full time: Lithuania, Bosnia and Herzegovina (RS)

Part-time: Moldova, Macedonia, Switzerland, Latvia, Romania, Turkey, Finland, Ireland, Italy, Austria

Volunteer: Croatia, Malta, Slovenia, Albania, Montenegro, Bulgaria, France, Luxemburg, Norway, Sweden, Kosovo, Georgia



3.2 Expected working hours of the Mayor and Councillor

31. In majority of countries (15 countries, or 65.22%), Mayors are expected to work over 9 hours per day. In 7 countries (30.43%) they are expected to work 4-8 hours per day, while only in Malta it is 0-4 hours per day.

32. In big majority of countries (17 countries, or 73.91%), Councillors are expected to work 0-4 hours per day. In 4 countries (17.39%) they are expected to work 4-8 hours per day, while only in two counties (Ireland, Lithuania) it is over 9 hours per day.

Mayor	Councillor
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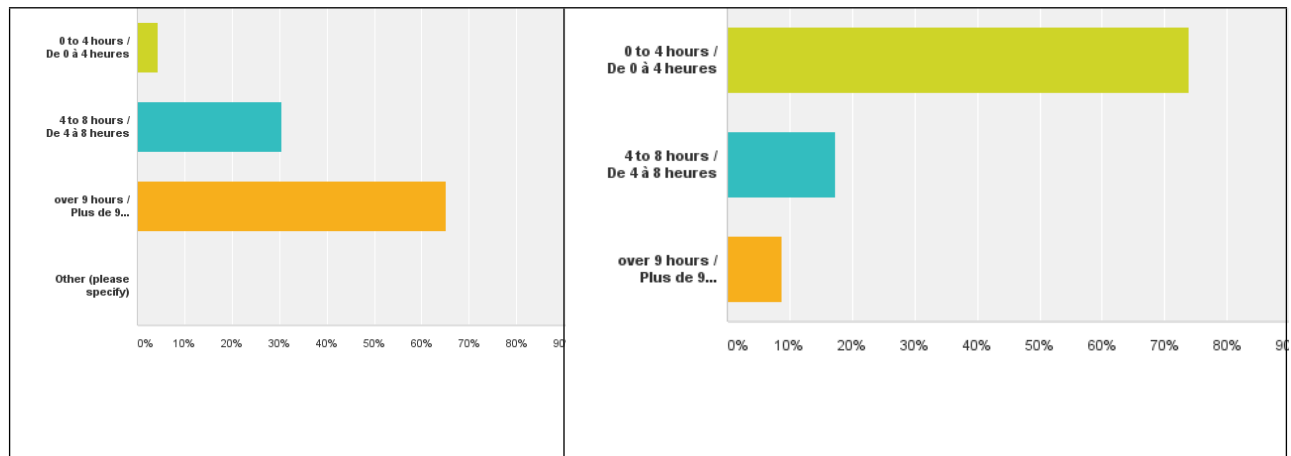


Table: Comparison of Mayor's versus Councillor's position in each country

Country	Mayor				Councillor			
	Full time	Part time	Volunteer	Hours/day	Full time	Part time	Volunteer	Hours/day
Albania	X			4-8			x	0-4
Austria	X			Over 9		x		4-8
Bosnia and Herzegovina (RS)	X			Over 9	x			4-8
Bulgaria	X			Over 9			x	0-4
Croatia	X			Over 9				0-4
Finland	X			4-8		x		0-4
France			X	/			x	/
Georgia	X			4-8			x	4-8
Ireland		X		Over 9		x		Over 9
Italy		X		4-8		x		0-4
Kosovo	X			4-8			x	4-8
Latvia	X			Over 9		x		0-4
Lithuania	X			Over 9	x			Over 9
Luxemburg			X	4-8				0-4
Macedonia	X			Over 9		x		0-4
Malta	X			0-4			x	0-4

Moldova	X			Over 9		x		0-4
Montenegro	X			Over 9			x	0-4
Norway	X			Over 9			x	0-4
Romania	X			4-8		x		0-4
Slovenia	X			Over 9			x	0-4
Sweden	X			Over 9			x	0-4
Switzerland	X			Over 9		x		0-4
Turkey	x			Over 9		x		0-4

3.3 Possibility to fulfil more than one mandate (cumul des mandats)

33. In 16 countries (66.67%) it is possible to fulfil more than one mandate, while in 8 countries (33.33%) that is not possible.

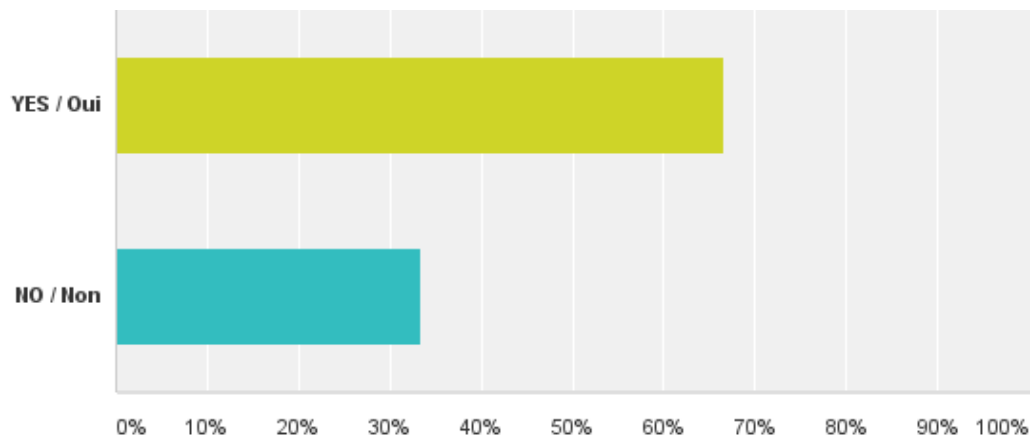


Table: Possibility to fulfil more than one mandate

Yes	Payment and conditions	No
Albania		Moldova
Austria	Yes, but there is an upper limit.	Finland
Bosnia and Herzegovina (RS)		Italy
Bulgaria		Ireland
Bulgaria	They keep on receiving salaries and remunerations.	Latvia
Croatia	If someone is representative in municipal and regional assembly at the same time he/she has the right to be remunerated from both institutions for costs related to particular institution.	
France	Les principales règles sur la limitation du cumul des mandats électoraux et des fonctions électives ont été posées par la loi organique n° 2000-294 du 5 avril 2000 relative aux incompatibilités entre mandats électoraux (qui traite de la situation des parlementaires nationaux) et par la loi n° 2000-295 du 5 avril 2000 relative à la limitation du cumul des mandats électoraux et des fonctions électives et à leurs conditions d'exercice (qui a trait aux incompatibilités applicables aux élus locaux, aux représentants au Parlement européen et aux incompatibilités entre fonctions exécutives locales). Ce régime applicable aux parlementaires nationaux doit être distingué du régime applicable aux élus locaux tant dans la nature des incompatibilités que dans les mécanismes destinés à mettre fin aux situations d'incompatibilité. Depuis la loi n° 2003 - 327 du 11 avril 2003 relative à l'élection des conseillers régionaux et des représentants au Parlement européen ainsi qu'à l'aide publique aux partis politiques, le régime des incompatibilités applicables aux parlementaires européens a été aligné sur celui des parlementaires nationaux, sauf en ce qui concerne les modalités de cessation des incompatibilités. Circulaire NOR/FPPA/9610003/C du 12 janvier 1996 du ministère de la Fonction publique, de la réforme de l'Etat et de la décentralisation Loi n° 2011-412 du 14 avril 2011 (un ministre ne peut percevoir plus de 2757€ au titre de ses mandats locaux).	Lithuania
Kosovo		Finland
Luxemburg	Le cumul de mandats n'est pas exclu en principe, mais il existe certaines incompatibilités (on peut par exemple cumuler le mandat de député avec celui de bourgmestre, mais non celui de membre du Gouvernement)	Georgia
Macedonia	They will not receive financial compensation.	
Malta		
Montenegro	Financial compensation does not depend of number of mandates.	
Norway	For example a person can hold office both in a municipal and a county Council.	Ireland

Romania		
Slovenia		
Sweden		Turkey
Switzerland	One may be Mayor locally, and member of the cantonal or national parliament.	

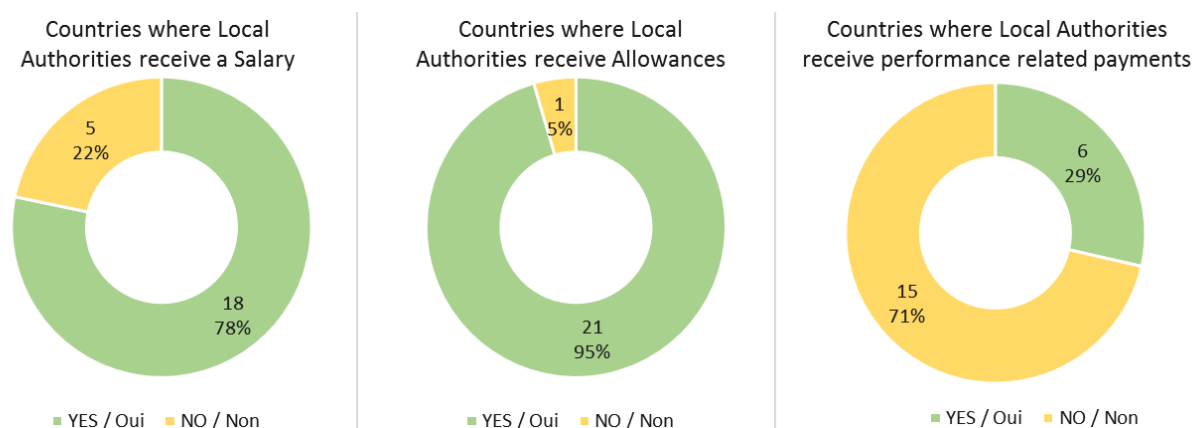
4 Forms and Levels of Financial Compensation

4.1 Forms of remuneration

34. Local elected officials receive some form of remuneration in all surveyed countries with no exception.

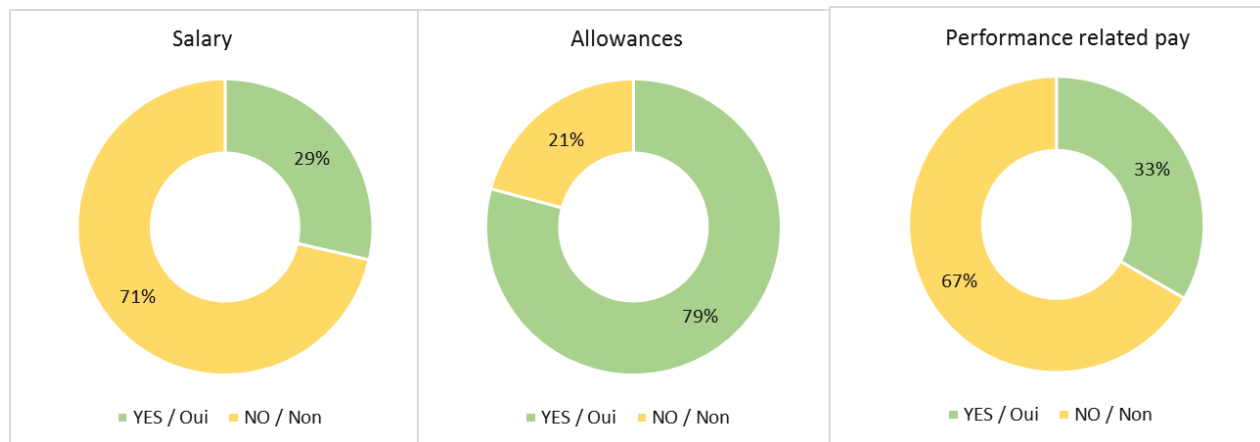
35. The most common form of remuneration for Mayors are salaries (78% of the surveyed countries), with the exception of France, Italy, Luxemburg, Norway and Romania where allowances are applied. Allowances are actually provided in all countries except for Moldova. In Finland, Georgia, Latvia, Slovenia and Switzerland, all different forms of remuneration for Mayors are applied, including performance related pay (payments by results, commission, payment by output or similar).

Figure 1. Forms of remuneration of Mayors



36. As far as the Councilors are concerned, salaries are less common form for their remuneration. Councilors receive salaries in only 6 countries: Albania, Austria, B&H (RS), Ireland, Latvia and Switzerland. Councilors more commonly receive allowances (in 79% of surveyed countries). In Italy and Luxemburg, they receive a pay on performance basis. Only in Montenegro, the Councilors are not entitled to any form of remuneration.

Figure 2. Forms of remuneration of Councilors



37. Table 1 below summarizes the responses for the forms of compensation of Local Authorities in the surveyed countries. It appears only in Latvia and Switzerland both mayors and councillors benefit from all forms of remuneration. There are many similarities in the forms of compensation chosen by countries for the remuneration of local authorities, despite the size of the country, size of the economy or status of relationship with the EU.

Table 1: Summary of the responses for the forms of remuneration of Local Authorities

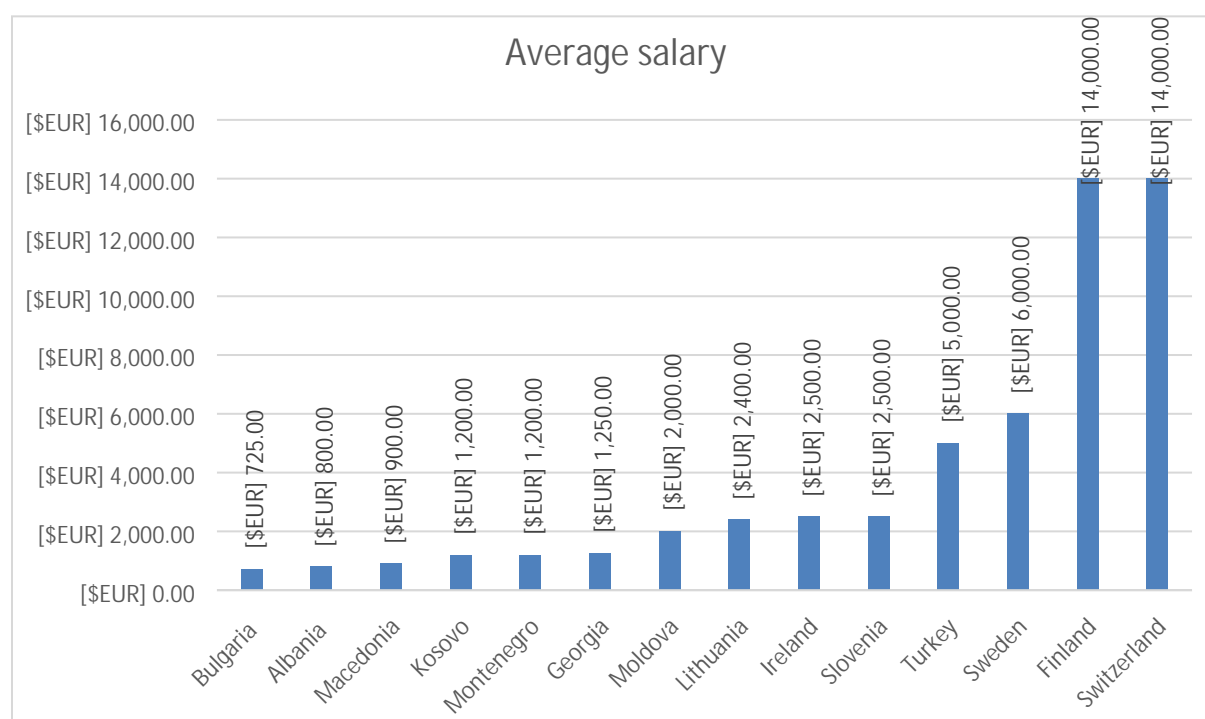
Country	Mayor			Councilors		
	Salary	Allowance	Performance related pay	Salary	Allowance	Performance related pay
Latvia	Yes	Yes	Yes	Yes	Yes	Yes
Switzerland	Yes	Yes	Yes	Yes	Yes	Yes
Finland	Yes	Yes	Yes	No	Yes	Yes
Georgia	Yes	Yes	Yes	No	Yes	Yes
Austria	Yes	Yes	No	Yes	No	Yes
B&H (RS)	Yes	Yes	No	Yes	Yes	No
Slovenia	Yes	Yes	Yes	No	Yes	No
Bulgaria	Yes	Yes	No Answer	No	Yes	No
Croatia	Yes	Yes	No	No	Yes	No
Ireland	Yes	No Answer	No Answer	Yes	Yes	No
Kosovo	Yes	Yes	No	No	Yes	No
Macedonia	Yes	Yes	No	No Answer	Yes	No Answer
Moldova	Yes	No	Yes	No	Yes	No
Sweden	Yes	Yes	No	No	Yes	No
Turkey	Yes	Yes	No	No	Yes	No

Albania	Yes	Yes	No	Yes	No	No
Lithuania	Yes	No Answer	No Answer	No Answer	Yes	No Answer
Montenegro	Yes	Yes	No	No	No	No
France	No	Yes	No	No	Yes	No
Italy	No	Yes	No	No	No	Yes
Luxemburg	No	Yes	No	No	No	Yes
Malta	No Answer	Yes	No	No	Yes	No
Norway	No	Yes	No	No	Yes	No
Romania	No	Yes	No	No	Yes	No Answer

4.2 Levels of remuneration

4.2.1 Levels of Remuneration for Mayors

38.Salary: The level of an average monthly salary of Mayors in surveyed countries is presented in the chart below. The chart presents only the 14 countries which provided a concrete quantified answer. In 7 (half) of them the salary is less than 2000 € (in Albania, Bulgaria, Georgia, Kosovo, Macedonia, Montenegro and Moldova⁵) while in three others (Ireland, Lithuania and Slovenia) the salaries are just above 2000 €. In Turkey and Sweden is 5.000 and 6000 respectively. The highest range of 14.000 € is noted in Finland and Switzerland. However, the absolute values need to be viewed in light of differences in cost of living indices where Switzerland for instance ranks as one of the highest worldwide.



⁵ Moldova Provided the information on the level of salary for the Capital City, while other values reflect the average levels of salaries of Mayors)

39.Allowance: The compensation in form of allowances take all different forms in each country as shown in the table below. In several countries where Mayors do not receive salaries, the level of allowances are much higher and it seems they substitute the salaries and makes the main form of compensation (such as Italy where the allowance is a sum of 1600 € or Romania where the allowance is in the range of 600 to 650 Euro). In some countries the allowance is the form of compensation for Mayors to reimburse subsistence costs when traveling abroad on official business trips, just like any other employee of the public sector (Macedonia, Latvia, Kosovo) while in others it is a lump sum based on the size of the municipality.

Georgia	1200 litres of diesel, limitless coverage of mobile telephone communication expenses... (Mayor of Tbilisi only)
Luxembourg	Indemnités fixées par les communes endéans un plafond fixé au niveau national
Italy	1600 €
Kosovo	It is regulated by the law and it depends on which state they go
Finland	1000
Bulgaria	Municipality over 100 000 inhabitants - 78 eur, Municipality from 50 001 to 100 000 inhabitants - 70 eur, Municipality from 10 001 to 50 000 inhabitants - 65 eur, Municipality up to 10 000 inhabitants - 60 eur
Turkey	Between €100-500 according to the number of working days
Montenegro	It is stated in the budget for Mayor Office and it is differ in each municipality
Latvia	the same as any Latvian resident
Switzerland	CHF 10'000
Slovenia	200 €
Malta	It depends on the size of the locality
Macedonia	According the Law
Romania	2681 lei - 2958 lei
Albania	Monthly allotment to compensate for fuel and automobile maintenance. The levels are defined by Decree of the Council of Ministers.

40.Compensation based on Performance. Only 4 surveyed countries have described the level of additional compensation for Mayor based on performance (payments by results, commission, payment by output etc.)

Finland	500 €
Switzerland	CHF 5.000
Slovenia	up to 150 €
Moldova	once a year based on the local council decision, but no more than the amount of 3 monthly salaries

4.2.2 Levels of Remuneration for Councillors

41. Salary: No sufficient and comparable information was provided by the respondents for the levels of salaries of councillors. It is interesting to highlight the practice in Albania where the councillor receives 10% of the salary of the Mayor. In Ireland, the average salary of the Councillor is 16.500 € annually, while in Switzerland is 10.000 CHF.

Salaries Councilors	
Georgia	Only concillors holding positions in committees/commissions/fractions of the City Council get paid.
BiH, RS	For each municipality differently
Bulgaria	Remuneration – Based on conditions eclpaiend above
Ireland	16.565 €
Albania	10% of the respective Mayor' salary
Latvia	Max net rate of salary to avarage monthly remuneration is 1,2
Switzerland	10.000 CHF

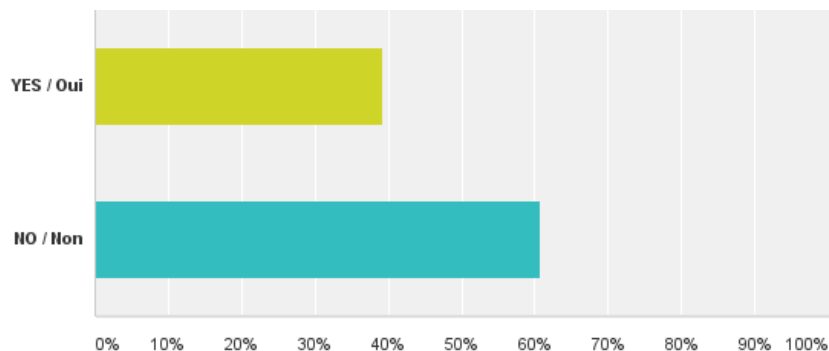
42. Allowance.

Allowances Councilors	
Lithuania	Every municipality has its own order (sizes differ in municipalities)
Georgia	Diesel limits: Chairman - 500 liters, Deputy Chairmans - 400 liters, chairmans of different commissions/fractions of the council - 350 liters; Mobile telephone communication expenses limits: Chairman - no limits; Deputy Chairmans - 150 GEL; chairmans of different commissions/fractions of the council - 100 GEL, Other concillors - 40 GEL. Maximum limit for additional allowance for exercise of the duties for concillors is set at 2500 GEL per month.
Kosovo	250 € gross per month
Finland	1000
Ireland	6000 € but only for a few officeholders
Turkey	30 € (per meeting held once a month)
Latvia	the same as any Latvian resident
Switzerland	CHF 5'000.-
Slovenia	200 €
Macedonia	250 to 300 €
Romania	97 lei - 291 lei
Moldova	Bazed on the fee per day of work established by local council

43. Compensation based on Performance.

Councilors Performance related pay	
Georgia	For the councillors who get remunerated: it is 60% of their monthly salary.
Luxembourg	Fee for attendance
Italy	567 €
Kosovo	If they are member of the committees of municipal assemblies
Finland	500 €
Switzerland	5.000 CHF

4.3 Financial compensation for loss of earnings

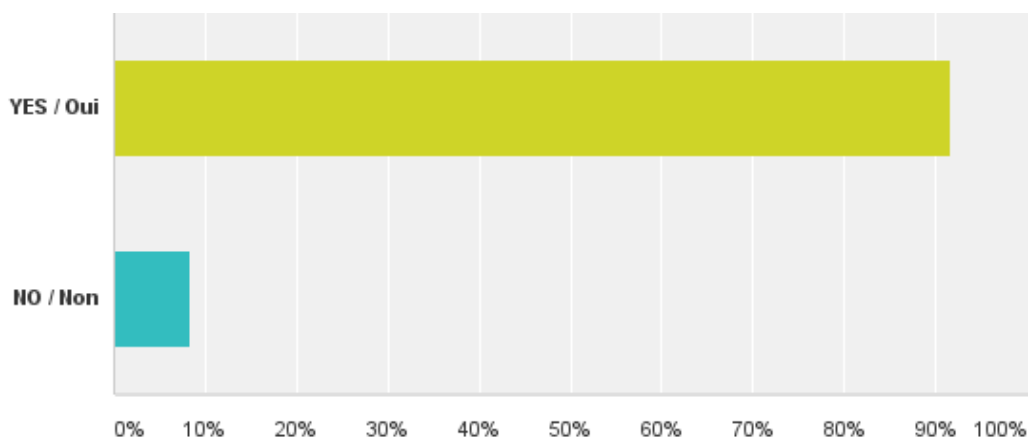


44. Over half of the surveyed countries (13 out of 24) do not provide financial compensation for loss of earnings. Financial compensation for loss of earnings is provided in: Bulgaria, Finland, France, Georgia, Latvia, Luxembourg, Moldova, Norway, Romania, Sweden and Switzerland. No such compensation is provided in: Albania, Austria, Bosnia and Herzegovina (RS), Croatia, Ireland, Italy, Kosovo, Lithuania, Macedonia, Malta, Montenegro, Slovenia, and Turkey

Lithuania	we matched No, because system not allows to continue... but in general it is clear question...
Georgia	If the local public official was laid off by the decision of the employer, then they may receive financial compensation for loss of earnings.
France	Compensation for any loss of salary, salary or income, justified by the elected official and limited to the equivalent of 18 days, by elected and for the duration of the mandate. It is of the same nature as the official allowance and is therefore submitted to CSG and CRDS.
Luxembourg	"Political leave": - for employees: reimbursement to the employer of remuneration for a certain number of hours per week (varies with the size of the municipality) - for self-employed persons and persons without occupation: Fixed amount Management of the system by the Ministry of the Interior, payment by a central fund (municipal expenditure fund)
Norway	The Local Government Act states that compensation is paid for loss of Income and expenses incurred as a result of the holding of the office up to a prescribed sum per day, laid down by the municipal council or county council itself. Different rates shall be laid down for specified and unspecified losses.

Finland	Getting a deputy, babysitter etc.
Bulgaria	Municipal councillors are granted unpaid leave from their basic job for the time needed to perform their obligations. For the performance of their duties they gain monthly remuneration. The councillors and the mayors as compulsorily insured against unemployment are entitled to unemployment cash benefits. Upon termination of the employment relationship, the Mayors and the Chairpersons of the Municipal Councils are entitled to a cash compensation for any unused paid annual leave.
Latvia	Renumeration of elected deputies could be regarded as compensation.
Switzerland	Salary of municipal councilor Job is meant to compensate a 10-20% employment
Romania	Yes, every city hall offers a guaranteed minimum income to people who have no source of income.
Moldova	At the finalisation pf mandate and in case of death.

4.4 The right to claim their expenses incurred in the exercise of office



45. Only in Malta and BiH (RS) local elected representatives cannot claim reimbursement for their expenses incurred in the exercise of office. In other countries there are varying reimbursement rules starting from telephone expenses only to a wider scope, for instance:

Austria	Business trips
Lithuania	Travel and accommodation costs, telephone use cost, training and etc.
Georgia	Travel, accommodation, perdiem (during travel), telephone use costs, fuel. (Training and education costs of public officials may also be borne by municipality).
France	These reimbursements of expenses are limited by the texts to 7 specific cases: • reimbursement of the expenses necessitated by the execution of a special mandate, or mission expenses, • reimbursement of the travel expenses of the members of the municipal council, • the Reimbursement of travel expenses for members of EPCI councils or committees, • reimbursement of expenses for assistance to elected municipal and inter-municipal officials, • reimbursement of exceptional aid and personal expenses incurred personally by elected officials, • the granting of representation costs to mayors, and • the reimbursement of travel expenses for elected representatives from the county and regional councils. Local assemblies can not legally provide for the reimbursement of other expenses. TRAINING Article L.2123-12 of the CGCT provides

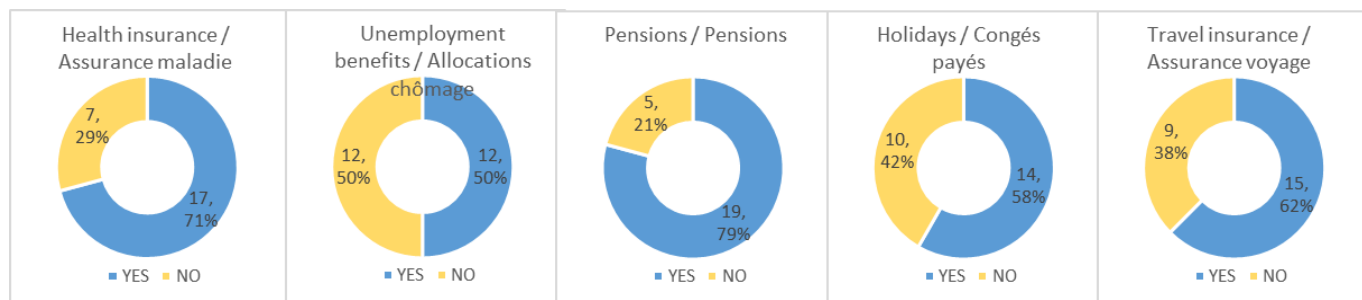
	<p>that "members of a municipal council are entitled to training adapted to their duties". Within three months of its renewal, the municipal council shall deliberate on the exercise of the right to training of its members. It determines the orientations and the appropriations opened in this respect. Salaried employees, either civil servants or contractors, are entitled to 18 days of training leave for the duration of their term of office, regardless of the number of mandates they hold. The training costs constitute a compulsory expenditure for the municipality, provided that the organization providing the training is approved by the Minister of the Interior (accreditation given after consultation with the National Council of Formation of local elected representatives). Since 1 January 2016, the estimated amount of the training expenditure can not be less than 2% of the total amount of the allowances which may be allocated to the elected representatives of the municipality (theoretical amount provided for by the texts, including increases). The actual amount of training expenditure may not exceed 20% of the same amount. Training costs include: • travel expenses⁴ which include, in addition to transportation costs, living expenses (ie accommodation and food costs), • tuition fees, • Compensation for any loss of salary, salary or income, justified by the elected official and limited to the equivalent of 18 days, by elected and for the duration of the mandate. It is of the same nature as the allowance of office and is therefore submitted to CSG and CRDS.</p>
Luxembourg	Frais de route et de séjour
Italy	only telephone
BiH,(RS)	N/A
Kosovo	travel and accommodation costs, telephone use costs, training & education
Norway	The Local Government Act states that any person holding municipal or county office is entitled to allowances for transport, subsistence and overnight accommodation with respect to travel in connection with the office, However this should be in accordance with further rules laid down by the council itself, as well as for compensation for loss of Income and expences incurred as a result of holding an office. However not the right to cover the costs for training and education, except for some specific training, e.g. the training of elected councillors, offered by the Norwegian Association of Local and Regional Authorities (KS).
Sweden	
Finland	Travel and accomodation costs, training and education cost
Bulgaria	Travel and other expenses incurred by the Municipal Councillor in connection with his work on the council are covered by the municipal budget and are regulated in the Rules of Organisation and Activity for the Council, its Committees and the interaction with the municipal administration, adopted by the Municipal Council. Mayors can be seconded and thus get payment of travel, per diem and accommodation expenses under Bulgarian law.
Ireland	The expenses are complex but in addition to the allowance indicated in Question 20 above councillors may also claim under certain conditions: *approximately 6,000 € per year for attending local meetings and for office expenses *600 per annum mobile phone allowance *for meetings other than local meetings, and under certain conditions, councillors may claim: *0.59 per km mileage rate *33.61 per day subsistence rate or 125 for an overnight rate *up to 600 per annum for mobile telephone
Albania	from 500 ALL - 2500 ALL per day depending on the distance from the municipality as per diems; travel expenses calculated based on a specific Decision of Council of Ministers and accommodation up to 3000 ALL per day.

Turkey	travel and partly accommodation costs, training & education
Montenegro	Travel and accommodation costs, telephone use costs, training & education
Latvia	Travel and accommodation costs, telephone use costs, training & education and some other according to local regulations.
Switzerland	salary per hour
Slovenia	Trevel expences, Accomodation expences ad Per diem while on the business trip
Croatia	Costs related to the execution of the duty
Republic of Macedonia	they have a right to claim travel and accommodation costs, daily allowance when they travel, telephone costs.
Romania	For traveling mayors receive per diem an amount already set. For exemple they receive per day, for the meal the amount of 17 lei, which means less than 4 € and for the accommodation the amount of 45 lei, which means 10 €. Regarding the transportation expense, this is settled by law based on the formula 7, 5 liters of fuel/ 100 km on the shortest route. Mayors can travel also by plane, in economy class to distances exceeding 300 km. The telephone use costs are also settled.
Moldova	travel and accomodation, telephone use costs,

4.5 Social welfare protection

46. All surveyed countries appear to provide some form of social welfare protection for local authorities, with the exception of Italy and Luxemburg where no form of social welfare is provided. The most common form of social welfare protection provided for mayors are: social security for pensions (79%), and health benefits (71%), followed by travel insurance (62%), paid leave for holidays (58%) and unemployment benefits (50%). All forms of protection are provided only in six countries: BiH (RS), Finland, Lithuania, Montenegro, Macedonia and Switzerland. Bulgaria, Moldova, Romania and Slovenia as well provide all forms of protection with the exception of travel insurance or unemployment benefits. The basic protection for pensions and health insurance contributions are paid in all countries but Italy, Luxemburg, Georgia and Ireland. It appears Kosovo, Latvia and Norway, while not providing health insurance are providing pensions, offer paid leave for holidays and travel insurance for mayors.

Figure 3 Social Welfare Protection to Mayors



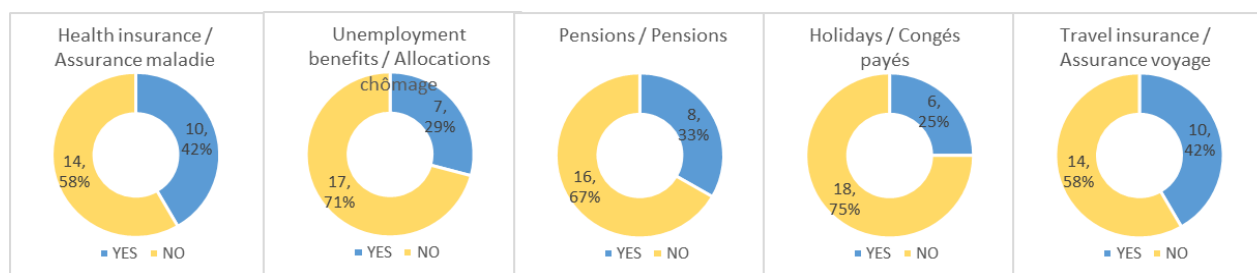
47. The table below summarizes the responses from the surveyed countries on social welfare protection provided to Mayors.

	Pensions / Pensions	Health insurance / Assurance maladie	Holidays / Congés payés	Travel insurance / Assurance voyage	Unemployment benefits / Allocations chômage
BiH, Republic of Srpska	Yes	Yes	Yes	Yes	Yes
Finland	Yes	Yes	Yes	Yes	Yes
Lithuania	Yes	Yes	Yes	Yes	Yes
Montenegro	Yes	Yes	Yes	Yes	Yes
Republic of Macedonia	Yes	Yes	Yes	Yes	Yes
Switzerland	Yes	Yes	Yes	Yes	Yes
Bulgaria	Yes	Yes	Yes	No	Yes
Moldova	Yes	Yes	Yes	No	Yes
Romania	Yes	Yes	Yes	No	Yes
Slovenia	Yes	Yes	Yes	Yes	No
Albania	Yes	Yes	Yes	No	No
Austria	Yes	Yes	No	Yes	No
Croatia	Yes	Yes	No	Yes	No
France	Yes	Yes	No	No	Yes
Kosovo	Yes	No	Yes	Yes	No
Latvia	Yes	No	Yes	Yes	No
Norway	Yes	No	No	Yes	Yes
Sweden	Yes	Yes	No	Yes	No
Turkey	Yes	Yes	No	No	Yes
Malta	No	Yes	No	Yes	No
Ireland	No	No	No	Yes	No
Georgia	No	No	Yes	No	No
Luxembourg	No	No	No	No	No
Italy	No	No	No	No	No
Summary: Yes	19	17	14	15	12
Summary: No	5	7	10	9	12

48. The way in which social welfare protection is provided is defined by national legislation, whereas in most cases, pensions and health contributions are defined as a percentage of the gross salary. The paid leave for vacation is defined by national legislation as well, but there are also countries where this is not a legal obligation such as Albania, Bulgaria, Moldova and Romania.

49. As expected, Councilors are provided with less social welfare protection than Mayors. Only in Lithuania and RS of BiH councilors are provided with all forms of protection. Besides these two cases, the basic form of pension contributions is provided only in Romania, Moldova, France, Finland, Bulgaria and Kosovo. While not providing pension contributions, Malta, Switzerland and Ireland provide health insurance. Interestingly, while not providing neither pension Malta Switzerland, Ireland, Latvia, Croatia and Macedonia seem to provide travel insurances.

Figure 4 Social Welfare Protection to Councillors

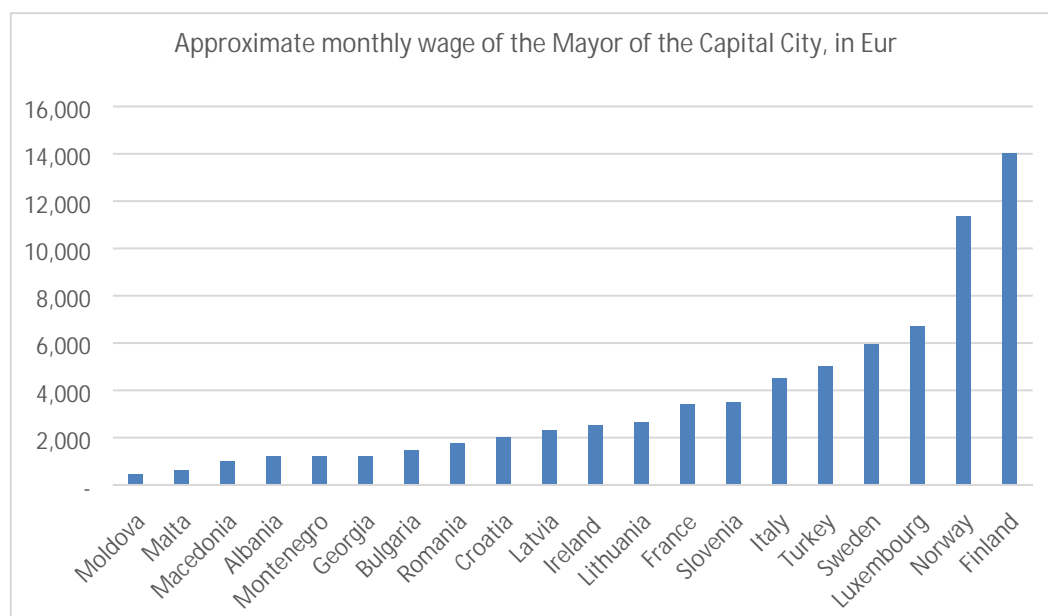


50. In France, Bulgaria, Ireland, Romania, and Kosovo, the legislation provides for additional benefits, varying from free travel in the municipal transport system, coverage in cases of diseases, cash benefits for Education and Research and a retirement gratuity.

4.6 Level of remuneration of the mayor of the capital city

51. The level of an average monthly salary of Mayors of capital cities in surveyed countries is presented in the chart below. The chart presents only the 20 countries which provided a concrete quantified answer or countries for which it was possible to simulate the remuneration upon the provided data. In 2 of them, Moldova and Malta⁶, the salary is way below 1000 €. In ten countries, composed of both EU and non EU member countries, the salary of the mayor of the capital city falls in the range of 1000-3000 Euros. Whereas in only five of the surveyed countries the salary of the mayor of the capital city is higher than 5000 Euros per month, with Norway and Finland marking the highest levels of 11-14.000 Euros per month. The graph is straightforward in that it shows that, with the exception of Malta, capital city mayors in EU countries receive higher remunerations than their counterparts in non-EU countries and countries that have recently joined the EU.

⁶ Malta represents a unique case as it is the only one of the surveyed countries where mayors are reported to have a full time position, but are expected to work only 0-4 hours per day, without a salary but just allowances.



52. Nevertheless, if we look more carefully at comparisons with other baselines or benchmarks we would notice huge disparities and gaps in the financial treatment of mayors within and across the surveyed countries. The table below provides the comparison of the Capital City Mayor Salary with four benchmarks: a) the national minimum wage; b) the national average wage; c) the wage of a minister; and d) the wage of a senior manager in a private company. The results of the comparisons are sorted from smallest to largest value for each of the four benchmarks.

53. Malta is the only EU country where the capital city mayor receives a monthly allowance of approximately 600 € which is less than all benchmarks analysed. In other words, Malta is the only of the 20 countries that have responded to the question, where Mayors receive a remuneration that is below the national approximate minimum wage. In Georgia the mayors' wage is 15.961% higher than the out-dated and not particularly used legal minimum wage of only 20 GEL or approximately 8 Euros per month⁷. While it is expected that capital city mayors would earn much more than minimum wages, such large gaps and disparities are smoothed if comparisons are made with respect to national average wages reported in the Questionnaire. Here we notice that, with the exception of Malta, capital city mayors earn a salary that on average is 276% of the reported national average wage. In other words, on average, mayors earn 2.7 times the reported national averages.

54. In France, Italy, Sweden and Luxembourg, while capital city mayors earn 2-4 times more than their respective national approximate minimum wages, they also earn only 30-45% of the monthly pay of a minister. This might be an indication that while capital city mayors in these countries they are doing better than some of their counterparts, there are substantial gaps in the remuneration schemes between national and local elected or appointed officials in such countries. In all other 14 countries, the gap between the salary of the mayor of the capital city and a minister is much lower with capital city mayors, earning on average 95% of a ministers' remuneration, with a minimum of 70% in Turkey and a maximum of 124% in Romania.

55. The comparison with the wage of a senior manager in a private company is much more difficult given that such estimations are much rare and more subjective than the provisions on minimum and average wages or wages of ministers which are usually set down in legislation. Nevertheless, from the data reported in the questionnaire, it appears that in Malta, Moldova, Latvia, Luxembourg, France and Bulgaria, capital city mayors earn only a quarter or maximum two thirds of the monthly earnings of a senior manager in a private company. In Turkey, Finland, Slovenia, Croatia, Albania, Montenegro, Italy and Macedonia capital city mayors' monthly salaries are closer to the private sector's senior managers.

⁷ It is reported that the minimum level wage legislation in Georgia is very outdated and that in reality this level of remuneration is not used at all.

Capital City Mayor Salary over the National Minimum Wage		Capital City Mayor Salary over the National Average Wage		Capital City Mayor Salary over the Wage of a Minister		Capital City Mayor Salary over Wage of a Senior Manager in a Private Company	
Malta	75%	Malta	38%	Malta	24%	Malta	24%
France	231%	France	116%	Italy	30%	Moldova	32%
Italy	300%	Luxembourg	150%	France	34%	Latvia	40%
Luxembourg	300%	Sweden	178%	Luxembourg	40%	Romania	60%
Ireland	478%	Moldova	188%	Sweden	45%	Luxembourg	60%
Croatia	500%	Italy	225%	Turkey	70%	France	62%
Romania	520%	Norway	237%	Latvia	78%	Bulgaria	67%
Slovenia	583%	Montenegro	239%	Albania	80%	Turkey	70%
Macedonia	599%	Ireland	263%	Lithuania	88%	Finland	70%
Montenegro	622%	Finland	280%	Georgia	90%	Slovenia	70%
Bulgaria	667%	Macedonia	286%	Montenegro	92%	Croatia	75%
Latvia	683%	Latvia	290%	Ireland	96%	Albania	80%
Lithuania	692%	Romania	298%	Finland	100%	Montenegro	80%
Albania	727%	Croatia	300%	Macedonia	100%	Italy	90%
Moldova	950%	Lithuania	331%	Croatia	100%	Macedonia	100%
Finland	1000%	Bulgaria	333%	Slovenia	100%	Sweden	na
Turkey	1300%	Slovenia	350%	Bulgaria	104%	Lithuania	na
Georgia	15961%	Georgia	353%	Moldova	112%	Georgia	na
		Albania	356%	Romania	124%	Ireland	na
		Turkey	700%	Norway	na	Norway	na

56. Overall, based on the data reported in the questionnaire, on average⁸, capital city mayors in the surveyed countries earn a monthly salary that is 6 times higher than the minimum wage and 2.6 times higher than the average wage, but 20-33% lower than the salary of a minister and a senior manager in the private sector. In absolute terms, capital city mayors in continental Europe and Nordic countries have higher monthly wages than their counterparts in countries South-East Europe. Nevertheless, by using some benchmarks and more accurate lenses, one would notice important disparities and gaps in the treatment of both local elected authorities and the rest of employees from a national and international perspective, ending up with results that only apparently don't have any correlation with EU relationship status or geography.

57. For example, when compared to minimum, average and ministers' wages, south-east European and Baltic countries' capital city mayors appear to have higher "relative" salaries than their counterparts in the advanced economies of continental Europe and Nordic countries. While this of course reflects standards of living, it is also an indication of the huge gap between the salary of the capital city mayor and an employee with a minimum or average wage. Capital city mayors of the advanced economies score lower than their counterparts simply because such gaps in these countries are much smaller. Another regularity that appears from the table is that the gap between capital city mayors' and ministers' salaries is higher in the advanced economies and smaller in the SEE and countries that have recently joined the EU and Baltic countries. The same thing seems to be happening also when compared to the private sector. Looking from this perspective, while capital city mayors in advanced economies have higher absolute salaries than their counterparts from south-east Europe, Baltic region or countries that have recently joined the EU, in relative terms capital city mayors in the latter regions are doing better when compared to some benchmarks. The differences that emerge are clearly linked with the level of economic development

⁸ For the purposes of consistent average figures, outliers consisting of maximum and minimum values for each distribution have been eliminated from the sample.

and standards of living, where all the new EU members, EU potential candidates and EU candidates still have a long way ahead.

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