



Organizational Reform Report

Self-monitoring, Institutional Reform

Sustainable Governance
Indicators 2019

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Indicator

Self-monitoring

Question

To what extent do actors within the government monitor whether institutional arrangements of governing are appropriate?

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 institutional arrangements of governing are monitored regularly and effectively.
- 8-6 = The institutional arrangements of governing are monitored regularly.
- 5-3 = The institutional arrangements of governing are selectively and sporadically monitored.
- 2-1 = There is no monitoring.

Finland

Score 10

The monitoring and evaluation of existing institutional models forms an important element of the Finnish political and administrative system. Earlier attempts to improve the proportionality of the electoral system and alter constituency sizes are examples of how evaluation and monitoring processes in Finland mainly focus on administrative and steering issues. A system of program management that introduced new measures for monitoring the government plan was implemented several years ago. This monitoring system has been adopted as well as improved by subsequent governments. The Stubb cabinet (2014 – 2015) made monitoring data publicly available. The same policy has been followed by the Sipilä cabinet. It is now customary to report online the developments toward realizing the 26 main goals and five main reforms listed in the government plan. Reports are updated monthly. The Secretariat for Government Strategy Work assists the government and ministries in implementing and monitoring the key projects and reforms.

Citation:

<http://valtioneuvosto.fi/en/implementation-of-the-government-programme/information>;

“Government Programme Monitoring Data”, <https://www.avoindata.fi/data/fi/dataset/hallitusohjelman-seurantadata>; Valtioneuvoston kanslia, “Jyrki Kataisen ja Alexander Stubbin hallitusohjelmien loppuseuranta 2015”, <http://valtioneuvosto.fi/documents/10184/321857/Hallitusohjelmien+loppuseuranta+032015.pdf/44d7de02-958c-4b1c-8633-201038a0f2f5>;

Toimintasuunnitelma strategisen hallitusohjelman kärkihankkeiden ja reformien toimeenpanemiseksi 2015-2019. Päivitys 2016. Hallituksen julkaisusarja 2/2016.

New Zealand

Score 9

In contrast to the previous National government, the new Labour/NZ First government is based on more genuine power-sharing, with Labour holding 16 of 20 cabinet seats, including the positions of prime minister and finance minister, and NZ

First holding four, including deputy prime minister. To ensure it has a legislative majority, the new government secured a confidence and supply agreement with the eight-member Greens. In return, the Greens received three ministerial posts outside of cabinet.

One area of particular interest is the performance of the reformed electoral system. The Electoral Commission regularly commissions surveys to ascertain satisfaction with the way elections are organized, what the barriers to voting are and how to address these barriers. In the context of the general election in 2011, a referendum was held on whether to retain or replace the proportional electoral system. A majority of 56% opted to keep the mixed-member proportional (MMP) system. Nonetheless, the reform of the MMP system remains on the political agenda.

Citation:

Colmar Brunton, Voter and non-voter survey report, Auckland and Wellington: Colmar Brunton New Zealand 2012. Elections New Zealand: Results of the Referendum: <http://www.elections.org.nz/events/past-events-0/2011-referendum-voting-system/results-referendum> (accessed October 9, 2014). Ministerial List: <http://www.dPMC.govt.nz/cabinet/ministers/ministerial-list> (accessed October 24, 2015).

Sweden

Score 9

Institutional arrangements of governing obviously cover a wide array of arrangements. As indicated earlier, it is astounding in many ways to think that Sweden has transformed politically from a pre-democratic system to a democratic state, embedded in an international union such as the EU, with only a minimum amount of institutional and constitutional reform. Such a transformation testifies to the capacity of institutions to accommodate change. Given their institutional capacity to adapt to external change, institutional arrangements as such are rarely assessed.

The cabinet and government departments were reformed (i.e., merged and/or abolished) during the 1980s and 1990s, but today most observers seem to agree that this type of reform rarely solves any problems. Instead, the main institutional monitoring and reform takes place at the agency level where the number of agencies has decreased by about 25% over the past five to six years. While some agencies have been abolished, the bulk of reduction has come from mergers. There are about 340 agencies in the Swedish administrative system. This reduction in the number of agencies says very little about the extent of regulation; in some ways it is a numbers game aiming to communicate the image to the voters that the government is cutting back in central bureaucracy. That having been said, there is more or less continuous assessment of the agency system and the performance of agencies in service delivery and policy implementation.

Agencies are monitored fairly closely, so much so that a couple of recent royal commissions have recommended that agencies should not have to provide data on their performance with the same frequency as they do today and that the system

should allow for more variation among agencies in this respect. The red-green government that came into power in 2014 has launched a process of reducing the number of performance indicators that agencies are requested to provide data on. These efforts are part of a larger project to replace New Public Management models of public sector management with a more trust-based model of management. Several reforms of this kind were developed in 2016 and 2017 and scheduled to be implemented in 2018 and 2019. Given the prospect of a change in government after the 2018 elections, this reform is now pending.

Citation:

SOU 2007:75 Att styra staten – regeringens styrning av sin förvaltning.

SOU 2008:118 Styra och ställa – förslag till en effektivare statsförvaltning

Canada

Score 8

Government structures are constantly changing in Canada, but there are few procedural structures in place to (self-) monitor whether current arrangements are appropriate or whether change has resulted in improvement. Instead, changes are initiated at the will of the government in power, with little ex post evaluation. In the case of the recent merger of the Department of Foreign Affairs and International Trade with the Canadian International Development Agency, for example, the government offered no details about nature of the amalgamation, nor about the cost savings it was intended to realize.

The current government, which won the election in part based on the promise of transparency and fairness, has set up a number of independent committees that will monitor certain government processes. One example is the creation of an independent advisory board that will aid in the selection of senators in an effort to reduce partisanship in lawmaking. It remains too early to gauge the long-term impact of these committees.

Citation:

David Zussmann (2013), Mergers and successful transitions, Canadian Government Executive, Volume 19 Issue 5

Denmark

Score 8

Monitoring and management within the public sector is crucial given the size of the sector. Tighter budget rules have increased focus on efficiency and productivity in the public sector, and the current government has formulated an ambitious plan to improve efficiency in the public sector at the same time as tightly monitoring budgets. The current public management and governance strategy includes contracts, result-oriented salaries, measurements, evaluations and efficiency reports.

The agency for modernization at the Ministry of Finance is responsible for innovation and efficiency in the public sector. The current government includes a minister for public sector innovation. There has been significant effort undertaken to

digitalize public administration, including those services directly interacting with citizens. Annual tax reporting is digitalized and most communication utilizes the e-boks system. Since 1 November 2014, all citizens above 15 years must be connected to Digital Post (there is the possibility to receive physical post, for example, for the cognitively and physically handicapped). Denmark ranked ninth in the United Nation's 2016 list of e-government development index, but has moved up to first place in the 2018 survey, ahead of Australia and South Korea.

Citation:

Niels Ejersbo og Carsten Greve, *Moderniseringen af den offentlige sektor*. Copenhagen: Børsens Forlag, 2005.

"90-årig mand taber sag: Glemte at tjekke sin e-Boks - og så faldt hammeren," <http://www.bt.dk/danmark/90-aarig-mand-taber-sag-glemte-at-tjekke-sin-e-boks-og-saa-faldt-hammeren> (Accessed 17 October 2016).

UN E-government development index, <https://publicadministration.un.org/egovkb/en-us/Reports/UN-E-Government-Survey-2016>, Accessed December 1st 2016. (Re-accessed 17 October 2017).

United Nations E-Government Survey 2018, <https://publicadministration.un.org/en/Research/UN-e-Government-Surveys> (Accessed 7 October 2018).

Hungary

Score 8

In Hungary, there is no regular formal monitoring of the institutional arrangements of governing in place. However, there is strong and rather comprehensive oversight of the working of the state apparatus from the top down, measured against the political will of the leadership, and the government has been quick to change any institutional arrangements it has deemed to be politically dangerous. The Orbán governments underperform with regard to coherent policy planning but react quickly to failures in individual political cases or in major policymaking mistakes. Public policy has often been very volatile, changing according to the government's current needs.

Latvia

Score 8

The government office has an annual monitoring procedure under which cabinet decision-making processes are reviewed. This results in frequent improvements to the process. In 2013, major revisions to the regulatory impact assessment system were made, along with the introduction of a green-paper system that will move public consultations on new policy initiatives to an earlier phase of the policy-planning process.

The management of relations with parliament, governing parties and ministries is not regularly reviewed. This is considered by civil servants to be the purview of politicians and therefore not an appropriate topic for initiatives emanating from the civil-service level.

Lithuania

Score 8 Lithuania's policymakers monitor institutional governing arrangements (both institutions and rules of procedure) regularly and effectively. During the global financial crisis, the Kubilius government initiated broad organizational reforms across the country's public-sector institutions. All Lithuanian ministries were restructured, while several government and many ministerial agencies were abolished or reorganized in the 2009 to 2011 period. The Butkevičius government continued to monitor the public administration on the basis of annual public-sector reports and specific functional reviews. For instance, the Sunset Commission reviewed the structure and performance of public nonprofit institutions in Lithuania, but its activities were stopped in 2016. The rules of procedure and business processes are frequently reviewed using quality-management instruments, the application of which is becoming increasingly widespread in the country's public administration. However, the results of these monitoring processes are not sufficiently used in making decisions, and some changes to institutional arrangements remain motivated by governments' short-term political needs. With ascension into the OECD, better possibilities to benchmark Lithuania's public sector performance against other OECD members might maintain political attention on monitoring governance arrangements.

Norway

Score 8 Self-monitoring takes place both informally and formally. On a formal level, there is a parliamentary committee devoted to monitoring whether government and parliamentary activity adheres to the constitutional framework. In addition, the Office of the Auditor General, which reports to parliament, has gradually made itself more assertive while expanding its policy focus. Informally, there is substantial monitoring of the way institutional arrangements affect government functions. For example, ministerial portfolios are shuffled when change is deemed necessary, notably each time there is a change of government.

Switzerland

Score 8 Self-monitoring takes place as a part of the political process, which includes numerous private and public actors. It is not institutionalized outside the context of the evaluation of policies (as by implication, policy evaluation leads indirectly to the monitoring of the institutional framework for these policies). According to Sager et al., evaluation activity in Switzerland is high and evaluations form an important part of political life in Switzerland.

United Kingdom

Score 8

Flexibility and informal meetings are a key feature of the government system, enabling it to respond in a way uniquely tailored to the situation at hand that has always been valued highly and is an essential constituent of prime ministerial government in the United Kingdom.

Nevertheless, the Cabinet Office in particular has a remit to monitor the government's functioning and does so through a range of mechanisms, which have been reinforced by recent civil service reforms, particularly civil service management procedures. A key change introduced by the new government is the introduction of the more wide-ranging "single departmental plans," which replace the use of business plans. These single departmental plans set clear priorities for departments, encompassing manifesto commitments, critical business-as-usual activity, and efficiency and productivity initiatives. In addition, self-monitoring occurs through implementation task forces (a 2015 innovation which complements cabinet committees), regular assessments of progress by the Civil Service Board chaired by the cabinet secretary and a new so-called shadow civil service board. The shadow civil service board is composed of junior civil servants and charged with assessing specific projects and advising senior management. In response to critiques from Select Committees and the Institute for Government, the government revised its guidance on the Machinery of Government, placing greater emphasis on the importance of senior leadership and accountability.

This self-monitoring has been bolstered by a renewed commitment to open government and the public release of data. Executive monitoring is complemented by media scrutiny, parliamentary committees, various policy-specific statutory bodies and independent organizations, such as the Institute of Government. The Institute of Government stated that its task of monitoring central government was facilitated by the availability of data, "the fact we can produce this report supports that." The dissemination of good audit practices has been encouraged by the publication of internal audit standards and there are periodic reviews of areas of governance concern, recent examples being an audit of race disparities and a review of national security capabilities.

<https://www.gov.uk/government/organisations/civil-service/about/our-governance#civil-service-board>

<https://civilservice.blog.gov.uk/2015/07/29/clarifying-our-priorities-single-departmental-plans/>

<https://www.gov.uk/government/speeches/cabinet-committees-and-implementation-taskforces-membership-list>

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/641252/PSAIS_1_April_2017.pdf

Ireland

Score 7 The present government has a mandate for institutional reform and has made some progress in implementing its program in this area as set out in its four Annual Reviews of the Programme for Government. Specific examples have been discussed in relation to other SGI criteria.

Israel

Score 7 The Israeli government has installed various executive-branch institutions, both internally and externally, tasked with monitoring its activities and performance in areas such as procedures, financial transfers and human resources. For example, the Accountant General regularly audits financial decisions in ministries. The Civil Service Commission ensures that internal due processes are followed, and oversees human resources. However, in recent Knesset discussion regarding reforms to the Commission's work, critics have asserted that the Commission's work is inefficient. The PMO monitors implementation of the State Comptroller's recommendations as well as the internal accounting units in each ministry. Supplementary mechanisms for self-regulation include protocols and guidelines governing daily practice.

Most important in this area was the Governability Committee that was established in 2011 and submitted its policy recommendations in 2013. This committee focused on reassessing the government's organizational deficits and challenges. The government has since that time ratified the conclusions and implemented most of them. Still, it appears that some institutional arrangements are in dire need of better definition and delineation (see section 8.2).

"About: the Accountant General," Ministry of finance website (Hebrew): <http://mof.gov.il/AG/About/Pages/About.aspx>

"About the Inspection General for State Comptroller Affairs," PMO website (Hebrew): <http://www.pmo.gov.il/BikoretHamedina/Pages/Default.aspx>

Government Decision 482: adoption of the recommendations of the governability committee, 30.6.213, <http://www.pmo.gov.il/Secretary/GovDecisions/2013/Pages/des482.aspx>

"Information security management and survivability of internet and computer infrastructure for government offices," state comptroller yearly publication 63b 2013: http://www.mevaker.gov.il/he/Reports/Report_95/8e003e9a-3404-4626-a2ab-eddb638549ed/8254.pdf (Hebrew)

"Notice number 3," Civil service commission website (Hebrew) "About: Civil Service Commission," Civil service commission website (Hebrew): <http://www.csc.gov.il/About/Pages/Roles.aspx>

Protocol – The Special Committee – Reforms in the Civil Service Commission: <https://oknesset.org/committee/meeting/11826/>

"Rules, procedures and guidelines for CEOs in the civil service," Civil service commission 2013: <http://www.csc.gov.il/DataBases/Rules/Documents/BrochureCEOs.pdf> (Hebrew)

"The internal audit law 1992," Official legislation (Hebrew)

Japan

- Score 7** Reform of the executive has been a major topic in Japan for over a decade. Under Prime Minister Abe, the LDP-led government has sought to readjust institutional arrangements by establishing and/or reinvigorating a number of councils and committees. To some extent, the Abe government has sought to bring back the strong leadership framework that characterized the government under Prime Minister Koizumi (2001-2006), for instance through a strong Cabinet Office.

Chile

- Score 6** Ministries are required to establish sectoral goals, which are then evaluated annually. Reports are presented on a quarterly basis but do not focus directly on the adequacy of institutional arrangements. For example, the accomplishment of ministerial goals is evaluated, but not the adequacy of the ministry in general. The Ministry of Finance assesses the adequacy of institutional arrangements in the case of new law proposals, but there is no specific institution assigned to monitor preexisting institutional arrangements. Furthermore, to a certain degree, changes in institutional arrangements tend to be influenced by personnel criteria and are not driven by an effort to introduce strategic structural change. Ministry portfolios are subject to sporadic monitoring while procedures and work formats are subject to regular monitoring.

Estonia

- Score 6** Based on the amount of amended or adopted regulations that deal with institutional arrangements, the government's monitoring activities certainly exist and inform policymaking. Since March 2014, the Act on National Government has furnished the ministerial nomination processes with a new flexibility; it no longer lists ministers, but only sets a maximum number for the government as a whole. This enables nominations to better reflect current needs. However, it is difficult to estimate how systematic and consolidated the government's self-monitoring activities truly are.

Greece

- Score 6** During the period under review, the monitoring of institutional governance arrangements were improved. The monitoring of such arrangements was executed from the top, namely either the PMO or the office of the minister responsible for a new institutional arrangement. The PMO is staffed with government ministers without a portfolio (at least three such ministers) and pro-government technocrats responsible for monitoring. Though other mechanisms for monitoring government

were available, such as competent parliamentary committees and interministerial committees, these were mostly marginalized by the incumbent government, as by previous governments.

Mexico

Score 6 Historically, Mexico has often found ways of dealing with the so-called agency problem in policy implementation, which explains why institutional arrangements need constant monitoring. Traditionally this agency problem was dealt with by a high degree of corporatist authoritarianism, which came at a high cost for controlling agents. In today's Mexico, democracy – even if sometimes insufficiently implemented – requires new models of overcoming this agency problem in an increasingly diversified and complex state structure. Particularly policymakers at the central level and in the more advanced states are becoming aware that effectively governing complexity requires different principles, including monitoring institutional governance arrangements. In July 2018, Mexico launched an online platform to track progress toward achieving the 2030 Agenda for Sustainable Development.

Yet, especially at the subnational level, pockets of authoritarianism, weak state capacity and widespread corruption result in uneven capacity for monitoring institutional arrangements and regulatory reforms. At the top of the political pyramid, the quality of self-monitoring still depends much on the personal engagement of the president. Mexican policymakers have tended to engage quite frequently in administrative reorganization, possibly to excess. President Peña Nieto has been an ambitious, and perhaps excessive, but largely unsuccessful reformer.

Citation:

SDG 2018. Mexico's SDG Portal Brings Functionality to Reporting. <http://sdg.iisd.org/news/mexicos-sdg-portal-brings-functionality-to-reporting/>

South Korea

Score 6 The president's office monitors institutional governance arrangements. The president frequently reorganizes ministries and government agencies when inefficiencies are detected. The recent corruption and abuse-of-power scandals, which in part involved influence-peddling through informal Blue House networks, undermined trust in formal institutions and policymaking procedures, and revealed a surprising lack of checks and balances. In particular, persons without formal government positions seem to have wielded undue access and influence over policymaking without any check-and-balance mechanisms in place. The Moon administration has announced that it will improve self-monitoring and transparency. However, weak voluntary compliance and organizational self-seeking among government-agency actors remain common throughout the governance system. In particular, the judiciary power's recent organizational self-seeking attitude indicates a lack of self-monitoring, and stems from President Moon's weak leadership style.

Australia

Score 5 There is little in the way of formal processes to indicate that institutional arrangements are monitored regularly, but such monitoring does occur occasionally. Institutional arrangements do periodically change, often manifesting as rearrangements and renaming of departments. Ad hoc reviews are also conducted, such as the 2004 Review of the Corporate Governance of Statutory Authorities and Office Holders. In some key areas such as migration, Australian authorities carefully monitor the impact of policies, and rapidly change policy direction if appropriate.

Austria

Score 5 There is no regular monitoring within the executive branch of the government. Due to the fragmented structure of the government and comparatively weak position of the chancellor, the ability to engage in oversight from within the central government is very weak. However, a monitoring effort is currently ongoing with respect to reform of the Austrian administration (Verwaltungsreform), based on proposals made by the Austrian audit court.

Core government actors are first and foremost legitimized by the political parties. Though officially appointed by the president, the cabinet consists of individuals chosen by the political parties on the basis of post-electoral coalition agreements. Civil service personnel are in many cases also indirectly linked to one of the political parties. In recent years, short-term appointments within the civil service has bolstered this latter trend, undermining the principle of a professionalized civil service. Individual cabinet members (federal ministers, including the chancellor and vice-chancellor) have increased the size of their personal staffs. This has created a mixed system, partially echoing the model of the British civil service, in which civil servants work under ministers irrespective of their own political links, and partially following the U.S. model of a politicized civil service with party-political links between cabinet members and their staff.

This blend of two contradictory principles undermines the reform capacity of the Austrian system. The government and its individual cabinet members can neither depend on the full loyalty of a partisan civil service, nor be sure of a complete civil service impartiality.

From the beginning of 2018, the government has tried to strengthen political control over the civil service – especially by establishing the system of “secretary generals” in all ministries. This system has had a centralizing effect by guaranteeing the loyalty of the civil service to the specific minister who appoints the secretary general. This tendency indirectly contradicts the non-partisan status of the Austrian civil service.

Citation:

From the beginning of 2018 on, the government has tried to strengthen the political control over the civil service – especially by establishing the system of “secretary generals” in ministries. This has to have a centralizing effect by guaranteeing the loyalty of the civil service to the specific minister who appoints the secretary-general. This tendency contradicts at least indirectly the non-partisan status of the Austrian civil service.

France

Score 5

There are plenty of reports prepared at the request of governmental authorities in view of reforming rules, procedures and structures. The Court of Accounts plays a very active and stimulating role in this regard. However, only a few of these recommendations are implemented. Resistance by interested ministries or agencies is usually fierce and often supported by opposition parties or even by part of the majority coalition. The issue is complicated by the fact that ministerial structures can be set up and changed by the government in charge. The most ambitious recent attempt has been the general assessment of public policies launched in 2007, which ordered an assessment of all policies and institutions to rationalize their makeup and to find savings. This process was canceled by President Hollande and replaced by a new procedure named the Modernization of Public Action (Modernisation de l’Action Publique), which has produced very modest results over the past five years. In 2017, Macron launched a similar initiative (CAP22), which seems to have stagnated, too.

Among the government bodies least adaptable to structural change is local government, a system that is multilayered, complex, and no longer in line with the challenges of the modern economy and society. Most serious attempts at reform have failed. However, some elements of the 2015 reform on territorial reorganization may trigger more change (new powers to metropolitan areas, organized cooperation/fusion of the numerous and often too small municipalities). The initial measures taken by President Macron seem to indicate that he has chosen the indirect but powerful instrument of state subsidies to force local governments to make changes. However, the government’s ambitious changes concerning the metropolitan areas and Paris are still in being developed as they face (as usual) fierce resistance from the powerful local government lobby. From de Gaulle to Macron, all governments have had to limit themselves to partial and ad hoc reforms, making the overall system complex and costly.

Germany

Score 5

There is neither a particular institution nor a commission that independently and impartially operates as an oversight body with respect to governmental activities. In addition, institutional self-monitoring capacities are still low. However, the creation of the Better Regulation Unit in the Chancellery and the extension of the competences of the National Regulatory Control Council (Normenkontrollrat, NKR) – an independent advisory body – have strengthened the capacities for self-monitoring.

Iceland

Score 5 Iceland has no formal political or administrative system of self-monitoring organizational reform. Monitoring of institutional arrangements is irregular. Institutional arrangements are occasionally reviewed. For example, the 2009 – 2013 cabinet reshuffled several ministerial portfolios to strengthen policy coordination and administrative capacity. The 2013 – 2016 cabinet immediately reversed some of these mergers, increasing the number of cabinet ministers from eight to 10 and the 2017 cabinet further increased the number to 11.

Italy

Score 5 Traditionally, the attention paid to the internal organization of the government machine has been selective and sporadic. No systematic monitoring was accomplished on a regular basis. The spending review initiated under the Monti government, and continued by the Letta, Renzi and Gentiloni governments reformed this field somewhat. Reforms have focused mainly on financial aspects, but have also involved the monitoring of institutional arrangements of government (with particular attention given to the structures of local government). However, many proposals for a deeper restructuring of government offered by these review exercises have not been implemented. The Prime Minister's Office has been partially restructured to increase the effectiveness of implementing and monitoring the government program. However, a full restructuring is yet to be undertaken. The reform of state bureaucracy – promoted by the minister for public administration – introduced stronger instruments for systematic monitoring of public administration (Decree DLgs. 25 May 2017). Though it is too soon to determine how effectively the new instruments have been used.

The new Conte government has yet to take any significant steps in this field.

Citation:

http://www.funzionepubblica.gov.it/sites/funzionepubblica.gov.it/files/Valutazione_DLgs_25_maggio_2017_n74.pdf

Luxembourg

Score 5 In the absence of systematic monitoring of institutional arrangements, the government relies mainly on international expertise. EU and OECD data significantly effects the political agenda, and the implementation of social and economic policies. For example, the 2007 OECD country report on research and innovation, led to the creation of a higher research and innovation committee and subsequently to the updated ERAWATCH assessment of research systems and policies in 2013.

An example for these practices is the 2006 Council of Europe report “Profile of the Luxembourgish educational linguistic policy,” a two-year investigation involving national stakeholders. The report led to the reform of language teaching in 2009. The OECD audit of the country’s public employment service (L’Agence pour le développement de l’emploi, ADEM), against the background of a rising unemployment rate, resulted in a draft bill adopted in 2012. Self-monitoring seems to be beyond the capacity of government authorities. It has also become clear that sustainable changes would require the creation of in-house analysis and forward-looking planning capacities. No ministry or administration is currently able to fulfill these requirements.

Citation:

“OECD Reviews of Innovation Policy – Luxembourg 2016.” OECD Publishing, 2016. www.dx.doi.org/10.1787/9789264232297-en. Accessed 24 Oct. 2018.

Malta

Score 5

Structures for monitoring institutional governance exist, but are often weakened by the existence of large ministerial secretariats staffed with political appointees, which at the end of 2018 totaled around 700 – mainly allies of the serving minister. This organizational structure emphasizes observance of ministerial policy directives over effective monitoring. However, since 2013, there have been improvements in the monitoring of institutional arrangements, with some reforms implemented. The PMO has intensified its monitoring processes, but the most effective monitoring comes from the NAO and the Ombudsman. In 2019, the government announced the creation of a new entity to monitor public-private partnerships.

Citation:

Over 450 employed in government positions of trust The Malta Independent 20/12/15

Positions of Trust: A Constitutional quagmire Malta Today 22/06/16

Unconstitutional Jobs Times of Malta 07/10/16

The number of people in positions of trust is not excessive Times of Malta 16/03/18

Public Service Commission Times of Malta 24/01/17

Government to set up entity overseeing and monitoring public private partnerships Maltachamber.org.mt 28/01/19

Netherlands

Score 5

There have only been two visible changes in the institutional practices of the Dutch government at the national level. One is that the monarch, formally the head of government, was stripped of participation in cabinet formation processes; the second chamber or senate now formally directs that process. The second is an informal adaptation to less parliamentary support for the Rutte I and II governments. Informal coordination processes between government ministers, and all members of the senate and second chamber have become crucial for governing at the national level.

Following provincial elections in 2019, this is predicted to also apply to the present Rutte III cabinet.

Two organizational-reform crises have emerged in recent times that threaten citizens' well-being in the long run. The first is the underfunded, understaffed and ill-considered transfer of policy responsibility to municipal and local governments within important domains such as youth care, health care and senior-citizen care. Many local governments lack the expertise, budgetary powers and monitoring/evaluation capacity to implement these changes without grave difficulties. In many cases, they have joined local-government alliances or have outsourced such tasks to commercial firms without adequate democratic oversight. However, on the local level, experiments in local budgeting, and deliberative and participatory policymaking (Code Oranje, Civocracy) have gained some traction.

Second, there is a looming reform crisis in the justice and policing system, which undermines the government's task of protecting citizens' security. The reform of the policing system from regional or local bodies into a single big national organization is stagnating; police officers have mounted strikes based on wage and working-condition issues; and the top echelon of the police leadership is in disarray. The digitalization of the justice system and the reduction in the number of courts, in addition to imposed cutbacks, has wreaked havoc within the judicial branch of government. There is a crisis in the relations between the political and the bureaucratic elements, given that the Department of Justice and Security is supposed to provide political guidance to both of these reform movements.

Although institutional arrangements are monitored regularly (Scientific Council of the Government on Citizen Self-Reliance, Council for Public Administration on Local Democracy and annual reports by the national Council of State), recommendations and plans are not followed up due to a lack of political will. It is feared that the national commission examining the necessity of reforming the Dutch parliamentary system will suffer the same fate.

Citation:

Code Oranje|Democratic Challenge, democratic.challenge.nl

Civocracy, civocracy.org

Tweede Kamer, Staatscommissie parlementair stelsel publiceert tussenstand, Tweede Kamer der Staten Generaal, accessed 1 November 2018)

Raad van State, Jaarverslag 2017, esp. Chapter One (jaarverslag.raadvanstate.nl, accessed 1 November 2018)

Portugal

Score 5

During the period under review, no substantial measures have been introduced concerning the monitoring of institutional arrangements and there is little evidence of de facto monitoring of institutional governance arrangements. What little monitoring occurs appears to be reactive to political crises or challenges. The rules of procedure for the Council of Ministers make no reference to self-monitoring mechanisms.

Citation:

Regimento do Conselho de Ministros do XXI Governo Constitucional – Resolução do Conselho de Ministros n.º 95-A/2015, Diário da República n.º 246/2015, 1º Suplemento, Série I de 2015-12-17, available online at: <https://data.dre.pt/eli/resolconsmin/95-a/2015/p/cons/20171113/pt/html>

Spain

Score 5

The prime minister has the power (both constitutionally and politically) to reformulate the institutional organization of the government. Without any legal constraint, he personally decides on the structure of portfolios and other governing arrangements every time he appoints new ministers. Following his arrival in office in June 2018, Prime Minister Sanchez introduced several changes with regard to ministries' names and jurisdictions, without a prior impact assessment. As yet, no central actor performs a self-monitoring function. However, laws 19/2013 on transparency, access to public information and good governance, and 39/2015 on general administrative procedure state that the Government Office must engage in planning, evaluation, and comprehensive monitoring of general legislation and, where appropriate, must promote revision and simplification.

Citation:

Ley 39/2015

Turkey

Score 5

With the April 2017 referendum and the subsequent incremental introduction of the presidential system of government, Turkey has undergone an organizational change involving the creation of new institutions, the merging or splitting of ministerial bodies, legal changes and rapid personnel shifts. These developments make monitoring exceedingly difficult.

The organization of the new presidential system was regulated by presidential Decree No. 703 in July 2018. In addition to a vice-president, the head of administrative affairs was established under the General Directorate of Law and Legislation. Its main task as the head of administrative affairs is to coordinate between public institutions and organizations, and examine the congruity of laws adopted by the parliament and draft legislation prepared by government institutions with the constitution, current legislation, presidential decrees and government program. The policy councils of the president are expected to monitor and report the implementation of governmental policies to the president.

Several units contribute to the monitoring process directly or indirectly. These units include the State Supervisory Council, the Directorate General of Law and Legislation of the Presidency of the Republic, the Directorate General of Laws and

Decrees of the TBMM, the General Directorate of Laws of the Ministry of Justice, and the Council of State. Each administrative institution has its own internal control unit for monitoring compliance with financial rules. However, these units are not fully effective.

Citation:

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United States

Score 5

On the one hand, presidential advisory and administrative arrangements in and around the White House are reconfigured in important respects by each president. As a result of this fluidity, presidents, their staffs and commentators discuss the effectiveness of the given arrangements of the president’s senior aides almost constantly. By contrast, most other organizational structures – including the basic separation-of-powers system; the structure of Congress; and the structure of departments and major agencies of the executive branch – are rigid. None of these is subject to change by executive decision or ordinary legislative majority, and they are evaluated only in extreme circumstances.

The executive structures of the Trump presidency have been exceptionally casual and unstable, with a president who appeared to have no appreciation for the benefits of systematic deliberation and division of labor. As one indicator, Trump assigned his inexperienced 36-year-old son-in-law Jared Kushner to take leadership responsibility on an extraordinarily diverse array of areas, including the Middle East peace process, negotiations with other countries, criminal justice reform, innovation and the opioid crisis. In effect, the administration has de-institutionalized the top levels of the executive branch.

Belgium

Score 4

In 1992, Belgium became a federal state with one central government, three regional governments (Flanders, Brussels, Wallonia), three communities (Dutch-, French- and German-speaking, each with a parliament and a government), 10 provinces, and 589 municipalities (following a merger in 1975). The federal and regional/community governments have many overlapping competences.

As a consequence, Belgian institutions are far from efficient. The responsibility split between municipalities and regions has not been reoptimized appropriately, particularly in Brussels. Many decisions require interministerial coordination, which makes Belgium almost as complex as Europe. Very frequently, no rational solution emerges, because any such solution either means more devolution to federal entities, which is perceived by “federalists” as a step toward pure separatism, or re-centralization of some competences within the central state, which is perceived by “regionalists” as a step backward toward yesterday’s centralized structures.

However, recently, members of several main political parties have argued for a more dispassionate and objective discussion regarding the allocation of competences to central or regional governments, putting efficiency gains above prejudice. Most of these public statements have argued in favor of re-centralizing some competences. While this is not a new position for French-speaking politicians, the novelty is that there are now major Flemish politicians (including the deputy prime minister, Alexander de Croo) who have publicly stated that efficiency should be a key criteria for such politically loaded decisions. Alexander de Croo declared that if four years ago no one dared talk about re-centralization, today the tables have turned. Nonetheless such changes will take time.

Citation:

<https://www.levif.be/actualite/belgique/le-nouveau-mouvement-jump-for-brussels-ou-le-mirage-de-la-politique-hors-des-partis/article-opinion-1053207.html>

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Bulgaria

Score 4

There are no formal ex ante mechanisms for monitoring whether institutional arrangements of governing are appropriate. It is only ex post, when a problem becomes serious enough or a crisis emerges, that reflection regarding the structure of governance and institutional arrangements begins, and such cases are usually spurred by public pressure or pressure from some other government body. Deliberations on proposed legislation serve less often to prompt such debates. A striking recent example was the vigorous debate about the weakness of road construction supervision, which followed a fatal accident in the summer of 2018 and the subsequent finding that poor construction had been a contributing factor to the accident.

Croatia

- Score 4 There is no regular self-monitoring of the institutional arrangements of Croatian governments. Public organizations are supposed to prepare annual reports, but often fail to do so, and do not use these reports to examine deficiencies.

Cyprus

- Score 4 The main institutional arrangements of 1960 remain largely unchanged. Reform efforts, including institutional monitoring under the project for better regulation, have shown little progress. Some procedures have improved. The rejection by the parliament of a government bill to establish a sub-ministry for development led to the reassignment of tasks back to three line ministries. Self-monitoring in line ministries is absent, while a central coordination and monitoring body is missing.

To meet EU obligations and proceed with reforms agreed to with its creditors, the government commissioned studies that identified existing needs. However, the extent of monitoring and widening better regulation to all levels of the administration remains limited.

Citation:

1. Lenders call on Cyprus to maintain fiscal discipline and speed up reforms, Cyprus Mail, 28 September 2018, <https://cyprus-mail.com/2018/09/28/lenders-call-on-cyprus-to-maintain-fiscal-discipline-and-speed-up-reforms/>

Czechia

- Score 4 There is no systematic monitoring of the institutional arrangements of governing. Governments must issue annual reports and a final report at the end of their term in office, as Prime Minister Sobotka did in November 2017. However, these reports tend to focus on policies rather than institutions and are normally self-congratulatory. Also, there are sporadic audits within particular ministries. The Supervisor monitoring program introduced after ANO entered government in 2014 and applied to all ANO-controlled ministries has focused on spending rather than on the institutional arrangements of governing.

Poland

- Score 4 The PiS government has adopted a number of institutional reforms, but has not monitored the institutional arrangements of government in a systematic and regular way. The goal is not to improve or professionalize institutions but to increase political power and employ personnel that follow the party line.

Romania

- Score 4 There is no systematic and regular monitoring of institutional arrangements. Occasionally, the OECD and World Bank have been involved in governance reviews, but the effects of the latter have been negligible.

Slovenia

- Score 4 There is no regular self-monitoring of institutional arrangements In Slovenia. The monitoring that takes place is ad hoc and limited. The annual reports of state organizations are formal and self-congratulatory. Under the Cerar government the number of audits performed by private sector organizations remained low.

Slovakia

- Score 3 There is no regular and systematic self-monitoring of institutional arrangements in Slovakia. Governments and governmental bodies (such as the parliament, Government Office) must issue annual reports and a final report at the end of their term in office, however, these documents focus more on policies and formal financial accounting rather than institutional design. In addition, there are sporadic audits within particular ministries. The institutions and processes of governing are analyzed only infrequently and selectively. Shortcomings in audit procedures persist.

Indicator

Institutional Reform

Question

To what extent does the government improve its strategic capacity by changing the institutional arrangements of governing?

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 improves its strategic capacity considerably by changing its institutional arrangements.
- 8-6 = The government improves its strategic capacity by changing its institutional arrangements.
- 5-3 = The government does not improve its strategic capacity by changing its institutional arrangements.
- 2-1 = The government loses strategic capacity by changing its institutional arrangements.

Lithuania

Score 9

Lithuania's government has in some cases improved its strategic capacity considerably by changing its institutional arrangements. The Kubilius government made significant changes to existing government structures and procedures in order to enhance its policy capacity. According to the governmental Sunset Commission, the number of central-level institutions decreased from 1,190 in 2008 to 855 in 2011. The Butkevičius government re-established the Strategic Committee and maintained several the institutional bodies established under the previous government (such as the State Progress Council and the Sunset Commission, which was renamed the Public Management Improvement Commission). More recently, the Skvernelis government developed a new concept paper on the institutional set-up of public administration, which proposed reducing the number of institutions by 15%. These organizational changes had initially been sluggish, but are likely to advance since the parliament's approval of amendments to the Law on Civil Service and the Law on Public Administration in the middle of 2018. Also, Lithuanian authorities decided to rename two government ministries: the Ministry of National Economy will become the Ministry of Economy and Innovation after consolidating responsibility for innovation (digital economy and IT infrastructure), while the Ministry of Education and Science will add "Sport" to its name after gaining control over for this policy field. The Skvernelis government decided to centralize support services for more than 100 central-level institutions by establishing the National Center of Shared Services, which will provide accounting, personnel management, and other support services (e.g., public procurement, property management, and document management) in the future.

Citation:

Saulėlydžio komisija, Valstybės valdymo tobulinimo komisijos (Saulėlydžio Komisijos) 2009–2012 m. veiklos ataskaita: rezultatai ir gairės tolesniems pokyčiams. 27.11.2012.

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Sweden

Score 9

While the structural design of the Swedish system looks almost identical to how it did a century ago, there have been substantive changes in the modus operandi of institutions at all levels of government, particularly concerning the relationship between institutions. Perhaps most importantly, coordination among government departments has increased. Furthermore, the agency system is continuously reviewed, and the structure of the system is reformed (e.g., through mergers of agencies). Finally, department steering of the agency has increased, formally and informally.

It is fair to say that the design and functionality of the system is continuously assessed. Over the past decade, issues related to steering and central control have dominated reform ambitions. Again, governments have not hesitated to alter the configuration of departments or agencies when deemed necessary to reflect the changing agenda of the government.

Denmark

Score 8

The last major reform within the public sector was the structural reform of 2007 and the 2012 Budget Law. The key element for the government's effort to make the public sector more efficient is the 2% across-the-board budget reduction (omprioriteringsbidrag), with the savings reallocated to new initiatives. There is heated discussion about whether this will induce public institutions to increase efficiency and productivity.

The prime minister suggested a reform of health care governance in his speech at the first meeting of the parliament at the beginning of October 2018. The Danish Peoples' Party, which supports the government, favors abolishing the regions, while the leading opposition party, the Social Democrats, is against the idea. The prime minister discussed creating 21 new health communities (sundhedsfællesskaber) to create a bridge between hospitals, municipalities and practicing doctors, without mentioning the regions.

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Germany

Score 8

In general, institutional reforms intended to improve the government's management capacities are extremely rare. As in other countries, strategic capacities and reform efforts are heavily influenced by constitutional and public-governance structures and traditions. The federal system assigns considerable independent authority to the states. In turn, the states have a crucial role in implementing federal legislation. This creates a complex environment with many institutional veto players across different levels. Institutional and organizational inertia spells for low levels of strategic capacity. German Federalism Reforms, which together represent one of the more far-reaching institutional changes of recent years, have started to have an impact on the adaptability of the federal politics. In 2017, a far-reaching reform was adopted. It contained 13 constitutional changes, touching upon areas such as financial equalization among the federal states, highway construction, better control mechanisms for the German federal government and the Federal Audit Office (concerning mixed financing between the federal and state governments), and investment grants for financially weak municipalities.

Iceland

Score 8

Iceland's recent governments have sought to improve the central government's strategic capacity by reviewing ministerial structures. The 2007 – 2009 cabinet of Haarde initiated this process, while the 2009 – 2013 cabinet of Sigurðardóttir continued this process by reducing the number of ministries from 12 to eight and reshuffling ministerial responsibilities. Some of the ministries were administratively weak because of their small size. The capacity of these small ministries to cope with complex policy issues, such as international negotiations, was inefficient and ineffective. Further, the informality of small ministries was a disadvantage. The three cabinets since 2013, however, have more or less reversed these reforms by again increasing the number of ministers by three.

Latvia

- Score 8 The regular review of decision-making procedures results in frequent reforms aimed at improving the system. Changes in institutional arrangements, such as the establishment of the PKC in 2010, have significantly improved the government's strategic capacity and ability to undertake long-term strategic planning.

New Zealand

- Score 8 In the past, New Zealand's governments have demonstrated an ability to improve strategic capacity by changing institutional arrangements of governing. Major adaptations to the multiparty system and coalition government occurred in the mid-to-late 1990s. An effective framework is in place with the Cabinet Manual, which has begun to attract more and more interest from other jurisdictions. Cabinet office circulars are used for minor changes. Particularly after the change of government in 2008, a number of such modifications were made. One area of institutional change that has been largely neglected has been the reform of parliament's conventions and opportunities for public engagement. However, the Productivity Commission in its Regulatory Institutions and Practices report of 2014 found a litany of shortcomings with regulatory agencies in New Zealand. The report concluded that the governance arrangements of many regulators were ad hoc rather than based on sound governance principles, that there were problems with how the agencies were monitored, and that appointment processes for governance roles were of variable quality.

Citation:

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Norway

- Score 8 Institutional reform is an ongoing process, with frequent reorganizations aimed at improving strategic capacity taking place. This includes changes in ministerial responsibilities and portfolios.

United Kingdom

- Score 8 As mentioned above, the organizational flexibility of both the core executive and the distribution of tasks to specific ministries is a core characteristic of the UK system of government. Cabinet reorganizations and new institutional arrangements have often

been the prime minister's weapon of choice to improve government performance. However, such reorganization can also be motivated by intra-party politics or public pressure, and it is difficult to evaluate the success of specific measures in enhancing the strategic capacity of the government. Recent civil service reforms have also served to enhance strategic capacity, while various open data initiatives have increased government transparency. More generally, the government is exploiting digital technology opportunities right across the functions of government.

Very substantial changes in governance do occur, with recent examples including the restoration of a lead role in financial supervision to the Bank of England, the alteration of the basis for financial regulation, and a shift in the balance between state, market and external agencies in the delivery of public goods.

The proposed separation of the United Kingdom from the European Union will test the system's ability to reform and adapt.

Australia

Score 7

Australia largely accepts and implements recommendations from formal government reviews. Past investigations have covered all aspects of government including finance, taxation, social welfare, defense, security and the environment. There have been frequent structural changes to the main federal government departments, sometimes in response to changing demands and responsibilities, but sometimes simply for political reasons that serve no strategic purpose and may indeed be strategically detrimental. For example, the main department that is responsible for health care has changed its name at least five times in the past two decades in response to changes in its responsibilities. Of course, the change of name alone is insufficient. For instance, there has also been a long debate on the need to improve the country's infrastructure, but implementation in this area has been lackluster.

Finland

Score 7

While institutional arrangements have not changed much, the Sipilä government has continuously considered plans to promote and implement strategic aims within government and to reduce costs. These plans have included merging ministries and reallocating ministerial responsibilities, but the outcome of these efforts have been less than successful. Plans some years ago to merge the Ministry of Environment and the Ministry of Agriculture and Forestry were heavily opposed and later developments largely justified the criticism. Among other reallocation efforts, a merger of the Ministries of Justice and Employment failed to the extent that it became necessary to cancel the merger. Several factors, including the fairly high degree of independence accorded to Finnish ministries and broad nature of recent cabinets, tend to undermine policy coordination across government bodies,

highlighting the need for reforms that improve coordination. The Sipilä government's strategic goals are discussed regularly in Iltakoulu (evening sessions), an informal meeting between ministry staffers and heads of the parliamentary groups. The sessions serve as a venue for in-depth consultation and consensus-building.

France

Score 7

French governments are usually reactive to the need to adapt and adjust to new challenges and pressures. These adaptations are not always based on a thorough evaluation of the benefits and drawbacks of the foreseen changes, however. A case in point is the reluctance of most governments to take seriously into consideration the recommendations of international organizations, if they do not fit with the views and short-term interests of the governing coalition. Resistance from vested interests also limits the quality and depth of reforms. Too often the changes, even if initially ambitious, become merely cosmetic or messy adjustments (when not dropped altogether). This triggers hostility to change, while in fact very little has been done. The new Macron administration is reminiscent of the Gaullist period at the beginning of the Fifth Republic, with its strong commitment to radical reforms (“heroic” rather than “incremental” style). The initial months of the presidency have already attained considerable achievements, but one has to be aware of French society's deep-rooted reluctance to change. For example, the violent yellow vests protest movement in November/December 2018 put a brake on this “bonapartist” storm. After 18 months of the current government, one can observe that the weak capacity of organized opposition (e.g., the trade unions, social organizations and vested interests) to the Macron administration's reforms has given rise to spontaneous and violent grass-roots protests. Protestors have criticized the president's top-down methods and policies, and the popularity of the president and prime minister has declined. This situation has forced the government to adopt a more cautious approach. However, if improvements are not felt within the next 12 to 18 months, the effective capacity of the government to achieve real change could be seriously challenged. In 2019, the risky reform of the pension system could be the decisive test.

Ireland

Score 7

Radical change was called for in the wake of the dramatic policy and governance failures that contributed to the severity of the crisis. However, the specific reforms implemented have been relatively limited and some of the initial momentum has been lost as the government enters its final year and a general election looms. Nonetheless, improvements in strategic capacity introduced during the period of the Troika agreement have been retained.

Institutional arrangements for supervising and regulating the financial-services sector have been overhauled to address shortcomings that contributed to the crisis. The Department of Finance has been restructured and strengthened, a Fiscal Advisory Council established, and a parliamentary inquiry into the banking crisis completed its public hearings.

During this Dáil, members of the Dáil Éireann elected the Ceann Comhairle (Speaker of the House) directly by secret ballot for the first time. All parliamentary committees have been established and committee chairs appointed using the D'Hondt system. Under the new system, 13 of the 19 core committees are chaired by opposition members.

Japan

Score 7

The failure of the reform initiatives led by the pre-Abe DPJ governments demonstrated the difficulties of trying to transplant elements from a different political system (in this case, Westminster-style cabinet-centered policymaking) into a political environment with a tradition of parallel party-centered policy deliberation. In comparison, the post-2012 Abe-led government has been quite successful in pushing at least portions of its policy agenda through parliament. It is open to debate whether the centralization of power at the cabinet level has been the most important factor or whether the strong majority in both houses of parliament, paired with opposing political parties' weakness, has been at least as important. The passage of the security laws in 2015 – a major success from the government's perspective – may seem to provide evidence of more robust institutional arrangements than in earlier years. However, problems in moving the government's economic-reform agenda decisively forward, particularly in fields such as labor-market reform, suggest that the Abe-led government too has struggled to overcome resistance to change in a number of policy areas.

Luxembourg

Score 7

The previous government's 2009 program outlined a series of administrative reforms. One of the most ambitious, the general opening of the civil service to citizens of the European Union, with the exception of some positions relating to national sovereignty, came into effect on 1 January 2010. The change is expected to gradually improve the quality of government administration. Nevertheless, the number of EU citizens hired remains low at approximately 5%, especially in the higher ranks. This is due to a compulsory language test in the three national languages (Luxembourgish, French and German), which limits the number of applications from non-nationals who are not fluent in all of these languages. Other reforms are directed to e-government, such as the planned implementation of

freedom of information legislation. Substantial efforts have been made toward e-government with guichet.lu, the online service portal for citizenship and business matters.

Citation:

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Malta

Score 7

Accession to the EU has improved the government’s strategic capacity. Furthermore, with support from the University of Malta and Malta College of Arts, Science and Technology, there is now greater emphasis on capacity-building and change-management training for senior public officers. The government is working hard to make the public service more attractive to graduates, and has introduced a fast-track promotion process for those with the requisite qualifications. The government also sponsors large number of employees in obtaining the requisite qualifications through its Institute for Public Service Studies.

Canada

Score 6

There is little public evidence that changes in institutional arrangements have significantly improved the strategic-governance capacity of Canada’s federal government. For example, there has been no comprehensive evaluation of Service Canada, a delivery platform for government services established in the 2000s.

In certain cases, there may actually be too much organizational change given the cost and disruption entailed. For example, in 2004 Human Resources Development Canada was split into two departments. In 2008, the two departments were merged again. In 2013, Human Resources Development Canada again changed its name, this time to the Employment and Social Development Canada, with little if any rationale provided for this change. It is unclear what benefits, if any, arose from this departmental reshuffling.

The Phoenix pay system, which centralized the payroll function of the federal government, was introduced by the Conservatives and continued by the Liberals. It has been an unmitigated disaster with many public servants experiencing long delays in receiving their salaries.

The frequency of departmental reorganizations has diminished in recent years. However, in 2017, the Liberal government announced that Indigenous and Northern Affairs Canada would be split into two departments, the Department of Crown-Indigenous Relations and Northern Affairs, and the Department of Indigenous Services. The two departments will focus on renewing a nation-to-nation relationship

and improving the quality of services available, respectively. Although this is a significant change that was called for in 1996 by the Royal Commission on Aboriginal Peoples, it is too early to tell how effective this change will be.

Citation:

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<https://www.theglobeandmail.com/politics/article-phenix-pay-system-problems-on-track-to-cost-government-22-billion/>

Chile

Score 6

In recent years, some improvements in strategic capacity have been made by modifying institutional arrangements. For example, in 2012 the erstwhile Planning Ministry (Ministerio de Planificación, MIDEPLAN) was transformed into the Ministry of Social Development (Ministerio de Desarrollo Social, MDS), with some minor institutional changes that increased its strategic capacity. Furthermore, the creation and implementation of complementary institutions – such as the environmental tribunals (Tribunales Ambientales) and the Supervisory Board for the Environment (Superintendencia de Medio Ambiente, SMA) in 2013, or the Steering Committee for the Financial Market (Consejo de la Comisión para el Mercado Financiero) in 2018 – have improved capacity in these areas. However, in general terms, attempts to alter institutional arrangements tend to encounter substantial bureaucratic obstacles.

Czechia

Score 6

Under the two Babiš governments, the institutional arrangements of governing have remained largely unchanged. Prime Minister Babiš has cultivated his technocratic image by making several career civil servants ministers, but he has sought to increase the strategic capacity of his government primarily by using his strong position as ANO leader.

Israel

Score 6

Reforms regarding government planning, regulations, innovation, information sharing and performance evaluation are based on principles of decentralization, privatization and regulation. While many structural reforms are pursued with the aim of improving decision-making in the interest of the common good, some elements of the government administration still perform insufficiently, including overly complex

bureaucratic arrangements, and a lack of adequate policy planning design due to politicization. As seen in the case of local municipalities, modern management tools and monitoring agencies are still unable to effectively tackle entrenched political attitudes and centralized organizational cultures, under which designated authorities and cabinets bypass formal structures in order to accelerate planning processes.

In 2017, the State Comptroller published his first report about the operation (the second was published in March, 2018), in which he detailed several deficiencies, including that the cabinet's authorities and jurisdictions were not specified in any piece of law. Thus, it was unclear whether or not the cabinet was a consultative or an executive body, in addition to a lack of any normative obligation of proper information transfer to this body. The State Comptroller found serious deficiencies regarding the extent and the quality of information being transferred, and even found instances when strategically important information was not transferred.

Furthermore, it is very much apparent from the report that there are serious concerns regarding the decision-making authority of the cabinet, namely whether it has authority or not, even as a military operation was concurrent. In 2018, the Basic Law: the Government and the Government Act of 2001 were only slightly amended to formulate and delineate the cabinet's authorities, as they expressly mention that, in the very least and under certain conditions, the cabinet is authorized to declare war. And yet, at the time of writing, it is unclear if the lack of an obligation to transfer information to the cabinet, any other deficiencies related to this and other questions of decision-making authority had been resolved.

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Netherlands

Score 6 No major changes have taken place in strategic arrangements or capacities beyond what has already been mentioned regarding externally driven policy coordination in fiscal and economic matters. Generally, strategic capacity is rather weak. Though there are signs that government officials are aware of a need for strategic change. However, due to the long period of austerity, which is only now coming to an end, strategic capacities have not been strengthened. Experiments in participatory budgeting and local democracy may somewhat harness citizen knowledge and expertise to local government. A policy mood, which is only slowly adapting to European developments, may also result in some institutional reform over the mid-term.

South Korea

Score 6 The Moon administration is expected to carry out some institutional reforms during his term. Most importantly, the new president has pledged to decentralize the political system by transferring previously centralized powers to national ministries and agencies as well as to regional and local governments. Moon also proposed transforming the current five-year, single-term presidency into a four-year, double-term (contingent upon reelection) system, and has envisioned reforming national institutions including the National Intelligence Service (NIS), the judiciary and various public agencies. He has said he would request the support of the National Assembly in developing the reforms. One key proposal during Moon’s campaign was to reform the public-prosecutor system by removing all or part of its investigative powers, and instead establishing an independent body that can investigate and indict high-ranking government officials. To date, however, most far-reaching institutional reforms have been stalled because the president lacks a majority in parliament. In one important step, Moon disbanded the Defense Security Command (DSC), a military intelligence organization that had developed plans to impose martial law during the impeachment process against President Park.

Citation:
Korea Herald. What Moon Jae-in pledged to do as president. May 10, 2017.

<http://www.koreaherald.com/view.php?ud=20170509000521>

Yonhap News. Moon reaffirms commitment to military reform, reinforcement. August 20, 2017. <http://english.yonhapnews.co.kr/national/2017/08/20/0301000000AEN20170820001651315.html>

Martial law probe falters as suspect can't be found, Joong Ang Daily, Nov 8, 2018

Spain

Score 6

During the period under review, which coincided with a no-confidence vote in May 2018 and the formation of a new government, several important changes were introduced with regard to policy portfolios and the associated ministries. This included the creation of several new departments (including the Ministry for Territorial Policy and Civil Service), and changes in the names and responsibilities of others. As of the time of writing, the government was two-thirds female – the highest such proportion in the country's history. This includes a Ministry of Equality chaired by the deputy prime minister. Moreover, in line with government priorities in foreign policy and poverty reduction, the Prime Minister's Office was reinforced in 2018 with several new policy units (the High Commissioner for Combating Child Poverty and the High Commissioner for the Agenda 2030).

However, the internal central-government structure and the procedures of governing have remained almost unchanged for many years. A more substantial and comprehensive improvement could have been achieved through the interministerial administrative-reform process that took place from 2012 to 2015, but the scope of this process was somewhat limited. Despite being praised by the OECD, it paid limited attention to the government's strategic capacity to make and implement political decisions.

Citation:

June 2018, BBC, Spain's king swears in Sanchez cabinet with majority of women

<https://www.bbc.com/news/world-europe-44382051>

Austria

Score 5

The government usually promises more innovation at the beginning of a legislative period than it can deliver in fact. Desired improvements are often prevented by constitutional limitations (such as the collective character of the Austrian cabinet) and by internal rivalries within the coalition governments. The government's overall strategic capacity is for this reason suboptimal.

A very good example can be seen in the field of education, where no headway has been made in two key areas: dismantling the socially exclusive effects of the school system and improving Austrian universities' international standards. The parties may agree in principle on what needs to be done, but veto powers are able to block meaningful reforms during the legislative period.

The ÖVP-FPÖ coalition has renamed the Ministry of Justice the Ministry of Justice

and Reforms. This indicates that institutional innovation is high on the government's agenda. But, as most significant reforms must be passed by parliament by a two-thirds majority, the government depends on the cooperation of at least one opposition party. This has reduced the government's ability to implement its reform agenda, for example, regarding a new definition of power sharing between the federal and the state level. Thus, it seems that the government sometimes tries to improve its strategic capacity without reforming the institutional arrangements, since the reforms lack the necessary two-thirds majority. In the medium run, this may and will lead to more acts and laws suspended by the Austrian Constitutional Court for their alleged unconstitutionality.

Bulgaria

Score 5 Bulgarian government bodies do have the capacity to reform, both in the case of reforms initiated from within and reforms originating externally. It is becoming customary for ministries to publish their medium-term plans as a part of the annual budget procedure. However, even when reforms in different spheres are seriously contemplated, reform proposals are almost never connected with strategic thinking about changes in the institutional arrangements of governance.

Croatia

Score 5 Upon taking office, the first Plenković government slightly changed the cabinet structure. In April 2017, it created a new expert council, the Council for Demographic Revival. Save for these changes, however, the government did little to improve its strategic capacity by means of institutional reform. It did not take up the plans for a reorganization of public administration, presented at the beginning of 2016 by Dubravka Jurlina Alibegović, minister of public administration in the Orešković government. The change in the governing coalition in mid-2017 has led to changes in ministers but has left the cabinet structure untouched. In the period under review, little progress was made in reforming public administration.

Citation:

Koprić, I. (2018): Croatia, in: N. Thijs, G. Hammerschmid (eds.), *Public Administration Characteristics and Performance in EU28*. Luxembourg: European Union, 100-140 (<https://publications.europa.eu/en/publication-detail/-/publication/97f87f51-9608-11e8-8bc1-01aa75ed71a1>).

Cyprus

Score 5 Efforts to improve the efficiency of the administration stalled in 2018 without adoption of any major reform. Published plans aim, among other things, to improve the selection and promotion of personnel, speed up procedures, create control

mechanisms, and clear confusion on roles and competences. Clear indications that capacities are improving remain scarce.

Work on expanding strategic planning capacities is missing monitoring and evaluation mechanisms. Additionally, the required professional training of personnel advances slowly, with no action report available.

Estonia

Score 5 Top politicians and executive officials widely understand the problem of fragmented policymaking as it was highlighted in the OECD Governance Report. Yet, the government's response to the OECD's call to move "toward a single government approach" has been mostly rhetorical. Several think tanks (e.g., employers' associations, Governance Reform Radar and Governance Reform Foundation) and a new party (i.e., Estonia 200) have strongly criticized the government for merely fine-tuning, instead of radically re-evaluating and reforming, the existing institutional arrangements.

Greece

Score 5 The Syriza-ANEL government has tried to enhance its strategic capacity in several ways, although in practice all strategy decisions are taken by a small circle of confidants around the Greek prime minister. Prime Minister Tsipras has relied on three government ministers without portfolio to assist him in carrying out his tasks and reform plans. Meanwhile, the Council of Administrative Reform continued its operation to oversee reforms in various policy sectors. The Hellenic Fiscal Council, an independent agency (as required under the Second Memorandum), continued its operations in the period under review monitoring state finances. Similarly, the Office of the State Budget, a unit of the parliament, also continued its task of monitoring the state's finances and suggesting changes to economic policy. However, the government's strategic capacity fell victim to the approaching elections (taking place at the end of 2018 or beginning 2019 or in mid-2019). As a consequence, short-term electoral calculations of cost and benefit rather than long-term reform strategies became the government's top priority. One example is the government's November 2018 proposal to reform the constitution of Greece to reflect the governing coalition's preferences rather than well thought-out principles on efficient political reform.

Italy

Score 5 Despite several years of public debate, successive governments have been unable to significantly improve the effectiveness and efficiency of central government. The attempt of the Renzi government to introduce a broad constitutional reform was strongly rejected by the referendum of December 2016. The reform had aimed to

reduce the delays caused by and veto powers originating from the perfect bicameralism, and redistribute powers between regional and central governments to make the responsibilities of each level clearer. The rejection of the reform demonstrated the difficulties of introducing broad reforms. The current government has so far given little attention to this topic.

Mexico

Score 5 While Mexican policy elites are often receptive to new ideas and open to administrative reform, many of these reforms remain unimplemented and are abandoned before they can take root. This is especially true with regard to domestic security and law enforcement. Too often, the re-drawing of organizational diagrams has taken precedence over the implementation of desperately needed, but difficult structural reforms to strengthen the rule of law. Moreover, the most important challenge currently consists of improving the effectiveness of existing institutions.

The outgoing government of Enrique Peña Nieto, driven by strong reform pressures in the administrative, social and security sectors, has followed this general trend. The administration created the “Pact for Mexico,” which was signed by the heads of the main political parties very shortly after President Peña Nieto took office. His administration has fallen short when it comes to transparency and accountability for how reform decisions are made; and overall, implementation has fallen short.

Portugal

Score 5 There is no evidence that the Costa government significantly changed institutional arrangements in such a way as to improve strategic capacity during the period under review. There has been, and continues to be, a big debate on the “reform of the state.” Indeed, according to reporting by Susete Francisco on 17 April 2018, there is an agreement between the government and the PSD regarding “reform of the state.” There is even supposed to be a commission working on this topic. The most recent debate concerns decentralization, and the denationalization of banks and other key sectors of the economy. So far, however, it is all talk.

<https://observador.pt/seccao/politica/estado-politica/reforma-do-estado/>
<https://www.tsf.pt/economia/.../a-reforma-do-estado-e-uma-necessidade->

Slovakia

Score 5 Since the parliamentary elections in June 2016, the institutional arrangements of governing have remained largely unchanged. The new Pellegrini government has not initiated any major institutional reforms so far. However, there has been some progress with the implementation of earlier reforms. In January 2018, the new Civil Service Council, an independent coordinating and monitoring body, eventually began operating.

Slovenia

Score 5

At the beginning of its term, the Cerar government increased the number of ministries from 13 to 16 and changed ministerial portfolios. By establishing separate ministries for public administration, infrastructure and environment/spatial planning, as well as by creating a ministry without a portfolio responsible for development, strategic projects and cohesion, the Cerar government improved its strategic capacity. The strengthening of the Government Office for Development and European Cohesion Policy and the changing procedures associated with the creation of a new ministry for development, strategic projects and cohesion have helped to substantially increase the absorption rate. The government's Public Administration Development Strategy 2015-2020 adopted in April 2015 was relatively brief on institutional reform. Same goes for the Strategy for the Development of Local Self-Government until 2020, adopted in October 2016. The main goal of the strategy is to strengthen local self-government and improve the quality of life at the local level. It focuses on strengthening citizen's influence and their participation in decision-making by local self-government bodies in order to ensure the efficient use of public resources and the provision of efficient local services. However, the strategy is very vague and was not positively accepted by all three associations of municipalities. The new Šarec government has kept the structure of ministries and is yet to pay significant attention to institutional reform.

Citation:

Government of the Republic of Slovenia (2015): Public Administration 2020: Public Administration Development Strategy 2015-2020. Ljubljana

(http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/Kakovost/Strategija_razvoja_JU_2015-2020/Strategija_razvoja_ANG_final_web.pdf).

Ministry for Public Administration (2016): Strategija razvoja lokalne samouprave do 2020 (Strategy of local government development until 2020). Ljubljana

(http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/svlsrp.gov.si/pageuploads/lok-sam-2015/aktualno-ls/strateg-ls/12_SRLS_16.9.2016.pdf).

Switzerland

Score 5

The federal government has sought to improve its institutional arrangements through the adoption of new administrative techniques (specifically, new public management practices) and a number of other organizational changes. However, whenever the central government has sought to engage in substantial change through institutional reform (e.g., through reorganization of the Federal Council and the collegiate system), it has met with resistance on the part of the public and the cantons, which do not want more resources or powers to go to the federal level. This has limited the range of feasible institutional reforms.

While the basic structures of federalism and direct democracy are very robust, and direct democracy provides incentives for political parties to cooperate within the

context of power-sharing structures, lower-level government structures are subject to constant change. Recent examples of such change have affected parliamentary practices, fiscal federalism and the judicial system, canton- and communal-level electoral systems, communal organization and public management. Nevertheless, one of the most important reforms, the reorganization of the Federal Council and its collegiate system, has failed despite several attempts. While the Federal Council is not prone to institutional reforms, the administrative body undertakes reforms quite frequently, not least as a substitute for a lack of government reforms.

Turkey

Score 5

According to Law 5018 on Public Financial Management and Control, all public institutions, including municipalities and special provincial administrations, must prepare strategic plans. All public bodies have designated a separate department for developing strategy and coordination efforts; however, these departments are not yet completely functional. Maximizing strategic capacity requires resources, expert knowledge, an adequate budget and a participatory approach. The government lacks sufficient personnel to meet the requirements of strategic planning, performance-based programs and activity reports. In this respect, several training and internship programs have been established.

Turkey developed sectoral strategies and action plans for 2015 – 2018 on biotechnology, entrepreneurship, small and medium scale enterprises, productivity and information society. Several strategy documents were also prepared such as a National Employment Strategy. Also, a National Strategy of Regional Development was prepared for the period 2014 – 2023. The central government's institutions and agencies, local administrations, universities, and the state economic enterprises (KİTs) also prepared strategic plans.

Advocates of the presidential system, introduced since the April 2017 referendum, argue that it will bring greater efficiency and effectiveness to policymaking. However, the state of emergency decrees and practices, and the urgent need to harmonize current legislation with recent constitutional amendments undermines strategic thinking and improvements in public administration.

Turkey is moderately prepared in the field of public administration reform. However, there has been serious backsliding in the areas of public service and human resource management. Turkey made a progress on e-government. The European Commission's recommendations from 2016 onward have not been implemented. There is still no comprehensive public administration reform strategy or political ownership of this reform. Inclusive public consultations and systematic regulatory impact assessments for major legal reforms have either not been carried out or have not been publicized. The politicization of public administration and the low level of female representation in the higher echelons of bureaucracy continue to be of serious concern.

Citation:

Kalkınma Bakanlığı, Kamuda Stratejik Yönetim Çalışma Grubu Raporu, Ankara, 2013.

Neşe Songör, "Türk Kamu Yönetiminde Stratejik Planlama ve Uygulamalara İlişkin Genel Bir Değerlendirme" *Strategic Public Management Journal (SPMJ)*, Issue No: 1, October 2015, 56-78.

Stratejik Yönetimde Kapasite Geliştirme Teknik Destek Projesi Revize Edilmiş Taslak Boşluk Değerlendirme Raporu, <http://www.sp.gov.tr/html/54/Stratejik+Yonetimde+Kapasite+Gelistirme+Projesi>, (accessed 1 November 2018)

Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Enlargement Strategy and Main Challenges 2014-15, ec.europa.eu/enlargement/pdf/key_documents/2014/20141008-strategy-paper_en.pdf (accessed 27 October 2015)

"Kamu yönetimi sil baştan: Cumhurbaşkanlığına bağlı tarım, çevre ve ekonomi ofisleri kurulacak," 31 October 2017, <http://www.diken.com.tr/kamu-yonetimi-sil-bastan-cumhurbaşkanligina-bagli-tarim-cevre-ve-ekonomi-ofisleri-kurulacak/> (accessed 1 November 2017)

Y. Üstüner and N. Yavuz, "Turkey's Public Administration Today: An Overview and Appraisal," *International Journal of Public Administration*, 2017.

Poland

Score 4

Upon entering office, the PiS government has changed the institutional arrangements of governing. It has changed the portfolios of ministries several times, set up new cabinet committees, overhauled the Civil Service Act and strengthened the position of central government vis-à-vis subnational governments. However, the strategic capacity of the PiS government has primarily rested on its majority in parliament, the strong party discipline and the uncontested role of party leader Jarosław Kaczyński. No reforms were introduced to improve strategic capacity through an open involvement of, for example, scientific expertise. The main priority of the government is to follow its ideological positions and to secure executive power..

United States

Score 4

The U.S. government is exceptionally resistant to constructive institutional reform. There are several major sources of rigidity. First, the requirements for amending the constitution to change core institutions are virtually impossible to meet. Second, statutory institutional change requires agreement between the president, the Senate and the House, all of which may have conflicting interests on institutional matters. Third, the committee system in Congress gives members significant personal career stakes in the existing division of jurisdictions, a barrier to change not only in congressional committees themselves but in the organization of the executive-branch agencies that the committees oversee. Fourth, the Senate operates with a supermajority requirement (the requirement of 60 votes, a three-fifths majority, to invoke "cloture" and end a filibuster), and (except at the beginning of each Congress) changes in Senate procedures themselves are normally subject to the same procedures. Fifth, elected politicians, such as members of Congress, are rarely willing to alter the electoral arrangements and practices that enabled them to win office. Even though American government has been in a seriously debilitated condition at least since the 2010 midterm elections, there is no apparent prospect of major institutional reform.

Belgium

Score 3 Most reforms are the consequence of bargaining between power levels, with successive political tensions between the federal government, Flanders and Wallonia. Eventually, protracted negotiations typically end up with some type of compromise that rarely improves overall efficiency.

The main case in point is the Brussels capital region (which is restricted to about one-fourth the actual Brussels agglomeration in terms of area, and one-half in terms of population). Its restricted boundaries result in numerous overlapping jurisdictions with Flanders and Wallonia. Moreover, within the Brussels region, competences are split between the 19 communes and the region. This creates another layer of overlap and gridlock, in particular for city planning. The creation of a pedestrian zone in the city center, without sufficient coordination with the other communes or the region, created major traffic jams. Questions regarding the Brussels airport or the highway “ring” around Brussels are managed by Flanders. The building of a rapid train service toward the south (to provide alternative transportation to Walloon commuters) is largely managed by Wallonia, which has priorities beyond reducing traffic in Brussels.

However, as the general process has trended toward decentralization, local efforts have had positive effects and can be seen as an improvement in strategic capacity.

Romania

Score 3 Institutional reforms under the Tudose and Dăncilă governments have been largely confined to changes in the portfolios of ministries. Most notably, the Dăncilă government decided to split the Ministry for Regional Development, Public Administration and European Funds into two separate ministries and to abolish the Ministry of Public Consultation and Social Dialogue. However, these changes have failed to improve the government’s strategic capacity. The absorption of EU funds has remained low, and public consultation has further lost importance. There have been no institutional reforms to address long-standing problems such as limited planning capacities or the low quality of RIA. The pledged reforms of subnational administration have not been adopted.

Hungary

Score 2 From time to time, Prime Minister Orbán has reorganized the workings of his government with an open effort to get rid of managing smaller issues and promoting rivalry in the top elite to weaken them, but without improving the strategic capacity of government. The institutional reforms introduced since the 2018 elections have

not been concerned with government effectiveness but with increasing its concentration of power and managing the fourth Orbán government's new technocratic modernization project. The latter has a rather complicated functional and personal composition involving ten ministries and ministers (one of them, Mihály Varga, is also deputy prime minister), two ministers without portfolio and, in addition, one symbolic deputy prime minister (Semjén), not mentioning the large army of prime minister commissioners and ministerial commissioners. The structure of government has radically changed with new ministries and ministers and a new allocation of competencies. Only three ministries have kept their previous function and minister: the Ministry of Foreign Affairs and Trade (Péter Szijjártó), the Ministry of Interior (Sándor Pintér) and the Ministry of Justice (László Trócsányi). The Ministry of Agriculture and the Ministry of Defense remained structurally unchanged, but new ministers (István Nagy and Tibor Benkő) have been appointed. The Ministry of Finance has been (re-)established as a central unity combining two former Ministries under the leadership of Mihály Varga. The Ministry of Human Capacities (EMMI) remains a superministry, both in terms of personal capacity and policy areas covered. It stretches over central policies such as health, education and culture. However, the ministry has lost competencies to the new Ministry of Innovation and Technology (ITM)(László Palkovics) and a new minister has been appointed (Miklós Kásler). The new minister without portfolio, Andrea Bártfai-Mager – the one and only woman in the government – is responsible for state property and state-owned enterprises. The other minister without portfolio is János Süli, responsible for the Paks-2 nuclear station. In addition, Zsolt Semjén – who represents the symbolic in nature Christian Democratic People's Party (KDNP) as an alleged coalition partner of Fidesz, but he is not running in the elections as a candidate does not figure in any public opinion survey – has stayed on as deputy prime minister responsible for the Hungarian Communities Abroad.

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