

SGI Sustainable
Governance
Indicators

2015 Adaptability Report

Domestic Adaptability, International Cooperation



Indicator Domestic Adaptability

Question To what extent does the government respond to international and supranational developments by adapting domestic government structures?

41 OECD and EU countries are sorted according to their performance on a scale from 10 (best) to 1 (lowest). This scale is tied to four qualitative evaluation levels.

- 10-9 = The government has appropriately and effectively adapted domestic government structures to international and supranational developments.
- 8-6 = In many cases, the government has adapted domestic government structures to international and supranational developments.
- 5-3 = In some cases, the government has adapted domestic government structures to international and supranational.
- 2-1 = The government has not adapted domestic government structures no matter how useful adaptation might be.

Sweden

Score 10 Following Sweden's EU membership, which came into force in the mid-1990s, there has been a sustained effort to adapt government, policy and regulation to European Union standards. The bulk of this adaptation relates to changes in domestic regulatory frameworks and policies, a development that does not impact the structure of government.

Estimates suggest that some 75% of the regulations that pertain to Sweden are today EU rules, not domestic rules. This pattern is probably typical for all EU member states.

Most of the adaptation has taken place not at the policy level, but on the administrative level, for instance by integrating domestic regulatory agencies with EU agencies.

Citation:

Jacobsson B. and G. Sundström (2006), *Från hemvävd till invävd: Europeiseringen av svensk förvaltning och politik* (Malmö: Liber).

Denmark

Score 9 Being a small and open economy, Denmark has a long tradition of adaptation to international developments. The most intrusive form of international/supranational cooperation Denmark takes part in is with the European Union. Since joining in 1973, an elaborate system of coordination within government administration has developed. It involves all affected ministries and agencies, and often also interest

organizations. In parallel, the European Affairs Committee in the Parliament (Folketinget) has become an efficient democratic control of Danish-EU policy. Denmark speaks with one voice in Brussels.

Citation:

Peter Nedergaard, *Organiseringen af Den europæiske Union*. 4. udg. Copenhagen: Handelshøjskolens Forlag, 2005, chapters 20-23.

Finn Laursen, "Denmark: in pursuit of influence and legitimacy," in Wolfgang Wessels, Andreas Maurer and Jürgen Mittag (eds.), *Fifteen into one? The European Union and its member states*. Manchester, Manchester University Press, 2003, pp. 92-114.

Estonia

Score 9

The most important supranational organization that effects domestic policies is the European Union. Therefore, the coordination of national interests with the European Union has been Estonia's main priority since it joined the union in 2004. After consultations with the parliament, the government adopts a framing policy document (e.g., "Estonian EU policy 2011–2015") that defines the main principles and national objectives Estonia wants to pursue through the European Union. Generally, the formation and implementation of national EU policy is the responsibility of the government. Seeking to improve coordination of these national efforts, Estonia formed an interministerial Coordination Council for EU Affairs in 2012. The Coordination Council plans and monitors all EU-related policy initiation and implementation activities. Each ministry bears the responsibility for developing draft legislation and enforcing government priorities in its domain.

The secretariat for EU affairs continues to provide administrative and legal support in preparing EU-related activities. It advises the prime minister on EU matters (including preparations for European Council meetings), manages EU affairs across all government bodies, and offers guidelines for permanent representations.

The national parliament's European Union Affairs Committee issues political positions on draft European Union legislation, provides political opinions, and supervises the activities of the government in implementing EU policies.

Cooperation with other international organizations (e.g., WTO, OECD, NATO) is the responsibility of the Ministry of Foreign Affairs. The vice-chancellor for European-transatlantic cooperation is a member of the Coordination Council for EU Affairs.

Finland

Score 9

Most recent adaptations have resulted from Finland's membership of the EU. Finland was among the first EU member states to adopt the euro and government

structures have in several instances adopted EU norms. The Grand Committee is tasked with preparing and adopting EU legislation. Furthermore, oversight of the EU secretariat, responsible for the coordination of EU affairs, was transferred from the Ministry for Foreign Affairs to the Prime Minister's Office. A coordination system exists to ensure that Finland maintains a coordinated position in line with its overall EU policy on issues under consideration in the EU. This system involves relevant ministries, a cabinet committee on EU affairs and various EU subcommittees. These subcommittees are sector-specific preparative governmental organs and constitute foundation for the promotion of EU affairs within government structures.

Ireland

Score 9

The key influence in this area is Ireland's membership in the European Union and, in the financial area, of the euro zone. In the 40 years since Ireland became a member of the European Economic Community, the country has adapted institutions at all levels of government to allow effective functioning in Europe. Having successfully implemented the bailout agreement with the Troika, Ireland must now adhere to the EU rules of economic governance contained in the Treaty on Stability, Coordination and Governance and the fiscal procedures contained in the European Semester. While many domestic commentators criticize this framework as inappropriately restrictive, Ireland's conformity with its requirements has been widely praised internationally.

Citation:

For a discussion of the framework of Ireland's economic governance see <http://www.iiea.com/publications/reforming-european-economic-governance?gclid=CKCIzsatvcECFQRj2wodjz4A9w#sthash.II8sWbHq.dpufin> return for

Latvia

Score 9

Latvia has adapted domestic government structures to fulfill the requirements of EU membership, revising policy-planning and decision-making processes. Since 2013, Latvia has been adapting its domestic structures to comply with the demands of the 2015 EU Presidency.

In order to ensure efficient decision-making and meet the obligations of IMF and EU loan agreements, Latvia created a reform-management group for coordination on major policy reforms. In 2012, this included changes to the biofuels support system, reforms in civil service human resource management, tax policy changes and reforms in the management of state enterprises. The group has proven to be a useful forum for the consolidation of support across sectors for major policy changes or structural reforms. The inclusion of non-governmental actors in the group serves to facilitate support for upcoming policy changes. Although the reform management group has been successful, it has not met since 2013.

Lithuania

Score 9 Lithuania's policymakers have over time significantly adapted domestic government structures to international and supranational developments. A network of semi-independent regulatory agencies was developed during the pre-accession period. After the completion of EU accession negotiations, Lithuania's system of coordinating EU affairs was gradually moved from the core government to the Ministry of Foreign Affairs, and decentralized to line ministries in the case of specific sectoral matters. The relatively fast absorption of EU funds in Lithuania (with 79% of EU payments already disbursed by the middle of 2014) indicates that Lithuanian institutions and procedures have been quite adequately adapted to the implementation of EU-funded programs. However, adoption of EU policy has largely taken place on a formal basis, rather than indicating substantial policy learning. Institutional adjustment has not led to significant structural policy reforms, with the partial exception of the country's higher-education reforms. The central bank's capacities were strengthened as a result of recent preparations for the introduction of the euro in 2015, while the adoption of economic-governance rules for the euro zone resulted in an expansion in the role and capacities of the National Audit Office.

Canada

Score 8 Organizational change is constantly taking place within the federal government, and much of this change reflects international developments. For example, there have been many changes over time in the structural and reporting relationships between the various departments involved in international matters, which include the Canadian International Development Agency (CIDA), and the Department of Foreign Affairs and International Trade (DFAIT).

In the March 2013 federal budget, CIDA was merged with DFAIT. The rationale provided for this reorganization was that an enhanced alignment of foreign, development, trade and commercial policies and programs will allow the government to achieve greater policy coherence on top-priority issues, and will result in greater overall impact. Development advocates have expressed concern that the reorganization will lead to a less focused and effective foreign-assistance program.

France

Score 8 The French government has a good track record in adapting national institutions to European and international challenges. This can be attributed to the bureaucratic

elite's awareness of international issues. This contrasts vividly with the government parties' weakened ability to adapt national policies to the challenges stemming from the globalization of the economy, as there is often fierce resistance from trade unions, most political parties and public opinion at large. The past three years have been a vivid illustration of resistance to change in many sectors of society and in particular among unions and professional associations. Policymakers bear a heavy burden in this respect as they have been unable to make clear to their electorate the issues at stake and the need for measures to be taken in facing current challenges.

Italy

Score 8

In the medium term, the most significant impact that international, and particularly supranational (EU-related) developments have had upon the structure and working of the government concerns the role of the minister of finance and of the treasury. Because of budgetary requirements deriving from European integration and participation in the eurozone, the minister of finance has acquired increasing weight in the governmental decision-making process, exercising an effective gatekeeping role with respect to line ministry proposals. A very good example of this is the quite strict internal stability pact, which is designed to guarantee that Italy meet the EU's stability and growth pact obligations across all administrative levels.

Starting with the Monti government, the structure of the government has been further streamlined by keeping the number of ministers and undersecretaries smaller than in the past. The Renzi government has slightly increased their number (there are 13 ministers with portfolio, 3 ministers without portfolio, 9 vice-ministers and 34 undersecretaries). In response to the difficult requirements of the national and international economic situation, the joint action by the prime minister and the finance minister has played a crucial role in steering the implementation of the government program and guiding the most important decisions. Other ministers have had a secondary role.

The Renzi government has actively articulated Italy's policy demands at the EU level in an attempt to influence the European decision-making process. But Renzi himself has sometimes had little institutional support at the EU level for these efforts..

New Zealand

Score 8

New Zealand has ample experience in drastically restructuring its public sector and reforming policymaking to adapt to new challenges. Major reforms were accomplished from the mid-1980s to the mid-1990s. However, this was done under a majoritarian regime, based on a first-past-the-post electoral system. Part of the reform package involved the change to a proportional electoral system, a move that

was not initiated by the governing elite but rather the voting public. Today, given the existence of a multiparty system and minority government, radical reform is much more difficult to achieve. In retrospect, institutional reforms delivered somewhat less than was anticipated and have at times been disruptive. The government at the time of writing is concerned with driving efficiency and performance improvements into the system, and has decided to do this with relatively limited emphasis on a major restructuring of government agencies.

Norway

Score 8 Government structures have remained fairly stable over time. There are some ongoing efforts to improve the institutional framework, although not primarily in response to international developments. It is common for new governments to reallocate tasks across ministries.

Examples of adaptation include the country's early establishment of an Environment Ministry, the strengthening of the political leadership devoted to development cooperation, and the recent establishment of a Directorate of Integration and Diversity separate from the body dealing with immigration issues. In general, interdepartmental coordination has increased as a result of international activity, particularly so in relation to the handling of European affairs.

South Korea

Score 8 International and supranational developments that affect South Korea directly can trigger rapid and far-reaching change. For example, South Korea has reacted to the global financial and economic crisis with decisive action and massive government intervention. Global standards play a crucial role for the South Korean government. Reports and criticism issued by international organizations, such as the OECD or the IMF, or by partners, such as the United States or the European Union, are taken very seriously. Of course, there are many areas that show certain limitations to the full compliance, due to the informal practices and networks. The degree of adaptability, however, largely depends upon compatibility with domestic political goals. For example, the government is relatively less responsive to global standards in the area of labor rights or the reduction of non-tariff barriers. There is still a huge gap between form and substance in some areas which are heavily embedded in the political economy.

However, the government declared its intention to increase overseas development aid in order to comply with the global standard in the near future.

Citation:

OECD, KOREA Development Assistance Committee (DAC) PEER REVIEW 2012, <http://www.oecd.org/dac/peer-review/s/korea.htm>

Spain

Score 8 The Spanish government has largely adapted its domestic structures to agreements made at international and supranational level, although this adaptation has not always been implemented effectively. The most important impact has been produced by EU membership, with government structures adapted to significant developments such as the monetary union, the internal market, access to EU funds, the launch of the External Action Service and the different sectoral aspects of EU law. The Spanish government's coordination with and adaptation to the European Union is mainly the task of the Secretariat of State for the European Union (within the Foreign Ministry). For obvious reasons, considering the economic significance of the EU agenda, the Prime Minister's Economic Office (dealing with the structural reforms), the Ministry for Economy, and the Ministry for Finance also have important responsibilities in terms of coordinating cooperation between ministries on EU matters.

More generally, all line ministries have to some extent Europeanized their organizations, although most ministries lack units dealing specifically with the European Union, and interministerial coordination is weak. Links with subnational levels of government (since the EU has a strong impact in many policy areas handled by the autonomous regions) are made through the network of intergovernmental councils or conferences (*conferencias sectoriales*), but this system has considerable room for improvement. The government has also responded to other international developments (such as NATO membership and the Kyoto Protocol). During the period under consideration, the two most important developments were an internal reorganization of the Prime Minister's Office in 2013 (EU and G-20 matters are now dealt with through a new unit), and the 2014 creation of a new Directorate-General for United Nations and Human Rights following Spain's election as a member of the U.N. Security Council during 2015 and 2016.

United States

Score 8 The United States has developed institutional structures that are able to respond to its international obligations. Climate change negotiations, for example, have been firmly institutionalized in the Office of Global Affairs in the State Department. Similarly, the creation of the Department of Homeland Security was a domestic structural response to the challenges of international terrorism. Whether the policies of these units and agencies have been successful or have facilitated multilateral cooperation has depended on the policy choices of each administration and the disposition of Congress.

The Obama administration has continued to develop new institutional structures to

adapt to policy challenges. In 2008, for example, President Obama established the White House Office of Energy and Climate Change Policy. The United States has been less prone to adapt domestic-policymaking structures to the requirements of the international-trade regime, in some cases resisting compliance with fully adjudicated obligations under the WTO and the North American Free Trade Agreement. Given the domestic political orientation of most members, Congress has placed low priority on compliance with international-trade agreements and regimes.

Iceland

Score 7

While not a member of the EU, Iceland has since 1994 been a member of the European Economic Area (EEA), and has integrated and adapted EU structures into domestic law to a considerable extent. Under the EEA agreement, Iceland is obliged to adopt around 80% of EU law. Iceland is also responsive to comments made by the Council of Europe, countries belonging to the Schengen Agreement and UN institutions. As one of the five full members, Iceland is bound by every unanimous decision of the Nordic Council of Ministers. However, the council deals only with issues connected to Nordic cooperation. The structure and organization of Iceland's government accords well with international practice, and seems to be under constant review. The previous government attempted to streamline and rationalize the ministry structure in order to weaken the long-standing links between special-interest organizations and the ministries. Through a process of mergers, the number of ministries was reduced from 12 to eight. Among these, the Ministry of Interior was established through the merger of the Ministry of Communication and Municipal Affairs and the Ministry of Justice. Similarly, the Ministry of Industries and Innovation was established by merging the Ministry of Agriculture, the Ministry of Fisheries and the Ministry of Industry together. Meanwhile, the Ministry of Welfare was established by merging the Ministry of Social Affairs with the Ministry of Health Affairs. The new government has partially reversed some of these mergers and has increased the number of ministers from eight to ten.

Israel

Score 7

Following OECD and academic recommendations, the Israeli government advances various administrative reforms regarding regulatory burdens, decision-making and long-term planning. Periodic progress reports show gradual improvement in the dissemination of information as well as in decision-making. The government continues to adapt its domestic structures to international and supranational developments in an ongoing and constructive process.

Citation:

"OECD economic surveys: Israel", OECD publication (December 2013).

"Progress report on the implementation of the OECD recommendations: Labor market and social policies," Ministry

of industry, trade and labor official report (June 2012)

“Working plans book for 2014”, official state publication (March 2014) (Hebrew).

Luxembourg

Score 7

Luxembourg has made progress in implementing European legislation. In terms of the transposition of EU directives, Luxembourg’s performance is moderate yet has improved over past review periods. Given the size of the country, there is limited scope for improved human resources within government administration. Usually a single civil servant is responsible for a number of tasks where in other member states an entire team would be available. European Social Fund (ESF) activities fall under the responsibility of only four civil servants who have other responsibilities in addition to European programs. Despite a lack of personnel, however, work expected by European and supranational institutions is completed. The government presented its national plan (Luxembourg 2020. Plan national pour une croissance intelligente, durable et inclusive) in April 2013, in which budgetary mechanisms are adapted.

Luxembourg often responds to international requests by launching an ad hoc group. The country has also done well in conforming national law to EU directives, sometimes transposing laws verbatim. This does not however guarantee that the law will be followed verbatim; differences of de jure and de facto understandings have emerged.

Citation:

Hartmann-Hirsch, C. (2013), Europeanization, Internationalization of Family Reunion Policies: an Unusual Situation in Luxembourg, in: Geisen, Th./Studer, T./Yildiz, E. (Ed.), Migration, Familie und Gesellschaft. Beiträge zu Theorie, Kultur und Politik, Wiesbaden

http://ec.europa.eu/dgs/secretariat_general/eu2020/docs/luxembourg_gov_fr.pdf

http://ec.europa.eu/europe2020/pdf/csr2014/annex32014_luxembourg_en.pdf

http://ec.europa.eu/europe2020/pdf/csr2014/sp2014_luxembourg_en.pdf

http://ec.europa.eu/europe2020/pdf/csr2014/csr2014_council_luxembourg_en.pdf

http://ec.europa.eu/europe2020/pdf/csr2014/eccom2014_en.pdf

http://ec.europa.eu/europe2020/europe-2020-in-your-country/luxembourg/national-reform-programme/index_en.htm

http://ec.europa.eu/internal_market/score/docs/score26_en.pdf

http://www.mf.public.lu/publications/divers/previsions_fin_180412.pdf

http://www.odc.public.lu/publications/pnr/2013_PNR_Luxembourg_2020_avril_2013.pdf

Malta

Score 7

The capacity of government structures to adapt to change has increased since Malta began its accession process and joined the European Union. The government created an ombudsman office, restructured the attorney general’s office, and introduced in each ministry a unit for EU Affairs and EU Program Implementation; overall these bodies have functioned well. Institutional learning however is in general piecemeal and driven by circumstances. In contrast, the committee for parliamentary scrutiny of EU legislation has been less than effective, as members of parliament serve on a

part-time basis and simply do not have the resources to fulfill committee tasks. The impact on policy is that there is not enough coordination between ministries, and parliament has not managed to be a catalyst for change.

Mexico

Score 7 The Mexican governing elite is, in theory, very adaptable due to a high degree of contact with international organizations and policy institutes. One reason for its openness is that much of the upper civil service studied abroad, mostly in English speaking countries, and retains strong personal contacts from those days. Mexico's presidential system, with its directing authority at the center of the administration, also allows the country to make swift changes. Presidential initiatives can make a real difference. Third, Mexico is one of the few countries that shares a degree of inter-dependency with the United States and has, however reluctantly, learned much about policy from the U.S. However, while adaptability of the Mexican government is comparatively high in formal terms, implementation of new approaches and policies is often much weaker, particularly when it involves subnational entities or heavily unionized sectors.

Poland

Score 7 Government structures in Poland have been gradually adapted to international and supranational developments, most notably NATO and EU membership. Poland's good reputation and its growing influence in the European Union show that adaptation has been successful, as has the relatively high and increasing rate of absorption of EU funds.

Portugal

Score 7 The European Union is extremely important to Portugal in all respects. Since joining the European Economic Community (EEC) in 1986, Portugal has become an integral part of Europe with all the implications arising from integration into a huge variety of legal and organizational frameworks. While the government of Portugal has not yet applied all of the EU laws and regulations, it is increasingly adapting EU policies. Obviously, since Portugal is part of the European Union, and dependent upon it for funds and trade, a situation that can only increase with the current bailout, so the country has had to adapt its structures accordingly.

Austria

Score 6

The Austrian government has adapted domestic structures to international developments, but with reservations. While the EU political agenda is generally accepted, the government has proved reluctant to implement specific policies, for example by defending the principle of bank secrecy. Contributing to this hesitancy is the fact that the government is often internally divided, for reasons both constitutional and political: First, the cabinet consists of autonomous ministers who cannot be forced to accept a general agenda. The position of the chancellor as first among equals means there is no clearly defined leadership by a head of government. Second, governments since 1983 have been coalitions. Coalition parties tend to work on a specific party agenda, and have limited interest in the agenda of the government as such.

In many cases, one governing party tends to favor implementation of international and especially supranational (EU) policies more than the other. Alternately, some parties seek to mobilize populist sentiment against the international or supranational level, identifying their own party as the defender of Austrian interests against foreign encroachment.

Austria's hesitancy in participating in an all-European policy regarding the Russian-Ukrainian conflict reflects a lack of adaptability. Austrian political actors tend to use the country's neutrality status as a pretext for staying aloof.

Belgium

Score 6

Belgium is one of the founding states of the European Union and an active member of many international agreements. In some instances, Belgium has even played a leading role in international agreements (such as banning the production of land mines).

But this enthusiasm toward international and supranational developments has to be mitigated in practice, as Belgium is regularly criticized for not fully complying with rules agreed upon at the European Union, United Nations or NATO. For instance, critiques include the non-respect of the Geneva Convention, the non-ratification of the Framework Convention for the Protection of National Minorities or the Nuclear Nonproliferation Treaty, or Belgium's slower-than-average progress in abiding by EU environmental norms. This can partly be explained, again, by the persistent political tension between the country's Dutch-speaking and French-speaking camps, its complex and still evolving institutional structure, and the fact that, due to decentralization, all governmental entities maintain their own international relations regarding their (sometimes overlapping) competences.

Bulgaria

Score 6 During the process of EU accession, the Bulgarian administration at the national, regional and local levels underwent a very significant adaptive process that involved changes in structures and areas of activity. This included the creation of regional development councils able to prepare regional-development strategies at the level of EU NUTS 2 regions, a novelty in in Bulgarian governance history. The EU accession and membership process also meant that new channels for coordination and common decision-making had to be created in order to enable ministries to develop national positions on the various EU policies being discussed. Notwithstanding these changes, the primary governmental structures and their methods of operation have remained largely unchanged. In particular, coordination weaknesses at the government's center have not been adequately addressed. In addition, while domestic government structures have been transformed in response to international and supranational developments, it is far less clear whether these changes really affect the essence of the country's policymaking process.

Croatia

Score 6 Croatia's accession to the European Union and NATO has been accompanied by substantial changes in domestic-government structures, ranging from the reintroduction of RIA to the passage of the Societal Consultation Codex and the strengthening of capacities for policy coordination. The reshuffling of competencies following accession, for example with the shift in responsibility for EU coordination to the Ministry of Foreign Affairs and the integration of the former Central Office for Development Strategy and Coordination of EU Funds (CODEF) into the Ministry of Regional Development and EU, has not always gone smoothly. The European Union and the World Bank have questioned the Croatian public administration's ability to absorb the newly available EU funds. The Milanović government's Strategy for Public Administration by the Year 2020, passed in 2014, only partly addressed these concerns.

Citation:

World Bank, 2014: Public Finance Review Croatia: Restructuring Spending for Stability and Growth. Washington, D.C. (http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2014/12/12/000470435_20141212074111/Rendered/PDF/783200REVISED00PFR0final0report0ENG.pdf), Chap. 3.

Germany

Score 6 As in other EU countries, EU regulations have a significant impact on German legislation. The country's legal system is heavily influenced by EU law, but the federal government does not have a central policy unit specifically coordinating and

managing EU affairs. Each federal ministry is responsible for all matters within its sectoral purview related to the adoption, implementation and coordination of proposals by the European Commission. Federal structures present specific problems in terms of policy learning and adaptability to international and supranational developments. In general, Germany did not seriously attempt to adopt government structures to the changing national, inter- and transnational context. The coalition agreement neither mentions any concrete reforms nor does it envisage any long-term strategies to improve executive capabilities to adapt to changing international circumstances. On the contrary, the energy transition did not feature coordination between the various state governments, between state ministries, or between the federal government and the states. Overlapping competencies, conflicts and sometimes organizational chaos dominates, although there is an urgent need for institutional and/or organizational change.

Greece

Score 6

No other country surveyed by the SGI has been subject to such intense or extensive scrutiny as has Greece under the Troika and the EU Taskforce. Loan conditionality has obliged the country to respond to an external agenda.

Under pressure from the Troika, Greece has since 2010 started streamlining and recapitalizing its banking system. By 2014, four of Greece's systemically important banks successfully passed all relevant stress tests. During the period under review, Greece demonstrated some success in cutting down the size of central services provided by ministries, though mergers among directorates were sluggish. Greece also improved the coordination of anti-corruption policies, filling in 2013 a new top government post, the National Coordination of Anti-Corruption Policies. Finally, Greece strengthened the administrative capacity of the Prime Minister's Office, which is ultimately responsible for implementing the program shaped by the European Commission, the ECB and the IMF to finance the country's bailout.

Japan

Score 6

Japan's reform processes are usually driven by domestic developments and interests, but international models or perceived best practices do play a role at times. Actors interested in reform have frequently appealed to international standards and trends to support their position. However, in many cases it is doubtful whether substantial reform is truly enacted or whether Japan follows international standards in a formal sense only, with underlying informal institutional mechanisms changing much more slowly.

Romania

- Score 6** Romania has only partially succeeded in adapting its domestic-government structures to international developments. Interministerial-coordination weaknesses have undermined EU-related coordination, and problems also exist with the absorption of EU funds. Although absorption rates increased from 17% in mid-2013 to almost 35% in late 2013, they were still below the government's 50% target by late 2014, and thus remained well below the regional average.

Switzerland

- Score 6** The Swiss government's adaptation to international and supranational developments has been idiosyncratic, in the sense that it has not joined the European Union. However, it has tried to adapt by concluding a number of bilateral agreements with the EU. This strategy has now been placed in jeopardy following the passage of the popular initiative capping mass immigration. Similarly, in the field of security policy, it has engaged in cooperation with other nations and the United Nations while insisting on neutral-country status. Whenever Switzerland agrees to cooperate with other countries or international organizations, it attempts to meet all the requirements of the agreement, including implementation of the necessary administrative reforms. However, there are serious concerns as to whether this model of adaptation is either sufficient or sustainable. Switzerland's ability to continue these bilateral arrangements long into the future has been called into question. Conflicts between the European Union and Switzerland have escalated since 2012, with the EU demanding that institutional solutions be developed to address the bilateral system's weaknesses. Specifically, the European Union has called for self-executing rules enabling bilateral treaties to be updated, as well as independent institutions for the settlement of conflicts arising from the bilateral treaties. Switzerland has opposed these proposals. As of the time of writing, this disagreement had prevented the production of any further bilateral treaties, on which Switzerland is economically dependent. In addition, the passage of the mass-immigration initiative in February 2014 further complicated the relationship between Switzerland and the EU, demonstrating the difficulties of being simultaneously domestically adaptable and claiming an untrammelled sovereignty.

Australia

- Score 6** Most government structures are essentially driven by domestic imperatives and are largely insensitive to international and supranational developments. The key government structures of Australia have not changed since the federation of the colonies. Indeed, only a few international events have been persuaded Australian

governments in recent times to adapt domestic structures. The major exception is in relation to the treaties and conventions to which Australia is a signatory, particularly in the areas of human rights, anti-discrimination and transnational crime, where Australia has been a regional leader. Australian society has been reluctant to support a change of political structures and has resisted it when asked in referenda, e.g. on the constitution.

Citation:

http://www.aec.gov.au/elections/referendums/Referendum_Dates_and_Results.ht

Chile

Score 5

The modernization of Chile's state is still under way, but national institutions have already become quite solid. In general terms, the reform of domestic governing structures tends to be driven by national fiscal-policy concerns, which implies that any innovations that might imply financial changes (such as a budget augmentation for a certain ministry or for a department within a ministry) are very difficult or even impossible to realize. Changes concerning topics that might be of future interest and do not directly affect current political challenges – as, for example, the expansion of a department's staff or the creation of a new unit dedicated to topics of possible future interest – are driven more by fiscal or political reasons and political cycles rather than international or supranational developments. Law No. 20,600 of 2012 created environmental tribunals (Tribunales Ambientales) to be established in three different regions of the country (north, center, south), as well as a Supervisory Board for the Environment (Superintendencia Ambiental). As of the time of writing, two of these environmental tribunals had been created. This can be seen as a domestic adaptation responding to international and supranational developments. Chile's role as one of the most recent members of the OECD might create incentives for more substantial adaptation in the near future.

Citation:

Environmental Tribunals:

<http://www.tribunalambiental.cl/2ta/informacion-institucional/sobre-el-tribunal-ambiental/historia/>

Netherlands

Score 5

Government reform has been on (and off) the agenda for at least 40 years. To date, there has been no substantial reform of the original government structure, which dates back to the mid-19th century and the 1848 constitution. Although several departments have been switched back and forth between different ministries, the system of ministries itself has not been substantially reformed either (although the Ministry of Agriculture was definitively abolished and is now part of the Ministry of Economic Affairs). The Council of State, which is the highest court of appeal in administrative law, is still part of the executive, not the judiciary. The Netherlands is one of the last countries in Europe in which mayors are not locally elected but instead appointed by the national government. In spring 2013, the Rutte II

government has largely withdrawn its drastic plans to further reduce the number of local and municipal governments from just over 400 to between 100 and 150 local governments with 100,000 or more inhabitants per district, as well as its intentions for merging a number of provinces (Regeerakkoord).

Citation:

Regeerakkoord:

<http://www.rijksoverheid.nl/regering/regeerakkoord/bestuur>

Standpunt VNG (homepage vng.nl, consulted 27 October 2014)

Gemeentelijke en provinciale herindelingen in Nederland (home.kpn.nl/pagklein/gemhis.html, consulted 27 October 2014)

Slovakia

Score 5 In the past, Slovakia's ability to adapt domestic government structures to international and supranational developments, most notably at the EU level, has been weak. Despite several attempts at reform, the rate of absorption of EU funds has remained low. To address these weaknesses, the European Commission has recommended that the public sector be depoliticized, that human-resources management be improved, and that ministries' analytical capacities be strengthened.

Citation:

European Commission, Assessment of the 2014 national reform and stability programme for Slovakia, COM 2014/426 final, 2.6.2014; http://ec.europa.eu/europe2020/pdf/csr2014/swd2014_slovakia_en.pdf.

Slovenia

Score 5 Upon EU accession, Slovenia developed a complex system for coordinating European affairs, with the Ministry of Foreign Affairs serving as the central coordinator. Like its predecessors, the Bratušek government left this system largely unchanged. In the coalition agreement, it declared the increased absorption of EU funds to be one of its priorities. In fact, however, the absorption rate decreased. Because of shortcomings in public contracting and project oversight, the EU temporarily froze substantial EU funds in 2014. The Cerar government has sought to increase the absorption rate, and to improve the use of EU funds by creating a new ministry without portfolio with responsibility for development, strategic projects and cohesion.

Turkey

Score 5 The EU accession process is the main driving force behind changes or adaptations in Turkey's domestic government structures. Almost all public entities maintain a unit for EU affairs; strategic-planning units can be found in all ministries. The European Union and Turkey have developed several projects aimed at harmonizing legislation with the body of EU law and increasing Turkey's human resources capacity. Particularly, the EU Instrument for Pre-Accession Assistance (IPA) and EU twinning programs are major mechanisms aimed at adapting central and local governmental

structures to supranational developments, addressing issues of primary and secondary legislation, public administrative reform, education, justice and home affairs, health care, the environment, public works and so on. In the context of EU accession, the government was able to reform the National Security Council and limit the political role of the military. With respect to judicial reforms, the government created the Higher Council of Judges and Prosecutors (HSYK), modeling it on similar criteria found in other EU member states.

Turkey is a signatory of several international conventions that include binding provisions, and the Turkish government has attempted to comply with these international responsibilities. However, the government has fallen short on many requirements, either legally or institutionally. On issues of child labor, general working conditions and environmental standards, Turkey still falls below international standards.

Following the reorganization of ministerial structures in June 2011, some ministries attempted to reorganize their provincial units as well. With an eye to improving efficiency and effectiveness, some former employees were replaced by new staffers with high qualifications. These reforms were supported by training programs and other capacity-development tools. However, nepotism and partisanship still prevent full realization of the objectives of effectiveness and efficiency.

Citation:

Bakanlar Kurulu yeniden yapılandırılıyor, *Hürriyet*, 8 June 2011, <http://www.hurriyet.com.tr/gundem/17982957.asp> (accessed 5 November 2014)

Seriye Sezen, *International versus Domestic Explanations of Administrative Reforms*, Andrew Massey (eds.) *Public Sector Reform*, Vol. II, Sage Publications, 2013.

United Kingdom

Score 5

The organization of ministries in the United Kingdom is a prerogative of the prime minister, and traditionally the precise division of tasks between ministries apart from the classic portfolios of foreign policy, defense, the Treasury, and the Home Office has been subject to considerable change. There is little evidence for international and supranational developments playing an important role in these decisions, in comparison with considerations of political expediency on the national level. However, UK government structures do change in some areas, with a clear example being the creation of the Department of Energy and Climate Change (DECC) with an explicit remit to engage in international action to mitigate climate change.

The United Kingdom has in some areas been an early, and sometimes enthusiastic, proponent of norms and practices that have been championed by international bodies, including those overseeing financial stability. The Open Data Charter and the Open Data Partnership (in which the United Kingdom plays an active role) were brought to agreement under the United Kingdom's G8 presidency. There is often some resistance to policy recommendations stemming from the European

Commission, but less so for the likes of the IMF – even when the messages are much the same. At the parliamentary level, European integration has led to procedural changes allowing Westminster to intervene early in the European policy-formulation process.

Cyprus

Score 4 The country's political and administrative structures have remained largely in place since independence. European Union accession has led to the creation of new bodies over the past 20 years, but without changing the overall state structure. As the whole of Cyprus constitutes a single region under the EU's Cohesion Policy, the impact of European innovations aimed at strengthening the role of regions has been very limited. While policymaking adaptations have in the past been isolated within specific sectors, the economic crisis and creditors' subsequent demands have pushed Cyprus at last into embarking on a comprehensive and all-inclusive reform plan.

Czech Republic

Score 4 Since the mid-1990s, government activities have adapted to, and are strongly influenced by, the EU's legislative framework. However, the main structures of government and methods of functioning have remained largely unchanged. The missing fit between domestic structures and EU provisions and requirements is shown by the persistent inefficient drawing of EU structural funds on the national and regional level, the lack of effective control of the use of funds and the questionable sustainability efforts surrounding EU-funded infrastructure.

Hungary

Score 3 The Orbán governments have paid little attention to the adaptation of domestic government structures to international and supranational developments. In public, Prime Minister Orbán has stressed Hungarian independence, and has argued that his government is waging a freedom fight for national sovereignty against the European Union, the IMF, and most recently the U.S. government. Major institutional reforms have even reduced the fit of domestic-government structures with international and supranational developments. The radical reduction in the number of ministries, for instance, has created huge problems with regard to EU affairs, as the ministries' organization no longer matches that of other EU countries or the structure of the European Union's Council of Ministers. Hungary has also performed relatively badly with regard to the absorption of EU transfers. By July 2014, it had absorbed only 66.57% of available funds, earning it the 20th place in the EU on this measure.

Citation:

Inotai, András, 2014: Ein Jahrzehnt ungarischer Mitgliedschaft in der Europäischen Union: eine kritische Bilanz, *Integration* 37(4): 320-344.

Indicator

International Coordination

Question

To what extent is the government able to collaborate effectively in international efforts to foster global public goods?

41 OECD and EU countries are sorted according to their performance on a scale from 10 (best) to 1 (lowest). This scale is tied to four qualitative evaluation levels.

- 10-9 = The government can take a leading role in shaping and implementing collective efforts to provide global public goods. It is able to ensure coherence in national policies affecting progress.
- 8-6 = The government is largely able to shape and implement collective efforts to provide global public goods. Existing processes enabling the government to ensure coherence in national policies affecting progress are, for the most part, effective.
- 5-3 = The government is partially able to shape and implement collective efforts to provide global public goods. Processes designed to ensure coherence in national policies affecting progress show deficiencies.
- 2-1 = The government does not have sufficient institutional capacities to shape and implement collective efforts to provide global public goods. It does not have effective processes to ensure coherence in national policies affecting progress.

Denmark

Score 9

For a small country, Denmark has a strong role in the provision of the global public good. Climate change and development aid are high on the domestic agenda and the government tries to play an active international role in these areas. Denmark also has a long tradition of working to strengthen the United Nations, often cooperating with other Nordic countries to do so. This policy is relatively uncontroversial, unlike European integration.

As an EU member state, Denmark's possibilities increasingly depend on the EU. Since the EU in recent years has adopted a relatively "progressive" environmental policy and has tried to exercise international leadership, there is no conflict in this area. When it comes to development aid Denmark, is among the countries that contribute the highest percentage of GDP to development aid, higher than most EU members. However, the EU is the largest contributor to development in the world when EU and bilateral development aid are added together. Denmark is also a global actor in other economic areas, including trade. Danish politicians are proud of projecting Danish values internationally.

There is a long tradition for Nordic cooperation within various policy areas. The Nordic Council of Ministers is the official inter-governmental body for cooperation in the Nordic region. The council takes various initiatives on Nordic cooperation and

there are regular council meetings where representatives of the Nordic governments meet to draft Nordic conventions, etc.

Citation:

Carsten Due-Nielsen and Nikolaj Petersen, eds., *Adaptation and Activism: The Foreign Policy of Denmark 1967-1993*. Copenhagen, DJØF Publishing, 1995.

Martin Marcussen, *Den danske model og globaliseringen*. Frederiksberg: Samfundslitteratur, 2010.

Nanna Hvidt and Hans Mouritzen (eds.) *Danish Foreign Policy Yearbook 2014*. Copenhagen: Danish Institute for International Studies, 2014.

Norway

Score 9

Norway is very diligent in adopting legislation passed on the level of the European Union. The country is not an EU member, but still participates in most forms of EU policy coordination through membership in the European Economic Area (EEA), with certain exceptions in the areas of agriculture and fisheries. This relationship does not give it a role in EU decision-making or policy formulation, however.

Norway has been an active participant in and promoter of various international conventions, forums and activities. Areas of particular interest have been human rights, development and peace. Relative to its size, Norway is a large contributor to U.N. and NATO peacekeeping operations, as well as to international organizations such as the IMF, the United Nations and the World Bank. The country participates in the Extractive Industries Transparency Initiative (EITI) and the Kimberley Initiative on so-called blood diamonds. Norway actively encourages developing countries to join the EITI, and is one of four contributors to the World Bank Special Trust Fund tasked with assisting in this program's implementation.

Sweden

Score 9

Sweden has maintained a rather high international profile on a number of issues requiring international collective action. These issues have traditionally included disarmament, human rights, international solidarity and more recently, climate change.

Sweden tends to look at itself as an international broker and coordinator, though it may exaggerate its capacity in this regard. Certainly, Sweden, together with several other smaller nations, exerts some degree of international influence.

Citation:

Ingebritsen, C. (2006). *Scandinavia in World Politics* (Lanham: Rowman & Littlefield).

Finland

Score 8 Typically, global public goods are best addressed collectively, on a multilateral basis, with cooperation in the form of international laws, agreements and protocols. Finland is a partner to several such modes of cooperation and contributes actively to the implementation of global frameworks. Finland is committed to and has ratified the Kyoto Protocol of the UNFCCC, which came into effect in 2005. The Ministry of the Environment is responsible for coordinating further climate negotiations. Specifically, within the framework of the EU, Finland is committed to bringing its national average annual emissions down to their 1990 levels by 2012. The Finnish government also adopted a foresight report on long-term climate and energy policy in 2009. In 2012, the government signed a Memorandum of Understanding, in which Finland and the US agreed to continue their cooperation in preventing the proliferation of weapons of mass destruction. Yet, Finland is not to be regarded as a dominate actor concerning the protection of global public goals. Given a relatively high level of knowledge, research, and existing frameworks for policy coordination and monitoring, several relevant institutional capacities for fostering global governance do exist in Finland. They are, however, not utilized to their fullest extent.

Germany

Score 8 The German government actively collaborates in various reform efforts promoted by the EU and other transnational and international organizations. In the context of the still ongoing euro zone debt crisis, the German government has played a leading role in organizing and creating stabilization mechanisms.

The government strongly cooperated with European partners and international organizations as well as with the United States and other countries in addressing Ukraine's Crimea crisis and the civil war in eastern Ukraine. Germany is clearly a constructive partner in international reform initiatives and is ready to accept substantial costs and risks in order to realize global and European public goods.

Luxembourg

Score 8 Luxembourg is mainly involved in international reform initiatives in cooperation with the European Union. The legal framework for the launch of the European Citizens' Initiative was passed by parliament in 2012.

Luxembourg is ranked highly within the European Union for the inclusiveness of its welfare benefits, as its programs are both generous and wide-ranging. However, with a Gini coefficient of 30.4, Luxembourg is only a middling performer within the EU-

28 (which has an average Gini coefficient of 30.5). The generous of social transfers and the high share of social transfers relative to total income not only reduce poverty risks, but also sustainably strengthen social cohesion.

The country's Gini index highlights the positive effects of government transfer policies. Luxembourg however supports a number of labor market protection measures and unsustainable pension policies; both provide incentives to leave the labor market and to opt for replacement revenues. Attitudes of the insured and mainly those of residents and nationals are partly still those of consumers of welfare provisions; the system's main weakness is the "early exit" attitude which is expressed by many in the active resident population.

Citation:

http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_di12&lang=de

<http://www.chd.lu/wps/portal/public/RoleEtendu?action=doDocpaDetails&id=6325>

http://ec.europa.eu/europe2020/pdf/csr2014/nrp2014_luxembourg_en.pdf

<http://www.gini-research.org/system/uploads/456/original/Luxembourg.pdf?1372249144>

http://www.odc.public.lu/publications/pnr/2013_PNR_Luxembourg_2020_avril_2013.pdf

http://www.oecd.org/eco/surveys/Lux_overview_Eng%202012.pdf

For further informations: Mutual Information System on Social Protection in the Member States of the European union, MISSOC data

New Zealand

Score 8

Given the isolated geopolitical position of New Zealand, the country participates proactively in many international organizations and in the international coordination of joint reform initiatives. Major areas include issues regarding the Antarctic region, disarmament and proliferation, environmental protection and human rights. New Zealand is a member of the Asia-Pacific Economic Cooperation (APEC) forum, the Commonwealth, the Organization for Economic Cooperation and Development (OECD), the United Nations and the World Trade Organization. Free trade is a central preoccupation within foreign relations, especially in the Asian region. Having signed the Association of Southeast Asian Nations (ASEAN)-Australia-New Zealand agreement and a bilateral agreement with Malaysia in recent years, current efforts are directed at deepening its "comprehensive strategic partnership" with China and continuing negotiations with India, Korea and Russia. New Zealand successfully ran for membership in the United Nations Security Council for the term 2015 – 2016.

Citation:

Annual Report 2012/2013 (Wellington: Ministry of Foreign Affairs and Trade 2013).

Statement of Intent 2014-2018 (Wellington: Ministry of Foreign Affairs and Trade 2014).

Poland

Score 8

Poland has taken an active role in international policy coordination, most notably within the European Union. As its successful EU presidency and its impact on EU

policies toward its eastern neighbors show, Poland has sufficient capacity to act on the international level. While its capacities have been increased through cooperation with Germany, its continued presence outside the euro zone hampers coordination somewhat. The country's positions on climate policy also differ from many other EU countries, as well as from the EU Commission's targets. The political crisis in Ukraine and the military conflict with Russia led Poland to seek a diplomatic solution in conjunction with France and Germany, but as of the time of writing, the conflict remained far from solution.

United Kingdom

Score 8 The United Kingdom has long played a leading role in coordinating international initiatives, and the country's imperial legacy has contributed to its active stance on international commitments. It has played a leading role in recent years, for example, in efforts to eradicate poverty in Africa, promote reform in the financial sector and to combat climate change. As a permanent member of the Security Council, the United Kingdom is very active in the United Nations and also plays a leading but sometimes polarizing role in NATO. Domestic politics have served as a drag on the United Kingdom's relations with its European partners and the European Union. Because of this, UK influence on EU contributions to global challenges has in recent years been somewhat diminished.

United States

Score 8 The United States sometimes leads international efforts to pursue collective goods – sometimes, indeed, effectively controlling those efforts – while sometimes preferring unilateral approaches that withhold support from international forums. Its institutional structures and political traditions – especially the role of presidential leadership – accommodate all of these approaches. But the United States often cannot act effectively unless a national consensus or single-party control of the government enables the president and Congress to agree on a strategy.

President Obama's strategy in the Middle East, for example, has been hampered by conflict with Congress over support for Israel. Most often, the United States not only collaborates in reform initiatives promoted by international forums, but actively works to shape their agenda. The United States is also an effective participant in the G-7/8 process. The most notable change under the Obama administration has been the move toward participation in broader international forums such as the G-20 that include emerging-market countries such as China, Brazil and India. This trend is also visible in the Major Economies Forum for Climate Change. Altogether, this signals a departure from the focus on Europe and the transatlantic arena, and may also imply a reduced reliance on NATO.

Australia

Score 7 Australia's comparatively small size and isolated geographic location has tended to work against the country's ability to influence international reform efforts. Nonetheless, there is a governmental culture of seeking to participate in international forums or organizations, including those focused on reform. Primary emphasis tends to be on the Asia-Pacific region, although Australia is also a strong advocate of reducing trade barriers for agricultural products worldwide.

Australia's international reputation has suffered considerably in the last two decades. Both the Howard and the Abbott governments have not been providing constructive inputs into international forums. The Abbott government permitted the G-20 Summit in November 2014 to be turned into an Anti-Putin event. By contrast, Labor governments, Kevin Rudd's in particular, have been overly ambitious. His plans for an Asia-Pacific Community were hastily developed and criticized by the Rudd government's own advisors.

Citation:

<http://www.theguardian.com/world/2014/oct/13/tony-abbott-says-he-will-shirtfront-vladimir-putin-over-downing-of-mh17>

<http://www.smh.com.au/national/rudds-man-criticised-hasty-asiapacific-community-plan-20101223-196ln.html>

Belgium

Score 7 Belgium hosts various supranational institutions, including the offices of the European Union. The country has always displayed enthusiasm toward joint reform initiatives. This can be illustrated by the large number of Belgian politicians involved in the highest levels of such organizations (e.g., Herman Van Rompuy, who was the President of the European Council; Guy Verhofstadt, leader of the liberal group in the European Parliament; Jean-Pascal van Ypersele, one of three vice chairs of the intergovernmental panel on climate change). Moreover, the country's small size makes it heavily dependent on international coordination. It therefore supports international reform efforts, for instance, on tax systems, carbon dioxide regulation or, as of 2015, on the European equivalent of the American Foreign Account Tax Compliance Act. However, in implementation, Belgium does not always fulfill its commitments.

Chile

Score 7 The government is endowed with the institutional capacity to contribute actively to international efforts to foster the provision of global public goods. The government actively participates in the international coordination of joint reform initiatives. This

is underlined by the fact that Chile represents one of the most active countries in Latin America with regard to international policymaking initiatives. However, the impacts of national policies on these global challenges are not always systematically assessed and then incorporated into the formulation, coordination and monitoring of policies across government.

France

Score 7

France plays an active role in the international coordination of joint reform initiatives. The country contributes to the provision of global public goods. It has a long tradition of acting on an international level to prevent climate change, provide humanitarian and development aid and promote health or education programs. However, the French government often takes positions that advance French (economic) interests and does not present its initiatives as platforms on which support and consensus could be built. This limits the government's success in steering or influencing decision-making at the European level. Striking examples include the French government's attitude toward free trade discussions, in particular those concerning agricultural products or its inability to translate properly and efficiently at the national level the measures deriving from supranational recommendations. Environmental issues such as air or water pollution are good examples of this collective failing.

Ireland

Score 7

The country contributes to international efforts to foster the provision of global public goods primarily through its active participation in European policymaking institutions. Irish government structures have been progressively altered to support this capacity.

Ireland's commitment to maintaining a relatively high level of overseas development assistance has been maintained during the economic crisis. The country has also played an active part in the development of the European response to climate change.

Japan

Score 7

In recent years, Japan has been actively involved in the G-20 mechanism designed to meet the challenges of global financial turmoil. As its contribution to the multilateral effort, Japan implemented an economic stimulus program of considerable size. Nevertheless, Japan is less visible in international or global settings than might be expected in view of its substantial global economic role. Frequent changes of prime ministers and other ministers have contributed to Japan's comparatively low profile. Since Shinzo Abe's second term as prime minister, which started in late 2012, there

is some more continuity and international visibility, though not in terms of spearheading multilateral initiatives.

The Japanese constitution makes it difficult for Japan to engage in international missions that include the use of force, although it can legally contribute funds. In June 2014, the government announced a reinterpretation of Article 9 of the constitution, according to which defending allies under attack is compatible with the “peace clause.” This move was preceded by the nation’s first National Security Strategy in December 2013, which defines a principle of “proactive contribution to peace,” combined with new National Defense Program Guidelines. Moreover, Japan and the United States are engaged in overhauling the Mutual Defense Guidelines, which will pave the way for deeper cooperation and which are expected to emphasize the global nature of the bilateral alliance.

Japan has actively supported and contributed to regional Asia-Pacific initiatives. Plans for regional financial cooperation such as the Chiang Mai Initiative (CMI) have gathered momentum in recent years and have been quite markedly shaped by Japanese proposals. More recently, China has emerged as another increasingly influential actor shaping regional initiatives.

In global environmental efforts, particularly in the post-Kyoto Protocol negotiations, Japan has not played a leading role.

Citation:

Ankit Panda, US, Japan Overhaul Mutual Defense Guidelines, The Diplomat, 09.10.2014, <http://thediplomat.com/2014/10/us-japan-overhaul-mutual-defense-guidelines/>

Takeshi Yuzawa, Japan’s new security strategy: changing national identity?, East Asia Forum, 20.03.2014, <http://www.eastasiaforum.org/2014/03/20/japans-new-security-strategy-changing-national-identity/>

Lithuania

Score 7

Lithuania actively engages in international policy cooperation. One of its top foreign policy priorities is the EU’s Eastern Partnership, working through the framework of the European Neighborhood Policy. Since 2005, Lithuania has been part of the International Security Assistance Force in Afghanistan. The country’s policymakers have managed to coordinate their involvement in these international fields quite effectively. In 2012, Lithuania joined the OECD forum for transparency and the exchange of information for tax purposes, and completed a first compliance assessment. In 2015, Lithuania will start its accession process to the OECD. In the second half of 2013, Lithuania took over the rotating EU Council presidency, and was afterward assessed by other EU institutions and member states as performing effective work. Furthermore, Lithuania became a non-permanent member of the U.N. Security Council for the 2014 – 2015 term. However, the Lithuanian government has been less willing or able to contribute to such global challenges as climate change or trade liberalization (except in the context of its EU Council presidency).

Citation:

Vilpisauskas, R. "Lithuania's EU Council Presidency: Negotiating Finances, Dealing with Geopolitics," *Journal of Common Market Studies*, vol. 52, Annual Review, August 2014, pp. 99-108.

Portugal

Score 7

Although Portugal is small and not very influential as a nation, it is a member of the European Union, the Organization for Security and Co-operation in Europe, the Council of Europe, NATO, OECD, the World Trade Organization, etc.. It works with other nations through these organizations to develop policies. It also applies the policies of these international organizations domestically, at least in terms of passing laws, and when it comes to the European Union it seeks to fully implement them. In this view, the government is largely able to shape and implement collective efforts to provide global public goods. Existing processes enabling the government to ensure coherence in national policies affecting progress are, for the most part, effective.

South Korea

Score 7

One of the main goals of the previous Lee Myung-bak administration had been to improve the prestige and soft power of South Korea in global politics. The government has become considerably more active in international organizations. South Korea has increased its contribution to the World Bank and the IMF, and is an active participant in the G-20. South Korea is also increasing its efforts in development cooperation and became a member of the OECD Development Assistance Committee (OECD-DAC) in 2009. In 2011, South Korea hosted the OECD High Level Forum on Aid Effectiveness in Busan. Yet the 2012 OECD-DAC peer review report of South Korea was quite critical of its shortcomings in meeting international standards for aid. For example, South Korea's share of untied aid to the lowest-ranked developing countries was 27% in 2010 – much lower than the OECD average of 88%.

While the country participated actively in the Copenhagen conference on climate change in 2009, its actual commitments to reduce greenhouse gases remain weak. Moreover, the government has also shown little enthusiasm for G-20 initiatives, proposing the international coordination of financial sector regulation and taxation.

Citation:

Kalinowski, Thomas and Hyekyung Cho. 2012. Korea's search for a global role between hard economic interests and soft power. *European Journal of Development Research* 24 (2):242-260. <http://dx.doi.org/10.1057/ejdr.2012.7>.

Spain

Score 7

In recent years, Spain has actively participated in the international efforts to provide global public goods (financial stability, economic development, security, environment, education, governance, etc.) as one of the leading EU member states,

and as a permanent guest at the G-20 summits. It has also contributed to international forums and actions responding to challenges such as climate change, energy supply, illegal migration (in part through bilateral agreements in Northern Africa), global terrorism, and peacekeeping (with Spanish troops deployed as a part of U.N., NATO and EU missions in Lebanon, Sahel, the Horn of Africa waters, and Mali, and since late 2014, in the Baltic and Mesopotamia regions as well).

The economic crisis had a significant impact on this international engagement, as overcoming the crisis was the government's top priority, and policy initiatives that did not bear directly on this goal received much-diminished attention. To be sure, budget cuts severely restricted the funding that was hitherto available for a wide array of policies and instruments designed to enhance Spain's influence abroad (in particular, regarding troops deployed, development cooperation, and more generally, contribution to global public goods). However, 2014 marked a turning point in this regard: the Ministry for Foreign Affairs approved a strategy to renew external action with more appropriate interministerial coordination, Spain was elected as a member of the United Nations Security Council for 2015 – 2016, and the government started to lead initiatives to create an effective energy union in Europe.

Austria

Score 6 Within the European Union, the government is obliged to collaborate with EU institutions. This collaboration is rarely controversial. In other matters (e.g., within the framework of the WTO, the Bretton Woods institutions, and the United Nations), the Austrian government tends to play a rather low-key role, usually trying to follow a general EU policy if such a policy exists. In some fields (e.g., environmental protection), the government tends to promise more on the international level than it is willing or able to implement at home.

Italy

Score 6 The ability of the Italian government to take a leading role in international efforts is generally limited. This is in part due to the country's relatively small size, but also because Italian politics tends to focus on internal matters and the fact that frequent changes in political leadership make it difficult to provide a strong and clear position in international efforts. There have been occasional exceptions when the government has been more active on a specific issue (such as the abolition of death penalty, or in the promotion of peace talks in the Middle East). The Renzi government efforts have mainly focused on the European level and the Italian executive is actively engaged in the European institutions to stimulate the adoption of common policies that are oriented to promoting economic growth and not just fiscal balance. The Italian Presidency of the European Council in 2014 represented a good opportunity in this

regard and yielded some positive results, including the EU Frontex “Triton” mission, which is designed to replace Italy’s “Mare nostrum” mission tackling (illegal) immigration to the EU in the Mediterranean Sea.

Latvia

Score 6 Latvia largely contributes to international actions through engaging in the development of EU policy positions.

Institutional arrangements for the formulation of Latvia’s positions on issues before the EU are formalized. The system is managed by the Ministry of Foreign Affairs, with particular sectoral ministries developing the substance of Latvia’s various positions. The process requires that NGOs be consulted during the early policy-development phase. In practice, ministries implement this requirement to varying degrees. NGOs themselves often lack the capacity (human resources, financial resources, time) to engage substantively with the ministries on an accelerated calendar.

Draft positions are coordinated across ministries and approved in some cases by the sectoral minister, and in other cases by the Council of Ministers. Issues deemed to have a significant impact on Latvia’s national interests are presented to the parliament’s European Affairs Commission, whose decision is binding. The commission considers approximately 500 national positions per year.

Netherlands

Score 6 Ever since the Second World War, the Netherlands has been an avid protagonist in all forms of international cooperation. However, research has shown that since the late 1970s, 60% of EU directives have been delayed (sometimes by years) while being transposed into Dutch law. The present-day popular attitude to international affairs is marked by reluctance, indifference or rejection. This has had an impact on internal and foreign policy, as indicated by the Dutch shift toward assimilationism in integration and immigration policies; the decline in popular support for the 1%-of-government-spending-norm for development aid; the shift in the government’s attitude toward being a net contributor to EU finances; and the rejection of the EU referendum. These changes have also negatively affected government participation and influence in international coordination of policy and other reforms. Since 2003 the Dutch States General have been more involved in preparing EU-related policy, but largely through the lens of subsidiarity and proportionality – that is, in the role of guarding Dutch sovereignty.

It is only since the beginning of the banking and financial crisis that the need for better coordination of international policymaking by the Dutch government has led to reforms in the architecture of policy formulation. The sheer number of EU top-

level meetings between national leaders forces the Dutch prime minister to act as minister of general and European affairs, with heavy support from the minister of finance. Other symptoms of improving international policy coordination for global public goods are the better integration of foreign policy, economic and trade policy, defense policy and development aid policy.

Citation:

R.B. Andeweg & G.A. Irwin, *Governance and Politics of The Netherlands* (2014). Houndmills, Basingstoke: Palgrave Macmillan: 220-228 regarding coordination viz-a-viz the EU and 251-272 for Foreign Policy in general.

Slovakia

Score 6

Because of its size, Slovakia's power to shape strategic global frameworks is limited. However, Slovakia is well integrated into NATO and the European Union. It has participated in a number of peacekeeping missions, including in Afghanistan, Cyprus, and Bosnia and Herzegovina. Eager to be seen as a reliable and trustworthy partner, Slovakia has complied with most EU guidelines and programs. An exception is EU policy toward Russia, with which Slovakia has close and partially institutionalized relations (e.g., the Intergovernmental Commission on Economic, Scientific and Technical Cooperation). Some of Fico's remarks about Ukraine, as well as his critique of the EU sanctions imposed on Russia, have raised doubts about Slovakia's reliability.

Turkey

Score 6

During the period under review, Turkey continued its participation in peacekeeping missions in Afghanistan, Kosovo and Lebanon. In November 2014, the Turkish parliament adopted a motion to support the EU mission to Central Africa and Mali. The government has continued its efforts to mediate in the Balkans, the Middle East and the Black Sea/ Caucasus region. The government's doctrine of "humanitarian diplomacy" has been widely acknowledged, and the global activities of its main actors in this field – the Turkish Red Crescent (Kızılay), the Turkish Cooperation and Development Agency (TİKA) and the Disaster and Emergency Management Presidency (AFAD) – have received widespread praise.

However, the current crises in Ukraine and Turkey's Arab neighborhood have put Turkish diplomacy and security policy under stress. As a result of the ongoing civil war in Syria, Turkey had hosted and assisted more than 1.7 million Syrian refugees as of November 2014, with only a limited share of this group living in state-run refugee camps. The emergence of the Islamic State (IS) terrorist group has represented a new threat to Turkey as well as others. It challenges established state frontiers, increases sectarianism and refugee pressures, and claims ideological hegemony with its fundamentalist interpretation of Islam. Moreover, IS's sudden

advance in the Kurdish regions in Syria and Iraq has imposed new challenges for the Kurds in the region and to the Turkish government's "solution process." The government's alleged involvement in supporting radical Islamist groups and militias in Syria, an issue widely debated in domestic and international media during the review period, as well as the administration's lack of any convincing clarification of the facts, resulted in a massive decline in international prestige and credibility for the government's ambitious foreign policy, if not for Turkey as a whole.

Turkish politicians participate in World Economic Forum meetings and other regional and international organizations, initiating collaborative efforts worldwide. The country is also one of the initiators and co-sponsors of the U.N.-affiliated Alliance of Civilizations initiative.

Citation:

Seriye Sezen (2012), *International versus Domestic Explanations of Administrative Reforms*, Andrew Massey (eds.) *Public Sector Reform*, Vol. II, Sage Publications.

Mesut Çevikalp (2012), *Active depth: Diplomacy in the field and the new Turkish diplomat*, in: *Turkish Review*, vol. 2, no. 3, pp. 46-53.

Canada

Score 5

Canada's government definitely has the institutional capacity to contribute actively to international efforts to foster the provision of global public goods. Indeed, it has made many contributions in this area throughout its history. However, the political will and the desire for Canada to be seen as a model global citizen appears to have weakened. The classic example is the issue of climate change, where Canada is an outlier and laggard in attempts to reduce greenhouse gases emissions through international agreement. The Canadian government also quietly pulled out of the U.N. anti-drought convention in 2013, making Canada the only country in the world not to be taking part in the convention. At the first-ever U.N. World Conference on Indigenous Peoples in 2014, Canada was the only U.N. member country to reject a landmark indigenous-rights document.

Croatia

Score 5

Croatia has supported major global reform initiatives, especially in environmental affairs. However, the Milanović government has not paid particular attention to improving the country's capacity to engage in global affairs or to assessing the global repercussions of national policies. President Josipović has been very active in improving cooperation with the other successor states of the former Yugoslavia.

Estonia

Score 5 Engagement in international development is mainly the responsibility of the Ministry of Foreign Affairs. There is an interministerial coordination group tasked with coordinating foreign-policy issues, which includes cabinet ministers. As in other areas, Estonia is good at adhering to international commitments but rarely takes the lead. Likewise, Estonia is not very good at assessing the impact of national policies on the global challenge of human development. Assessment takes place in some policy areas (e.g., environment, energy, IT), but integrated coordination and monitoring across policy fields is nonexistent. Given that policy collaboration is still in its infancy, one cannot speak about systematic communication between government and stakeholders. Yet, in some specific areas, such as development aid or combatting HIV/AIDS, various interest groups do serve as active government partners.

Iceland

Score 5 Iceland is an active participant in international forums, but seldom initiates measures. Iceland was a founding member of the UN, the IMF, the World Bank, and NATO. In 2008, Iceland sought a UN Security Council seat, but lost eventually lost out to Austria and Turkey. Largely, Iceland has worked cooperatively within international frameworks, but has not led any significant process of international coordination. Iceland did participate in peacekeeping efforts in Iraq and modestly participates in the work of the Organization for Security and Cooperation in Europe. In 2009, Iceland applied for EU membership. Negotiations were ongoing, despite increasing skepticism among left- and right-wing politicians, until a compromise between the new government's coalition partners temporarily froze the process in early 2013. While the new government initially announced its intention to formally and entirely withdraw Iceland's application, public protests and a petition signed by 22% of the electorate has caused the government to pause leaving Iceland's application process on hold.

Citation:

The Icelandic webpage on the negotiations: <http://eu.mfa.is/negotiations/status-of-talks/nr/7109>.

Israel

Score 5 As part of OECD accession in 2010, Israel pursued the creation of government agencies designed to coordinate, enforce and monitor administrative changes. Reforms aiming to improve inter-ministerial cooperation and reinforce policy monitoring are still at early stages of implementation and have not yet stood the test of an international policy aimed at a global public good. A 2011 report examined

Israel's global cooperation in research and development (R&D), looking at the country's administrative and economic capabilities. It found that while Israel is considered to be a leading R&D actor worldwide, advancement of coordination, accessible information and standardization capabilities is warranted.

Citation:

Kaufman, Dan and Marom, Yael, "Evaluation of international cooperation programs in R&D in Israel," The Jerusalem Institute for Israel Studies (May 2011) (Hebrew)

"Israel in the OECD," Minister of Treasury formal report (2010) (Hebrew)

"Progress report on the implementation of the OECD recommendations: Labor market and social policies," Ministry of Industry, trade and labor official report (June 2012)

Mexico

Score 5

The Mexican government is increasingly confident of its role in the broader world. Mexico has traditionally been supportive of international initiatives, in the hope of reducing the bilateralism imposed by Mexico's close and asymmetrical relationship with the United States.

Mexico plays an active role in the OECD and in other intergovernmental agencies. It also remains an enthusiastic participant in multilateral organizations, including international financial organizations such as the World Bank, the Organization of American States (OAS) and the Inter-American Development Bank. Numerous policy and organizational recommendations made by international bodies have been adopted in the Mexican policymaking process. Thus, it has a supportive role in many international attempts oriented toward the provision of global public goods. Yet, whether this engagement in international affairs is sufficient to shape international efforts is questionable given the country's low level of international leverage in economic and security affairs.

Romania

Score 5

Romania's NATO and EU accession were celebrated as significant milestones and part of a reunification process with Western Europe following the collapse of communism. The Romanian government has been supportive of international efforts to provide global public goods. Thus, Romania has sent troops to Afghanistan as part of the NATO mission, and it has cooperated with international efforts to combat climate change. However, for capacity reasons, it has played a more modest role in shaping such international campaigns.

Slovenia

Score 5

Slovenia has not been very active on the international scene. Like its predecessors, Prime Minister Bratušek's government was preoccupied with domestic political and economic issues, and paid little attention to improving institutional capacity for

shaping and implementing global initiatives. The country's main international focus has been on shaping the European Union's policy toward the western Balkans, where Slovenia sees its strategic interests.

Switzerland

Score 5

Swiss authorities have been somewhat reluctant to participate in the international coordination of joint reform initiatives. The idea that reforms are defined commonly on the international level and then become in some way binding for Switzerland is alien to the Swiss political discourse. In the course of the increasing polarization of Swiss politics during the past 15 years, with the associated decline in consociational patterns of behavior, there has even been increasing emphasis by right-wing politicians on the notion of a small, neutral and independent nation-state surviving on the basis of smart strategies in a potentially hostile environment. Large portions of the population support these ideas. Popular skepticism toward integration has mounted over the course of the last eight years. Nonetheless, it would be wrong to repeat the cliché of Switzerland as a solitary lone wolf, as there have been various attempts to contribute to international cooperative ventures. Switzerland is a fairly active member of the United Nations, the IMF, the Organization for Security and Cooperation in Europe (OSCE), the Council of Europe and most of the other important international organizations. Swiss foreign economic policy works actively to defend the interests of its export-oriented economy, as for instance in the context of the WTO. However, the country concentrates its efforts in areas where it can realistically have some influence, such as economic matters or technical organizations dealing with issues such as transport, ecology or development. This said, there is a clear gap between the government's stated goals in terms of international cooperation and the resources – institutional or otherwise – that it has at its disposal for these tasks.

Bulgaria

Score 4

While the capacity of Bulgarian government bodies to correspond with, coordinate and participate in international processes and initiatives has improved markedly over recent years, the fact remains that Bulgaria is still primarily reactive in terms of international efforts to foster the provision of global public goods. This is due both to a lack of capacity and a risk-minimizing strategy of avoiding the commitments involved in taking proactive positions. More often than not, Bulgaria tends to take part in international efforts but wait for the international community to formulate policies, set goals and benchmarks. It then does its best to implement those domestically. Inasmuch as there is coordination and assessment going on, it is for these reactive purposes. The most recent example of this type of behavior has been Bulgaria's dithering regarding the international sanctions against Russia. .

Cyprus

Score 4 As a full member of the European Union, the Council of Europe, the United Nations and other international organizations, Cyprus could have seized many opportunities to contribute to the global public welfare. The country's 2012 European Council presidency demonstrated its potential for active contribution. However, specific plans or mechanisms to ensure sustained contribution of similar kind are largely absent. Rather, ministry officials typically provide isolated contributions in the course of their participation in meetings of international organizations. Cyprus limits its potential for expansive participation in part by focusing its attention on the division of the island, a rather parochial concern. The discovery of hydrocarbons and efforts to coordinate with its neighbors and other countries may be a starting point with regard to expanding its international role further.

Czech Republic

Score 4 In general, the Czech government acts not as a leader but as a trustworthy and reliable partner in international community relations. By joining the European Union, the Czech Republic acquired greater credibility within the international community. However, the lack of a credible plan to implement the euro, inconsistent attitudes toward the European integration process and numerous scandals associated with the use of EU funds, as well as the unwillingness of government ministers to attend high-level EU meetings, have resulted in the country's marginalization in European structures. In 2014, the Czech government did not take a clear position on sanctions against Russia. Neither the Nečas nor the Sobotka government paid much attention to regional cooperation within the Visegrád Four.

Greece

Score 3 Greece, through its membership in the euro zone and through EU summits and meetings of ministers, has participated in international efforts to foster the provision of public goods. For instance, Greece has been vocal at international forums in pressuring for a global response to migration issues, emphasizing that migration from the developing world into Europe is not solely a Greek problem arising from its geographical position between Europe and Asia. However, given its own severe economic crisis, Greece has been unable to develop institutional capacities beyond its role as an EU member state in fostering the provision of public goods nor has it been able to devote resources to ensure that its own policies are in line with international policies.

Hungary

- Score 3** The Orbán governments have been self-centered and inward-looking. They have had neither an interest in nor the capacity to engage in collective global efforts, or to contribute to them with their own efforts and initiatives. Orbán has often acted unpredictably and has engaged in double-talk in international encounters; thus, he has become isolated within the international community, especially in the value-based EU. This isolation became clear during the recent Ukrainian crisis, when Orbán opposed the mainstream Western policy and continued his close contacts with Russia and Putin. The government's capacity for international coordination has suffered from the government's hostility toward independent experts and its frequent changes in personnel. After the change of leadership in the Ministry of Foreign Trade and Foreign Affairs, almost no foreign-policy expert has remained in place. The new staff's lack of familiarity with normal diplomatic practices aggravated the conflict with the United States in the 2014 visa affair.

Malta

- Score 3** Malta does not have the institutional capacity to contribute actively in helping to shape international efforts to foster the provision of global public goods. However, Malta is currently seeking to support good-governance efforts in Libya and Tunisia, and to obtain international support for these countries. Since joining the European Union, Malta has improved its institutional capacity for ensuring that national policies regarding these global and/or regional challenges are systematically assessed, and that international policies are accounted for within the domestic policy process. As some of these global public goods coincide with EU directives, Malta has been forced to improve its institutional capacity to avoid EU sanctions.

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