Report on Centres of Government in the EU Member States

in accordance with the Contract

No. 76 of 8 October 2014
"Assessment of the opportunities to strengthen the centre of government"

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14 July 2015

Contents

Abbreviations used in the report

HR — human resources
EIPA — European Institute of Public Administration
EU — European Union
OECD — Organisation for Economic Co-operation and Development
EUPAN — European Public Administration Network
MoF — Ministry of Finance
IT — information technologies
ICT — information and communication technologies
CM — Cabinet of Ministers
PM — Prime Minister
PMDU — Prime Minister Delivery Unit
PMSU — Prime Minister Strategy Unit
CoG — centre of government
SS — state secretary

Introduction

The introduction of new public administration principles over the last twenty years, by emphasising the impact of decentralisation and deconcentration on ensuring quality public services, has reduced the importance of a hierarchically organised state administration, political and administrative centre and has increased the role of stakeholders in the decision-making process.

Irrespective of the important role of new public administration principles in facilitating public awareness and knowledge, as well as in ensuring services, this approach has substantially debilitated the importance of a political and administrative centre in the policy formation process. The key idea behind establishing agencies and giving an opportunity to the private sector to provide public services was offering them a chance to operate, bearing in mind effectiveness rather than political values. Even though the opportunity to operate effectively is important, the influence on the process of decision-making for the part of elected officials, by employing political mechanisms, constitutes an important element of democracy. (Peters, 2005)

A united vision of government operations at the leading levels of government is necessary in order to ensure successful operations of the government. The key problem of a decentralised government style is that there are too many mutually competing values and priorities, which encumber a coherent direction of government operations. (Peters, 2005) The need to strengthen the CoG has increased during the post-crisis period, when, under the circumstances of limited availability of financial resources, policy succession and sustainability of reforms must be ensured. The study conducted in 2014 by OECD[1] outlined common problems and challenges that countries are facing and the role of CoG in handling them. This study supplements the messages taken away from the previous study with an in-depth review of the forms of government activities in place up to now, wherein policy instruments introduced by the new public administration have been preserved, such as measuring the results of activities of institutions, as well as horizontal co-operation is consolidated between the parties involved in policy-making, by promoting an enhanced role of the CoG as the strategic leader of decision-making.

To obtain information, a survey was conducted in a form of questionnaire regarding centres of government in EU Member States. The prepared survey was sent via e-mail to the members of the EU Public Administration Network (EUPAN) — to representatives of public administration institutions of all EU Member States, as well as to Turkey and Norway, which are EUPAN members with an observer status and had demonstrated interest to participate in the survey. The survey sample was agreed upon with the State Chancellery.

The questionnaire was sent in an electronic format on 10 December 2014 from the electronic mail address of the CoG. In the cover letter, the respondents were asked to send the filled-in questionnaires by 15 January 2015. Eight filled-in questionnaires were

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[1] OECD (2014). Driving Better Policies from the Centre of Government. Paris: OECD Publishing.

received before the set deadline, the rest arriving later, some of them considerably later. The deadline for submitting the surveys was extended, taking into account the big number of tardy respondents. The last questionnaire was received on 18 March 2015. A total of 28 filled-in questionnaires were received, two of them from Turkey and Norway. No questionnaires were received from the United Kingdom and Sweden. Survey respondents explained that the filling in and sending of questionnaires was delayed due to lack of necessary information, as it was not possible to gather before the set deadline. Often, several units participated in the information preparation, and the harmonisation process further delayed the return of questionnaires to the survey organisers.

In some instances, the Contractor got in touch with the questionnaire respondents and specified the answers. In some cases, respondents had not answered all questions, because they either did not have the necessary information or they did not want to give specific data or voice an opinion. On some occasions, the answers were corrected, if, when processing the survey data, it was apparent that the respondents have misunderstood the question or have filled in the wrong columns.

Further on, the report gives an overview of the main CoG functions and possible policy instruments to strengthen its operations. Besides the theoretical framework, data analysis is offered, obtained through summarising the responses received in the survey of EUPAN members. The report is concluded with a summary of opinions of researchers, survey participants, as well as focus group participants on the key future challenges of the centre of government in a long term.

1. The role of the centre of government in the institutional system of state administration

1.1 Theoretical framework of government management

From the viewpoint of theory, government management can be regarded as one of the variables in the equation of quality of action policy performance. Operations of the CoG affect the quality of policy planning and implementation, whereas its operations are affected by such factors as the political will, the priorities of action policy, available resources and the environment. (Ingraham, & Kneedler, 2000)

Government management comprises several systems: financial management, HR management, IT management, and capital management. (Ingraham, & Kneedler, 2000) A relevant resource level must be determined for **a financial management** system, necessary for implementing services according to strategic priorities. The key components characterising an effective financial management system include the ability to remain within the framework of the income and expense forecast, focusing on long-term operations, planning funds for unexpected events, as well as relevant flexibility.

HR management systems are very relevant for ensuring successful operations of public administration institutions. The key components characterising an effective HR management system include the use of harmonised rules and procedures, ensuring relevant HR competencies in line with the goals put forth by public administration institutions, planning of adequate professional development programmes, an adequate system of incentives and disciplinary violations. It is nowadays very important to consider the options of ensuring part-time employment.

Quality and availability of information are important prerequisites in adopting decisions of leaders and policy-planners, in ensuring resources and introducing policy. **An IT management system** entails technological development, maintenance and use to gather, analyse, and communicate data. The key components characterising an effective IT management system are accuracy, reliability, utility, availability and cost efficiency.

A capital management system ensures long-term resource planning and management. The key components characterising an effective capital management system include active engagement in long-term project implementation, planning of relevant budget funds for infrastructure maintenance.

1.2 Definition of a centre of government and key functions

Before defining a CoG, it must be pointed out that there are different views of what constitutes a centre of government. (Alessandro, Lafuente, & Santiso, 2013a) In its narrowest sense, a CoG is merely its institutions and departments, which stand between the post of the head of the government and serve directly him/her, such as the PM office, the President's ministry etc. According to this definition, the placement of an institution or a department in the executive branch structure is the decisive criterion. In a broader

sense, the CoG includes also other institutions and departments, which perform coordination and monitoring functions for the entire government, even if they are not positioned according to the post of the head of the government and do not serve solely for that post. In this sense, the CoG includes also, for instance, financial and planning units. **The expanded definition of the CoG is more suitable for the purposes of intergovernmental comparison, as all institutions corresponding to the CoG concept are subject to the analysis.**

To describe the government management, normally the term "centre of government" is not used in the laws of other countries and no legal definition is given to the concept. Nevertheless, having summarised the foreign practice, there have been attempts to define the CoG in OECD documents. As CoG structures abroad are very diverse, they are defined through a prism of **functions** to be performed rather than institutionally. Namely, **the functions of a CoG are to support and consult the head of the government, including the functions of a secretariat.** These functions refer to the entire spectrum of tasks of the head of government: from relations with sectoral departments and the parliament to relations with the public and the state economy.

Historically, attempts to scientifically justify the need for a CoG date back to 1930-ties in the USA with a slogan: "The President needs help!" Management functions were introduced in the CoG operations: planning, organising, recruitment, coordination, reporting, budget planning. These functions can serve as a point of reference, when considering modern-day CoG, although today they may have undergone modifications. For instance, in Germany, besides coordination, the cooperation function must be mentioned as well. (König, 2011, S.54-57, & OECD, 2004b)

On the one hand, CoGs are **political** institutions with the purpose of ensuring political power. On the other hand, CoGs are also **administrative** institutions, whose structure normally is hierarchical and which are considered a non-political institution of the executive branch. A distinction between four types of executive power is made: political management (type 1), art of governance (type 2), bureaucratic management (type 3), administrative art or art of management (type 4). (Goetz, 2004) Domination of a specific type in a given country depends on the correlation between political and administrative functions.

The first — the political management type — is based on the M. Weber's derived monocratic cabinet component, where CM decisions are dominant owing to an outstanding position of MP amongst government members. In this type, the most important issue concerns the political influence of specific heads of government on the CM decision-making process, and it is assumed that CM decisions can be forecast insofar as the PM's political aims and the competency of political action are known. Research has shown that the character of the PM has a direct impact on the adopted decisions, i.e. **decisions by "strong" prime ministers are better accepted by all stakeholders rather than decisions by "weak" prime ministers.**

The second type of management — the art of governance — is based on the assumption that the political management operations of a CoG are constantly affected by institutional

procedures and thus it is accordingly coordinated. In this model, the political and administrative activities of a CoG have a substantial impact on the CM decisions. Research has shown that **in the case of "weak" prime ministers, the CoG has an extensive political impact on CM decisions, whereas in case of "strong" prime ministers, the CoG exerts a rather administrative influence on CM decisions.**

In the bureaucratic management style, senior officials have a relative impact on government policies and government decisions. In this case, the point of reference is a hypothesis that all material CM decisions are prepared and administratively implemented by the bureaucracy of ministries. In this model, ministers are "political amateurs", who in comparison with the bureaucracy of the ministry spend a relatively short time in office and rely on draft CM decisions professionally prepared by civil servants. Therefore, CM decisions primarily depend specifically on the level of political influence of the bureaucracy of ministries.

The last type — administrative art or art of management — is based on a study of the hierarchical and functional specialisation levels of the bureaucratic government organisation. In this respect, issues of the importance of civil service, as well as of the effectiveness of government administration are considered. Administrative art exists in the ability to connect political goals with the measures and timing necessary for achieving them, i.e. *effective management is the ability to reach the set political goals with minimum expenditure and within a reasonable time period* (Muller-Rommel, 2011, S.226-227).

The given four types are ideal types of a government developed by the academic Goetz, nevertheless, it is difficult to determine how well they function in the practice of European countries, as oftentimes information on the decision-making process in the government is not made public, moreover, the coordination of these processes is almost non-transparent for the public.

Tasks of CoGs have been described in literature (OECD, 2004b; OECD, 2014b; James, 2004; Ben-Gera, 2009; Haddad, Kloutche, & Heneine, 2010), which, upon summarising, can be divided into four main CoG areas of operations: general policy making monitoring, monitoring management, administration improvement, and improvement of cabinet operations. Within the framework of each area, the CoG has several functions. (Haddad, Kloutche, & Heneine, 2010) (See Fig. 1)

Oftentimes, the keyword in the theoretical descriptions of CoGs is the term "coordination", by distinguishing eight different coordination functions, which in studies have been detected in most of OECD member state centres of government (OECD, 2004b): organisational coordination between the CM and CM committees, coordination between political initiatives and legal relevance of regulatory enactments, coordination of government priorities and budget commitments, coordination of communication policy and relations with the parliament, coordination of monitoring of government's operations, as well as coordination of specific horizontal strategic priorities.

OECD (2004b) points out that there is no single and optimum CoG structure, however, it should ensure the performance of the following key **tasks**:
- participation in the development of the government work plan and key strategic documents;
- ensuring the quality of legal and development planning documents;
- monitoring of the process of performance of and reporting about government decisions;
- fostering professional co-operation between policy planners of various ministries, and organisation of training;
- ensuring logistics support of government sessions.
These tasks are compatible with and relevant to CoG functions shown in Figure 1.

Within the **national strategic planning function** (in Fig. 1 — A1), the CoG manages the process of the development of national vision and agenda *in a long term*. *In a medium term*, co-operation takes place between sectoral ministries in determining the priorities of the specific area. The determination of strategic priorities can be organised by rational means or frequently also as an intuitive and incremental process. (James, 2004)
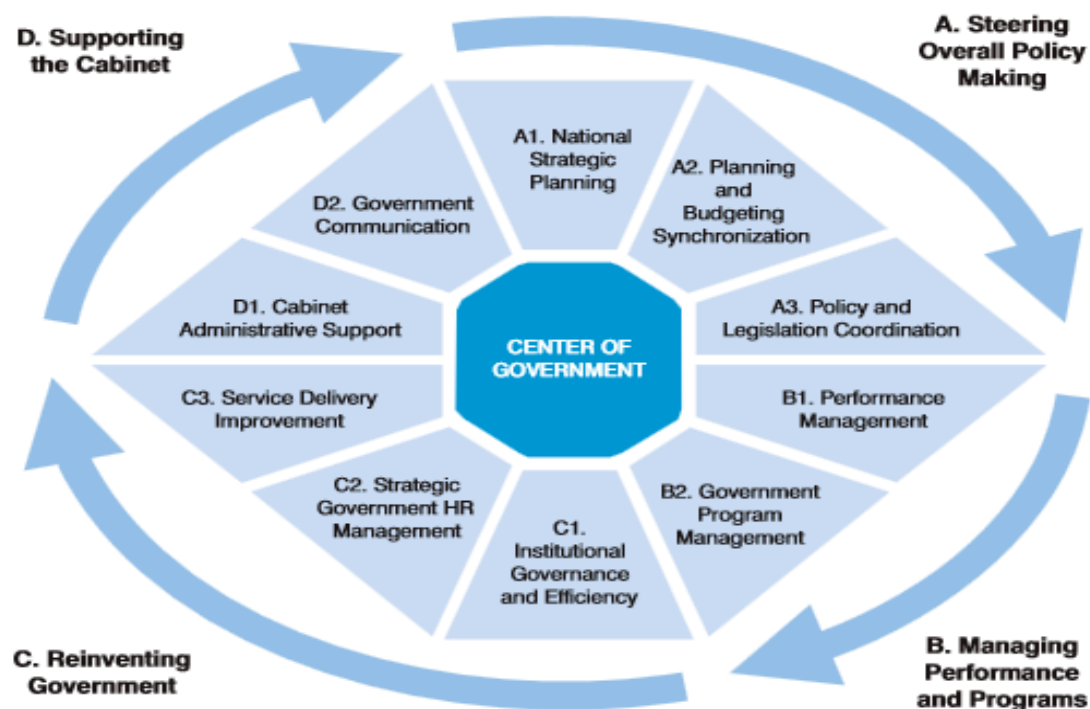
Source: Booz & Company

Figure 1. Areas of activities and functions of the CoG
Source: Booz&Co, Center of Government: The Engine of Modern Public Institutions

In the **planning and budgeting synchronisation** stage (in Fig. 1 — A2), the CoG has an important role in granting financial resources according to the national development plan and the priorities determined by the government, as well as in developing a lawful and relevant budget, which allows for an opportunity to implement sectoral policies. In

harmonising the policy and budget planning processes, the CoG mainly employs two approaches: the sequential and the integrated model. If countries are employing *the sequential model* in work planning (e.g., in Sweden, Denmark, the Netherlands), a specific strategic framework is first developed (e.g., approval of a draft strategic plan of the government, approval of the framework of priorities), and only afterwards, a budget planning process is commenced according to the determined priority framework. In these countries, the *top-bottom* approach dominates in the state budget planning, with the government determining the annual or medium-term budget caps and ministries later planning their budgets according to the set financial quota. In countries employing the sequential model approach, the MoF is an important CoG institution, having a high level of influence on the decision-making process.

For instance, three stages can be distinguished in the budget planning process of Sweden. In the first (January–March), the MoF, based on proposals submitted by ministries, updates the medium-term budget framework. In mid-March, the Minister for Finance provides the CM with proposals for the upcoming year and the subsequent two years. In late March, a CM budget session takes place, marking the beginning of the second stage of the budget planning process. In this session, the total expenditure level is approved at the macro-level for the upcoming and following two years in each of the 27 expenditure areas[2]. On 15 April, the Minister for Finance submits the Government's Spring Fiscal Policy Bill at the Parliament. Then the third stage of the budget planning process begins (April–August), when, until June, ministries specify the extent of appropriation to their individual expenditure areas, approve the budget framework at the Parliament in mid-June, and then until the beginning of September draft a budget document, which is approved at the CM in early September, whereas in late September it is submitted at the Parliament. Overall, the state budget consists of about 500 line items, which are specified each year only for the upcoming year. Whereas budget caps approved in the medium term in each of the 27 expenditure areas cannot change.

The positive feature of the sequential planning model is the clarity of strategic goals already at the beginning of budget planning, thus facilitating the process of communication between CoG and sectoral ministries. Sectoral ministries are free to distribute the funds for achieving the specific strategic goals and outcomes, however, at the same time, observation of a strict fiscal discipline is required with regard to the established budget caps. The negative feature of the sequential planning model is a certain containment of wishes of sectoral ministries to the framework of the medium-term budget.

If states are using the *integrated model* to plan the government work (e.g., the United Kingdom), the strategic priority planning and budget planning process occur simultaneously, using the *bottom-up* budget planning approach. To introduce this model, an optimum reporting system is necessary between planning levels, as well as communication channels, which ensure *simultaneous* information exchange between establishments involved in the process. (Haddad, Kloutche & Heneine, 2010) The role of

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[2] The 27 expenditure areas approved by the Parliament are divided into 47 action policy areas, of which most are structured into sub-activities.

the CoG in this case is to ensure effective communication between ministries and the MoF, to foster financial flexibility within the framework of government-set priorities. If horizontal communication between parties involved in budget planning in the state is weak, then the negative features of the integrated model will be starkly manifested: excessive interference of the MoF in all budget planning stages is possible, preventing sectoral ministries from experiencing the sense of "affiliation to the priority" and depriving them of any initiative to improve the management of funds. (Kaplanoglou & Rapanos, 2011, 23) The positive feature of the integrated model is a state budget planning according to the priorities necessary in the specific time period, the link to the implementers of action policy, and planning of the necessary funds according to the needs.

The main difference between both planning approaches is in the organisation of the flow of budget and strategic planning activities. In the sequential model, it transpires sequentially, whereas in the integrated model, simultaneously. In both cases, budget caps or restrictions on ministries in expenditure planning are established in the state budget planning process, however in the sequential model, it can occur before a more detailed planning of line items, whereas in the integrated model, it often takes places already during the budgeting phase.

Nowadays, when the political agenda increasingly features inter-sectoral matters, **policy and legislation coordination** (in Fig. 1 — A3) is a very important CoG function, whereby the parties involved in policy implementation and legislation processes (ministries, agencies, parliamentary committees) are mutually coordinated, and ensuring correspondence of the relevant inter-sectoral policy to the priorities set forth at the state level. (Haddad, Kloutche & Heneine, 2010; James, 2004) *Central view and ability to coordinate is the necessary prerequisite to ensure compatibility between horizontal policies.* (James, 2004) It is possible that the CoG determines the general policy coordination mechanisms, but does not itself get engaged in policy planning. In these cases, sectoral ministries are planning and introducing policy independently. In other cases (such as Australia), the CoG pools a substantial strategic capacity rendering advice to sectoral ministries in the policy planning process. (Haddad, Kloutche & Heneine, 2010)

In the area of **monitoring** (in Fig. 1 — B1 and B2), the CoG undertakes responsibility for the quality of government activities on the whole, by coordinating the process of monitoring of state administration institutions at the administrative level and the monitoring of government action programmes alike. The CoG manages the implementation of national level development planning documents, as well as large volume systemic organisations. The CoG prepares information for the CM about the implementation of reforms, as well as about the progress of implementation of national level development planning documents. In national level strategic management, the CoG is faced with challenges in the management of large volume complex and mutually independent programmes, involving countless stakeholders. One of the challenges is to find a suitable communication instrument for each, in order to ensure support to the implementation of national policies. To overcome this challenge, *the CoG must be sufficiently influential in order to prevent political clashes between the stakeholders,*

and it must have sufficient capacity to be able to co-operate with all the government institutions. (James, 2004, Haddad, Kloutche & Heneine, 2010)

Improving governance is an important area of the CoG operations entailing three key functions: improving the efficiency of institutional functioning, HR management and improving service quality (in Fig. 1 — C1, C2, and C3). The CoG develops a general *institutional governance framework* to ensure a transparent and responsible state administration. It reviews *the process of internal decision-making of the executive branch* and develops guidelines for taking over best practices of administration in executive branch institutions.

Successful implementation of policy depends on highly qualified and motivated HR. The CoG must develop general guidelines for the staff of the state administration (civil servants and support staff), thus ensuring methodological monitoring of heads of institutions, which, according to the CoG guidelines, are overseeing the institution's HR.

To improve the service quality, the centre of government determines *service quality standards*, manages the process of optimisation of service provision, as well as the ICT and e-governance initiative. (Haddad, Kloutche & Heneine, 2010)

Among other important functions of CoG, there is **ensuring the administrative functioning of the CM**, as well as general monitoring of **communication policy** (in Fig. 1 — D1 and D2). It is the CoG's responsibility to ensure transparency of CM operations and its correspondence to the adopted procedures. The main operations include the development of the Cabinet's agenda, as well as quality control of regulatory enactments and policy initiatives. As regards communication policy management, the CoG has the key role in both *external* communication with the public and media and in *internal* communication with executive branch institutions and with the Parliament. The CoG prepares standards of communication policy, thereby ensuring a single approach to the recognisability of public authorities.

1.3 The concept of the centre of government in EUPAN members' questionnaires

1.3.1 Definition of the centre of government

To the question whether the concept "centre of government" is used in state administration, 11 countries answered that it is indeed used. Two countries (Austria and Latvia) added that it is used at an international scale. In the questionnaire, a CoG was defined as an institution or institutions providing support to the supreme executive authority or official (the CM and PM or the President depending on the constitutional system of the respective country). Countries are free to interpret the mission of CoG: to fulfil its basic function and to ensure the technical and action policy coordination only for the supreme executive branch institution (the narrower interpretation of a CoG) or to perform the function of coordination and monitoring on the scale of entire government (the broader interpretation of a CoG). A summary of the CoG structure of countries is offered in Table 1.

Table 1.

A summary of the interpretation of CoGs of countries, the included institutions and the application of the CoG concept in state administration

Narrow interpretation of the CoG			
Country/applies or does not apply the CoG concept	CoG institutions	Country/applies or does not apply the CoG concept	CoG institutions
AT/internat. import.	Federal Chancellery	HU/does not apply	Prime Minister's Office
BE/does not apply	The Chancellery of the Prime Minister	IT/ applies	Presidency of the Council of Ministers
BG/applies	The Council of Ministers Administration	MT/does not apply	PM's office
HR/does not apply	General Secretariat	NO/applies	PM's office
CY/does not apply	Presidency, Secretariat Council of Ministers	PL/does not apply	The Chancellery of Prime Minister
CZ/does not apply	Office of the Government	TR/does not apply	PM's office
FR/does not apply	Secretariat of General Policy and Legal Coordinate and other secretariats	RO/ does not apply	General Secretariat
DE/does not apply	Federal Chancellery	ES/does not apply	Presidency of Government, Ministry of Presidency
EL/does not apply	PM's office (General Secretary of the Prime Minister), General Secretary of Government	SK/applies	PM's office (Government Office)
Broad interpretation of the CoG			
Country/applies or does not apply the CoG concept	CoG institutions	Country/applies or does not apply the CoG concept	CoG institutions
DK/does not apply	All ministries within their spheres, thus the CoG performs all CoG functions, in some sectors together with one of the leading ministries.	LT/applies	PM's office (Office of the Government), partially MoF
EE/applies	Government Office, MoF, Ministry of Justice, Ministry of Economics	LU/does not apply	State Ministry, Cabinet of Ministers, Preparatory Cabinet of High Level representatives of the ministerial departments
FI/applies	PM's office, partially MoF and Ministry of Justice	NL/does not apply	All ministries within their spheres perform CoG functions, largely CoG functions are performed by the Ministry of General Affairs, including also the PM's office, partially MoF and Ministry of Justice, of the Interior, and of Economics

IE/applies	PM's office (Department of the Taoiseach), Department of Finance, and the Department of Public Expenditure and Reform	PT/applies	Secretariat of the Council of Ministers, IT network management centre of the Government, National Security Office
LV/internat. import.	SC, Cross-institutional Coordination Centre (CICC), PM's office, MoF	SI/does not apply	PM's office, general government secretariat, partially MoF, Ministry of State Administration, Ministry of Foreign Affairs, Legal Office of the Government, Government Communication Office, Institute of Macroeconomic Analysis and Development, Institute of European Cohesion Policy Development.

The 18 countries, which have employed a narrower interpretation of the CC, irrespective of whether the country applies the CoG concept or not, includes in the CoG composition the PM's office or an equivalent institution, providing the government with professional, organisational and technical support. **Cyprus** has started an important reform to consolidate the CoG, by establishing a department for the implementation of the administrative reform, which will expand the CoG functions. **In Portugal**, the Secretariat of the Council of Ministers is referred to as the CoG — a centre responsible for IT matters, the legal office, as well as the Office of National Security. Even though the broader interpretation of the CoG is used here, it is still focused on the function of improving the Cabinet functioning (see Fig. 1 — D).

A part of MoF is included in the broader interpretation of the CoG of **Lithuania** and **Finland**. The next country to interpret the CoG in a broader functional context is **Ireland**. There, the CoG includes the PM's office, the MoF, and the Ministry of Public Expenditure and Reforms. Thus, this country serves as a role model for those CoGs, which perform the function of improved governance as well (see Fig. 1 — C).

The interpretation of **Estonia** of the CoG suggests a comprehensive collection of all theoretical functions of the CoG (see Fig. 1). The CoG includes the Government Office, which deals with inter-sectoral policy planning, management of the senior level civil service, coordination and implementation of government programmes. The MoF, within the context of the centre of government, performs the management of civil service and budget planning. The Ministry of Justice ensures the quality of primary legislation, the Ministry of Economics and Communications is in charge of e-service development and management of horizontal IT projects of state administration. **The Netherlands**, too, consider the CoG to be a combination of several ministries. The PM handles a small Ministry of General Affairs, a part of which is performing the function of PM's political support (12 counsellors). The rest of the ministry — the Government Office — provides the Cabinet's administrative support. The MoF coordinates the budgetary process. The Ministry of Security and Justice has the coordinating role in legal matters, the Ministry of the Interior coordinates the state administration reforms, matters of the HR strategy and digitalisation. The Ministry of Economics is responsible for curtailing the overall administrative burden (also in state administration).

In **Slovenia**, similar to Estonia and the Netherlands, the co-operation between several institutions is what constitutes the CoG. PM's political support is ensured by the PM's office, simultaneously initiating also inter-ministerial co-operation in horizontal matters. PM's office also controls the performance of PM's guidelines. The office has an important role in the management of political relations within the coalition. PM's administrative support is ensured by the General Government Secretariat. The MoF performs the budget management role, the Ministry of State Administration is in charge of the HR policy, e-government, improved legislation and reduced administrative burden. The State Legislative Office is an independent institution under the subordination of the PM with the task of examining the lawfulness of initiatives proposed by ministries. The Government Communication Office ensures communication on behalf of the government. The CoG also contains the independent Institute of Macroeconomic Analysis and Development.

Overall, upon assessing the interpretation of the CoG concept in various countries, a tendency is observed to perceive it in a narrower context. Whereas the 10 countries, which interpret the CoG concept in its broader meaning, usually encompass most of the functional spectrum expounded in the theoretical model (see Fig. 1). No significant differences in how the CoG concept is interpreted are observed between the old and new EU Member States (i.e. between those countries, which joined the EU after 2004). Member States of both groups fall within both the narrower and broader interpretation categories. The following sections look at how and whether the dual interpretation of the CoG affects the choice of policy instruments in various stages of the decision-making process.

1.3.2 Definition of government functions

Figure 2 portrays the extent to which the CoG's of various countries are performing the defined function as shown in the theoretical model in Figure 1. **The administrative provision** of the Cabinet operations as a function of the CoG was mentioned in all questionnaires. 24 countries or 86 % included policy and legislative coordination, national strategic planning and government communication on the list of functions to be performed by the CoG. The CoGs of 9 countries or 32 %, in the performance of the **national strategic planning** function, cooperate with another institution, such as the MoF (in Bulgaria, Estonia, Portugal), the Ministry of Development (in Turkey). Norway has indicated that this function is performed at line ministries. (A more detailed description of CoG functions in EUPAN survey countries is given in Appendix 1).

Statistically, most frequently the inter-institutional co-operation takes place by effectuating **synchronisation of planning and budgeting**, where co-operation with other institutions was noted by 14 countries or 50 %. 10 countries mentioned the MoF as a co-operation partner. The European Commission coordinates this function together with DG for Budget. Climate change matters fall within the scope of responsibility of the CoG only in Denmark and Ireland. In other countries, this matter is coordinated by ministries, which are in charge of environmental or climate matters. The Ministry of Agriculture is in charge of this matter in Cyprus.

20 countries out of 26 evaluate the role of the CoG in the **development of inter-sectoral strategies and programmes** as rather active or active. There are no significant differences in the assessment of the CoG role between countries, which have interpreted the CoG more narrowly, and those, which have interpreted it more broadly.

Countries have mentioned quality management coordination (Austria), ensuring transparency of state administration (Bulgaria), coordination of knowledge management (Austria), general defence policy (Estonia), administrative support units of all ministries (Finland), school construction coordination and coordination against hydrogeological instability and natural disasters, civil defence (Italy), regulatory impact analysis (RIA; Lithuania, Slovenia) and strategic planning coordination, open government initiative coordination (Lithuania), corruption prevention (Slovenia), EU fund administration (Bulgaria) among other functions coordinated by CoGs.
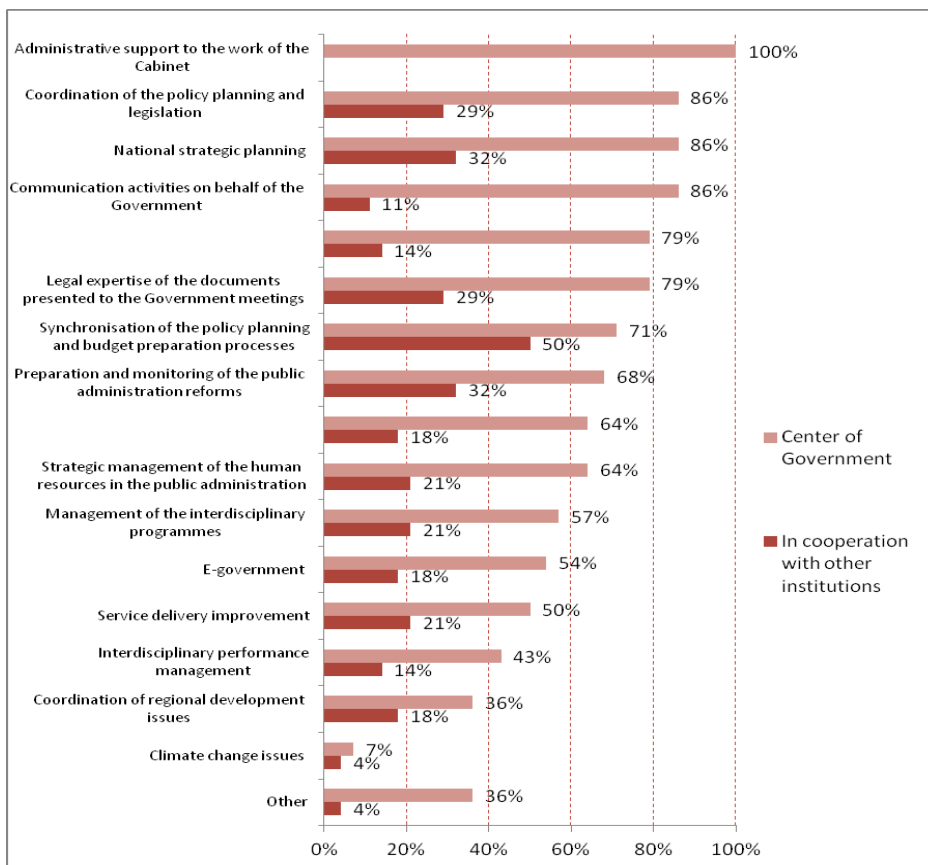
Figure 2. The functions that the CoG performs together or in co-operation with other institutions (n=28)

Overall, the CoG correspondence of EUPAN countries to theoretical aspects can be assessed as high. The largest number of CoGs is involved in improving the cabinet operations (in Fig. 1 — D). Different results can be observed if considering the general function of monitoring of policy formation (in Fig. 1 — A). The largest number of CoGs perform the function of national strategic planning, but the least — the function of inter-

sectoral performance management (in Fig. 1 — C1). It must be stressed that only 14 countries have indicated in their questionnaires that this function is not at all performed (see Appendix 1). The replies gathered during the survey point to the diversity of CoGs.

Upon considering the correlation between the narrower or broader interpretation of a CoG with the theoretical CoG functions and the institution indicated as the one implementing them, no considerable links are observed. Chapter 2 and 3 offer a more in-depth analysis of HR management tools and communicative tools that countries have used to strengthen horizontal co-operation.

2. Human resources policy implemented in centres of government in the EU

2.1 A review of scientific literature and studies

2.1.1 Units forming centres of government

In the broadest interpretation of the CoG concept, its human resources are all those people employed to perform the functions and tasks of the CoG. Namely, the composition of its human resources is further determined by how the functions and tasks of the CoG are defined. A unit[3], which forms the CoG of any state, is a unit, which provides support directly to the head of the government — the President or the Prime Minister. (OECD, 2014a)

According to the CoG functions identified by Emma Truswell and David Atkinson (2011), as well as Martin Alessandro et al. (2013a), it can be concluded that it is formed of the following units:

(1) units for the direct support to the head of the government;
(2) units dealing with the strategy;
(3) policy coordination units;
(4) performance monitoring units;
(5) press, communication, and speech drafting unit;
(6) policy-consulting units and individual consultants;
(7) legal consulting unit;
(8) internal administration unit;
(9) budget unit;

Units for the direct support to the head of the government provide direct support, including administrative and political assistance, to the President or Prime Minister. In the United Kingdom, it is the Prime Minister's office; this office also offers support to the CM office. Administrative support refers to the management of meetings, scheduling, correspondence administration, and other individual assistance to the head of the government. Political assistance is manifested as putting the head of the government in touch with the leading parties or parties and legislature. In parliamentary systems, where one and the same majority represents both the executive and the legislative branch, the task of political assistance is mainly to ensure that the Parliament supports the initiatives of the Prime Minister and of the Cabinet of Ministers. Normally, chiefs of staff, political consultants, and legal departments are in charge of this task. (Alessandro et al., 2013a) The politicisation of this unit can result in increased patronage and prevent coordination. (Stolfi, 2011)

Units in charge of the strategy prepare the main strategic initiatives of government. These units normally do not handle operative or short-term matters, but instead, by means

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[3] A unit is a component of a company or establishment having its own defined autonomy, special tasks, functions, as well as the head of the unit. (Ekonomikas skaidrojošā vārdnīca, 2000) A unit is a general term used to denote ministries, directorates, departments or any other organisational unit that can be identified at the centre of government. (OECD, 2014a)

of methods of political evaluation and scientific analysis of public needs, suggest the priority policy areas and develop long-term programmes for them. (Alessandro et al., 2013a; OECD, 2014a)

In the United Kingdom, when Tony Blair was its Prime Minister, the Prime Minister's Strategy Unit or PMSU focused on developing long-term goals of the Prime Minister's administration. This unit was considered the internal consultants or a research group for the determination of strategic priorities of the state (House of Commons Select Committee on Public Administration, 2007). The PMSU has closely co-operated with the Prime Minister's Policy Directorate — a smaller unit in charge of the Prime Minister's daily consultations in policy matters. (Alessandro et al., 2013a)

Policy coordination units perform the coordination function by developing an environment supporting and promoting policy coordination or by getting directly involved in policy contents. (Alessandro et al., 2013a) In the former case, such units as the CM office, Technical Secretariat, or similar units prepare the CM or other inter-ministerial meetings, by coordinating the decision-making process and following the rules (by obtaining the necessary documents before the meeting, determining the deadlines, planning the agenda, making sure of completeness of information and compliance with the relevant recommendations). Such units coordinate also the preparatory meetings before CM meetings within the CoG framework or with the participation of representatives of other government sectors. In several OECD member states, these are highly institutionalised policy coordination institutions.

In the latter case, i.e. when CoG units not only ensure an environment relevant for policy coordination, but also directly engage in policy contents, such units can be organised according to policy areas (economic policy, social policy, policy of foreign affairs, etc.) to ensure coordination of ministries in charge of the relevant areas. Thus, for instance, in Sweden, where 2/3 of government rules come from European institution, the importance of EU integration in domestic policy has fostered the decision to transfer the responsibility for EU integration from the Ministry of Foreign Affairs to the Prime Minister's office (Dählstrom & Pierre, 2011).

Performance monitoring units. Even though the CoGs of a number of countries have implemented a legal procedure for monitoring the implementation of government decisions (James & Ben-Gera, 2004), a tendency is observed to perform ever more specific evaluations of government programme outcomes. In the United Kingdom, a Prime Minister's Delivery Unit (PMDU) was established for this task. PMDU has employed quantitative parameters to measure how ministries are performing the priorities set by the prime minister, and has been able to introduce corrections if necessary. PMDU was also involved in budgeting. (Alessandro et al., 2013a)

Performance units are focused on continuous follow-up of a small number of simple parameters and do not perform long-term overall impact assessments. (Alessandro et al., 2013a) They determine the specific weaknesses and help ministries introduce the necessary corrections. To perform the set tasks, these units cannot rely on control and penalisation, as such approach would most likely trigger resistance for the part of

ministries, along with data manipulation. Likewise, these units should not boast with achievements, including promoting publicity, because the publication of failures or rather poor results of ministries could result in political losses, therefore they can further on avoid from co-operation with CoG units. Instead, performance-monitoring units should seek much more productive ways of co-operating with ministries, for example, by helping to solve problems or by consulting programme managers on enhancing programme performance. (Barber, 2008, & World Bank, 2010) In order for performance monitoring units to function, it is necessary to authorise them to initiate such problem-solving activities with senior rank officials. (Dumas, Lafuente, & Parrado, 2013) Likewise, a formal planning procedure is necessary, within the framework of which the government is setting the programme performance parameters to be monitored. Even if strategic plans exist, they must actually determine the government agenda. If ministers have different instructions, the monitoring of goals of their strategic plans makes no sense. (Alessandro et al., 2013a)

The press, communications, and speech-drafting unit can be a part of the head of the government's office in charge of coordinating government communication, by providing harmonised notices to various ministries and agencies. It can also be a separate unit that is in charge of the overall government communication and the head of the government's communication. (Alessandro et al., 2013a) The tasks of this unit can include public opinion polling, introduction of new communication technologies, review of communication plans of ministries, approval of public campaigns, and crisis communication management. (Glenn, 2014)

Policy-consulting units and individual consultants. To diversify sources of information, the head of the government may also have experts in charge of areas under the monitoring of ministries. Unlike ministry staff, independent experts can voice more innovative views and offer more creative ideas. (Rudalevige, 2002) Sometimes, it is difficult to distinguish between policy consultants from direct political supporters of the head of the government (see Direct support units of the head of the government). In fact, any CoG unit can consult the head of the government. (Alessandro et al., 2013a)

The legal consulting unit reviews the lawfulness of proposals submitted to the head of the government, consults the head of the government in matters relating to draft legal enactments and other draft documents. In the majority of OECD member states, this function is not referred to CoG functions, but rather considered a technical task to be performed at the ministry. (Ben-Gera, 2004)

The internal administration unit is in charge of managing the CoG itself. It mainly performs administrative duties so that the centre of government can function properly. (Alessandro et al., 2013a)

The CoG contains those **budgeting units**, which are involved in budget resource planning and allocation according to the government aims and results of ministries' activities, at least in the financial aspects of strategic planning and performance monitoring. In several countries these such units are integrated in the MoF or State

Treasury, less often — at the office of the head of the government, and can perform functions that do not refer to CoG functions. (Alessandro et al., 2013b)

CoG units can be organised according to the functional principle and to policy areas. In the first case, each unit is responsible for a CoG function (see Fig. 1), such as planning, coordination or monitoring. In the second case, each unit performs several CoG functions in the specific policy area. (Alessandro et al., 2014) From the aspect of hierarchical structure, the CoG can be multi-institutional and mono-institutional. A multi-institutional CoG consists of separated institutions, and each institution is managed individually by a specifically designated head of institution. Whereas, in a mono-institutional CoG, all units are combined and managed by one head of institution. (Alessandro et al., 2014)

Figure 3 shoes a typical CoG configuration, in which the link between various institutions or units with the functions of the centre of government is emphasised. The basis of configuration or the strategic core is made of the units, which nearly always are included in a CoG, namely, it is the direct support office of the head of government, the chief of staff, policy consulting, legal consulting, performance monitoring, strategy and communication units. The next circle includes establishments, which are performing CoG functions, but are also in charge of other functions, such as the CM office, MoF, Ministry of the Interior, the Planning Ministry, inter-ministerial agencies. The next circle is the last that is referable to the CoG. This includes institutions, which depending on the constitutional or institutional context can either be included or excluded from the CoG.

For instance, in parliamentary states, the CM has an important role in the coordination of implementing government policies, whereas in some presidential countries, the CM is summoned for ceremonies or is not summoned at all. The same applies to inter-ministerial committees: in some countries, they are employed to develop policies in inter-ministerial areas and to coordinate the implementation, in other countries such committees can be merely formal, without actually affecting decision-making, or they can be responsible for a specific area of the sector. Other ministries, government agencies, and public institutions in charge of specific policy areas and service provision are not included in the CoG. (Alessandro et al., 2014)

Thus, the structure of the CoG in various countries might not be the same, which can be explained with the differences in the constitutional system, institutional context, and administrative tradition. (Alessandro et al., 2013a) Moreover, within the framework of one country, as the heads of the government or economic and social circumstances change, the structure of the CoG can be changed several times. (OECD, 2014b)

As stated in the report of the study initiated by the OECD about centres of government in 35 countries, no single effective model of functioning of the CoG exists. *In most countries, the CoG structure partially corresponds to the actual functions of the centre.* (OECD, 2014b) OECD studies (OECD, 2014b) showed that in some countries the CoG structure is very simple, namely, it consists of a unit of the interior/foreign affairs or policy development/administrative affairs. In countries like Germany, France, and Italy, the CoG structure is much more complex, which includes several separate units.
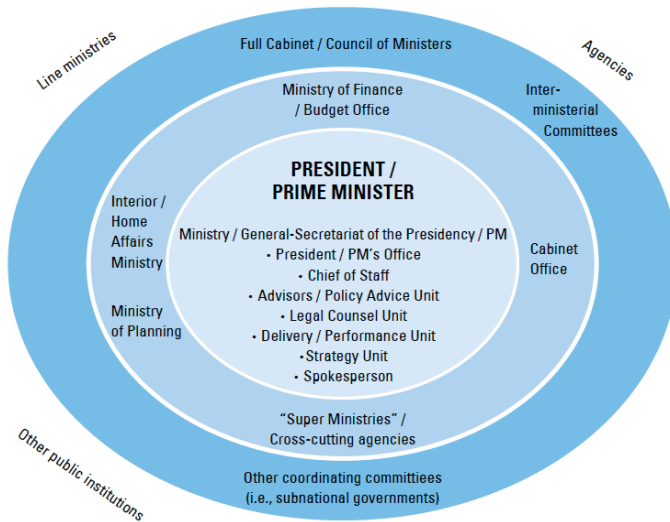
Figure 3. The CoG configuration (transformed from Alessandro et al., 2014)

Furthermore, in the aforementioned OECD study, differences were found between countries as regards to the division of CoG functions amongst institutional units. For example, in Spain, one and the same group of staff is responsible for policy analysis and coordination, strategic matters, and planning of activities. In Hungary, the PM's office (Referatura of the Prime Minister's office) combines the duty of preparing reports to the CM, policy analysis, legal verification, planning of activities, performance monitoring, and relations with the Parliament. In other countries, each task is delegated to a separate unit. (OECD, 2014b)

Taking into account such peculiarities of institutional division of CoG functions, CoG units can be divided into multi-functional and those that specialise in a specific CoG function. Each of these types of units has its advantages and disadvantages. As stated in the OECD study report, integrated teams (or multifunctional units) mean that the policy development will be ensured by one and the same group from the policy development stage until policy implementation. But there could be risk that some tasks, which are related to daily or short-term matters can start dominating over more strategic or less politically important tasks. (OECD, 2014b)

Normally, the CoG includes two mutually supplementing elements:
- the constant element that ensures continuity and correspondence to constitutional and procedural standards;
- the temporary element allowing the provision of support to the head of the government and/or to the CM. (OECD, 2014b)

Since of the most important CoG functions is providing the head of the government with administrative and political help then, as the head of the government changes, it is expected that the CoG institutions will quickly adapt to new policy directions. In several cases, it means the establishment of new units or new project groups. This way, a new

CoG structure is developed. This specific structure results from recent changes introduced according to the wishes of the new head of the government, overlapping with other changes that were introduced under the previous head of the government and which, possibly, were replaced, but never fully eliminated. This can explain the sometimes chaotic organisational structure of CoGs, as well as can encourage a new head of the government to consider a broad restructuration. Nevertheless, challenges, related to effective development of practical relations between a new political team and the permanent civil service staff of the CoG, include the fact that reforms are more focused on determining the key priorities rather than on broad restructuring. (OECD, 2014b)

Changes in the CoG structure occur by adapting not only to a different political ideology, but also to new economic and social circumstances. For instance, due to the economic crisis, the German Chancellery established a Unit of International Financial Market Policy, whereas the UK's Cabinet office established an Efficiency and Reform Group. In some cases, the capacity of the centre of government in terms of increasing the budget and staff is strengthened as a result of specific events, such as following the terrorist attack in Norway. (OECD, 2014b)

The CoG must be able to swiftly adapt to new conditions and challenges irrespective of whether it originates from domestic policy or external occurrences. *Therefore, it would be poorly considered to accumulate too many additional functions at the centre of government.* (OECD, 2014b) "Pollution" of CoG functions should be avoided, as it can occur, when, in order to avoid political conflicts, individual units are established at the CoG instead of a ministry. (Peters, Rhodes & Wright, 2000) It can affect the capacity of the CoG to perform its direct functions.

Gord Evans et al. (2010) puts forth **five criteria,** according to which it is determined whether a unit should be added to CoG institutions:
>   (1) it performs the key CoG functions;
>   (2) it deals with politically sensitive issues that demand direct involvement of the head of the government;
>   (3) it is in charge of high-priority, inter-sectoral reforms (such as reorganisation of public authorities, state administration reforms);
>   (4) its activities are of general importance for all ministries and agencies (such as matters of equal rights of national minorities, genders);
>   (5) it needs independence from a ministry (such as for the set regulatory functions).

For instance, in Romania, only 13 out of 25 units, which are under direct monitoring of the PM, correspond to the set criteria. Other units should be moved to the relevant ministries. (Evans et al., 2010)

As suggested by the OECD study (OECD, 2014b), a tendency is observed to transfer CoG's peripheral functions to ministries. For example, the functions of the Government Office of Estonia, which do not directly relate to the PM or CM (managing records, management of civil service training, and managing certain EU funds) were transferred to ministries.

An effective CoG must be small to be able to respond quickly. However, "to be small" does not imply a small capacity, as it would endanger the ability of the centre to ensure an objective, competent advisory function and support to the government. (OECD, 2014b)

2.1.2 Size of the centre of government

It is challenging to accurately compare the sizes of CoGs of countries, i.e. the number of employees, overall and according to functions or units, mainly due to two reasons. Firstly, the definition of CoGs and the classification of units belonging to the CoG differ in various countries. For instance, in some countries, units of the State Treasury are considered as a part of the CoG, but in others not. Secondly, units with a similar name in various countries can perform different functions. (Alessandro et al., 2013a)

In the OECD study (OECD, 2014b), it was found that in most countries, the CoG is relatively small: on average, 0.045 % of all government duties are allocated to it, and fewer than 0.1 % of direct state administration staff members or fewer than 50 employees per one million inhabitants are employed in it. The total number of employees, including professional and support staff, rarely exceed 1000, except for France, Italy, the United Kingdom. In ten countries out of 35, included in the study, the CoG has fewer than 200 employees.

There is little information about the division of human resources or units of CoGs due to the aforementioned reasons. A certain insight into this area is offered by the study conducted by James and Ben-Gera about the centres of government of OECD member states (James & Ben-Gera, 2004), indicating that:
- oftentimes, the strategic planning function is performed by 10 or fewer employees, in some countries from 11 to 20 employees; there are exceptions, such as the United Kingdom (on average 45 employees), Turkey (337 employees), but it is not certain that these employees are performing similar tasks;
- the units monitoring the government programme performance are relatively very small: in Australia and Chile, not more than 10 employees, in the United Kingdom, there were about 40 employees in the Prime Minister's unit of Monitoring Government Programme Performance;
- 10 or fewer staff members are employed to perform the functions of communication and internal administration, in few cases, 11 to 20 employees, but in some cases, more than 20 employees (in Spain, Hungary, Portugal, Austria, the United Kingdom).

The direct support unit of the head of the government is slightly more studied. For example, in the study conducted by Truswell and Atkinson (Truswell & Atkinson, 2011) about the number of staff members directly serving the head of the government, it was found that in Sweden, they are 200 employees, in the United Kingdom, 300, but in Germany, 620 employees. As stated by the authors, information about the organisational structure or the staff list can be misleading, because it might not correspond to the units and employees, who actually provide support to the head of the government. For

example, in the United Kingdom, they were not 100 employees, which were on the list of the PM's office staff or 1300 employees constituting the CM office. The actual number of staff members providing direct support to the heads of governments was not determined from official data studies or interviews.

As suggested by the OECD study (OECD, 2014b), the unit providing direct support to the head of the government is usually very small: about 10–20 % of the total volume of CoG resources. For example, in Germany the Chancellor's Office is small (~10 senior consultants), but very influential on the background of that more than 600 employees work at the Chancellery ensuring additional consulting, as well as other coordination and intermediation services. Likewise, insignificant resources (15 employees of 400 chancellery employees) are appointed to support the Chancellor at the Federal Chancellery of Austria, political parties are in charge of policy development, whereas the responsibility for implementing the policies is divided between the main ministries. The Chancellery itself focuses on inter-ministerial affairs (e-governance, public services reform, policy coordination).

In general, several CoGs, which have been analysed in various countries and at various times are numerically small judging from the number of staff members directly involved in them. Since, the CoG must perform coordination and monitoring functions for the entire government, it must be influential and competent.

2.1.3 The role of human resources of the centre of government and the status in the institutional system

Upon continued analysis of the CoG in its broader meaning, it can be concluded that usually two main human resources groups are included in the diversity of the institutional structure of CoGs:

> (1) **administration** — civil servants and employees ensuring the administrative duties of state administration;
> (2) **political management** — politicians and their support staff determining the political agenda and planned reforms.

Mostly, civil servants are working at CoGs (OECD, 2013), but the proportions of civil servants to political staff in various CoG units can differ (Alessandro et al., 2013a). In units closer to the head of the government, for example, in the Prime Minister's office, civil servants can account for only a half of the office staff. (Ben-Gera, 2004) In countries with the Napoleonic administrative tradition[4] (France, Belgium, Italy), the CoG has a high proportion of political staff, whereas in Scandinavian countries — quite the contrary. (Dahlström, Peters, & Pierre, 2011) What is similar in several countries over the last decades (except for countries with the Napoleonic administrative tradition, where the centre of government already was very politicised) is *an increase in the number and status of political staff, which can be viewed as a strategy of the head of the government for consolidating his/her impact in the government.* Nevertheless, 'politicising' the CoG

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[4] The Napoleonic administrative tradition is one of the types of administrative traditions, which is characterised by the hierarchical nature of state administration, centralisation and a very high status of the civil service. (Painter and Peters, 2010)

does not foster coordination processes. If the head of the government appoints politically trustworthy consultants to leading posts, but they lack professional knowledge and skills, then they will not be able to provide relevant support and consultations. This situation can lead to what Dickinson (Dickinson, 2005) refers to *politicising paradox*: staffing based on personal political loyalty can result in inability to assist the head of the government.

Taking into account the CoG's driving role in the state administration, special attention is paid to the status of the manager of the centre of government. It must be noted that currently, in scientific and other sources about the CoG theme, there is no specific definition as to what constitutes a manager of the centre of government. It is assumed that the CoG manager is a position that handles the supporting administrative structure of the supreme executive power institutions (heads of government and cabinet of ministers). The name of this administrative structure in various countries can be different, such as the General Secretariat, the Cabinet Office, the Chancellery, the Office/Ministry of the Presidency, the Council of Ministers Office. (OECD, 2014a)

What concerns the status of the CoG manager, two statuses were elucidated in the sample of countries participating in the OECD study (see Table 2). In one group of countries (58 %), the CoG is managed by a political person of a ministry level, who after the election together with the leading staff (up to 50 % of all leading staff members) usually are replaced. The exception is, for example, Austria, where the CoG manager can work until the end of the agreement term. In the other group of countries (42 %), the CoG is managed by a civil servant, who assumes the highest civil service rank. (OECD, 2014b)

Table 2.
Status of the manager of the centre of government (EU Member States*)

Civil servant	Politically appointed person
Austria Belgium Denmark France Estonia Latvia United Kingdom	Italy Lithuania Portugal Slovakia Slovenia Finland Spain Hungary Germany Sweden

*The table includes only those EU Member States, about which data were obtained in the OECD study.

Each type of CoG manager's status has advantages and disadvantages. The CoG manager as the politically appointed person ensures a close link between the administrative centre, specific political goals of the leading party, and the head of the government. At the same

time, the political person, upon commencing duties, might find it difficult to understand how state administration functions. If a CoG is managed by a civil servant, then he/she is likely to be able to handle administration better and to ensure administrative continuity, which is of value in a rapidly changing environment; however, a civil servant might find it difficult to influence political circles of the government. (OECD, 2014b)

The status of CoG human resources, including the manager of the centre, is one of the factors, which determines the ability of the CoG to generate impact. The effect of CoG activities is also determined by such factors as the specifics of the institutional structure and political tradition. In the OECD study, about 2/3 (62 %) out of 29 respondents, assess the ability to generate impact of the state government on the coordination of activities of ministries as being average at most. Fewer than 1/3 (31 %) of respondents believe that the ability to generate impact is high. The average ability of the CoG to generate impact is explained with the complexity of the bureaucratic system in the country or, in some cases, such as in Austria or Portugal, with the political autonomy of ministries. (OECD, 2014b) As emphasised in studies about CoGs (for instance, Alessandro et al., 2013b; Haddad et al., 2010; OECD, 2014b), if much more resources are needed to mobilise and influence ministries, the CoG cannot rely solely on formal power and structure. To effectively perform coordination and monitoring functions, the CoG must employ its own informal management force comprised of the support by the head of the government and professionalism of human resources of the CoG.

2.1.4 Professionalism of human resources of the centre of government

The human resources of the administrative staff of the CoG are formed of the following human resources groups:
    (1) professional staff;
    (2) support and clerical staff;
    (3) managers.

Professional staff usually must have higher education, and these employees can be entrusted with management in one of the areas of activity or in a project, for instances, to develop and analyse the procedure, whereby the government conduct and programmes are introduced or changed; to assess the current policy and normative enactments, in order to discover contradictions; to prepare informative reports and recommendations for a policy change; to assess the impact of state policy, as well as its financial consequences, political and administrative utility. They can be specialists of jurisprudence, economics, politics, state administration, international relations, engineering sciences, environmental sciences, education, etc. (OECD 2014a)

Support and clerical staff do not have to have obtained higher education. These employees perform clerical and administrative tasks related to cash transactions, trips, requests for information, organising meetings, communication, including recording, preparation, sorting and classification of information, answering phone calls and e-mails or forwarding them to the relevant persons, as well as preparing reports and correspondence, updating websites etc. This human resources group does not include managers, who oversee the work of support/clerical staff. It must be noted that the OECD

glossary of terminology of the state administration does not give a specific definition of a manager and the management levels to which specific management positions correspond. (OECD, 2014a)

Other HR classification used with regard to the state administration HR in general and to the HR of a centre of government is their **division according to the set of competencies**. In this case *a competency does not imply a mandate or an area of influence but a set of knowledge, skills, abilities and attitudes manifested in the employers' conduct*. This is the general definition of competencies, which includes common elements from many other competency definitions, which are used in various countries when referring to the public sector HR. (OECD, 2010a)

Distinction is made between two sets of categories of competency, which are required for the HR in state administration, including the government centre:
   (a) **"content-related" competencies,** in which knowledge is more important than abilities or skills, and
   (b) **"procedural" competencies,** in which abilities and skills to achieve a result and ensure a service is ensured according to the proposed goals and tasks. (Parrado, 2010)

According to content-related competencies, generalists and specialists are distinguished between.

Generalists are employees having institutional knowledge, which they use as they move within the service hierarchy, Institutional knowledge is made of knowledge about "the rules of the game", main stakeholders and intermediaries, sources of information, alliance networks etc. Generalists are juxtaposed against specialists, who are characterised by in-depth knowledge in a specific government policy area — environmental sciences, education, health care, infrastructure etc. Knowledge of specialists cannot be transferred between ministries, and that is why they remain within the area, in which they specialise. (Parrado, 2010)

The proportion of generalists and specialists in the composition of HR of the state administration is determined by the potential possibilities of transfer of HR between state administration institutions. The more there are specialists, the more obstacles it might cause for transferring staff. Therefore, by formulating the competencies of state administration and specifically CoG human resources, a decision must be made as to the extent of which specialist staff and freely transferrable staff are necessary with an aim to maintain a united civil service ethos, which deals with inter-sectoral matters. (Parrado, 2010)

An optimum division between generalists and specialists is such that corresponds to a staffing (including transfers) policy, which ensures effective operations of the respective institutions.

As shown by the study performed in 2010 about sustainability of human resources of central state administration establishments of EU Member States, since the beginning of

the 21st century, a tendency of a balance in the number between generalists and specialists has been observed in the senior level management composition. In most central state administration establishments of EU Member States, both HR groups are quantitatively equally represented. Bulgaria, Romania, and Portugal are the countries where the senior level management composition is dominated by specialists, whereas the Czech Republic, Estonia, France, Ireland, Luxembourg, the Netherlands, and Sweden are countries with a higher number of generalists. (Parrado, 2010)

It is clear that the competencies of generalists and specialists are mutually complementary and can together generate results of better quality. (Ferns, 2012) Therefore, generalists and specialists alike must be hired in the state administration and specifically in CoGs.

Depending on procedural competencies, the following are distinguished between:
(1) employees working in a position that demands *result*-oriented approaches or managerialists, and
(2) employees working a position that demands more *investment*-oriented (oriented to processes, resources) approaches than result-oriented approaches, or non-managerialists. (Parrado, 2010)

It might initially appear that managerialists and generalists are similar HR groups, however the nature of their competencies differs: in managerialist competencies, achievement of results is emphasised, whereas in generalist competencies — knowledge about the state administration system is emphasised.

Since early 21st century, the competencies determined as requirements for senior level management of central state administration establishments of EU Member States have become more result-oriented and less process-oriented. In the majority of EU Member States, the requirements for the senior level management of central state administration establishments include managerialist and non-managerialist (special knowledge or skills in a specific area or administrative system) competencies. In Denmark, Finland, the Netherlands, Portugal, and the United Kingdom, managerialist competencies are more in demand; in Austria, Bulgaria, the Czech Republic, Ireland and Italy — non-managerialist competencies. (Parrado, 2010)

It is peculiar that the predominance of managerialist competencies is observed in the countries, where the civil service system of specific positions is in force, i.e. where anybody meeting the requirements of the position can apply for an opening in the civil service (this is contrary to the career civil service system, in which only a civil servant can apply for an opening).

This tendency is also confirmed with the study conducted in 2014 about the state administration manager selection system in the EU Member States (EUPAN, 2014); according to the study, state administration managers should have competencies related to the management of civil service systems of specific positions. However, this study shows that also in combined (i.e. such where there is a civil service system of either a specific position or a career-based civil service system for specific human resources

groups) and in the career-based civil service systems, managerial competencies are more in demand than competencies related to specialised knowledge.

Administrative generalists, specialists and politically appointed persons are hired at centres of government. (Peters et al., 2000) In the first two HR groups in some countries, such as Spain, France, and Italy, mostly generalists are hired, especially from central state administration establishments (grand corps), who might have a valuable communications network, which can be used as an informal tool for inter-institutional coordination. (Alessandro et al., 2013a)

Normally, the CoG does not duplicate the specific sectoral competency, which is ensured at ministries, however they can include units or employees, who are knowledgeable in the specific policy area. The German Chancellor does not have expert support, which duplicates the competency of ministries, therefore the Chancellor has a lower capacity of policy-making. (Alessandro et al., 2013a) As suggested by Andre Rudalevige (2002), the head of the government is always facing a dilemma — either to make policy himself/herself or "to buy" it from certain ministries. For instance, at the unit monitoring the performance of the UK Prime Minister's government programmes, there were enough staff members with the necessary sectoral competency and authority to examine the activities of ministries and to recommend corrections.

Thus, the availability of experts at a CoG has a broader importance: if it is expected of a CoG that it will perform an important role in policy-making, then it must have the necessary competency and authority; in the absence of it, the ministries will be the only or the key policy-makers and promoters of implementation. (Alessandro et al., 2013a) A high level of competency can help the CoG also gain the support of ministries, when it tries to coordinate or monitor their activities. (Goetz & Margetts, 1999) The competency and authority of the CoG can also depend on other factors: if the head of the government can appoint reliable professionals to the posts of ministers, then he/she might not experience a further need to gather around policy consultants. *Overall, the proportion of professionals in the centre of government staff does not point to the level of engagement of the CoG in policy-making.* (Alessandro et al., 2013a)

No empirical studies have been performed to date about the knowledge, skills, or competencies of CoG human resources; only general references have been indicated as to what a CoG or its manager should be like. For instance, the results of the OECD study suggest that the CoG manager and the rest of the staff members, who perform the CoG tasks, it is particularly important to have analytical, political, and administrative skills. (OECD, 2014b)

Particular attention to professionalism and, accordingly, to requirements is paid with respect to HR, who ensure the coordination and monitoring of government programmes or project performance, as well as provide direct support to the government manager. In an analysis of the opportunities of enhancing the UK CoG activities in the policy implementation area, Jennifer Gold writes that to implement government policies, projects, and programmes, a set of various capacities is necessary, including capacities to procure, manage projects, and manage changes. Furthermore, the necessary skills are not

constant; at various stages of implementation of government policies, a different professional expertise is necessary. (Gold, 2014) Golda considers that one of the success factors for effective implementation of government policy is "professionalization" of strategically important positions involved in policy implementation, such as, by creating a relevant competency profile for them (by emphasising the necessary specific knowledge and skills), along with special training. In the United Kingdom, the introduction of "professionalization" of the strategically important positions is facilitated by the Major Projects Leadership Academy established in 2012, the graduation from which will be a mandatory requirement for the senior responsible owners of all projects.

As regards the team of support to the head of the government, Harris and Rutter conclude that, for instance, for successful operations of the Prime Minister of the United Kingdom, the following recommendations could be taken into account:

- **in the area of policy consulting and support**, various sources of information must be used — the opinion of civil servants and special consultants alike; it is suggested to appoint to the post of the head of a government policy unit a person, who can work together with state secretaries, as well as is professionally prepared to manage a unit, by making it into more than simply a totality of sub-units; the main people working on priority policy areas do not necessarily have to be experts, but they must be able to influence the target ministries and external stakeholders;
- in the area of **long-term policy** or strategic development, it is useful to engage external HR, who have a fresh style of thinking and working, who could find challenges in the current practice of state administration, as well as useful skills in organising inter-sectoral teams and work differently;
- in the area of **policy coordination** and dispute resolution, influential employees having specific knowledge and cooperation-encouraging skills should be working;
- in the area of **policy performance monitoring**, employees, who can view the management and implementation of government projects also from the ministry perspective, are necessary; experience and problem-solving abilities are needed in project implementation;
- in the area of **communications and external relations**, it is not very important whether the Prime Minister's press secretary is a politically or otherwise appointed person, but it is important that this person could be able to clearly and truly represent the Prime Minister's opinion; likewise, resistance against publicity is a particularly useful quality. (Harris & Rutter, 2014)

Upon summarising the data from conclusions of studies by Haddad et al. (2010), OECD (OECD, 2014b), and other previously mentioned studies regarding the CoG tasks and capacities needed for ensuring them, a **list of competencies** that are potentially important for performing CoG tasks has been created (see Table 3).

The names of competencies are loaned from CM Regulations of 10.07.2012 No 494 "Regulations on the assessment of performance of employees of state direct administration establishments", as well as from the UK's Civil Service, "Civil service competency structure 2012–2017" (Minister for the Cabinet Office and Paymaster

General, 2012) according to the lists of competencies given in these sources. The competencies were selected from the CM Regulations of 10.07.2012 No 494 to further analyse their correspondence to the tasks of the CoG of Latvia. It must be pointed out that the lists of competencies selected from the CM Regulations still inaccurately portray the competencies necessary for the performance of CoG tasks.

For example, the terms "political" and "interested parties" have been mentioned in the description of only one competency — "awareness of organisation's values"; the term "stakeholders" has been mentioned only in the competencies "communication", "strategic vision" and "awareness of organisation's values".

The structure of competencies of the civil service of the United Kingdom has been chosen because the competency approach used in the UK's civil service in managing human resources is highly developed. This choice was also determined by the fact that the competencies indicated in the structure of UK's civil service competencies refer to all groups of civil service positions rather than developed for each group of positions separately as it is, for instance, in the structure of the Ireland's civil service competencies (Department of Public Expenditure and Reform, 2012). Thus, the structure of UK's civil service competencies is more harmonised for implementing overall values of the civil service.

In descriptions of competencies of the civil service of the United Kingdom (and also of Ireland), the groups of the top level civil servant positions are subject to specific requirements to understand the political context, its development and impact, the ability to combine political, social, financial, economic and environment-related considerations for adopting effective decisions, whereas in the groups of medium level civil servant positions, the emphasis is placed on the skills to co-operate with stakeholders, to explore, understand and take into account their interests in their proposals and activities. Neither the UK's nor Ireland's civil service competency models feature distinct competencies for the positions constituting CoGs.

Since the institutions and positions constituting CoGs offer direct administrative, professional and political support to the government, then human resources of the CoG must assume national accountability. Oftentimes, being the centre of attention of those working in the government sector and the general public, the CoG human resources must serve as a role model of ethical behaviour, serving the interests of the people. Likewise, in order to perform all the tasks assigned to it, the CoG needs developed intellectual and communicative capacities to ensure effective decision-making, motivation to achieve higher work performance and professionalism standards.

Such competencies as ethicalness, making effective decisions, co-operation and partnership, caring for order, accuracy and quality, orientation towards development, can be general competencies[5] for all CoG human resources. Whereas

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[5] General or core competencies of CoG human resources are competencies expected from all CoG employees irrespective of the assumed position.

the other competencies indicated in Table 3 can be specific[6], referring to a specific CoG function, such as, change management, employee motivation and engagement, knowledge management and transfer, are important competencies in the function of improving administration.

Table 3.

Competencies necessary for the performance of tasks of a centre of government

Tasks of a centre of government competencies	Strategic planning (Haddad et al., 2010; OECD, 2014b)	Synchronisation of planning and budgeting (Haddad et al., 2010)	Policy and legislative coordination (Haddad et al., 2010; OECD, 2014b)	Monitoring the work of institutions (Haddad et al., 2010) and performance of government programmes (Haddad et al., 2010; OECD, 2014b)	Enhancing administration: institutional administration and effectiveness, strategic human resource management, improving service provision (Haddad et al., 2010)	Providing administrative support to the Cabinet of Ministers (Haddad et al., 2010; OECD, 2014b)	Coordination of government communication (Haddad et al., 2010; OECD, 2014b)
Ethics, loyalty, awareness of organisation's values (LV)	●	●	●	●	●	●	●
analytical thinking (LV), making effective decisions (UK)	●	●	●	●	●	●	●
Building and maintaining relations, communication, team work, client focus/orientation to the service beneficiary, responsiveness (LV), co-operation and partnership (UK)	●	●	●	●	●	●	●
Orientation towards achievement of results, caring for order, accuracy, and quality (LV), managing service quality (UK)	●	●	●	●	●	●	●
Orientation towards *self*-development (LV)	●	●	●	●	●	●	●
Achieving commercial results, value creation from tax collections (delivering value for money, UK)	●	●	●	●	●		
Conceptual thinking (LV), making effective decisions, seeing the big picture (UK)	●	●	●	●	●		
Flexible thinking (LV), transformation and improvement (UK)	●	●	●		●		●
Planning and organisation,		●		●		●	●

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[6] Specific competencies of CoG human resources are competencies expected from employees of specific groups of positions of CoG.

independence (LV), delivering at pace (UK)							
Creative thinking and innovation (LV), transformation and improvement (UK)	●				●		●
Strategic vision (LV), seeing the big picture (UK)	●		●		●		
Change management (LV), transformation and improvement (UK)			●		●		
Motivation and engagement of employees (partially from LV)*, management and communication (UK)					●		
Development of employees (partially from LV)*, building capability for all (UK)					●		
Knowledge management and transfer**, creating opportunities for all, cooperation and partnership (UK)					●		

● — the competency is important for the performance of the relevant CoG task

LV — competencies are indicated in the CM Regulations of 10.07.2012 No 494 "Regulations on the assessment of performance of employees of state direct administration establishments"

* — in the abovementioned CM Regulations, the competencies of motivation and development of employees are combined together as "Motivation and development of employees"

** — the name of the competency from the EUPAN working group survey questionnaire

UK — the competencies are indicated in the UK's "Civil service competency structure 2012–2017"

Thus, HR with a diverse range of knowledge, skills, and competencies are necessary for the performance of CoG tasks, however, since a CoG must be small and flexible, then the necessary HR quality cannot be achieved extensively, namely, by significantly increasing the number of employees. **CoGs must work with "high calibre" individuals (Rutter & Harris, 2014), which can be ensured by engaging highly qualified employees in permanent or temporary jobs and in special training.**

2.1.5 The system of selection and training of human resources of a government centre

Within the context of HR, CoG units can greatly differ from other civil service units. Firstly, the working environment is characterised by an extremely high stress, with the highest level of media and political attention in state administration. Secondly, the scale of issues resolved by the centre of government is considerably broader than in many other institutions. To prevent professional burn-out of employees and to ensure competency in various new priorities, several countries prefer a flexible system of staffing at centres of government — temporary transfers of employees and employing staff for the performance a specific work task. (OECD, 2014b)

The OECD study about the CoG shows that in eight countries (24 % of respondent countries), including Germany, Spain, Portugal, and the United Kingdom, the centre of government is mostly made up of employees transferred from other ministries. In several other countries (40 % of surveyed countries), only a small part of the CoG staff is made up of staff transferred from other ministries. Employees transferred from other ministries or external experts are centred around specific units, especially the President's or PM's office, policy development units, crisis management units, or priority initiative performance teams. For example, the HR policy of Denmark also emphasises the importance of rotating staff within the CoG and beyond it to maintain adequate skills. In 10 countries (30 % of the respondent countries), the CoG is a constant staff and it does not employ staff from other ministries. (OECD, 2014b)

As the pressure on the head of the government rises, often, it is suggested to review the composition of the personnel. In countries with a decentralised administrative structure, the lack of a strong permanent secretariat must be viewed as a problem, especially if the range of tasks of the President or the PM is expanded. For example, in Switzerland, a new office is created to support the Federal President's office, in particular in the area of policy and communication, and its staff is changed every year according to the rotation principle, which, in turn, contributes the risk of interruptibility. (OECD, 2014b) Another shortcoming for transferring staff members from ministries to the CoG can be the fact that employees might continue working in line with the procedures of their respective ministry, and thus be less sensitive to the needs of the head of the government with regard to central coordination. *Overall, it would be effective to combine continuity with changes in staffing a CoG. (Alessandro et al., 2013a) This corresponds to the combined staffing strategy, by building the staff of the institution of the permanent "core" and the changing "periphery".*

Special studies about the practice of recruiting and training at the CoG have not been conducted to date, however these matters are considered within the context of the entire state administration or separately within the context of the system of top level civil service. Several important conclusions can be made from the aforementioned studies about the HR recruiting and training practice in state administration of the EU Member States.

❑ In most EU Member States, the civil service system is combined (58 % or 14 out 24 respondent states), the civil service system of positions comes in second (30 %), and the career civil service system is rather infrequent (12 %, i.e. Germany, Greece, and France). (EUPAN, 2014) The combined civil service system effectively unites the benefits of the system of positions and the career system: the position system allows selecting more suitable employees from the external labour force, if the internal human resources do not have an employee of the necessary profile readily available, whereas the career system allows "raising" professional civil servants, which can effectively function in administrative areas.

❑ In the EU Member States, generally, the system of human resource management in the state administration is either combined or decentralised. The main justification for

delegating specific functions of human resource management is to give an opportunity for the heads of state administration establishments to better lead the staff, by allowing them to take into account the needs of the establishment and the achievements of individual staff members when making decisions related to the human resources. (OECD, 2011) Advantages and disadvantages of a centralised and decentralised system of human resource management are summarised in Table 4. Decentralisation of certain functions of human resource management means that the central establishments of human resource management retain the strategic role — it plans and develops strategies and policies of human resources, assess their effectiveness, develop guidelines, general standards, as well as provides methodological support (Haddad et al., 2010).

Table 4.

Advantages and disadvantages of systems of management of human resources in state administration (Haddad et al, 2010)

	Centralised system	**Decentralised system**
Description	A central institution exists, which is in charge of the human resource management policy and for drafting and implementing regulations. A high level of control and standardisation.	The central institution mainly determines the policy of human resource management, consults on this policy and on implementation of regulations, oversees the results of implementing the policy of human resource management. Heads of ministries and units are more independent in making decisions related to human resources.
Advantages	Creates pre-requisites for harmonising human resource management among ministries. Allows achieving a high level of control over budgeting and budget spending of human resources. Allows reducing the costs for the implementation of functions of human resource management.	Links mandate with accountability — ministries decide more on matters related to human resources to ensure the achievement of their goals and functions. Reduces central control and therefore allows managers to better adopt decisions related to human resources.
Disadvantages	Decisions about important matters that relate to specific ministries are taken elsewhere. Replies to requests by ministries are given slower. Employees of structural units of human resource management of ministries can develop a narrow view of their role in the functioning of the ministry.	A strong control and supervision system is necessary to ensure harmonised implementation of human resource management policies. Requires sufficient technical and government capacity in each ministry and central institution. Complex systems are necessary for delivering staff information to the central institution.

❑ Out of the 25 EU Member States included in the study, in 10, there is no formalised system of employee mobility, in seven, there is a mandatory employee mobility,

whereas in eight, the mobility is voluntary. (Parrado, 2010) Transfer of employees could help balance the actually and objectively necessary number of employees in an institution or a unit. However, employee mobility is limited in areas, where specific knowledge and skills are required. *Therefore, the system of employee mobility must be harmonised with the system of competencies.* (Parrado, 2010) Out of 27 EUPAN member states, in 18, horizontal mobility is supported, mostly by publishing job ads in a centralised internet portal and allowing employees to apply for a job. (Tronti, Rocca & Tomassini, 2014)

❑ Planning of HR in state administration in a structured form is performed in fewer than a half of the EUPAN countries, i.e. in 15 out of 26 countries, which provided answers in the survey, whereas in 10 out of these 15 countries, human resource planning is centralised, and in the remaining five, ministries are in charge of developing HR plans. This focused HR planning mostly takes place for the needs of ministry budgeting, by primarily solving matters related to HR quantity, so that the ministry(-ies) remains within the allocated budget. (EUPAN, 2013b) *Planning quality of HR in state administration at the strategic level, providing for plans of ensuring HR competencies according to long-term goals, is introduced only in some countries*, such as the United Kingdom, but a tendency is observed also in other countries to introduce HR strategies in order to ensure competencies necessary for achieving long-term goals. (OECD, Huerta Melchor, 2013; EUPAN, 2013b) For planning needs at the ministry level, HR usually are segmented according to formal parameters, i.e. the employee status, professions, and salary groups, according to gender, age groups, etc. In several countries, the ministries themselves decide how human resources should be segmented. There is no reporting about the HR segmenting according to their potential; identification, development, and retention of particularly capable employees or talents is done in a non-systematised form. (EUPAN, 2013b) *However, systematised talent management in state administration would enable using the available HR more effectively.* Some European countries have started employing a talent management system at top level civil service positions, such as the United Kingdom and Ireland. (*Department of Public Expenditure and Reform*, 2014; OECD, 2010a) While talent management is oftentimes implemented in the form of an individualised approach to special employees, human resource segmentation according to their strategic contribution or the role and their availability (costs) (Lavelle, 2007) allows creating a relevant HR policy for all HR segments. This type of HR segmentation is not yet introduced in the administration of states (OECD, 2010a), but it is a useful instrument in strategic HR management (OECD, Huerta Melchor, 2013).

❑ In more than a half of EUPAN member states (61 %), in the selection of candidates to posts in state administration both competencies and knowledge are assessed; in 28 % of countries focus on competency assessment and only 11 % of countries emphasise the assessment of applicants' knowledge. In addition to education, work experience, criteria of professional knowledge and skills needed for vacant positions, cognitive abilities are evaluated, including verbal and numerical reasoning, analytical abilities, as well as co-operation skills, motivation, leader's potential. (EUPAN, 2013c)

Candidates to a manager's position are subject to evaluation of their managerial and informal management skills, professional knowledge, co-operation and communication skills. (EUPAN, 2014)

❑ In EU Member States, various models of recruiting human resources in state administration are used, mostly depending on the political, cultural, and legal context of the state, as well as on the system of civil service. A major importance in the selection of a specific model is also played by the contribution to the state development that is expected of state administration and their civil servants, who are responsible for this function, and by the professional qualities that these civil servants must have. 46 % of EUPAN member states are employing a decentralised recruitment model in state administration, but just as many are using the combined model; the smallest number of countries are using only the centralised recruitment model (Belgium, Cyprus). In countries with a combined system of recruiting human resources in state administration — Austria, Croatia, France, Hungary, Ireland, Italy, Lithuania, Luxembourg, Malta, Portugal, Romania, Slovenia, and Spain — centralised approach to selection is applied in the case of top level civil service positions and/or in some stages of civil service recruitment, e.g., when announcing the competition, initial screening of candidates, in assessment and shortlisting the candidates for a final selection, engaging candidates in special training for work in state administration. Among the main gains from recruitment centralisation are better transparency, objectivity, quality, and cost-efficiency of the competition for the post. Focusing the recruiting and selection of human resources in one place contributes to specialisation in these processes, which, accordingly, promote the quality of these processes. (EUPAN, 2013c) A centralised civil servant selection system allows choosing professionally suitable candidates for civil service posts more effectively in countries with a higher level of political, ethnic, and other patronage[7]. By using centralised candidate assessment for civil service posts, it is possible to build a highly qualified staff, prevent increasing corruption, and promote public trust in state administration. (Sundell, 2014)

❑ Methods of evaluating the applicants do not considerably differ in countries with a decentralised, combined, and centralised selection system. Most often, such means of applicant selection are used as interviews, situation analyses/written tests, knowledge tests, selection of applications submitted by candidates online, oral presentations, tests of language skills (in 65–57 % EUPAN member states); relatively less frequently, group tasks, tests of specific knowledge and skills of the position, and online tests are used (33 %). In most EUPAN member states, a separate selection system is employed for the top level civil service positions — in 18 countries or 68 %. (EUPAN, 2013c) In most EU Member States, the system of management level selection differs at various government levels; only in Bulgaria, Finland, and Lithuania, the selection of managers of various ranks is unified. Most often, interviews, tests of professional knowledge or skills are used and the personal file of the employee or candidate's CV is reviewed to evaluate the candidates applying to managerial posts. Normally, in competitions for the medium and lower level

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[7] Support, recommendation by an influential person. (Terminu un svešvārdu skaidrojošā vārdnīca, 1999)

management posts, the decision on the selection of a candidate is made by the selection commission, which includes the highest rank manager. (EUPAN, 2014)

❑ In 19 EUPAN member states, the newly recruited employees undergo standard training, which lasts for one month or more. Standard training for new managers is provided in 13 countries. (Tronti et al., 2014)

❑ Top level civil servant training and development practice in EU Member States often is insufficiently focused on achieving a long-term effect in the functioning of the trainee. In several countries, civil servants of this level undergo training for improving specific managerial and informal management skills. Sometimes, special management and managerial skills training is offered for a specific target group — women (Austria, the Netherlands) or potential candidates (the Netherlands, Spain, the United Kingdom). Training is done also in other areas, but they do not always correspond to the competency profile of the trainee civil servant. *Approaches to training differ in position and career civil service systems: in a position civil service system, internal training is of lesser importance than in the career system.* In internal and internal training alike, not only conventional training methods, such as classes, are used, but also informal training methods: work groups, conferences, experience exchange, etc. However, systematic assessment of training results is still lacking. (Kuperus & Rode, 2008)

❑ What are known as centres of excellence have become relatively popular; they help create human resources of CoGs with narrow specialisation, by developing study programmes and course plans, by organising experience exchange groups, constructing competency profiles and/or consulting. (Gold, 2014)

Upon summing up the available information about HR selection and training in CoGs and state administration on the whole, it can be concluded that, besides the permanent small staff of CoGs, it is necessary to use flexible forms of employment for recruiting internal and external human resources to perform specific tasks (a project, programme, participation in a committee, etc.). It is useful to differentiate the CoG's human resources selection and training policy depending on the long-term purposes of employees and the convenience/inconvenience of their replaceability.

Criteria of candidate selection, when seeking employees for strategically important positions, must be complex, providing not only for formal requirements of education, experience, and knowledge, but also of competencies and skills. As indicated in Section 2.1.4, requirements of competencies can be divided into two sections — requirements for general competencies (such as, ethicalness, making effective decisions, co-operation and partnership, ensuring order, etc.) and requirements for specific competencies (such as management of changes, employee motivation etc., arising from work tasks).

Candidate selection methods and procedure must differ depending on whether the employee is sought for a temporary or permanent position. Recruitment for a task lasting

for a specific time or a task of a specific scope allows for a simpler selection procedure, which can include a review of candidates' application documents, interviews, and/or verifying references. Candidate selection for a temporary position, however, should have several steps using various selection methods, including written tests (knowledge tests, case studies, presentations, etc.). Group tests as a method of selection are useful if it is important for the position to have communicative, co-operative, and leadership skills.

A decision on the selection of a candidate in competitions of heads of CoG institutions and other strategically important positions must be justified with a common opinion given by a specifically established commission. This commission should include at least the direct supervisor as well as a personnel selection specialist.

The system of CoG human resource selection providing for an equivalent selection procedure for the positions of managers of all levels or of specialists, i.e. a unified selection system, is more suited for the civil service system of positions and specifically for permanent positions of the CoG. The use of a similar set of selection methods in competitions of various levels allows finding the same "filter" for candidate selection from among the staff members of state administration institutions and from external labour force, thus achieving a more accurate comparability of professionalism between internal and external candidates, and therefore a more qualitative selection of candidates.

Taking into account the fact that the CoG must correspond to the role of a reliable intermediary, all the while ensuring expertise of various levels, the correct balance must be achieved in staff recruitment. By focusing CoG staff management processes in a single administrative institution and **centralising the HR selection and training for permanent posts of the CoG**, it is possible to strengthen the CoG's ability to influence, by creating a single team of highly qualified civil servants and professionals with administrative culture needed for CoG functions. Whereas, by maintaining a decentralised selection process that is as flexible as possible, it is possible to attract HR with specific skills and experience relatively faster, however, it must be noted that this approach is mostly used to attract employees having the necessary knowledge and expertise in a short-term, in addition to the permanent CoG staff.

The planning of training for CoG human resources is particularly important for the permanent staff. Training of permanent staff must be planned in a long-term perspective, which does not exclude training for acute, short-term needs, and must be based on traditional and informal learning methods. It is often possible to select employees having the necessary competency for the performance of tasks of a limited term or scope. Training of these employees must be focused on short-term needs and based mostly of informal training methods, such as discussions, experience exchange, conferences, etc.

2.2 Human resources policy implemented in centres of government in the EU: EUPAN work group survey results

2.2.1 Size of the centre of government

Out of 27 countries, 11 describe the CoG as consisting of one or several institutions, where more than 500 full-time civil servants are working (Austria, Finland, France, Hungary, Italy, Ireland, Malta, Poland, Slovenia, Spain, and Turkey). Some of them give a specific number of civil servants employed in the CoG, which significantly exceeds the average numbers: in Turkey, 1602 civil servants, and together with the support staff at the CoG amounting to 2212 employees; in France, 1300 civil servants, and together with the support staff at the CoG amounting to 2000 employees; in Hungary, 1200–1300, and together with the support staff at the CoG amounting to 1300–1500 employees. Furthermore, Austria, Slovenia, Spain, Finland, Malta and Italy also report on a relatively large CoG staff: the number of civil servants, including support staff, in Austria is 1414, in Slovenia, 1143, in Spain, more than 1000, in Finland, 926, in Malta, 727. In Italy, though 569 civil servants work at the CoG, together with the support staff, the CoG has 1246 employees. In nine other countries, CoGs have up to 200 full-time civil servants: up to 100 civil servants in Croatia, Cyprus, Luxembourg, the Netherlands, Norway; 101–200 civil servants in Belgium, Estonia, Lithuania, Portugal. In nearly all of these countries, the number of support staff is small — up to 100 employees (in Portugal, up to 200 employees; no data is available about the situation in Belgium). Countries of this group include in the composition of the CoG either central institutions (Belgium, Croatia, Cyprus, Norway), or additionally also specific units or functions of ministries (Estonia, Lithuania, Luxembourg, the Netherlands, Portugal). In the remaining seven countries, the size of the CoG is reported ranging between 201 and 500 civil servants (see Figure 4). Out of 19 countries, which gave a specific number of the CoG support staff, in 58 % of countries, it does not exceed 100 employees, in 21 % of countries, it ranges between 101 and 200 employees, and in just as many countries (21 %) it is more than 200 (in Germany, 201–300; in Turkey, 610; in Italy, 677; in France, 700).

In countries, where the term "centre of government" is used in state administration, the CoG is not considerably smaller or larger than in countries, which do not use this term. The survey results correspond to the results of the previously conducted studies (OECD, 2014b), which confirm the existence of a relatively large CoG in France, Italy, and Turkey, and a relatively large CoG in Belgium, Estonia, Portugal, and Norway.

The survey results point to the existence of two opposite situations: on the one end of the spectrum, there are countries with more than 500 staff members employed at the CoG (civil servants and support staff), and, on the other, there are countries with CoGs employing no more than 200 people. Worth noting is that in countries with a large population (over 38 million people) — France, Italy, Spain, Poland, and Turkey — the CoG is relatively large. The exception is Germany, which has the biggest population out of all respondents, but the CoG does not exceed 700 staff members. Whereas in small countries (population of up to 1.5 million people), CoGs are relatively small — Luxembourg, Cyprus, Estonia. The exception here is Malta with a CoG of more than 700 staff members. According to the number of CoG employees per 100,000 inhabitants,

Malta has the highest number of CoG employees, whereas the Netherlands has the lowest number (see Appendix 2).
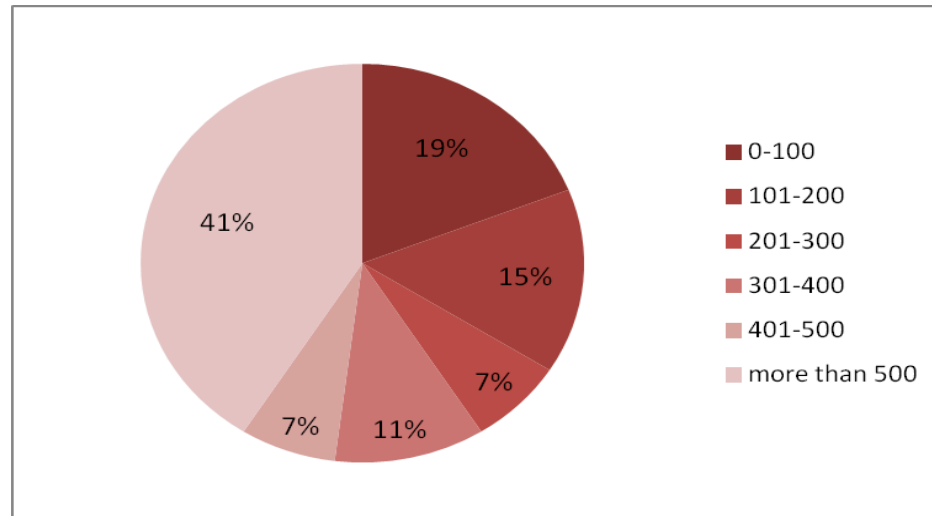
Figure 4. Number of full-time civil servants employed at a centre of government (n=27, incl. Norway and Turkey)

However, according to the Mann-Whitney test results, the CoG size is not linked to the population size of the state (see Appendix 3). Likewise, statistical non-parameter rests show that the CoG size is not related to the availability of a CoG definition in a state, to either the narrow or the broad interpretation of a CoG, duration of participation of the country in the European Union, or to the active or passive role of the CoG.

The CoG size is related to the extent of its functions (see Appendix 3). In the large CoGs (with the number of civil servants exceeding 500), more functions are performed than in the small CoGs (with the number of civil servants not exceeding 200). Unlike the small CoGs, the large CoGs more often perform such functions as:
    (1) development of state administration reforms and monitoring of implementation;
    (2) strategic management of state administration human resources;
    (3) improving service provision;
    (4) coordination of regional development matters;
    (5) e-governance.

The obtained survey results must be approached cautiously, because in several countries (60 %), the CoG concept is not used, when speaking of the system of state administration, which can make it difficult to accurately identify the institutions and positions forming the CoG. Even if such institutions have been identified, their formal staff list or the official staff statistical data can give a misleading perception of the number of people actually involved in the CoG.

2.2.2 Instruments for the management of human resources of a centre of government

Most often, such instruments have been used for the management of human resources of CoGs as training and growth measures for all employees (in 23 countries), special training and development programmes for managers to improve managerial skills and competencies (in 20 countries), flexible employment forms — flexible working hours, distance learning[8], fixed term employment contracts, etc. (in 19 countries), expanding mandate and accountability (in 17 countries). The latter is similar to enhancing the work through employee engagement in interesting objects, which Estonia had indicated in addition to the other instruments (see Fig. 5).

At least a half of the respondents, perform employee rotation or promote internal mobility. Such instruments of HR management are used by Austria, Belgium, Ireland, Italy, Malta and Lithuania. The reduction of the number of employees is topical in countries with a small CoG (Croatia, Lithuania, Estonia) and in countries where relatively many employees are working in a CoG (Italy, Ireland, Slovenia, Hungary, Finland, Spain). Survey results show that talent management is not yet a widespread practice in European state administrations. Out of the respondents, only Austria, Belgium, the Netherlands, Norway, and Slovakia stated that the development of the best performing employees is used.
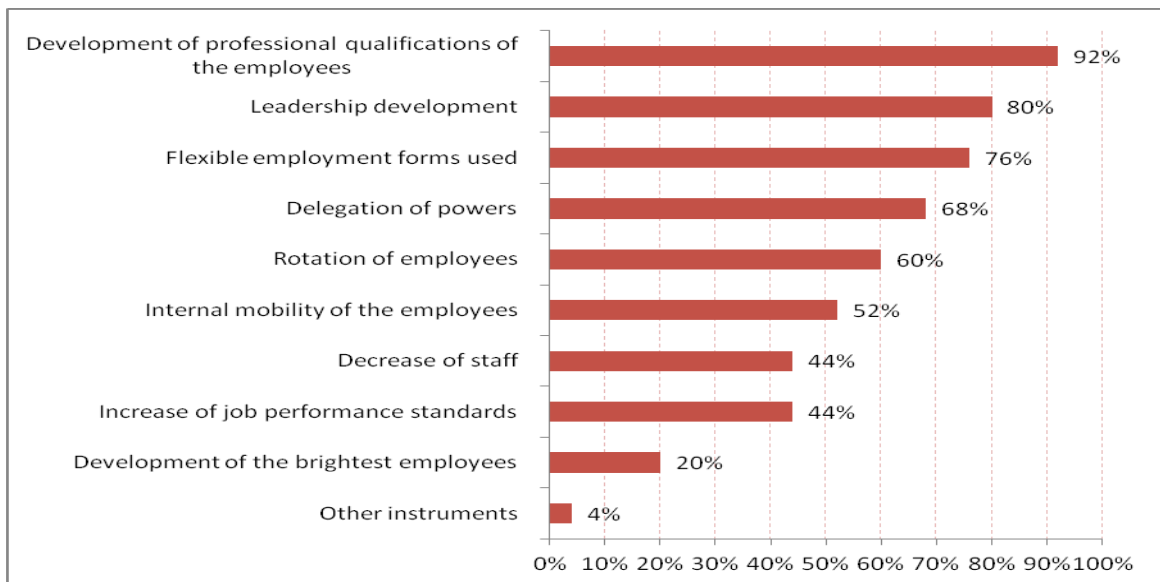
Figure 5. HR management instruments of the centre of government (n=25, incl. Norway and Turkey)

Overall, to manage CoG human resources, at least three instruments evaluated within the survey are used (in France, Spain, Turkey, and Norway), the maximum number of

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[8] Telecommuting is the replacement of arriving at work with working from home or another remote establishment, by sending the data and documents to the central establishment, using electronic means. (LAS TC TK ITTEA terminology database)

instruments is eight (in Lithuania), but the most often used are six instruments in various combinations.

Employee rotation is used more in countries, where the CoG is attributed an active role in the development of inter-sectoral strategies and programmes (see Appendix 4). **Whereas promotion of internal mobility of employees is the most widespread instrument of HR management among countries with passive CoG.** Employee and manager development and the use of flexible employment forms are tools that are used in countries with an active CoG and in countries with a passive CoG.

2.2.3 Qualification requirements for human resources of a centre of government

In several countries (57 % of the 21, which have given an answer), officials, who perform CoG functions, must have obtained the higher education. In France and Slovakia, a master's degree is necessary for the work in a CoG. Whereas, in Germany, Hungary, and Italy, the CoG staff must have obtained at least secondary education. 1/3 of the respondents emphasised that the requirements for CoG officials depend on the position. For instance, in Ireland a clerical officer does not need a specific qualification, but must have a good general education; the executive officer must have a university diploma or must correspond to the leaving certificate standard; the administrative officer must have at least an honours bachelor degree or must correspond to the eight level of Quality and Qualification of Ireland. In Turkey, university education is required for experts, inspectors and consultant positions, whereas other civil servants must have at least secondary (lyceum) education. In Bulgaria, no specific educational requirements are set for the political cabinet.

CoG officials most often must have obtained education in legal sciences, economics, political sciences, or the specific sector.

The following are mentioned as important specific skills and competencies for CoG officials:
-   legal and political analysis (Germany, Italy, Lithuania);
-   team work (Hungary, Lithuania), communication (Hungary, Latvia);
-   coordination (Italy), planning and organisation (Latvia), planning (Lithuania);
-   political sensitivity or political intuition (the Netherlands, Norway);
-   skills in document drafting (Germany, Italy);
-   analytical, strategic, conceptual, creative and flexible thinking (Latvia), problem-solving (Hungary);
-   investing efforts (Lithuania);
-   improving operations (Hungary);
-   diligence, accountability, reliability (Hungary, Lithuania);
-   economic analysis (Italy);
-   management and informal management skills (Slovenia — for top level posts);
-   observing deadlines, accuracy, capability, useful time consumption, focus on results (Hungary);

Furthermore, the importance of work experience is emphasised for CoG officials: duration of civil service (the Netherlands, Norway) or experience in other institutions, such as universities, National Legal Council (Greece), quality of working experience (Slovenia — for top level posts), special achievements in professional career (Norway).

As shown in Figure 6, there are no competencies, which are assessed as very important or not important; all competencies mentioned in the survey are assessed as important for employees of CoG institutions. Relatively higher assessment has been attributed to such competencies as analytical thinking, focus on results, strategic vision, ethicalness, communication, planning, and organisation, building and maintaining relations. *Thus, a high level of all-round development is expected of CoG human resources.*
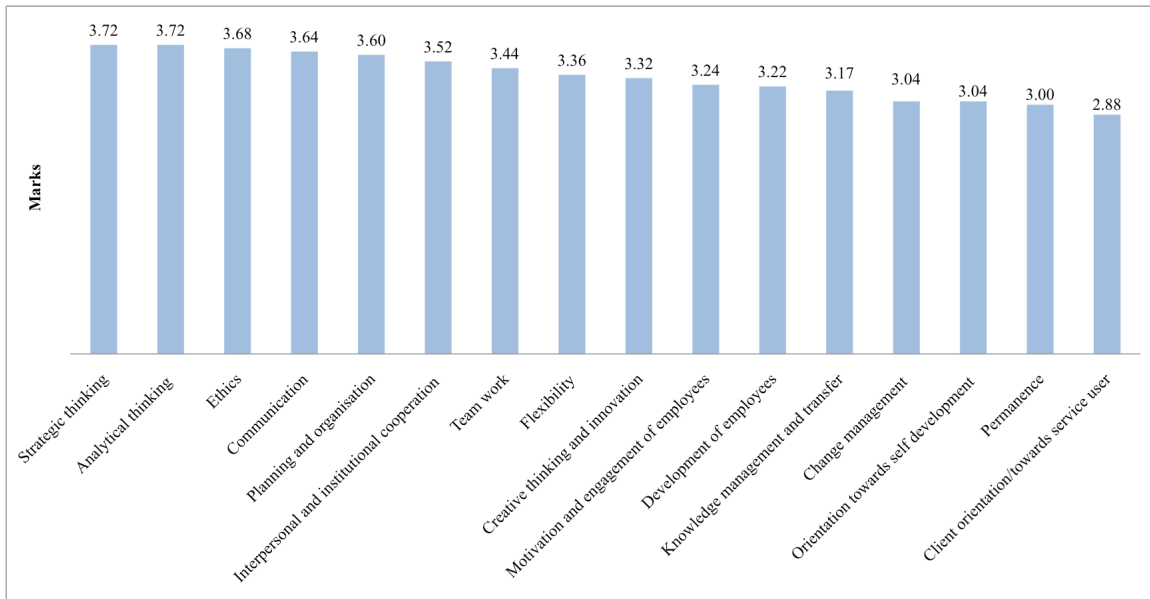
Figure 6. Importance of employees' competencies at the institutions of the centre of government (1 – not important, 2 – not very important, 3 – rather important, 4 – very important) (n=25, incl. Norway and Turkey)

The overall assessment of the importance of competencies of CoG human resources in countries with active and passive CoGs does not differ materially (see Appendix 4). Only the importance of "flexibility" and "independence" of competencies is assessed slightly higher in countries with an active CoG, which is understandable, because the availability of these competences strengthen the role of CoGs.

As regards the qualification of persons applying for positions right at the PM or Cabinet of Minister's office, the survey results do not significantly differ from requirements for CoG human resources in general. Possibly, this is because several countries believe that it is these institutions that constitute the CoG. Nevertheless, some countries, along with the aforementioned general requirements for CoG human resources, singled out the area of education, the necessary skills and competencies also for this group of staff members. Namely, in Germany, the Netherlands, and Romania, it is important for these posts of the

aforementioned institutions to have obtained education in legal sciences (or specifically in public law — in the Netherlands), political sciences, economics (Germany, Romania), or state administration (the Netherlands, also Lithuania), as well as the following specific skills and competences are emphasised:

- political analysis (Germany, the Netherlands, Romania);
- analytical and creative thinking (Germany, Slovenia), strategic thinking and analysis (Lithuania, Slovenia);
- legal analysis (Lithuania, Romania);
- skills in drafting planning documents (Lithuania, Romania);
- focus on results (Slovenia, Latvia);
- team work (Lithuania, Latvia);
- loyalty (Estonia);
- accountability (Lithuania);
- political sensitivity (the Netherlands);
- knowledge of foreign languages and IT skills (Romania);
- innovations, flexibility (Slovenia);
- ethicalness (Slovenia).

Overall, it can be observed that countries are emphasising different skills and competencies, which can be explained with the differing roles or functions of PM or Cabinet of Minister's office, as well as, possibly, differing business culture and the available HR quality.

2.2.4 Selection of human resources for the centre of government

Among the respondent countries, 48 % use the combined CoG human resources selection (in Croatia, Cyprus, France, Greece, Hungary, Ireland, Lithuania, Malta, the Netherlands, Norway, Romania, Slovenia). The distribution between decentralised and centralised systems of CoG human resources selection among the rest of the countries is similar. Decentralised CoG human resources selection is used in 26 % of countries — Austria, Bulgaria, the Czech Republic, Estonia, Finland, Poland, and Latvia, whereas centralised selection is used in 26 % of countries — Belgium, Germany, Italy, Luxembourg, Portugal, Slovakia, and Turkey. No special procedure is established for CoG human resources selection in most countries (74 %) (see Figure 7). The exceptions are Austria, Cyprus, the Netherlands, and Greece, which report on a different approach to CoG human resources selection, and the Czech Republic, Italy, and Spain, which assess their CoG human resources selection as partially different.

In Austria, the selection of HR in state administration takes place in a decentralised way, based on the centralised Law of 1989 on Announcing Vacancies ("*Ausschreibungsgesetz 1989*"). Depending on the type of vacancy, the Law prescribes a different procedure of selection. The Law regulates the appointment of persons to managerial and high level positions and to nearly all other positions, except for those the staffing of which is regulated by other federal laws, such as the Judges' Service Code (*Righterdienstgesetz*), Civil Servants' Service Code (*Beamtendienstreghtsgesetz*) in case of federal teachers. Pursuant to the Law, candidates must participate in a computerised testing and a job interview. Manager's positions have a different selection procedure: the candidates must

pass an interview in front of a selection commission. More progressive selection methods can be used for further candidate assessment, such as "Assessment centre"[9].
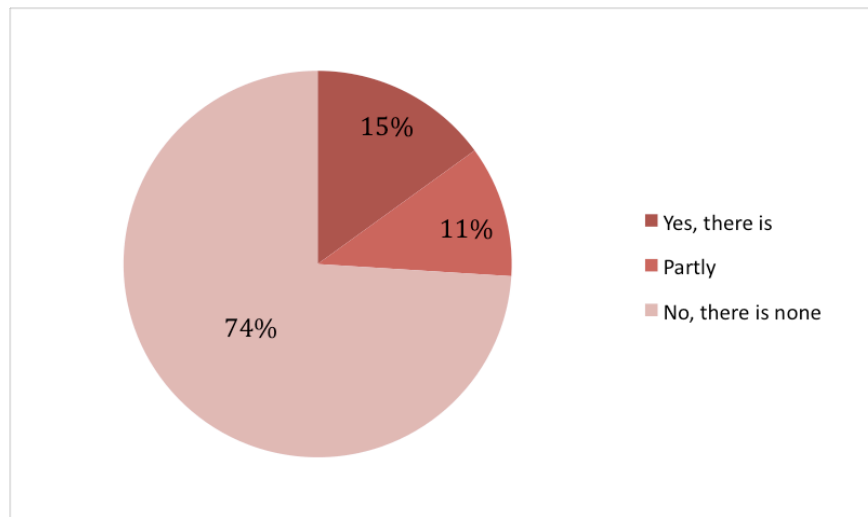
Figure 7. Is the staff of institutions constituting the CoG subject to a special selection procedure? (n=27, incl. Norway and Turkey)

In Cyprus, majority of CoG employees are such civil servants transferred for a fixed term from other state administration institutions, who have been pre-selected according to a standard procedure for all other civil service positions. A CM secretary is a civil servant, who has been appointed to perform a secretary's duties (all the while retaining the status of a civil servant) with a decision adopted by the Council of Ministers. Other employees of the Praesidium, who do not have a civil servant status — special consultants, commissioners, etc. — depending on the specific position, can be subject to other forms of selection or appointment. A person can be appointed to some political positions only with a President's decision without going through the formal selection procedure. **In Greece**, at one of the most important CoG institutions — at the institution of the Chief Secretary in charge of coordination affairs —experienced employees transferred from other ministries are working for a fixed or indefinite period. **In the Netherlands**, some top level civil service positions are subject to the "ABD" procedure (in Dutch *Algemene Bestuursdienst*), as well as a special security clearance. **In Italy**, civil servants from other state administration institutions are selected for service at the CoG according to special needs and required skills. **In the Czech Republic**, the selections of CoG human resources are case-specific.

An important fact to not is that in all those countries, where the CoG is attributed a passive role, no special procedure is prescribed for the selection of CoG human resources. Whereas, all those countries, which reported on a different or partially

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[9] "Assessment centre" is a type of complex assessment of candidates, using several special assessment methods — business games, psychological tests, group discussions, etc. — for a more comprehensive evaluation of professional suitability of the candidate for the position. (Armstrong, 2009)

different procedure of selecting CoG human resources, the role of the CoG is assessed as "rather active" (see Appendix 4).

Table 5.
What is the selection procedure for PM and ministry offices' employees?

Selection procedure	n	%
(1) Selection criteria and the process do not differ from that established for civil servants: *Belgium, Croatia, France, Ireland, Luxembourg, the Netherlands, Norway, Poland, Slovakia, Turkey.*	10	40
(2) The selection criteria and the process are not established, the Prime Minister and the ministers select a staff that they can trust: *Bulgaria, Estonia, Germany, Italy, Malta, Portugal, Latvia.*	7	28
(3) The choice of employees at the Prime Minister and ministers' offices is determined by the political party represented by the Prime Minister: *Romania.*	1	4
(4) Other: *Cyprus, Denmark, Greece* *Lithuania* and *Slovenia* (1) and (2); *Czech Republic* (2) and (3); *Finland* (2) and (4).	7	28
Total	25	100

As regards the selection of the PM and ministers' office staff, three groups of countries can be distinguished between (see Table 5). The first group of countries (40 %), without differentiating the selection of employees for the said institutions from the procedure of civil servants' selection, a higher administrative capacity and political neutrality can be achieved. In the second group of countries (28 %), the PM can choose politically convenient employees, but this can hinder the interaction with broader circles of persons involved in state administration. In the third group of countries (28 %), the selection procedure differs for various PM and ministers' office posts, and this could be viewed as the optimum approach, to ensure effective administrative and political support.

2.2.5 Training of human resources for the centre of government

Mostly (in 81 % of countries), the training system of CoG human resources is not specifically singled out (see Figure 8). Only **Greece** states that it has a different training system for CoG human resources. The three learning methods that are most frequently used in training CoG human resources in Greece are experience exchange, trips abroad, seminars (lectures and discussions), games and simulations (behaviour modelling, business games, role plays, case studies). Austria, Norway, Romania, and Slovakia report on a partially different training system of CoG human resources. The most popular method used in training CoG human resources is seminars (81 %), followed by lectures (42 %) and experience exchange, trips abroad (38 %). All of these methods are relatively traditional, primarily aimed at gaining new knowledge. A third of the countries often use also assigning special projects, which can be viewed as a method of employee development. However, other learning methods, which improve practical skills, such as job rotation, mentoring, coaching, games and simulations, are used less frequently.
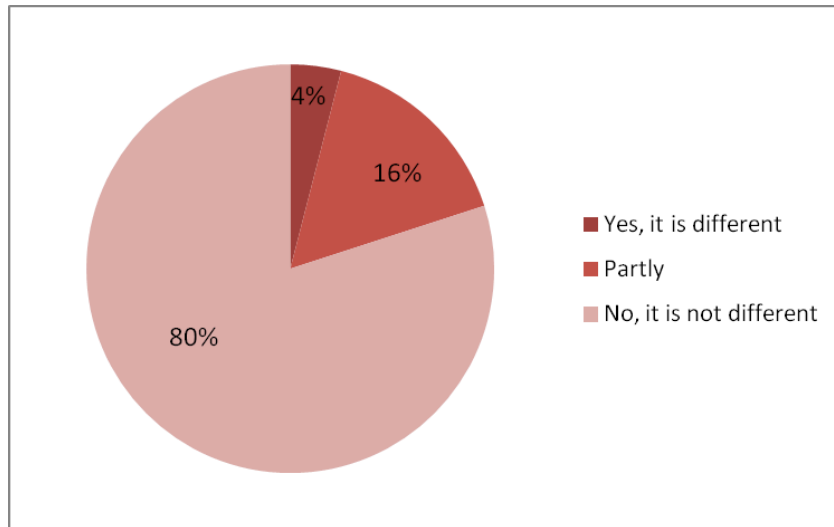
Figure 8. Is the system of training the staff of CoG institutions different from the system of training the employees of other central administration institutions? (n=27, incl. Norway and Turkey)

Assuming that lectures, experience exchange, seminars, "shadowing" are knowledge-based training methods, and games, simulation, assigning special projects, job rotation, mentoring and coaching are skills-oriented training methods, it can be concluded according to the survey data that:

1) the training methods oriented at acquiring knowledge used in the training of CoG human resources dominate more in Bulgaria, the Czech Republic, Greece, Cyprus, Italy, Latvia, Luxembourg, Malta, Poland, Portugal, Romania, Slovakia, Slovenia, Turkey;
2) skills-oriented training methods dominate in Austria, Belgium, Estonia, Hungary;
3) training methods based on both acquiring knowledge and skills-oriented methods are common in Croatia, France, Germany, Ireland, Lithuania, the Netherlands, Norway, the European Commission.

Even though the choice of a specific training method should be related to the training needs, focusing on deepening the employees' knowledge or expanding it does not guarantee a successful transfer of the acquired knowledge to practice. Professionalism of employees can be developed, when the use of training methods oriented at acquiring knowledge and skills is balanced.

Overall, the survey results show that the number of employees working in CoG institutions in the EU Member States can range between 50 and 2000 and more people. However, taking into account that, in several countries, the CoG concept is uncommon, it is currently difficult to determine the actual size of CoGs.

The CoG size is related to the extent of its functions. CoGs, which perform several functions of improving administration and coordination of specific horizontal policies, can be larger — with the number of civil servants exceeding 500. Whereas CoGs, which

do not perform the aforementioned functions or perform them only to a limited extent, can be smaller — with the number of civil servants not exceeding 200.

At least three different instruments are used for the management of CoG human resources. Often, they are linked to the development of professionalism of HR and to the use of flexible employment forms. This fits within the recommended concept of building CoG human resources, which suggests that a part of CoG human resources, especially in strategically important positions, must be high level professionals having special knowledge and skills and that such professionals should be attracted from within state administration and from external sources.

No separate policy of CoG human resources in the area of selection or training is introduced in most EU Member States. Qualification requirements, the selection procedure and the training system for CoG human resources is not distinguished from general regulations and practices, which apply to all employees working in state administration or to specific HR groups, which usually are political figures, civil servants, including high ranking civil servants, managers and professionals (not having the status of a civil servant). A differentiated approach to CoG human resources is generally implemented in a rather non-formalised way.

3. Instruments used in the work of a centre of government and the set of methods used in policy planning, implementation and result assessment

3.1 A review of scientific literature and studies

3.1.1 Types of policy instruments and approaches to their examination

No single definition of a policy instrument is suggested in the theoretical literature. One of the approaches is to define policy instruments as objects (such as laws and administrative directives) or as activities (including, informal) aimed at influencing state administration processes. (Peters, 1998) Upon analysing the instruments used in the CoG work, it is suggested to use both definitions, by defining regulatory enactments as existing at the basis of objects and by studying them in relation to the activities that are necessary for implementing them.

Three possible ways of studying policy instruments are used: classical, instrument context, and contextual approach.

The classical approach attempts to determine the types of instruments, by describing their sub-processes, central activities, implementation problems, and the generated impact. Each instrument is subject to an empirical assessment of effectiveness. The negative aspect of this problem is the formation of typology of mutually exclusive instruments.

The instrument context approach attempts to explain the way that instruments function, by examining the main features of the instruments and the environment (the context), in which they are used.

In case of the contextual approach, the importance of instruments in influencing a decision is viewed as minimal, by paying attention to other factors of external environment, which affect the policy formation and implementation processes.

To perform a comparative analysis of the instruments used in the work of CoGs of EU Member States, as well as of Norway, Turkey and the European Commission, the instrument context approach is employed, as it considers the effectiveness of instruments and the impact of environmental factors on the success of their use as equally important.

Data analysis is performed taking into account three main aspects: instrument description, environment, in which the specific instrument is used, as well as the target group of the instrument. You can indirectly assess instrument effectivity, by looking at the stakeholders, who are using the specific instrument, at the impact that they leave on various sub-processes of use, and at how co-operation takes place between the participants.

Policy instruments are described using the **Van der Doelen typology**, which divides them into regulatory, economic, and communicative instruments. (Peters, 1998)

Regulatory instruments standardise procedures, in which state interference is necessary. A negative feature of regulatory instruments to mention is the need to monitor the progress of implementation of regulatory instruments, as well as the extent of costs linked to implementation. A third feature, which describes the environment, in which regulatory instruments are functioning, is the non-obliging attitude for the part of those stakeholders, whose activities are either restricted or prevented by the regulatory instruments. The fourth feature describing the category of these instruments is their extended process of development, therefore it is possible that a problem that has arisen in society, which needs solving with the interference of the state, is not prevented in a timely manner. (Peters, 1998)

Economic instruments or financial stimuli (for instance, subsidies, benefits) are regarded as an alternative to regulatory instruments. They are not of a compulsory nature, therefore, they are rather popular in the implementation stage of various action policy areas.

When describing the environment, in which economic instruments function, the fact must be mentioned that they can change the behaviour of the stakeholders. Since these instruments do not have a compulsory nature, individuals can choose whether to change their model of behaviour or not, which, accordingly, is not necessarily advantageous for the government. In the use of financial stimuli, additional knowledge is required with regard to factors, which will affect the behaviour of those stakeholders, towards which economic instruments are aimed. Since governments do not always have enough of such knowledge, it can be viewed as a hindering factor for successful implementation of financial stimuli.

Over the last few years, what are known as the new instruments — motivation, performance assessment, as well as **communicative instruments** — are increasingly used in the work of governments. The basic principle of their use — the basic condition of successful implementation of the action policy — is persuasion rather than imposition. *Communicative instruments as "a soft" instrument is effective only if the contents and the form correspond to the values and perception of the target group.* It is difficult to determine the values and perception, furthermore, it does not always guarantee that after the instrument is applied the target group will change its behaviour according to the intended action policy goal.

3.1.2 Basics of horizontal and vertical coordination

Since late 20th century and early 21st century, political scientists have observed new tendencies of centralisation and CoG strengthening in West European countries and Anglo-Saxon countries (the USA, Canada, Australia, New Zealand). In some publications, the term 'core executive' is used. (Peters, Rhodes, Wright, 2000; Dahlstrom, Peters, Pierre, 2011) One of the explanations for this tendency is: the politicians elected as a result of decentralisation reforms taking place over the previous decades have lost effective control over the processes occurring in state administration, and this adversely affects the democratic reporting mechanism. Governments have tried to improve strategic

management and bureaucracy supervision, by striving to strengthen horizontal and vertical coordination.

Horizontal coordination entails attempts to coordinate the interaction between ministries, various high ranking administrative positions, and parties, within the framework of a single coalition government. **Vertical coordination** entails coordination activities, which are directed from central government institutions at posts in subordinated establishments or lower-level units of ministries, interest groups, and other levels of governance — local governments. (Dahlstrom, Pierre, 2011, 196; Stolfi, 2011, 80)

It derives from the summary of experience of a number of countries that, in the case of **horizontal coordination**, the following instruments are used in central state administration:

- **horizontal priorities** are proposed, for the implementation of which co-operation between several ministries is necessary, and programmes are developed, in the implementation of which several institutions are involved;
- **committees** are established, which function independently and include ministry representatives of several sectors, as well as the PM and the minister for finance;
- **working groups** are established for dealing with a certain issue for a fixed period and involving representatives of several sectors;
- **monitoring** of the functioning of institutions is performed, reports are prepared about the implementation of development planning documents;
- **meetings** are organised between the leaders of political parties forming the government (in some countries, the government members are the leaders of coalition parties);
- meetings between the SS of ministries, as well as meetings between the political advisors of ministers are organised;
- coordination instruments, which are related to the budget planning and performance reporting (framework budget);
- **platforms** are created at the CoG to enable forums of state officials and external experts, discussions about the current action policy matters and about proposals for the preparation of reforms.

In vertical coordination, the following instruments are used in the central state administration:

- **an audit system** is strengthened to allow improving the reporting mechanism;
- a unit is created at the CoG gathering information about the **effectivity results** achieved by institutions;
- **reports** are prepared to be submitted at the parliament regarding the implementation of government programmes;
- the number of jobs at the CoG is increased and **the analytical capacity** of employees is **strengthened**;
- **PM's meetings** with ministers of sectors or groups of ministers, as well as with the leading officials of ministries are organised;
- **the communication unit** of the CoG is **strengthened**;

- **quality standards** are defined centrally, along with performance **assessment criteria** for those institutions, which are beyond the central state administration, such as concerning health care services and education;
- special **coordination units** are created at a certain CoG institution, such as at the PM's office, to oversee specific sectors;
- reorganisations are done to optimise the number of institutions, the control of specific sectors, by entrusting financial management with "hybrid" units created specifically within the framework of the CoG, which then become responsible for the public service providers, which are under their supervision;
- special attention is paid to high quality functioning of the civil service, by employing **instruments for managing work performance**, for example, by concluding agreements with the heads of subordinate institutions.

Researchers have observed that, besides the aforementioned instruments, in some countries, a tendency of politicisation of state administration is observed, and it is also interpreted as an instrument of strengthening vertical coordination. It is explained as an attempt to strengthen the democratic reporting mechanism. Politicisation in this case means supplementing the PM and other ministers' office with political advisors' jobs, thus contributing to an increase in the number of politically appointed officials. This tendency is observed, for instance, in Sweden and Finland. (Dahlstrom, Pierre, 2011; Kekkonen, Raunio, 2011; Tiihonen, 2012)

In some cases, the use of vertical coordination instruments increases **the scope of coordination** of the central state administration (Stolfi, 2011; Jensen, 2011), which, in turn, is manifested as an increased influence of the central government on local governments and regions (for example, by introducing regional reforms, performing monitoring, determining criteria for quality service provision (Italy, Denmark)).

3.2 EUPAN work group survey results

3.2.1 Instruments of strengthening horizontal and vertical coordination

Upon reviewing the answers to the question regarding the instruments that countries have used over the last five years to strengthen *horizontal* coordination, it is apparent that 22 countries or 79 % choose to coordinate inter-sectoral matters with the help of *ad-hoc* committees. 17 countries or 67 % consider SS meetings as sufficiently influential means of strengthening horizontal co-operation, whereas 16 countries or 57 % considered the drafting of inter-sectoral development planning documents, the implementation of which is overseen by the CoG, as sufficiently influential (see Table 6).

In describing other instruments of strengthening horizontal coordination, **Estonia** mentions quarterly CoG meetings organised to discuss the progress of implementation of the government programme. **Lithuania** has created a system of planning and monitoring government priorities, as well as strengthened the process of planning inter-sectoral matters, by introducing inter-institutional action plans. **In Finland**, the PM's office, in co-operation with the MoF, has started a shared initiative OHRA, with the aim of tabling

three to five priorities on the daily agenda, and focusing all political potential and financial resources on their implementation. The government plan defines strategic priorities, the process of performance of which is described in the government's action plan. The government's action plan is harmonised and coordinated with the General Fiscal Plan of the government.

Table 6.
Instruments used by countries to strengthen horizontal and vertical coordination (n=28)

Horizontal coordination	Absolute numbers	Percentage
Organised *ad-hoc* committees for discussing inter-sectoral matters	22	79
Regularly organised SS meetings	17	61
Improved co-operation between the CoG and sectoral ministries	17	61
Development of inter-sectoral development planning documents, the implementation of which is supervised by CoG	16	57
Strengthened CoG unit in charge of horizontal coordination of action policies	10	36
Other	9	32
Vertical coordination	**Absolute numbers**	**Percentage**
Improved reporting system	16	57
CoG is more actively overseeing the functioning of departments (visits to ministries, meetings with officials, etc.)	13	46
More supervision over appointments to high ranking positions	10	36
Strengthened CoG unit in charge of monitoring of the implementation of action policies	10	36
Strengthened audit system	9	32
Nothing	6	21
Other	4	14

Upon examining the correlation of the employed horizontal coordination strengthening instruments with the CoG functions, a tendency is observed to develop inter-sectoral development planning documents in those countries, where the CoG is implementing the function of national strategic planning (such as Bulgaria, Italy, Portugal, Malta, and Ireland), **as well as planning and budgeting synchronisation** (such as the Netherlands, Germany, and the Czech Republic). Even if the CoG function of states is the development of state administration reforms and monitoring of introduction, the development of inter-sectoral strategies as the method of

horizontal coordination is used about four times more often (such as in Hungary, Lithuania, and Ireland).

To strengthen vertical coordination, states are choosing to use mechanisms to improve the reporting system (16 countries or 57 %) and to oversee the functioning of departments more actively (13 or 46 %). Finland has improved the performance management procedures, whereas Lithuania — the procedure of verifying the quality of regulatory enactments.

The European Commission indicates in the questionnaire that, in the last five years, it has used all of the listed instruments to make horizontal and vertical coordination more effective.

A question was included in the EUPAN survey asking, **whether the extent of coordination of CoG has increased or decreased over the last five years.** The extent of coordination in the survey was defined as the degree of centralisation in relations between the coordinating institution and other institutions of direct state administration and derived state administration institutions[10]. Namely, the extent of coordination points to how many coordination activities are implemented in the state administration from the CoG[11]. A vast majority of respondents answered that the extent of coordination of the CoG over the last five years has increased (23 out of 28 returned questionnaires).

Table 7.
Changes in the extent of CoG coordination within the last five years (n=28)

	Absolute numbers	**Percentage**
Increased extent of coordination	23	82 %
Decreased of coordination	-	-
Unchanged extent of coordination	5	18 %

No country has stated that the extent of CoG coordination has decreased.

Two out of five countries, which stated that the extent of coordination has remained unchanged, are the countries, which are currently not in the EU — Norway and Turkey. Other countries, which indicated that the extent of CoG coordination has not changed, are Denmark, Belgium, and Germany. **Denmark** offered an extensive definition of the CoG, by indicating that the CoG includes *all ministries*. This opinion differs from those voiced by scientists (Jensen, 2011; interviews with Tim Knudsen and Carsten Greve, 08.01.2015). For example, Lotte Jensen believes that the functions of the CoG are mainly performed by the PM's office (*Statsministeriet*), the MoF, and the key committees — the Committee of Economic Affairs and the Coordination Committee. According to the article published by her in 2011, the extent of Denmark's CoG coordination had

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[10] According to the organisation theory, coordination can be implemented centrally, by strengthening hierarchical relations, or decentrally, for example, by increasing "bureaucratisation", i.e. the degree of formalisation and the number of regulations. (Scott, 1998, 262)

[11] According to the organisation theory, centralisation is the concentration of power and increased control, which suggests the ability to influence coordinated units with sanctions or incentives. (Scott, 1998, 303)

increased, for instance, in relations between the central state institutions and local governments, as well as in relation to various reforms of public services.

The opinion voiced in the questionnaire by **Germany** corresponds to the opinion of the German political scientist Julia Fleischer voiced in an article published in 2011, that the extent of coordination of the CoG, namely, the Federal Chancellery, has not changed (Fleischer, 2011). Two countries — Estonia and Malta — answered that, besides the increased extent of coordination, some functions were transferred from the CoG to other institutions. **Estonia** had stated that the CoG (Government Office) was released from performing *untypical functions*, such as maintaining an archive, whereas in **Malta**, the EU matters were moved from the PM's office to the special ministry.

The question prompted to state the coordination functions that were added or removed, as well as to explain the causes behind the increase or decrease. **In some countries, the increased extent of coordination is related to the strengthening of the strategic management function, coordination of priorities of government functions and making the coordination more effective.**

Cyprus, Finland, Lithuania, the Netherlands, and Romania referred to this manifestation and reason of increased coordination extent. For example, Finland stated in the questionnaire that *the process of evaluating the government process* is being improved, by conducting studies about the achieved changes. It is done in order to improve the justification behind the decision-making and to strengthen the PM's leadership capacity. Finland also states that *the importance of SS meetings has been increased*.

In Lithuania, the new CoG function is related to *the monitoring of implementation* of the long-term national development programme and *the monitoring of introduction* of government priorities. In Lithuania, the strategic planning role of the CoG is strengthened, including *the coordination of inter-institutional co-operation*. **The Netherlands** state that *the control over the action policy implemented by the PM was increased and it was related to the strengthening of the PM's coordination function*. **In Romania**, the PM's centre, which coordinates the introduction of PM's priorities, was renewed. Out of the abovementioned countries, Finland and the Netherlands have offered broader definitions of a CoG (Finland included a part of MoF and the Ministry of Justice in the definition of a CoG, whereas the Netherlands included several ministries); Lithuania indicated that *at the base of the CoG there is the role performed by the Government Office*, as well as several MoF functions. Whereas the strengthening of strategic management, most likely, applies to the CoG in its narrow interpretation (PM's office).

In a part of the countries, the CoGs have implemented or at least participated in **the implementation of state administration reforms**. The performance of this function increases the extent of coordination activities done by the CoG. This CoG function was referred to by Cyprus, the Czech Republic, Estonia, France, Malta, Portugal, and Slovenia. **Cyprus** mentions *public administration reform*; **the Czech Republic** states that *there is a tendency to move towards government centralisation*; **Estonia** speaks of

matters of public administration management; **France** writes: *Simplification, administrative reform, management of senior civil servants*. In an elaborate commentary, **Malta** answers this question by saying that the PM's office includes the Secretariat of Planning and Simplification of Administrative Processes, whose task was *to achieve tangible reductions of bureaucracy in public administration*. **Portugal's** answer states *administrative modernisation*, whereas **Slovenia** indicates that the coordination extent of the Public Administration Ministry has increased due to the amendments to the law combatting corruption.

Out of the said countries, a broader CoG definition was offered by Estonia (which included some MoF functions, Ministry of Justice functions, as well as functions of economics and communication) and Slovenia (which included several ministries and other institutions in this concept). Besides the Government President's Secretariat, Portugal included several offices and centres in the CoG definition, among them the Legal Centre, the government's IT centre, and the National Security Centre, but it has not included any ministry; France included several secretariats in its G definitions, including *Secrétariat général pour la modernisation de l'action publique* — an institution, which is responsible for the modernisation of government, state reforms, assessment of action policy.

Some countries had stated that new functions are related to **the assessment of laws and ensuring their quality**. For instance, Croatia, Estonia, and Poland point to the intensification of the CoG function to assess laws, by coordinating the government activities in the area of drafting laws and performing potential impact assessment of laws. Malta points out that the CoG is implementing the policy of reducing the administrative burden and in that respect is assessing the possibilities of simplification of legal regulation.

More extensive **introduction of e-governance instruments** was mentioned by Italy and France as a new function. **Control over the use of budget and achievement of budget targets** were mentioned as new functions by Austria, Italy, Lithuania, and Portugal. Matters of financial supervision and control were mentioned by Slovakia and Hungary in relation to the EU funds.

Matters of human resources management were mentioned by Slovakia (*legal relations of civil servants*) and Slovenia (*increased human resource planning, monitoring of the number of civil servants*). The extent of coordination of **the European Commission** has increased on the account of the new structure of the European Commission (2014–2019), wherein vice presidents have been given the mandate to manage and coordinate several commissioners in a specific area of activity.

3.2.2 Use of communicative instruments in the process of development of the action policy

Since the use of **communicative instruments** in the government work, and especially for the purposes of horizontal coordination, is a new approach, the efficiency of which mostly depends on persuading stakeholders rather than forcing them, one of the aims of

the survey was to find out whether in any particular stage of policy development a specific communicative instrument is dominating.

Countries were asked to identify the communicative instruments (information technologies (IT), informal, coordination and inter-ministerial meetings, studies and assessments, *ad-hoc* groups, information campaigns and training), which are used in the development of the agenda, during the formulation of the action policy, decision-making process, implementation and assessment of the action policy (see Table 8). **The survey results suggest that coordination meetings are the most common communicative instrument among institutions, which mainly dominates in the process of action policy formulation and decision-making.**

Table 8.
The frequency of using communicative instruments in various policy development stages (n=26[12])

	IT	Informal meetings	Coordination meetings	Inter-ministerial meetings	Studies, assessments	Ad-hoc groups	Info campaigns	Training
Determining the agenda	14	21	19	11	6	13	7	4
Formulating the action policy	12	19	23	17	18	19	9	8
Decision-making process	15	15	25	20	10	16	7	6
Implementation of the action policy	12	11	18	17	10	11	15	14
Assessment of the action policy	12	10	12	12	20	12	5	7
Total	65	76	97	77	64	71	43	39

Informal meetings play an important role, especially during the stage of determining the agenda, and *ad-hoc* groups, especially during the stage of formulating the action policy. **11 out of 12 countries, which have checked the use of *ad-hoc* groups in the stage of assessment of action policy, have defined the CoG role in the drafting of inter-sector development planning documents as active**.

Studies and assessments are predominantly used in the stages of formulating and assessing the action policy, thereby reaching the target group of this communicative instrument — policy-makers. 17 countries, which have indicated that their CoG has an active role in the drafting of inter-sectoral development planning documents, are using study and assessment results in the stage of action policy assessment.

It must be noted that the potential of studies and assessments is still not fully used, because one of the target groups of this instruments is also the political level. Only

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[12] Denmark and Hungary have not provided an answer to this question.

six countries (Finland, Denmark, Ireland, Austria, Luxembourg and Slovakia) and the European Commission are using this instrument in determining the agenda.

Four out of five countries, which are using information campaigns in the stage of action policy assessment, are the countries with the broadest interpretation of a CoG; moreover, they are the old member states. (See Appendix 5).

If the CoG of a state is responsible for synchronisation of policy planning and budget planning, harmonisation meetings are employed twice as often than if such function is not performed or is under the supervision of another organisation (such as in the case of the Czech Republic, Lithuania, Slovenia).

See Section 4.2 for more information about the correlation between the use of communicative instruments with the problems of horizontal coordination.

The frequency of the use of communicative instruments in general was compared also between the old and the new member states, however, from this perspective, there were no significant differences between these groups of countries.[13]

The questionnaire included a question about the extent, to which such methods as cost-benefit analysis, analysis of efficiency parameters and value for money methods were used in the stage of assessing the CoG action policy[14]. (See Figure 9) Countries are tended to state that these methods have been used only occasionally.

Among the countries, which state that they frequently use the cost-benefit analysis and the assessment of efficiency parameters, are **Austria, Malta, Finland**, as well as **the European Commission**. The latter three have stated that they often employ also the value for money method. Whereas **Germany** is not using the cost-benefit analysis in the assessment of action policies at all. It focuses on the assessment of efficiency parameters and a method similar to the value for money method, whereby each ministry estimates the costs that will be incurred as a result of introducing an initiative.

In addition, **Bulgaria** is not using the cost-benefit analysis to assess the action policy. Sometimes, it uses assessment of efficiency parameters and regulatory impact analysis (RIA). Among other methods that countries are using to assess the action policy, there is the RIA in the case of the Czech Republic and Bulgaria, systematic reports on the achieved results in the case of Lithuania, and the standard cost model in the case of Italy[15].

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[13] Countries, which joined the EU since 2004, were considered as the new Member States for the purposes of the study.

[14] The value for money method is an instrument used to determine whether the institution/organisation has achieved the maximum benefit from goods or services, which it either ensures or purchases, using the financial means allocated to it. The usefulness of the method is not unequivocally appraised, as there are some elements (such as the utility of goods), which can be subjective or difficult to measure. The purpose of the method is to determine the utility for each unit of cash spent, based not only on the purchase price (economy), but also on the maximum efficiency and functional effectiveness of the purchase.

[15] The standard cost model is a method used to determine the administrative burden, which has originated from the costs of introducing laws. The method can be used to measure the administrative burden of laws of a whole
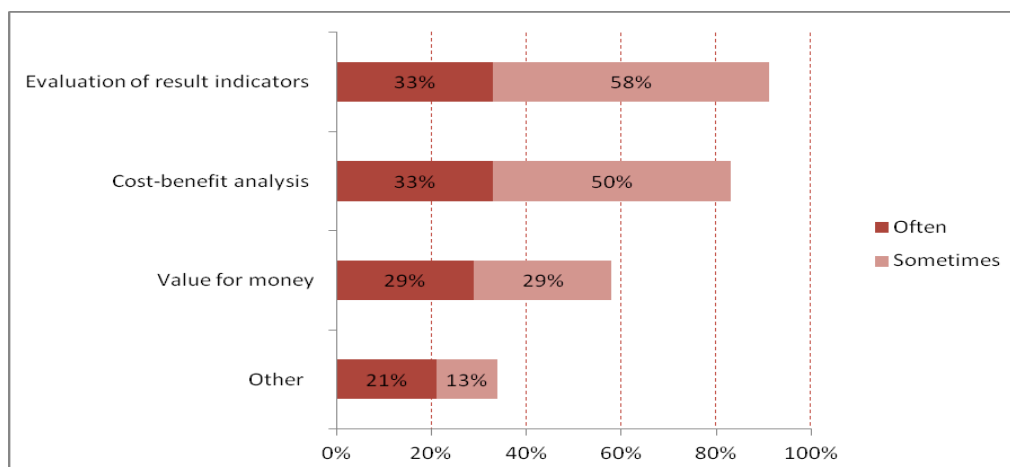
Figure 9. To what extent each method is used in the process of assessing action policies in the centre of government? (n=24)

3.2.3 Reforms in the area of improving coordination of action policy

Survey participants were asked a general question about what has been done in the country over the last five years to improve the action policy coordination. 25 countries gave an answer to this question. Countries have performed various activities and have used various instruments to improve the action policy coordination (see Table 9).

Table 9.
What has been done over the last five years to improve the action policy coordination in your country? (n=25)

	Absolute numbers	Percentage
Improving harmonisation procedures	21	84 %
Rearrangement of the structure of organisation of central state administration institutions (hierarchy, co-operation mechanism)	15	60 %
Strengthening the CoG capacity	14	56 %
Improving the procedure of document circulation	11	44 %
Other	6	24 %

In the study, *action policy coordination* was defined as a process of harmonising the aims and directions of action policies of senior officials, central state administration institutions, determination of priorities, and formulation of strategies for their implementation. Most frequently, countries have improved the harmonisation procedures followed by reorganisation of central state administration institutions, CoG strengthening, improving the procedure of CM documentation circulation. Answers "others" include such options as the development of a mechanism of priorities (Lithuania), implementation of inter-institutional action plans and improving co-operation between

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sector or a specific administrative burden in the country, which would serve as a point of reference to reduce the administrative burden in future.

ministries (Lithuania), including local governments (Denmark), introducing a performance management system in central state administration institutions (Austria), improving financial management instruments (Cyprus), improving the mechanism of capacity and reporting of the civil service (Ireland).

Survey participants were asked to elaborate on these measures and the achieved effects. It can be concluded from the received answers that **countries have attempted to improve both vertical and horizontal coordination**. One of such sets of activities is strategic management and strengthening of strategic management in central state administration. These activities are aimed at strengthening **vertical coordination**. For instance, in Lithuania, the Strategic Committee, headed by the PM and having a strategic role in the policy planning process, was consolidated. This committee is discussing strategic plans of ministries and paying great attention to performance indices. It is also important in the determination of government priorities and it gives recommendations to the CM. It defines the guidelines for the development of public administration areas. Lithuania has improved the mechanism of coordination of the performance of government priorities, which is under the supervision of the Office of Government The Office of Government specifies, "operationalises" the government priorities, prepares performance indices in relation to the annual budget planning. In this process, the Office of Government negotiates with ministries and subordinated institutions.

In Italy, a legislative dossier is prepared to introduce changes in the regulations, which determine the role of the PM, by consolidating his/her role as a coordinator in the government, and by specifying the procedures of appointing ministers. The prepared regulations will specify the PM's rights to determine the policy guidelines at the CM.

In Finland, work is underway to introduce a central administration reform developed by the PM's office and the MoF. The expected result is definition of new management principles in the central state administration. With the new principles, it is expected to approach two perspectives: common knowledge in the government and an integrated coordination process (common agenda and implementation of the government's action policy). Recommendations are being prepared and it is expected that, following the election in April, the new government will abide by the new procedure and regulations.

In Cyprus, the methods of control and procedures of monitoring and performance of the decisions adopted by the CM (Council of Ministers) were improved. The CM Secretariat, in addition to *the traditional tasks*, has assumed a more active role in ensuring the performance of the government programme *in line with the decision by the President of the republic* (Cyprus is a presidential republic).

The questionnaire of **Austria** states that since 2013 management based on achieving results has been introduced in its central administration (and also beyond — in public administration). The respondents of this country indicate that it was implemented using two mutually linked instruments — performance management and regulatory impact assessment (RIA). By using this system, the expected results and indices are defined with regard to budget planning, and specific activities are planned (laws, regulations, and large

projects) using the regulatory impact assessment instrument. The expected results and indicators were discussed in a broader political discussion, which is also taking place at the Parliament; the Federal Chancellery (Austria is a federal state) has a Federal Effectivity management office (*Wirkungscontrollingstelle des Bundes*). It results from the provided information that the respondents are positively assessing the effectivity of the introduced reforms and used methods.

The questionnaire of **Estonia** states that [Policy] impact assessment guidelines have been developed and currently *more emphasis is placed on impact assessment*.

Respondents of EU Member States provide information about the introduced **reorganisations of** public **administration institutions**. The reasoning behind restructuring is to simplify the system of institutions, to make it clearer and more transparent. Reorganisation, simplification of institutions, greater integration of the system are measures that are considered as a tendency of centralisation (Waldo, 1984), therefore these activities can be viewed as measures of improving vertical coordination.

For instance, information provided by **Bulgaria** points to that the process of "unification" of public administration is taking place in the country; about 30 administrative structures have been transformed in the last five years. Furthermore, a mechanism for rearranging organisational structures has been improved, a Council of Administrative Reforms has been established with the task of approving reorganisation of structures.

In France, the number of ministries was reduced, and the role of permanent secretaries (*Secretaries General*) was consolidated. There, the Secretariat-General for Government Modernisation was established; its functions include assessment and coordination of action policies, monitoring of government's IT systems, simplification of administrative procedures, improved provision of public services, ensuring open access data. **Italy** plans to cut down the number of ministries, by optimising their structure and preventing overlapping functions and units.

In Slovenia, the number of institutions was reduced, by integrating them into ministries; the number of ministries was reduced in 2012. An audit of the functions of institutions took place, and institutions with similar functions were merged (for example, the institute for vocational education was merged with the institute of adult education; institutions performing functions related to veterinary, hygiene, and food safety were merged, etc.). It derives from the provided information that reorganisation has given a positive effect by saving funds and by creating *a new synergy by uniting employees and knowledge*.

In Latvia the number of ministries was optimised. In 2009, due to the effects of the economic crisis, the number of central state administration institutions was optimised, by closing down the secretariats of special tasks ministers, one ministry, as well as by reviewing and redistributing functions. Structural reforms were performed in 2009– 2010, by implementing austerity measures due to the financial and economic crisis. In all sectors (departments) of state administration, reorganisation measures were introduced to increase cost efficiency and to optimise the administrative functions. In some ministries,

the internal structure was changed (by merging departments, and merging or closing units), reorganisation of subordinated institutions was performed, namely, some institutions were closed down or merged, by centralising the support functions in regional establishments or transferring them to ministries. In some sectors, such as education, the number of subordinated institutions was sharply decreased. Austerity and optimisation measures were also performed in state and local government capital enterprises: councils were liquidated, some capital enterprises were wound up and reorganised, savings of administrative costs were achieved, a partially centralised model of administration of state capital enterprises was introduced.

Reorganisation was not aimed only at optimisation and simplification; as a result, the institution performing the functions of coordination of the action policy was also created or consolidated. The Cross-sectoral Coordination Centre was established; it ensures mutual harmonisation between national level development planning documents and their conformity to legal enactments, as well as drafts and monitors the implementation of hierarchically higher ranking long-term and medium-term development planning documents (the long-term development strategy and the national development plan).

Finland provides information about the reform to be prepared; its expected result is focusing the administrative functions of the government and ministries in the Office of the Council of State by establishing a Government Administrative Unit therein. It is expected that the sub-unit will be administering the government and ministries, planning *internal procedures and finances*, as well as *will be providing general common services and promoting the formation of a shared culture*. The aim of the planned reform is *to improve the staff competency, enhance efficiency and productivity, to develop uniform practices and processes, as well as to strengthen the reliability of processes*.

In Croatia, the number of those administrative authorities was increased, which ensure and monitor the performance of the government programme, as well as the RIA function, performed by the Office of Justice of the government of the Republic of Croatia, was consolidated. **Slovakia** *expanded the basic activities of the Government Office*.

A total of 56 % (14 out of 25 respondents) of states responded that the CoG has been consolidated within the last five years in order to improve the coordination of action policy.

Such activities are also included in **vertical coordination** measures, which are aimed at improving various aspects of the civil service, because they help ensure hierarchical relations in the state administration. For example, **Bulgaria** has indicated that various training measures and experience exchange trips were organised for civil servants. **The Czech Republic** adopted the Civil Service Act. **Ireland** prepared a Civil Service Renewal Plan; it envisages a range of activities, which are to strengthen the capacity, competency, reporting and leadership in civil service. **In Latvia**, the State Chancellery has organised a range of training measures aimed at strengthening capacity, for example, various training measures for the leading positions on topics of leadership, creativity, performance management; courses were held for the new civil servants at the School of Public Administration covering the principles of state administration. Such activities are

also included in vertical coordination, which facilitate interaction between the government or the government centre institutions and the civic society groups, such as NGOs, social partners (mentioned in the questionnaires of Cyprus, Latvia and Estonia).

The answers also list the activities that are a part of **improving horizontal coordination**. Such measures are considered horizontal measures as improving the regulatory framework, which encourages co-operation between various institutions, by simplifying the harmonisation procedure and making it easier to understand. For example, **Latvia** has introduced electronic document circulation, a simplified harmonisation procedure, the CM work is better structured for a more effective decision-making, amendments have been introduced in the Rules of Procedure of the CM, including with respect to the preparation of the Action Plan; the process of public participation has been improved, and the Fiscal Discipline Law has been adopted and is being implemented.

A Regulation on the work of the Cabinet of Ministers was adopted in **Poland**, and it has made the government document circulation and adoption more transparent. **In Italy**, it is planned to adopt regulatory enactments, which are to govern the relations between the PM, ministers, and their deputies, the SS, by determining their competencies more accurately and striving *to ensure a uniform progress of the government*.

In Cyprus, it is planned to introduce a reform for the modernisation of administration of public finances. With this reform, it is planned that ministries will consolidate their ability in corporate financial planning, the ability to plan future expenses and analyse the consequences of future expenditure; it is expected that the president will determine general strategic goals, whereas the MoF will provide guidance and support in strategic planning and will coordinate the strategic plans and budges of ministries.

A range of measures were introduced in countries, improving horizontal coordination, by introducing changes or establishing new co-operation mechanisms between institutions.

In Estonia, co-operation between the Government Office and the MoF was improved to achieve unity in the process of managing the action policy, especially with regard to strategic management and budgeting. There is a Strategy Department in the Government Office, which co-operates with all ministries. It is in charge of the special task forces formed by the CM. Regular meetings of senior level civil servants of ministries have been started; they are chaired by the Government Office and offer a forum for discussing the progress of introducing the government programme.

Lithuania has provided information on the implementation of inter-institutional action plans, which are included in the *system of strategic planning documents*. The plans provide for "horizontal" activities, they contain efficiency parameters and they are pegged to the budget. The answer given by **the Netherlands** states that *several committees were established for monitoring action policy areas*. Since 2009, various councils and working groups have been established in **Latvia**, for example, the Reform Management Group, the Council for Combating Shadow Economy, among others.

Several countries have performed electronisation measures to promote the access to documents and inter-institutional co-operation and the harmonisation process. These measures are also included in the horizontal coordination improvement. For example, **France** states that it is moving towards *dematerialisation of coordination processes*. Electronisation measures have been mentioned by **Croatia, Cyprus, the Czech Republic, Latvia, Lithuania** and **Slovenia**.

Within the last five years, **the EC** has taken all of the listed measures (improving the procedure of documentation circulation, improving harmonisation procedures, strengthening the CoG capacity). According to the provided information, the main CoG institution in the EC, performing coordination functions, is the Secretariat-General; rearrangement of the structure of institutional organisation (hierarchy, the co-operation mechanism) is underway. This points to that the processes of strengthening the CoG are occurring simultaneously and concurrently at the national level and supra-national level alike.

Overall, from the descriptions of political tools used by states, it can be concluded that countries are mostly using communicative instruments for the coordination of action policy: organising *ad-hoc* groups, meetings of various formats. Furthermore, regulative instruments are used rather extensively to consolidate reporting and auditing systems, as well as harmonisation procedures. Communicative instruments are used in all policy development stages, however intensity of some instruments (such as research and assessment, as well as training) is not yet sufficient. It must be particularly emphasised, by taking into consideration the fact that over the last few years, institutions have often carried out structural reforms to improve the coordination of action policy, where research results would have contributed an added value in achieving an optimum reform result. Various measures were introduced in the respondent states in relation to the application of regulatory instruments and by performing reorganisations to improve the coordination of action policy. Centres of government in EU Member States have used a range of instruments to make horizontal and vertical coordination more effective, and the extent of coordination to be undertaken by CoGs in most Member States has increased over the last five years.

4. Types of inter-sectoral coordination of action policy

4.1 A review of scientific literature and studies

4.1.1 Factors determining the choice of means of coordination

From the viewpoint of the organisation theory, **regulations** (which include various regulatory normative enactments) are among the simplest means of coordination. They are used to structure the work of organisation and to ensure transparency of interactions. Regulations are arrangements on how activities must take place, and they are prepared before the start of each specific regulated process. (Scott, 1998, 231) A similar instrument for the coordination of activities is **programmes**, which describe all the activities to be performed, in order to ensure an acceptable result of the activity. Nevertheless, it is not enough to have regulations and programmes, when the scope of processed information increases and requirements towards coordination are growing. Studies have shown that *the key variables affecting requirements towards the coordination of activities are complexity or diversity, uncertainty or unpredictability, and mutual dependence of elements* (Scott, Davis, 2014, 163).

Complexity is the number of various elements, which must be managed or organised simultaneously. Uncertainty points to the impossibility to fully predict the composition and characterisation of the material to be processed by the organisation ("input") and the requirements towards the outcomes ("output"). Mutual interdependence points to the degree, to which the elements of an organisation (units to be coordinated) or processes are mutually linked and how changes in one element or process affect other elements and processes. (Scott, 1998, 230) As the complexity, uncertainty and the interdependence of elements and processes grows, the coordination load or requirements towards coordination activities is also increasing.

In these cases, regulations as a mechanism of coordination must be supplemented or other coordination mechanisms must be used. They are used to make coordination more effective or to lower the requirements towards coordination.

4.1.3 Main forms of coordination instruments

This section covers coordination instruments, which are not related to legislation. Their source is organisation theory, and information obtained in the study shows that CoGs are using them in their activities, including in the implementation of various reforms (see Section 3).

One of the instruments is developing **plans**. Plans are developed when temporal and sequential dependence exists between elements; they determine when and in what sequence activities should take place. Plans also organise activities, which are occurring concurrently, by involving various elements of the coordinated unit. Plans are valid for a fixed time period.

Another category of instruments is grouping of interdependent elements, **reorganisation**. From the viewpoint of organisation theory, it is efficient to group those activities or elements, which are mutually most closely linked, when they are interdependent. The closer is the interdependence of activities, the more effective it is to group them in a single organisational unit ("department"), thus reducing "the transaction costs". If mutual interdependence is manifested only as a sum of elements, contributions or a sequence of activities, then the units performing these activities can be placed within different units. Another type of element reorganisation is the hierarchical structuring, namely, by preserving the identity of linked units, to include them in a single hierarchical unit. (Scott, 1998, 233)

Delegation is another mechanism of coordination. When organisations are faced with more uncertainty and complexity, instead of strengthening the capacity of the coordinating unit, one of the solutions can be to grant more freedom of action to the elements to be coordinated and to delegate autonomy. *The leading, coordinating unit can choose to determine the efficiency parameters and promote the goals to be attained instead of elaborately describing the procedures, requirements, by enshrining them in regulatory enactments.* The rights to choose the measures for attaining goals are granted to the units to be coordinated, performers of activities, whereas the leading institution is overseeing the achievement of results and, if necessary, adjusts the process of work performance. Within the context of the new public administration reform movement, this approach to resolving coordination problems is referred to as **deregulation**. This method, which provides for granting more freedom of action to the subordinated institutions, is used for various goals and tasks, and it provides for reducing the scope of normative regulation. (Peters, 2010)

Micro-coordination is used when the clients of an organisation are encouraged to give feedback about the quality of the received services, which then informs the management about the functioning of the organisation. Within the context of public administration reforms, it can be noted that, within the last few decades, various public engagement methods are increasingly used in Western countries in the process of drafting policy planning documents, as well as in the process of implementation and assessment. (Peters, 2010)

Increasing the hierarchy and strengthening the reporting mechanisms entails activities, which help enhance the feedback with the leading, coordinating institution. For example, electronised monitoring is introduced, or in executive bodies jobs for auditors, quality management system managers are created. A hierarchy can be improved on the side of information recipient, namely, the capacity of information analyses can be enhanced, strengthened, to increase the quality of adopted decisions. This can be done, for example, by increasing the number of jobs of advisors to the head of the organisation, by hiring assistants. (Scott, 1998)

Creation and development of horizontal relations is encouraged and used under circumstances, when complexity, uncertainty and interdependence are increasing even more. Information exchange might be encouraged between employees working in various units or institutions, thus bypassing the formal hierarchical structure and the

harmonisation process. In some cases, employees can be given a mandate to communicate with colleagues working in other institutions for the performance of a certain task or special **liaison roles** can be created to facilitate co-operation between various departments, to resolve or prevent conflicts, which occur in the process of co-operation. (Scott, 1998)

Another solution for establishing horizontal relations is the creation of **special task forces**. They are created for a fixed term to perform a certain unexpected task, for the performance of which the establishment of a permanent structure is not necessary. Specialists of various levels from various units, institutions, depending on their competency and/or authority, are involved in the task forces. In state administration, this type of coordination is also known as **working groups**, which are created for the development of a certain area of action policy, for the drafting of a policy planning document, for preparing a draft law. **Project groups**, unlike special task forces, can be permanent units; they are created to solve a regularly occurring task, which requires the contribution of various units.

Flexible government is an innovative approach to solving horizontal tasks developed within the context of public administration reforms. It might prove difficult to resolve new problems within the framework of institutionalised sectoral approaches, and also reform-planning might require the views of problems as seen by specialists representing various sectors. *There are several obstacles to the introduction of horizontal programmes: restrictions of budget allocation, political reporting and accountability problems, scepticism for the part of public groups.* (Peters, 2010)

The related concept is flexible hierarchy used by Danish political scientists to denote flexible decision-making structures (Knudsen, 2008, Knudsen, interview 08.01.2015). In Denmark, flexible hierarchy exists not only within the framework of institutions; active co-operation for solving specific administration problems is taking place between various ministries, by additionally engaging representatives of civic society, interest groups. The theory suggests a distinction between horizontal solutions based on formalisation, namely, the role of central control decreases, but decentralised structures are based on the formalised regulations or, for example, manuals; decentralisation solutions based on informal social structures or networks. Informal structures and co-operation networks rely on internalised control. (Scott, Davis, 2014)

Social **networks** develop around and/or between state administration institutions (sometimes, the term 'action policy community' with a similar meaning is used). Regularised, structured interaction between the state administration institutions and interest groups in the process of developing the action policy, the aim of which is to prevent conflicts between the state, employers, and employees, is referred to as **corporativism**. (Arter, 2006) Corporativism is based on the idea that all social partners are mutually linked and, to ensure public development without major crises or conflicts, it is necessary to keep regular contact between the state and organised economic interest groups, to develop economic policy solutions that are favourable for all. In states with corporativism elements, there are usually theoretical views in place that are more or less accepted and that justify the advisability of corporativism. (Pedersen, 2006)

Another solution that organisation can employ as a response to the increasing complexity and uncertainty is **to reduce the scope of coordination tasks** instead of strengthening the coordination capacity. Within the context of state administration reforms, this solution is related to more reliance on market mechanisms, self-regulation of the social system. For example, privatisation of public service providers was used in state administration reforms, which is "a pure" manifestation of this approach. Other applications of the market mechanism include, for example, achievement-based wages or funding of the institution depending on the degree of performance of efficiency parameters. Critics of such methods claim that their introduction often increases rather than decreases the administrative load of supervisory bodies. (du Gay, 2000)

Complexity, uncertainty, and interdependence of the elements or units to be coordinated increase the coordination load and demands towards coordination activities. There are several ways known to the organisation theory of how to handle increasing demands towards coordination, but basically two approaches are used: one is based more in **strengthening the hierarchy**, whereas the other in **self-regulation** of coordinated units; furthermore, such instruments are used, which combine these approaches.

4.2 EUPAN work group survey results

4.2.1 Most significant factors affecting horizontal co-operation between institutions

To find out more about the challenges that countries are facing when implementing horizontal coordination, the following question was asked in the survey: **"To what extent the horizontal co-operation of state administration institutions in your country are affected by the below listed factors/problems?"** Answers to this question were received from 26 countries. The distribution of answers by percentage is shown in Figure 10.

The biggest number of countries consider lack of communication between institutions (14 answers) and lack of finances for introducing inter-sectoral priorities (action policies) (10 answers) as the key problems. A smaller number of countries consider inadequate information and communication technologies (8 answers) and unclear horizontal co-operation mechanisms (8 answers) as substantial problems.

Upon calculating the average figures for factor assessment and comparing them in a section between old and new member states, a tendency is observed that in the new member states the influence of below listed factors is assessed as more important. For example, the average value of the lack of finances for introducing inter-sectoral priorities among the old member states is 2.22, whereas among the new member states, 3.08 (see Appendix 5).

Estonia and Lithuania indicate also other problems of horizontal co-operation. **Estonia** states that the different modes of operation of institutions cause a problem. For example, the Government Office considers matters from the perspective of action policy, MoF — from the financial perspective, whereas the Ministry of Justice mainly covers the legal

perspective. **Lithuania** makes note of the problem of insufficient motivation of institutions to implement horizontal co-operation and consider this problem to be substantial.

Lack of communication between institutions was assessed as a substantial problem by Bulgaria, the Czech Republic, Estonia, Greece, Italy, the Netherlands, Lithuania, Romania, Slovenia, Norway, Poland, Span and Latvia (14 countries). Austria, Belgium, Croatia, Finland, France, Germany, Hungary, Ireland, Malta, Slovakia, and Turkey (11 countries) indicated that the lack of communication has little effect on horizontal co-operation (Luxembourg had checked the option "difficult to tell"). **Overall, a tendency can be observed: the bigger is the number of communicative instruments used in state administration, the lower is the importance attributed to the lack of communication between institutions.**
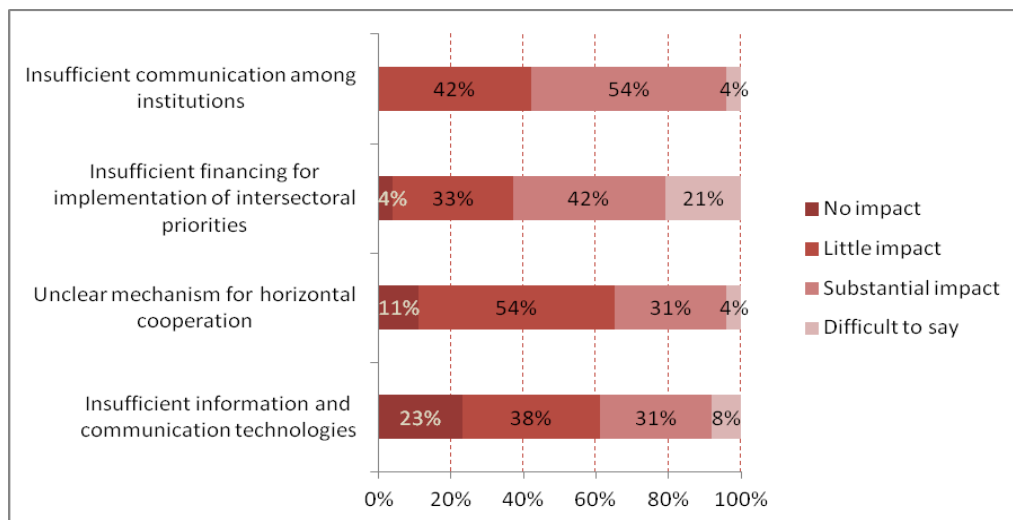
Figure 10. To what extent the horizontal co-operation of state administration institutions in your country are affected by the below listed factors/problems? (n=26)

Countries, which assessed the communication problem as substantial, on average use 18 different communicative instruments in various stages of developing the action policy, whereas the countries, which indicated that the communication problem has little impact, use on average 25 different communicative instruments (see Table 10).

Upon considering the impact of specific communicative instruments on the assessment of the problem of lack of communication, it derives from the quantitative analysis that **out of instruments used in the stage of determining the agenda, assessments and studies bear the greatest importance** (statistically significant correlation with the correlation coefficient r=0.607); **in the stage of formulating the action policy, IT is of the greatest importance** (statistically significant correlation with the correlation coefficient r=0.676); **in the process of decision-making, IT is of the greatest importance** (statistically significant correlation with the correlation coefficient r=0.480), followed by interinstitutional meetings (see Appendix 6).

Significant impact of communication instruments used in the stages of introduction and assessment of action policy on the assessment of severity of the problem of lack of inter-institutional communication is not observed (a relatively weak correlation with the assessment of severity of the problem of lack of communication was found for such instruments used in the action policy assessment stage as IT, interinstitutional meetings and *ad-hoc* groups, correlation coefficient r=0.338). **Those countries, which had stated that they use all communication instruments listed in the questionnaire (Finland, Ireland, and Germany), voiced the opinion that the lack of communication as a problem has little impact on horizontal co-operation between institutions.**

Table 10.

Assessment of the impact of lack of communication between institutions and the average number of communicative instruments used

	The average number of communicative instruments used out of all communicative instruments	The average number of communicative instruments used *in setting the agenda*	The average number of communicative instruments used *in policy development*	The average number of communicative instruments used *in decision-making*
The lack of communication between institutions is not at all affecting horizontal co-operation (11 countries)	25.2	4.7	5.9	5.5
The lack of communication between institutions is significantly affecting horizontal co-operation (14 countries)	18.4	3.0	4.3	3.9

Restrictions of quantitative analysis must be borne in mind. Some countries indicated that they are using a large number of communicative instruments in various stages of the action policy cycle (for instance, 27 in Bulgaria, 26 in Lithuania, 25 in Greece, 24 in Estonia, 23 in Cyprus, 23 in the Czech Republic), but these states also indicated that the lack of communication between institutions is a substantial problem. It might mean that instruments are not used efficiently enough and that they cannot resolve communication problems, which, as explained in the introduction, often are linked to the existence of mutually competing values and priorities in public administration.

Three countries — Germany, Malta, and the Netherlands — indicated that an unclear mechanism of horizontal co-operation does not cause problems in co-operation between institutions. Eight countries — Cyprus, Finland, Greece, Latvia, Luxembourg, Norway, Poland, and Spain — indicated that this is a substantial problem.

Germany, Malta and the Netherlands have influential CoGs, and over the last years, according to information obtained in the survey, measures have been implemented to improve effectiveness of horizontal coordination. Furthermore, coordination procedures have been improved over the last five years in Malta and the Netherlands, the scope of coordination to be implemented by the CoG had increased, and the CoG was in general strengthened in Malta. However, the assessment of whether an unclear mechanism of horizontal co-operation in the said countries is or is not a significant problem should be explained with variable factors, which were not considered in the survey (such as procedures established in administrative law).

A question was asked to the survey participants, **whether the scope of coordination to be implemented by the CoG is considered insufficient, too large or adequate** (see Table 11). The provided answers show that most respondents consider the scope of coordination to be implemented by the CoG as adequate; only six countries — Finland, Romania, Slovenia, Norway, Poland, and Latvia — indicated that the scope of coordination of the CoG is insufficient. No respondent has said that the scope of coordination to be implemented by the CoG is too large.

Table 11.
Is the scope of coordination to be implemented by the centre of government considered insufficient, too large or adequate? (n=26)

	Absolute numbers	Percentage
Insufficient scope of coordination	6	22%
Scope of coordination is too large	-	-
Adequate scope of coordination	21	78%

Survey participants were asked *whether the CoG employs any collective intellectual working methods to stimulate idea generation in the policy planning stage, such as brainstorming, design thinking, discussions* based on reports prepared in advance, etc. This was an open-ended question, and survey participants were asked to briefly describe the employed methods.

28 countries out of 18 gave an answer to this question. 16 respondents indicated that they use methods for stimulating intellectual work. Two countries stated that such methods are not used. Most often, respondents have explained that CoGs organise discussions and brainstorming sessions. These discussions take place at the special task committees and in inter-institutional working groups. Some countries have stated that discussions and idea generation take place in relation to the development of future visions (Lithuania, the Netherlands). Whereas other countries point out that the discussions are based on reports prepared in advance (Croatia, Greece). Some countries stated that discussions, idea generation measures are organised in co-operation with external consultants, for instance, universities, experts, policy analysis organisations (think-tanks) (the Czech Republic, Cyprus, Bulgaria).

Denmark has not provided information on the methods of idea generation that it is currently employing. They were used during the previous governments, for example, in relation to modelling future development scenarios. According to T. Knudsen, currently, there is little demand in the government for new ideas, however, the demand might grow over time, once the current government programme is fulfilled. Denmark has a tradition of the government members organising an off-site seminar on strategic matters twice a year; this serves for idea exchange and for uniting Cabinet members, fragmented by the system of committees. **Finland** has stated that *various methods are used to stimulate ideas in the government and ministries*.

Austria explained that *all instruments listed [in the question] are being used, including within the framework of working groups*. **Estonia** remarks that *the design thinking approach is gaining ground; for instance, [it was used] in training of the senior level civil servant training organised by the Government Office. The Government Office and the Ministry of Justice have popularised the impact assessment methods. In future, the Government Office plans to increasingly use innovative engagement methods. However, overall, policy development is not a basic function of the Centre of Government.* Estonian respondents additionally note that the most part of engagement by the CoG in the development of new policy initiatives is related to the strengthening of the new government. **Ireland** states that the government is employing *a broad spectrum of instruments, such as working groups and seminars*, for promoting discussions.

In Malta, the Public Administration Law adopted in 2010 prescribes the requirement to organise consultations with stakeholders — members of the public — during the action policy planning. Guidelines for consultations are established in special instructions. Consultations with the members of the public are taking place during the policy planning stage and during the implementation of projects. *In 2014, a programme was rolled out for generating ideas from officials working in the public administration.* It aims to *maximise the use of ideas for constant improvement of the civil service and for regular and continuous improvement of quality management.*

The Netherlands informs that this country has a Scientific Council for the Government Policy. It is an independent institution, which depends on giving recommendations in the CM's general action policy matters. Their recommendations are interdisciplinary and refer mostly to the competence of several ministries. Furthermore, there are several "planning offices", which are related to ministries and deal with strategic studies and forecasts. Ministries have strategic planning units, whose representatives regularly meet, give reports and discussions, as well as brain-storm, by, among other things, using the information provided by "the planning offices". **In Luxembourg**, various idea generation methods are used in ministries, when developing new policy initiatives in specific areas of action policy, as well as in inter-ministerial *ad-hoc* committees. The government regularly organises weekend seminars for collective intellectual work.

4.2.2 Alternative solutions to the coordination of action policy of member states

From the survey and other study data, several alternative solutions or approaches to the action policy coordination can be elucidated.

- **One of the dilemmas is the size and capacity of the CoG.** Some countries, such as Germany, focus considerable analytical resources in the Federal Chancellery and form units (departments) according to the thematic areas of public administration; the heads of these departments can be considered influential officials, whose status can be compared to ministers. (Fleischer, 2011) There is an opinion that the organisation of the CoG and its staff according to the thematic principle promotes better co-operation with ministries and the formation of co-operation networks, which, consequently, adds to the CoG authority. (OECD, 2004a, 16-17) Furthermore, some other countries, such as Croatia, have given information about the fact that the capacity of the coordinating bodies and the number of HR have increased in the recent years. CoGs were also strengthened in Greece and Lithuania. Other countries, such as Denmark, keep the PM's office as a relatively small institution with a small staff, which basically deals with monitoring of performance of the government programme, performs advisory functions and provides administrative support to the government work. In this country, the analytical resources are focused in other ministries, such as the MoF, and the action policy coordination is predominantly implemented at government committees.
- **Another dilemma occurs between the state administration centralisation tendency and decentralisation.** Here, the issue is of the extent to which the state reorganises public administration moving towards centralisation, when performing restructuring, as a result of which agencies and institutions are included in ministries or are merged, thereby simplifying and achieving more integration of the state administration structure. Such processes have taken place, for example, in Bulgaria, the Czech Republic, Slovenia, and partially also in France. The need to strengthen strategic management from a centre is currently recognised in many states and, in order to implement this, it is necessary to centralise administrative processes. (Peters, 2010)
- Another dilemma is related to the fact that, in the drafting of regulatory enactments and planning and implementing reforms, states engage **civic society groups**, which are often coordinated by CoG institutions. It derives from the information provided by some countries that intensive consultations with social partners and other groups are taking place there. Austria, Slovakia, the Czech Republic, Slovenia, Malta, Germany, Finland, the Netherlands, and Italy have informed about consultations with social partners in the process of drafting laws and developing reforms. It results from the survey data that negotiations with social partners in the process of developing "structural action policy" are organised in Denmark, too. (Pedersen, 2006; Greve, interview 08.01.2015)
- Various solutions of **the political coordination** process can be observed. Most countries have pointed out that, besides cabinet hearings and committee meetings, negotiations are held between coalition partners, however, it can be inferred from the answers that the composition of these meetings is different. It can be inferred from the answers given by some countries that only Cabinet members are participating in the coalition council, e.g., in Denmark, or (a narrower coalition council) in Finland. In other countries, such as Latvia, also coalition party members, who are not government ministers, take part in the coalition council. *In*

the first option, the influence of political parties on the CM work is less significant, and the number of agents involved in political coordination is also smaller.

- It derives from the survey data that **government committees** are operating in some countries, and they are important centres of political decision-making. In other countries, government committees are not differentiated in sectors and are rather a different format of a CM meeting. In some countries, sectoral committees were established to create an additional link in the decision-making process and to alleviate the work of the CM. *Political scientists have identified positive and negative aspects of committees.* It is positive that issues of a particular area are considered in-depth at these committees and that productive interaction takes place between the elected politicians and the state administration officials. The negative aspects are that the CM sessions become formal, their collegial nature disappears, the government becomes fragmented, and there is a risk that higher-ranking civil servants gain excessive influence in decision-making. (Karvonen, 2014)

- **Another dilemma that leads to various solutions is the issue of how strongly state administration institutions adhere to the principle of hierarchy.** It is well known that in the classical bureaucratic model authorities, power relations are individualised: officials as individual employees are individually reporting to their superiors — higher ranked officials, who then individually report to hierarchically higher ranked officials. Thus, the individual reporting principle is ensured in the hierarchy. (Jaques, 1990) Strict observation of this principle leads to a negative psychological effect, which is widely known from scientific literature. The consequences are *incomplete use of the creative potential of employees and reduced motivation to work.* There are attempts to prevent these shortcomings with new methods of managing human resources, which include various forms of collective intellectual work, such as brainstorming, discussions, working groups, to a certain extent also supervision. **Countries differ in the extent to which they use these new methods in their practices.** The survey data suggest that, for example, Malta is introducing measures to promote a more complete use of creative and intellectual potential of officials. Estonia has indicated that it is aware of the design thinking method and that it has been used in training of the senior civil servants. Bulgaria, Cyprus, Slovakia are using brainstorming; Austria, Finland, and Ireland indicate that a broad spectrum of methods is used to stimulate idea generation. Countries, which are known for their traditional bureaucratic system of state administration (France and Germany, as well as Italy, Portugal, and Romania), have not answered this question. Poland and Turkey state that such methods are not being used.

It derives from the study data that, in the recent years, the EU Member States have implemented several measures to improve action policy coordination; the extent of CoG coordination has increased, a range of instruments have been used to improve the effectiveness of horizontal and vertical coordination.

An in-depth examination of the causes of these processes was not the main aim of the study, but it can be concluded from the information provided that the increase of coordination activities can be explained with the help of the organisation theory, namely, as a response to increasing demands towards coordination arising from the increased complexity, uncertainty, and interdependence. **Complexity can be related to increasing demands towards the diversity and quality of services provided by the state, uncertainty — with recently experienced economic crises, whereas increased interdependence — with EU integration.**

In solving coordination problems, states are employing regulatory instruments and performing alternative measures, by strengthening the CoG capacity or rearranging the organisational structure of state administration institutions. When implementing reforms, various approaches and methods are used for the improvement of coordination, by emphasising enhanced control and hierarchy or co-operation and communication.

5. Political decisions and decisions of the state administration level used by centres of government to ensure their functioning

5.1 A review of scientific literature and studies

CoGs unite and coordinate political and civil service resources for better governance. Nevertheless, the approaches used by officials or employees constituting CoGs to make decisions differ, namely, politicians (elected officials) adopt political decisions, whereas civil servants make administrative decisions. The content of **political decisions** is determined by those making them; it is based on the political party programme, arrangements between political parties, and, even though political decisions must be lawful, the basis of adopting them does not constitute a legal norm. **An administrative decision**, on the contrary, is based on criteria of legal norms and utility. It is subject to the control of legality and utility. The parties making the decision cannot propose their political considerations, but they take into account the policy directions chosen by politicians. An administrative decision is often individual; it concretises and brings political decisions to life, including can affect a natural person (an administrative act).

The positions of political and state administration officials differ legally; furthermore, the approaches of these groups of officials to decision-making differ. *Normally, politicians should not make administrative decisions, whereas civil servants should not participate in making political decisions, because the methodology of preparing and adopting such decision differs in principle.* Nevertheless, a state administration decision must be lawful, useful content-wise, and democratically legitimate. (Levits, 2002) To ensure the quality (utility, democratic legitimacy, and lawfulness) of the state administration decisions, politicians and civil servants should co-operate.

The CoG must observe the distinction between decision-making levels, however it must simultaneously ensure interaction between these levels, so that politicians would not adopt unenforceable decisions and so that they are aware of work commenced in state administration, whereas civil servants would be aware of tasks assigned to politicians, instead of just working on their own. Often, parliamentary secretaries, ministers' offices, the PM's office, as well as the head of the CoG, which in some countries is either a political official, who has been appointed taking into account political criteria, or a professional civil servant, serve to ensure this interim stage. In the co-operation between politicians and state administration officials, it is established what is "useful content-wise": which initiatives should be supported, which specific action policy measures should be introduced and how it will be done, taking into account the aims proposed in politicians' programmes and reasoning based in fact analysis, as well as considerations of succession of action policy. The CoG usually offers also an assessment of political initiatives from the legal viewpoint. Interaction between the political and state administration levels is ensured by the harmonisation procedures envisaged in legal enactments, as well as various forms of co-operation, such as, consultations and working

groups, where exchange of opinions between politicians and civil servants and harmonisation take place.

According to the theoretical model developed by M. Alessandro, M. Lafuente and C. Santiso, besides such functions as strategic management, action policy coordination, monitoring of performance of policy planning documents, and communication of government decisions, the CoG is also performing the political function, which authors refer to as *the action policy management policy* (Alessandro et al., 2014). The contents of this function can be explained as follows: The head of the government must manage the work of the government, which includes more than only formal chairing of CM meetings. The PM is responsible for implementing government programmes and achieving the set political objectives. To perform this work effectively, the PM must receive support from agents involved in action policy. The agents of the action policy are the leaders of other political parties forming the government coalition and, possibly, individual ministers, as well as other branches of power — legislature, judiciary, and civic society groups, such as labour unions, employers' organisations and other influential non-governmental organisations.

It is important to achieve within the framework of the executive branch that the action policy developed by each ministry corresponds to the overall government programme. In a coalition government, the important political decisions must be agreed upon with the coalition partners. In this context, the CoG can play the role of a coordinator (by harmonising strategies of ministries) and of a political intermediary, for example, by ensuring the link with coalition partners. This function can be performed by employees working at the PM's office, the head of the PM's office, or the head of the CM's office.

The CM must ensure a link with the decision-making body. It is particularly important for minority governments, when it is necessary to obtain the support of group of parties represented in the parliament, but not in the government, in the preparation of draft laws for adoption. The CoG undertakes the performance of this task and makes a decision together with the PM on whether the specific draft legal enactment must be forwarded for adoption at the parliament and whether the specific political initiative needs a vote at the parliament, taking into account also tactical considerations.

The politics of action policy also includes the interaction between organised interest groups and influential non-governmental organisations. In several countries of the EU, the centre of government negotiates with social partners, by consulting in the stage of preparing important decisions and in the reform planning process. Such consultations can also take place between civic society groups and individual ministries. Nevertheless, as pointed out by M. Alessandro, M. Lafuente and C. Santiso, such consultations entail a risk that matters will be considered from a narrow sectoral perspective and, possibly, they will not be sufficiently open or transparent. *The advantage of the CoG is in that it is neutral in terms of sectors, which consequently promotes more trust by social partners.* The CoG can work as an intermediary, for example, in negotiations between employers and labour unions. It can be a function of the CoG to timely predict and prevent potential conflicts, between, say, social partners. In countries with corporativism features, very important decisions are made or prepared at the state administration level in consultations

with employers' organisations and labour unions, which makes the involved state administration institutions important centres of power. In some countries, such as Denmark, the CoG assumes an active role in the process of preparing reforms (if the CoG definition includes also the MoF).

In the process of action policy management, political and state administration level decisions are mutually linked. For example, both levels are involved in a coordination form — **a sector committee**. The sector committees, for example, the economic and financial committee, consists of several government ministers, but the grounds for making decisions, the basic information, data and calculations are ensured at ministries. In some cases, the ministry can serve as the official secretariat of the committee and the permanent secretary of the ministry or the head of the ministry department as the committee secretary.

Cabinet Committees are among the most effective mechanisms of policy coordination that the CoG can use in its work. Committees in essence can be either permanent or *ad-hoc*. Usually, they are formed to solve matters, in which several parties are involved. (Haddad, Kloutche, & Heneine, 2010)

In some countries, such as Denmark and Finland, the influence of **permanent secretaries** is considered very important and, over the last years, it has become stronger. (Karvonen, 2014) State secretaries can be the most important advisors to a minister, and, in making decisions, ministers are acting in line with their recommendations, whereas committees, upon making decisions, are based on ministry expertise.

5.2 EUPAN work group survey results

The survey participants were asked *whether the CoG in the respective state is involved in the coordination of co-operation with organised civic society groups (such as labour unions, employers' organisations, other non-governmental organisations).* It was asked to point out the involved groups and forms of co-operation.

Out of 28 survey respondents, 19 (68 %) stated that the CoG or central administration institutions are co-operating with representatives of the civic society. (Denmark has not given an answer, but it derives from information obtained in the study that such co-operation is taking place, therefore this country was included among those, which gave a positive answer). Four countries indicated in their answers that no such co-operation is taking place (Poland, Greece, Belgium and Turkey), and the rest have not given an answer.

Survey participants stated that co-operation takes place mostly with the social partners — labour unions and employers' organisations. They are generally formal co-operation forms, such as consultations, working groups, and negotiations. Some countries indicated that the centre of government is consulting only with labour unions of the public sector (the Netherlands, Austria). Some countries stated that co-operation is consolidated in a form of an agreement (Slovenia, Slovakia, in some cases Finland). In some countries, the Ministry of the Interior is responsible for co-operation with social partners (the

Netherlands, Estonia) or the co-operation is implemented with several ministries, but it is overseen and coordinated by the CoG (Estonia, France). Some countries have introduced a special body, who is in charge of state co-operation with social partners. For example, in Bulgaria, it is the National Trilateral Co-operation Council, which is included in the CM's secretariat, in Finland it is the Economic Council, whose secretariat has its seat at the Prime Minister's office, in Lithuania, it is the Trilateral Council, whereas in Malta, the Economic and Social Development Council, which is chaired by the Minister for Social Dialogue, Consumer Affairs, and Civil Liberties.

Ireland states that *the central departments [ministries] sometimes meet with all groups listed in the question; [however] currently, Ireland has no formal social partnership*. **Germany** states that co-operation takes place with "an umbrella" labour union organisation, whose members are several labour unions, and that *negotiations are taking place on a regular basis*. **Slovakia** informs that the centre of government co-operates with labour unions in formal and informal meetings; *collective bargaining is the result of collective negotiations during formal meetings*.

It derives from information provided by **Estonia** that the CoG co-operates with the Estonian Confederation of Labour Unions and the Estonian Employer's Confederation, and supports their participation in the development of the action policy. The answer states that *several ministries are using strategic partnership agreements with the most important civic society organisations in their area of action policy*. **Croatia** states that, when the coordinating institutions are discussing matters, which concern *the interests of associations*, then representatives of these organisations *can be invited to participate in the meetings of coordinating institutions*.

The Netherlands informs that *the Ministry of the Interior coordinates agreements with labour unions and employers' organisations and leads negotiations with labour unions about the labour conditions in national public administration*. **In Denmark**, negotiations with labour union organisations and employers are coordinated by the MoF and the Ministry of Economics and the Interior, which are currently closely co-operating. Negotiations with the public sector labour unions are coordinated by the MoF. **Finland** writes that *all important reforms and preparatory procedures are organised in co-operation with the listed agents*. Some countries stated that co-operation in a form of negotiations is taking place with local governments (Bulgaria, Slovenia) and other legal entities, such as companies, in which the state is the biggest capital share-holder (Croatia).

Information provided by countries is important as it describes the extent of coordination that the CoG is implementing. It cannot be concluded from the given answers as to what are the contents of arrangements reached between social partners and the state and how significantly they influence the collective social agents' rights and obligations, which could be the subject of a special study.

In response to the question about the institutions, with which a new policy initiative must be harmonised in the state, so that it could be forwarded to the CM for review, most

countries indicated CG institutions (according to the CG definition given by each country). The second most frequently given answer was MoF and other institutions (see Table 12).

Table 12.

With which institutions must a new policy initiative, such as a draft regulatory enactment, a draft policy-planning document, be harmonised in your country so that it could be forwarded to the CM for review? (n=27)

	Absolute numbers	Percentage
Centre of government	21	78%
Meeting of state secretaries	10	37%
Committee of ministers	12	44%
Ministry of Finance	18	67%
Ministry of Justice	9	33%
Other	17	63%

Several countries had indicated that a new policy initiative, before a review at the CM, must be harmonised with all ministries (Austria, Bulgaria, the Czech Republic, Poland). **Irish** respondents remark: *The government must accept all new policy initiatives.* The memorandum of the Cabinet is usually sent to all ministers for review; it must be sent to the Prime Minister (*Taoiseach*), the Deputy Prime Minister (*Tánaiste*) and the legal advisor (the Attorney General).

Several countries have indicated that a new policy initiative must be harmonised with the relevant ministry, whose competence is affected by the prepared matter. For instance, **Denmark** has pointed out in its reply — *the relevant ministries depending on the issue at hand.* **In Belgium**, the action policy to be developed must be harmonised with those ministries, which will be involved in their introduction. **Germany** comments: *The responsible federal ministry will be that competent federal ministry, to which the draft law refers.* **Lithuania** says: *The involved institutions, namely, those, to the competence of which the matter of action policy area at hand refers.* **Croatia** has stated that a new policy initiative must be harmonised with the Government Legislative Office of Croatia, the Ministry of Foreign Affairs and European Affairs, as well as other relevant central administration institutions, within whose competence the matter falls. Central administration institutions are responsible for preparing proposals for the government and give an opinion to professional organisations within the framework of their competence.

Several countries pointed out that the action policy initiative to be prepared, the draft regulatory enactment must be harmonised with the institution, who is in charge of legal matters, for instance, the Ministry of Justice (Norway, Latvia, Estonia, Cyprus). **France** has stated that a new draft law must be harmonised with the institution, which is responsible for consulting the government on legal matters (*Conseil d'Etat*) before review at a government hearing. Slovenia included the Government Office for Legislation in the range of CoG institutions; it is an independent institution, under the subordination of the PM, and it is in charge of making sure for compliance of draft regulatory enactments prepared by ministries with the Constitution and for their lawfulness; this office gives a

non-binding opinion about the draft regulatory enactments, before they are submitted at the Secretariat-General to the Government.

Estonia, Finland, and the Netherlands included certain functions of the Ministry of Justice (MoJ) in the concept of the CoG. All three countries indicate the CoG in their answer to this question. Estonia indicates that draft laws of the primary legislation, i.e. those that must then by reviewed at the Parliament, must be harmonised with the MoJ, whereas the Netherland states that an opinion of the Ministry of Security and Justice must be obtained about the legal aspects of the action policy initiative: the minister for security and justice has a coordinating role in the drafting of laws. Finland does not indicate other institutions in its answer, but it derives from the study materials, that important draft laws (of primary legislation) must be harmonised with the MoJ (the MoJ of Finland is included in the total number in Table 12). New policy initiatives must be harmonised with the legal advisor in Malta, Ireland, and Cyprus.

Action policy initiatives must be harmonised at the relevant cabinet committees, and, if the initiative is supported there, then it is moved forward to the plenary of the Cabinet. Draft laws must be harmonised with the MoJ.

The Finnish expert of politics Timo Moilanen comments: *Before it [the draft law] is forwarded to the plenary, it is always sent to the Draft Laws Department of the Ministry of Justice. They make sure that the draft law is prepared correctly.* (Moilanen, interview) The Finnish political scientist and the former MoF advisor Seppo Tiihonen states: *Important draft laws must be put through it [the MoJ]. But sometimes they [the authors of the draft law] do not have the time to forward it to the MoJ, and sometimes the MoJ do not have the time to read and check the draft laws. (...) Sometimes, they [the MoJ] forward draft laws to the Parliament without commentary. More coordination is needed there. They [the MoJ] do not have the time or resources to do this, and it is a problem.* (Tiihonen, interview)

The questionnaires of **Austria, Slovakia** and **the Czech Republic** stated that, before reviewing at the government, social partners, local governments, and advisory bodies (Slovakia) must be consulted on the new policy initiative.

The regular SS or permanent secretary meetings (SSM) are a practice, which is not implemented in all countries. (OECD, 2007) Out of 27 countries, which provided an answer, new policy initiatives must be harmonised at SSM in 10 countries (Croatia, Cyprus, Ireland, Latvia, Lithuania, Malta, Poland, Portugal, Romania and Spain). 18 countries must harmonise their new policy initiatives with the MoF, which points to the strong power position of this ministry in the surveyed countries. Generally, these countries are also mentioning the CoG along with the MoF (except for Portugal and Norway, which mention the MoF, but not the CoG).

It must be noted that several countries had included the MoF in the circle of institutions contained in the centre of government. The respondents were asked to check the questionnaire option of the CoG institution according to the given definition of a CoG,

however, there were some countries, which had included the MoF in the definition of a centre of government, but still checked the MoF as the answer.

Out of all countries, which participated in the study, eight include the MoF as an institution or a part of the set of CoG institutions. Denmark, Estonia (some functions), Finland (some functions), Ireland (Ministry of Financial and Public Expenses and of Reforms), Lithuania (some functions), Latvia, the Netherlands (some functions), and Slovenia.

The Netherlands commented that, when answering this question, the Ministry of General Affairs was considered as the CoG, whereas the MoF was checked in answer options as a separate institution. Out of the said countries, which include the MoF in the concept of the CoG, the MoF was also indicated by Estonia, Ireland, Lithuania, Latvia, and Slovenia.

Denmark indicates that a new policy initiative must be harmonised with the relevant ministry, which depends on the area of action policy. Finland states that a new policy initiative must be harmonised with the CM committee (pursuant to the Government Rules of Procedure of Finland, the new policy initiative must be harmonised with sectoral committees). It derives from the above-mentioned that the MoF was not included in the answer "CoG institutions", by not checking it in the relevant answer option either.

Answers to the question on the harmonisation of a new policy initiative before reviewing the matter in the government point to the diverse practices across the EU Member States. It can be concluded from the answers that the CoG holds a central role in this process (78 % of answers) and that often a rather large number of officials and legal entities are engaged in the harmonisation process. In some countries, also social partners, professional organisations and local governments participate in this process, which suggests an extensive coordination task performed by the central state administration institutions, including the CoG.

However, it must be borne in mind that often, the new policy initiative must be harmonised not only with institutions, but also among the leading political parties within the process of political coordination, which usually is the first stage of horizontal harmonisation of important political initiatives (see more below in this Section).

To the question of **which institutions have the right to block the progress of initiatives and enactments drafted by other ministries in various stages of development** countries have mostly indicated "Committee of Ministers" (20 countries or 71 %) and "CoG" (19 countries or 68 per cent).

The MoF was indicated by 16 countries (57 %), whereas other institutions by 10 countries (36 %) (see Table 13). These answers point to the power, authority and ability of these institutions to influence the decision-making process.

Table 13.

Which institutions have the right to block the progress of initiatives and enactments drafted by other ministries in various stages of development? (n=28)

	Absolute numbers	Percentage
Centre of government	19	68%
Committee of ministers	20	71%
Ministry of Finance	16	57%
Ministry of Justice	5	18%
Other	7	25%

Out of eight countries, which include the MoF or a part of it in the CoG concept (see the description of the previous question), three countries — Denmark, Estonia, and Slovenia — stated that the MoF could block an action policy initiative drafted by other ministries. Denmark pointed out that besides the MoF, the new initiative can be blocked by the CM committee (in Denmark, the Cabinet committees prepare new action policy initiatives, for instance at the Committee of Economic Affairs; the Coordination Committee considers matters that have not been resolved in other committees, it is led by the PM, and it has the authority to make such decisions), as well as in some cases, depending on the matter at hand — the Ministry of Justice. Respondents of **Denmark** have not checked the option "CoG", and it must be noted that Denmark has given a very broad and rather non-specific description of the CoG, by introducing "all ministries" in it, which suggests that in Denmark, only a part of CoG institutions can block action policy initiatives drafted by other ministries. Besides the MoF, **Estonia** indicated also the CoG and the Ministry of Justice in the case of primary legislation. Estonia defines the CoG primarily as the Government Office, together with the functions of three other ministries — the MoF, the Ministry of Justice, and the Ministry of Economics and Communications. Besides the MoF, **Slovenia** indicated also the CM committee and the CoG. Slovenia includes the PM's Office, the Secretariat-General to the Government, the MoF, the Ministry of Public Administration, and partially the Ministry of Foreign Affairs, as well as three advisory bodies in the scope of CoG institutions. When answering this and other questions, respondents of these countries differentiate between CoG institutions, and in this question, a CoG, most likely, is the CoG in its narrower interpretation — as the central coordinating institution, which provides support to the PM and/or the Cabinet of Ministers. Out of countries, which include the MoF in the CoG concept, Latvia and the Netherlands stated that the CoG could block action policy initiatives of other ministries. The Netherlands pointed out in the explanation that it refers only to the Ministry of General Affairs in this question. Besides the CoG, Latvia also indicates the CM committee, and the CoG in this question refers to the narrower interpretation as the State Chancellery.

Five countries also checked the MoJ: Estonia (in relation to the primary legislation), **Latvia, Lithuania, Norway** and **Denmark**, by adding that it depends on the matter at hand. In Latvia, draft planning documents, informational reports, and legal enactments must be harmonised with the MoJ, which can voice objections in an opinion. **In Cyprus**, the Legal Office (legal advisor) has the authority to block new action policy initiatives.

As stated before, three countries — Estonia, Finland, and the Netherlands — have included some MoJ functions in the CoG concept. Out of these countries, according to the obtained information, only in Estonia, the MoJ has the authority to block a new action policy initiative, if it is a draft law to be forwarded to the Parliament. Finland states in its answer that only the Cabinet committees have the blocking authority.

The Czech Republic points out that only the government as a collective body has the blocking authority. **Croatia** states that the CoG, the Committee of Ministers, the MoF, and other central administration institutions have the blocking authority. **Germany** comments that *the competent ministries, which are affected by the draft regulatory enactment, can block the initiatives or the draft law, put forth by other ministries.* **Slovakia** offers a broader commentary in this question:

> *Draft regulatory enactments are published online, where national bodies, labour unions, employers' representatives, citizens and other institutions can give their commentaries, before they are submitted for a review at the government. The institution, which is the author of the regulatory enactment, must discuss the material commentaries [with the respective commentators]. There are two options.*
> *1. The institution, which has prepared the draft regulatory enactment, accepts important commentaries, and then it will be forwarded to the government without [additional] commentaries.*
> *2. The institution, which has prepared the draft regulatory enactment, does not agree to the commentaries; in this case, the draft regulatory enactment can be forwarded to the government, however, there is a possibility that it will not be adopted in full.*
> *It is basically only the government that can block policy initiatives and draft regulatory enactments.*

Answers to the following question point to the authority of the CoG and other central state administration institutions: **"How would you assess the CoG authority among other central state administration institutions on a scale of 1 to 5, where 1 means low authority, whereas 5 means high authority?[16]"** 26 respondents gave an assessment of the CoG authority, 23 respondents gave an assessment of the authority of the MoF and the Ministry of Justice, whereas six respondents gave their assessment of other institutions (see Fig. 11).

The authority of the CoG received the highest evaluation (on average 4.4 points), followed by the MoF (on average 4.0 points) and the Ministry of Justice (on average 3.0 points). Other institutions were indicated by the Czech Republic, Greece, Croatia, Estonia, the Netherlands, and Latvia. The answers included the Ministry of the Interior, the Ministry of Administrative Reforms and of E-governance, the Ministry of Economics and Communication, the Ministry of the Interior and Economics, the Ministry of Environmental Protection and Regional Development (evaluated with 3), and *other ministries* (Croatia, evaluated with 4).

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[16] The English translation of the questionnaire used the term "authority", which can also be interpreted as "power".

Out of eight countries, which include the MoF or a part of it in the CoG concept, seven countries answered this question (all, except Denmark). The Netherlands pointed out that, in this assessment, the CoG refers to the totality of all institutions contained in the CoG, and in the case of Latvia, the CoG referred to the State Chancellery and the Inter-sectoral Coordination Centre. In the case of Finland, Estonia and Lithuania, the CoG includes some MoF functions, but in the case of Finland and Estonia, also MoJ functions. Finland and Lithuania gave an equal evaluation to the CoG, MoF, and MoJ. Estonia assessed the CoG authority with 5, whereas the authority of the MoF and the Ministry of Justice with 4. Ireland and the Netherlands gave an equal evaluation of authority of the CoG and the MoF (4 and 5 respectively), and assessed the authority of the MoJ with one point less. Slovenia evaluated the CoG authority with 5, the MoF authority with 4, whereas the MoJ authority with 3.

When interpreting these answers, it must be taken into account that a part of respondents are CoG employees of the respective country, which has, possibly, affected their evaluation.

The survey data shows that out of 28 countries, government committees are operating in 22 countries. There are no committees in Turkey, Belgium, Portugal, Austria, Slovakia and Luxembourg. Latvia has a CM committee, currently there are no CM sectoral committees, but instead there are councils led by the PM.
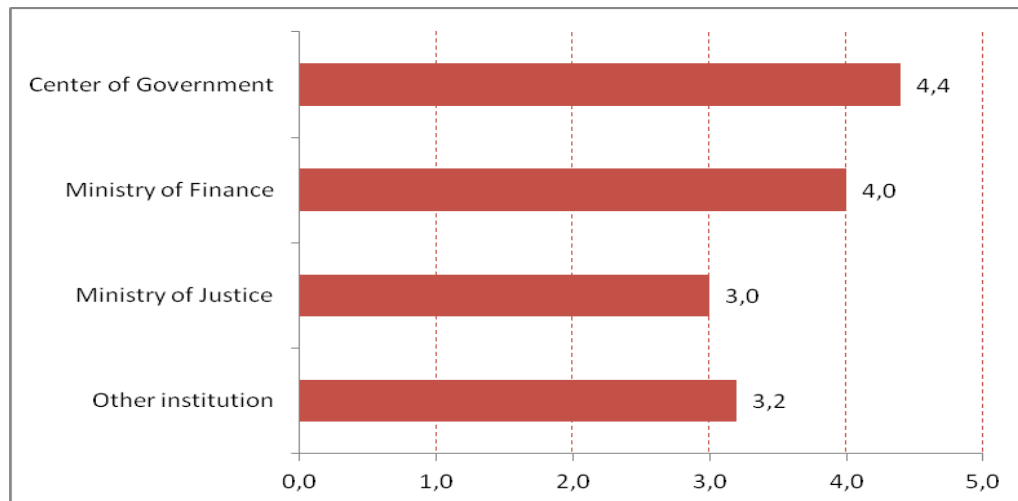
Figure 11. How would you assess the CoG authority among other central state administration institutions on a scale of 1 to 5, where 1 means low authority, whereas 5 means high authority? (n=26)

If such committees exist, respondents were asked to give a brief description, title, and mandate of the most important committees. An overview of the answers shows that the respondents, most likely, interpreted the concept 'committees' in its broader sense as collegial institutions, which review issues specific to administration and sectors and provide information for the Prime Minister's or CM decision-making. The respondents' answers are laconic, which encumbers accurate interpretation of information. Information

provided by several countries points to the existence of government committees of specific sectors. Such committees exist, for example, in Denmark, Finland, Slovenia, Greece, Estonia, Germany, Poland, the Netherlands, Ireland, and, judging from the available information, in France and Malta, the Czech Republic and Spain. Table 14 offers a brief description of government committees of these countries, based on respondents' answers.

Table 14.
Description of government committees of countries

	Information provided about government committees
Denmark	Committee of Economic Affairs, Coordination Committee, Appointment Committees, Committee of EU Affairs, Security Committee, *ad-hoc* committees, which are created at the Prime Minister's initiative.
Finland	Financial Committee, Committee of Economic Policy, Committee of Foreign Affairs and Defence Policy, Committee of EU Affairs; all of these committees are chaired by the Prime Minister.
Slovenia	Committee of State Regulation and Public Affairs, Economic Committee, Committee of Administrative Affairs and Appointments.
The Czech Republic	Economic Committee, advisory bodies, working groups.
Greece	Committee of Draft Regulatory Enactments, Central Encoding Committee, Committee of Education and Culture.
Estonia	There are 18 government committees, some of which are dealing with matters of action policy; their task is to prepare various options of action policy, to determine the directions of action, and to submit materials at the government for decision-making.
Germany	Committee of the Economic Cabinet, Committee of the Afghanistan Cabinet, Länder Cabinet Committee.
The Netherlands	Cabinet committees prepare material for decision-making at the Council of Ministers; decide on policy initiatives, which can be forwarded to the CM for adoption.
Ireland	Cabinet sub-committees are established as needed to resolve specific issues. There are currently the following committees: Economic Recovery and Employment, European Affairs, Health Committee, Committee of Judicial Reforms, Reconstruction 2020, Committee of Housing, Planning, and Mortgages, Committee of the Reform of Social Policy and Public Services, Committee of Economic Infrastructure and Climate Change, Cabinet Committee for the 1916 Remembrance, Economic Management Council.
Poland	Permanent Committee of the Cabinet Ministers (discusses all policy planning documents before they are reviewed at the Cabinet of Minister's hearing), Digitalisation Committee of the Cabinet of Ministers, Committee of the Cabinet of Ministers for the European Affairs.
France	There are many committees, which convene infrequently (once per year) to adopt the government's action plan (agenda).
Spain	Committee of Economic Affairs
Malta	Committees established with regulatory enactments and having the authority of decision-making.

Some countries have provided information about **collegial institutions**, which, most likely, are not cabinet committees, but rather, for example, advisory councils with advisory authority (see Table 15). The composition of coordination bodies indicated by Croatia includes government ministers and civil servants of ministries.

Table 15.
Description of collegial institutions of countries

	Information provided about other collegial institutions (including councils and working groups)
Bulgaria	Council of Administrative Reforms (a permanent advisory management body), E-governance Council (public administration institutions harmonise their projects with this Council before requesting funding), Development Council (for discussions before adopting strategic documents)
Croatia	Institution for Coordination of European and Foreign Affairs, Institution for Coordination of Domestic and National Property Affairs, Institution for Coordination of Social Affairs and Human Rights, Institution of Coordination of Economic Affairs, Investments and European Funds
Hungary	National Reform Committee, National Development Committee
Cyprus	Inter-ministerial committees, specialised committees (National Economic Council, National Geopolitical Council, National Energy Council — with the participation of experts, scientists)
Italy	Council for Management of Digital Affairs and other coordinating councils
Lithuania	Strategic Committee, Crisis Management Committee (advisory institutions)
Norway	Cabinet Sub-committee — resolving disputes between coalition parties

Information provided by the states offers an insight into the complexity of processes of preparing for decision-making at governments, as well as about various practices existing in the EU Member States. It can be concluded from information provided by individual states and from the study data that **committees are created to facilitate the work of the CM, thus creating an additional link of decision preparation.** In several countries, committees specialise in certain areas, and the committees of these specialised areas consist of ministers, whose competence concerns the specific area, such as financial affairs, foreign affairs, EU affairs, security, etc.

It can be concluded from the survey and the study data that interaction is taking place at committees between the political and administrative level, namely, decisions are prepared in co-operation between elected officials (ministers) and senior level civil servants (permanent secretaries or SS of ministries). Countries differ in how much importance and influence these committees have. Some countries comment that committees do not have a manifest influence (such as in Estonia), whereas in other countries, committees are an important platform for the preparation of decisions and the decisions adopted by them are rarely changed by the government (for example, in Finland or Denmark). **Committees also differ in their importance and influence, which depends on the area they are in charge of, the represented politicians, and state administration officials. In some countries, the important committees also include CoG officials (for example, the head of the PM's office or the permanent (state) secretary of the MoF).**

In most EU Member States, regular meetings of political parties are organised for the coordination of the most important political, legislative, and administrative matters (in a form of coalition councils, co-operation councils). 23 out of 28 countries gave an affirmatory answer to this question (see Table 16).

Table 16.

Are regular meetings of leading political parties organised in your country for the coordination of the most important political, legislative, and administrative matters (in a form of coalition councils, co-operation councils)? (n=28)

	Absolute numbers	Percentage
Yes, meetings of the leading political parties are held to coordinate the most important matters	23	82%
No, such meetings of the leading political parties are not held	5	18%

According to the survey data, such meetings do not take place only in Norway, Turkey, Slovakia, Belgium, and Poland. These data show that, besides administrative coordination, countries implement also political coordination — harmonisation of matters, elimination of disagreements, and reaching agreements between political parties (most likely, coalition partners). Only in seven countries, senior level civil servants are participating in the meetings, too — in Croatia, the Czech Republic, Hungary, Romania, Spain, and Malta. Malta has not given an answer to this question (it gave an affirmatory answer to the question about the meetings of political parties, but has not answered the questions concerning the participation of senior level civil servants and recording minutes of meetings). It is known that informal meetings of political parties, which form the coalition, are held **in Finland**, where representatives of other parties represented in the Parliament and senior level civil servants are also invited to participate (known as *the evening hours*). When civil servants are participating, they are being partially recorded in minutes of the meeting. Finland also has a narrower format of consultations of political parties — *a meeting of the leaders of parties represented in the government*. These meetings are not recorded in minutes, and civil servants are not participating in them. Over the last few decades, party leaders in Finland have generally been also members of the CM (the Council of the State). In **Denmark**, similar to Finland, informal meetings take place between the most influential representatives of the leading coalition partners. Agreements on all draft laws are reached there, before they are reviewed at the Cabinet meetings; the most important policy initiatives are usually put forth and formulated in a narrow circle of the most influential Cabinet members. (OECD, 1998) The leaders of coalition parties in Denmark are usually the CM members. This makes it redundant to invite party representatives from outside the government to participate in the meetings of the leading political parties. However, in the recent years, Denmark has had a minority government, consultations have been held with other parties represented in the Parliament during the process of drafting action policies and regulatory enactments, and civil servants from the Prime Minister's office are involved in this process.

In 14 countries, the meetings of political parties are not recorded in minutes. These meetings are recorded in minutes in Bulgaria, Croatia, Greece, the Netherlands, Malta, Spain, and Ireland.

An open-ended question was asked in the survey: **"What is the usual way of ensuring the link (information transfer) between what has been decided at the meetings and**

the activities of ministries? How these meetings influence the CM agenda?" 19 answers were received to this question (information about the case of Latvia was obtained in interviews conducted within the study).

Some of the answers are very short, and they do not allow making certain conclusions as to the composition of informal meetings and how it differs from the Cabinet composition. For example, **the Netherlands** states: *Ministries are informed about decisions, which were adopted at the Council of Ministers.* **Ireland** states: *The Cabinet convenes on a weekly basis (usually, on Tuesdays). After each Cabinet meeting, the Secretary General to the Government holds a briefing with all Secretaries (Directors) General to inform them of the decisions made by the Cabinet.* **France** comments: *A representative from the President's private office or the Prime Minister's Office attends political meetings and informs the secretaries of state and General Directors.* **Austria** states: *Informal coalition meetings determine the agenda for the Cabinet meetings.* **Finland** explains that *often these meetings serve as a preparatory event for the Cabinet meeting and information is transferred through this channel; informal coalition meetings determine the agenda for the Cabinet meetings.* As stated before, Finland has both an expanded format of meetings of political parties and a narrower format, in which only the leaders of coalition parties, who usually are also the Cabinet ministers, participate. **Italy** states: *Through the Prime Minister and his office.* The answer by **Portugal** reads: *The link is ensured through ministers; influence is channelled through the Prime Minister. Plenty of coordination is taking place with regard to these meetings and the activity of ministries* in Spain. It can be concluded from the answer of **Hungary** that sometimes meetings of political secretaries are considered as informal meetings (possibly, this refers to politically appointed advisors of ministers, ministers' office managers): *These meetings are referred to as the Meetings of Political Secretaries, and all political secretaries of ministries are participating in them, therefore, there is a direct link of information transfer. The issues tabled can be included on the CM agenda.*

The answer given by **Germany** offers clearer interpretation; it confirms that not all ministers can participate in the coalition council. The head of the Chancellery participate in them, and he/she transfers information about the decisions made at the council meetings to other ministers. If the tabled matter concerns a minister, who is not included in the coalition council, he/she can be invited to participate at the coalition council meeting. Furthermore, "*decisions made at the coalition meeting can be reaffirmed at the Cabinet of Ministers; this is decided on a case by case basis*".

It can be concluded from **Lithuania**'s answer that the link between the decisions made by the coalition council and the CoG is ensured by the Chancellor of the Government — an official, who is politically appointed by the Prime Minister: *Being appointed by political parties, each minister is responsible for abiding by the decisions made by the coalition council. The Chancellor of the Government is the key linking element between the political coalition council and the CoG. Being appointed by the Prime Minister and being in charge of all information concerning the agenda, he ensures the link between the politics and the government office. The Coalition Council influences the government's decisions about the action policy rather than creates the CM's agenda.*

It can be concluded from **Estonia**'s answer that the link between these meetings and ministries is ensured either by ministers or ministers' political advisors. *The link between coalition council meetings or the coalition party leaders' meetings (which take place weekly) with the CM is such that in case there are objections to items on the agenda, they are removed from the planned agenda. These issues are then discussed during informal Cabinet meetings. Ministries are informed by the ministers, who have been present, or by their political advisors.*

Greece states that information dissemination about the decisions made at the meetings *is promoted* by the Coordination Secretariat (a separate institution established in 2013 under the direct subordination to the Prime Minister). This is the case, for example, in inter-ministerial meetings, which are summoned and chaired by this institution. Employees of the Coordination Secretariat prepare detailed minutes of meetings and send them to each participant, by indicating the required action for each item.

The members of coordinating institutions of **Croatia** are ministers, heads of central state administration institutions, whose tasks are related to the scope of matters of the coordinating institutions. The matters that are discussed in them can concern the government agenda as well. When the positions of coordinating institutions are contradictory, the internal cabinet of the government decides on the proposal, which should be forwarded to the government session.

The existence of coalition governments influences the work of CoGs in the way that the coordination process between ministries becomes more intensive, longer, and more complex. (OECD, 2004a) One of the central functions of the CoG is to harmonise disparate positions on matters of the action policy, and the existence of coalition governments increases the number of positions to be agreed upon, thereby the coordination process becomes more complicated. The existence of coalition governments consolidates centrifugal tendencies, because coalition parties are trying to preserve their identity and influence. (OECD, 1998) One of ways of promoting harmonisation of positions is the creation of intermediary roles, and often CoG officials or units are performing this role. (OECD, 2004)

It can be concluded from the survey data that the CoG or its officials have a coordinating, intermediary role in this process in several countries: Ireland, France, Italy, Germany, Lithuania, Greece, Slovenia. Whereas in some countries, the CoG is not involved as an intermediary or is not involved directly, for instance, in the Netherlands, Finland, Portugal, and Estonia.

Out of 27 countries, nine gave an affirmatory answer and 18 said no to the question of **whether your country experiences the problem of ministries or other state administration institutions submitting documents for review at the CM, by bypassing harmonisation procedures**.

Bulgaria, Slovenia, Romania, Estonia, the Netherlands, Lithuania, Poland, France, and Latvia gave an affirmatory answer.

The survey participants were asked: **"If this problem occurs, how does your country deal with it?"** Six answers were received to this question — from Bulgaria, Estonia, the Netherlands, Lithuania, Poland and France. It can be concluded that these situations are handled by the Government Office, the Prime Minister's office (the Netherlands, Estonia). **Estonia** comments: *It depends on whether there has been a previous arrangement about it. Usually, it can happen only if the Government Office and the respective minister have agreed on it and the PM has accepted such bypassing.* **The Netherland** refers to the role of the PM's office in this situation: *The PM's offices deals with corrections.*

The answer of France and Poland emphasise the role of the PM and his office. **France** gives the following answer: *This happens rarely. Usually, the solution is to hold a meeting led by a member of the PM's private office or the PM himself.* **Poland** remarks: *In this situation, the PM or CM's secretary, by invoking his/her mandate, prevents the presentation of the document at the Cabinet meeting.* Respondents from **Lithuania** state that, in these cases, the document to be submitted is returned to the submitter, but in some cases, the coordination procedure is finalised at the CM meeting. **Bulgaria** states that there is no solution in place for these situations, but they rarely happen.

When answering the question "**Are there ministries with a formally or informally determined special status, in which coordinating and analytical resources are concentrated**", most countries (20) referred to the central state administration institutions, which, due to various reasons, are formally or informally regarded as institutions having a special status. Germany and Croatia have indicated in their answers that this special status has a formal nature owing to certain requirements in harmonisation procedures. The MoF was mentioned most often, and several countries had referred to the PM's office or another CoG institution.

Finland has not indicated in the questionnaire whether such a ministry with a special status exists, even though some Finnish political scientists believe it to be the MoF. (Kervonen, 2014; Tiihonen, 2012) In Latvia, Lithuania, and Turkey, too, according to information obtained in the survey, there are no such ministries with a special status. Answers given by the respondents are summarised in Table 17.

Table 17.
States and their ministries with a formally or informally established special status, in which coordinating and analytical resources are concentrated.

	Information provided about ministries having a special status
Belgium	Budgetary Ministry concerning budgetary matters
The Czech Republic	What are known as the power ministries: Ministry of the Interior, MoF, Ministry of Defence and Armed Forces
Slovenia	Ministry of Public Administration, MoF, Government Office of Development and European Integration (led by a minister "without a portfolio")
Norway	MoF, Ministry of Justice

Portugal	MoF, Ministry of Foreign Affairs
Austria	Federal Chancellery, MoF
Slovakia	Ministries with analytical units: MoF, Ministry of Environment, Ministry of Labour, Social Affairs and Family, Ministry of Transport, Construction, and Regional Development, Ministry of Health, Ministry of Education, Science, Research, and Sport, partially Ministry of Economics
Greece	Ministry of Administrative Reforms and E-governance (concerning the administrative reform), Ministry of Finance (in matters concerning its competence)
Croatia	MoF, Ministry of Foreign and European Affairs (it is mandatory to obtain their opinions about proposed draft regulatory enactments)
Hungary	PM's office, Ministry for National Economy
Cyprus	MoF
Germany	As regards legislative procedures, ministries with a special status are determined in the special law (GGO, (Rules of Procedures of Federal Ministries), Annex 6 § 45 (1) § 74 (5)); in general, coordination is the task of the leading federal ministry, and the analytical resources of sectors are concentrated in the respective ministries
Italy	Ministry of Economics and Finance in matters concerning the National Reform Programme; its task is to oversee the implementation of the programme
The Netherlands	Ministry of General Affairs (because it is led by the PM); MoF, because it coordinates the budgeting process; Ministry of Security and Justice, because of its role in the judiciary matters; Ministry of the Interior, because of its role in improving central state administration; Ministry of Economics, because it is in charge of matters of reducing administrative burden and use of funds.
Ireland	In 2012, the Service of Economics and Assessment was established as an integrated horizontal government service to improve economic analysis in the action policy planning. The Service plays an important role in the implementation of reforms, consolidation of the civil service, in matters of economic development, reducing social exclusion, improving public services, and in improving the planning of action policies.
Poland	Ministry of Infrastructure and Development, MoF (especially in matters of financial and budget analysis)
France	Coordination resources are concentrated at the CoG; analytical resources are mainly centred in ministries
Luxembourg	Ministry of the State, because it performs strategic planning of HR
Denmark	MoF
Malta	The Ministry for European Affairs and Implementation of the Electoral Manifesto is overseeing the fulfilment of the government programme and it is in charge of vertical coordination in EU matters; the Ministry of Social Dialogue, Consumer Affairs and Civil Liberties is in charge of the social dialogue, engaging the public and social partners in the decision-making process

The question "**On a scale of 1 to 5, how would you evaluate the influence of the PM on the progress of policy initiatives of other ministers, where 1 means that the influence is insignificant, but 5 means that the influence is determinant?**" was answered by 26 countries, except Germany and Spain. The average value of all answers received is 4. (see Table 18)

Below is a list of evaluations given by respondents of various countries regarding the influence of the PM on the progress of policy initiatives of other ministers.

5 — Bulgaria, Croatia, Cyprus, Greece, Hungary, Italy, Norway, Poland, Portugal, Slovakia, the European Commission (given for state comparison).
4 — Austria, Denmark, France, Ireland, Lithuania, Malta, Slovenia, Turkey, Luxembourg.
3 — the Czech Republic, Estonia, Latvia, the Netherlands.
2 — Belgium, Finland, Romania.

Table 18.
On a scale of 1 to 5, how would you evaluate the influence of the PM on the progress of policy initiatives of other ministers, where 1 means that the influence is insignificant, but 5 means that the influence is decisive?

Scale	1	2	3	4	5
Answers in numbers	-	3	4	9	10

According to the assessment performed by the OECD, the PM's authority is one of the factors determining the CoG's ability to effectively coordinate the action policy. (OECD, 2004a)[17] Efficiency of coordination of the action policy is a complicated concept, which was not directly measured within the scope of the study. The respondents of the survey were asked to assess the CoG authority on a scale of 1 to 5. This question can be analysed in relation to the PM's influence on the progress of policy initiatives of other ministers. In the PM's influence assessment, evaluations of 2 and 3 were combined and referred to as "weak/moderate influence", evaluation 4 as "strong influence", and evaluation 5 as "very strong influence". Evaluations of the authority of a CoG were left as shown on the scale in the questionnaire.

Table 19 shows the cross-sectional results. It derives from the analysis of variable correlation that **when the PM's influence is assessed as strong, the CoG's authority is also assessed as high**. This correlation is statistically significant (the correlation coefficient r=0.532).

Table 19.
Evaluation of the authority of the CoG in relation to the assessment of PM's influence (n=24)

Evaluation of the CoG authority on a scale of 1 to 5	PM's influence assessment			Total
	Weak/moderate influence	Strong influence	Very strong influence	
2	2	0	0	2
3	1	0	0	1
4	2	3	3	8
5	2	5	6	13
Total	7	8	9	24

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[17] The term 'government office' was used in the publication; this term contents-wise denotes a concept that is close to the concept of a CoG.

The active or passive role of the CoG in the development of inter-sectoral strategies and programmes does not depend on the PM's influence assessment (see Table 20). When performing the variable correlation analysis, the answers "passive" or "rather passive" were combined under "passive", whereas "active" or "rather active" were combined under "active".

Table 20.
Relation of the active or passive role of the CoG in the development of inter-sectoral strategies and programmes with the PM's influence assessment (n=24)

Active or passive role of CoG	Evaluation of the Prime Minister's influence			Total
	Weak/moderate influence	Strong influence	Very strong influence	
Passive	2	2	2	6
Active	5	6	7	18
Total	7	8	9	24

According to the said OECD assessment, the ability of a CoG to efficiently coordinate the action policy is related to the competency of the CoG's staff in the areas of action policy, to the CoG staff's connections with civil servants working at ministries, efficiency of mechanisms of conflict resolution and harmonisation of diverging positions (e.g., committees), as well as communication of the CoG manager with the PM. (OECD, 2004a)

It is not possible to directly verify these statements using the measurements performed in the survey, however it can be established that **the assessment of authority of the CoG in statistical sense is not related to the existence of committees, the scope of CoGs or use of rotation as an HR instrument. Furthermore, evaluation of authority of the CoG is not related to whether the CoG according to the organisational form is narrow or broad and whether it is a new or old EU Member State.**

Upon considering the dependence of the CoG authority evaluation on the active or passive role of the CoG in the development of inter-sectoral strategies and programmes (see Table 21), it can be observed that most CoGs, which have an active role (17 out of 19), were evaluated as institutions having a rather high authority (evaluations of 4 or 5). Even though it must be noted that this analysis does not suggest a statistically significant correlation (the values of statistical correlation parameters with such a small sample can be affected by answers of merely a couple of respondents).

Constant interaction is occurring at the central state administration institutions between the elected (political) and state administration (appointed) officials, and CoG institutions are also involved in this interaction. Various premises are often synthesised in decisions by the highest state officials, either based on facts and their analysis or arising from political values.

Table 21.
Evaluation of the authority of CoG in relation to the active or passive role of the CoG in the development inter-sectoral strategies and programmes (n=25)

Evaluation of the CoG authority on a scale of 1 to 5	Active or passive role of CoG		Total
	Passive	Active	
2	1	1	2
3	0	1	1
4	2	6	8
5	3	11	14
Total	6	19	25

Specific details of interaction are often known only to the senior level officials, who are the direct participants in these processes. Political and state administration officials make decisions by harmonising new political initiatives, making decisions on the suspension of a political initiative or discussing the matters of action policy at collegial institutions, such as committees.

The survey data suggest that the CoGs or their officials in the EU Member States play an important role in these processes. CoG institutions in several countries are also involved in "the politics of action policy", by coordinating co-operation between representatives of social groups and participating in political coordination, in which the positions of political parties in matters of action policy are agreed upon.

6. Forecasts of the future role of the centre of government and challenges in planning, introducing and monitoring reforms within a medium-term

6.1 A review of scientific literature and studies

The most significant features of modern-day public administration are (McGregor, 2000):

(1) the government is mainly focusing on the management of knowledge and complex services rather than on the management of physical resources — the labour force and capital;

(2) the fundamental nature of human resource management has changed, moving away from the traditional approach to ensure task performance with minimum costs to the management competencies, skills, and abilities;

(3) service standards have changed; strategic use of IT removes the temporal and distance obstacles between the service provider and service beneficiary, by ensuring fast, focused, and flexible services; service standards are constantly changing and are mutually compared on an international scale;

(4) all of the above-mentioned features are developing under circumstances of fiscal insufficiency and under constant uncertainty of whether the government is a sufficiently productive service provider.

The most significant long-term processes, which affect the work of public administration and determine the working environment for institutions of the centre of government, are the aging populating, reduction of public expenditure, and development of technologies (please see a detailed analysis below).

Ageing population
Ageing population is manifested as an increased longevity and lower birth rate, thus the proportion of elderly people in society grows. Ageing has a twofold impact on the public sector. Firstly, it calls for the necessity to develop public services for the needs of ageing society; secondly, it calls for the necessity to adapt the activities of the public sector itself, by taking into account the aging staff. (Pollitt, 2014) According to EIPA researchers, *in short: The European Public Sector in future can be described with an ageing staff, which must support an increasing number of ageing population...* (EIPA, 2012)

"Eurostat" forecasts show that the proportion of population aged over 50 will keep increasing over the upcoming 50 years, with the average age increasing from 41.6 in 2012 to 47.0 in 2060. In 2060, per every person aged over 65 there will be fewer than two persons of working age (15–64 years old), whereas now this proportion is nearly four persons of working age per one person older than 65. Society ageing is expected in all continents of the world, but it will be manifested most starkly in Europe. (Eurostat, 2012) (See Figure 12)
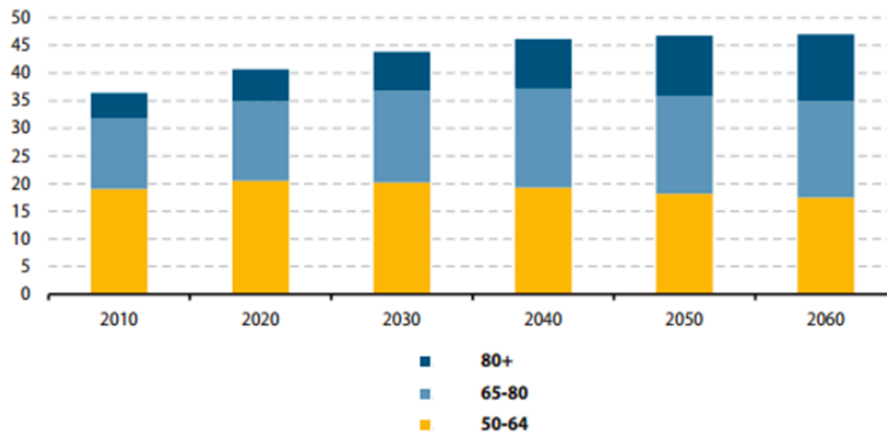
Figure 12. Population age group forecasts in EU-27 (% of the total population)
Source: Eurostat, 2012

Adaptation of the public sector services to the needs of an ageing society will have a substantial impact on the public sector expenditure, because a smaller number of people of working age will have to maintain a larger number of people older than the working age, costs for pensions, health and social care and for solving housing issues will increase. A need will arise for new and improved services (home care services, day centres, specialised establishments for geriatric patients, etc.), availability of specialists and development of skills will have to be promoted. (Pollitt, 2014) It is even maintained that as a result of ageing society, it will no longer be possible to maintain the public sector in its current form. (Deloitte and Reform, 2013)

Data also point to significant **ageing of people working in the public sector**, especially in European countries. Furthermore, ageing of the public sector labour force is more rapid — data about OECD states suggest that the proportion of employees aged over 50 years in the public sector is by 26 % higher than on average in the economy. (EIPA 2012) For example, in Italy, 50 % of public sector staff are more than 50 years old; in Belgium, Germany, Iceland, and Sweden, the proportion of this age group exceeds 40 %. (OECD, 2013)

Ageing in the public sector will create both risks and opportunities. Risks are related to the exit of the numerous baby boomer generation (people born between 1946 and 1964) from the labour market, thereby losing their experience and skills. Whereas replacement of an older and more expensive labour force with younger, cheaper labour force with education that is more fitting for the modern needs, must be mentioned as an opportunity. (Pollitt, 2014)

Reducing public expenses
Over the last 10 years, the proportion of the general government expenses from the GDP in EU Member States has increased (see Figure 13), thus directly contributing to an increased fiscal deficit, therefore, in a medium- and long-term, reduction of public expenses is expected (see Figure 14). It is linked to medium-term challenges, such as the

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economic crisis and the subsequent reduction of growth rates, and to long-term challenges, such as ageing society and climate changes, including the increase in public expenses related to them. (Pollitt, 2014)
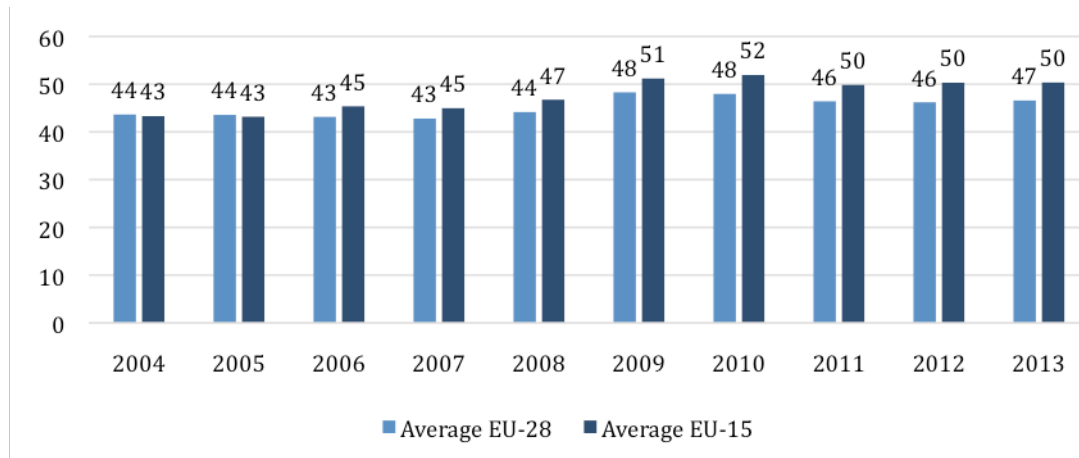
Figure 13. General government expenses, % of GDP
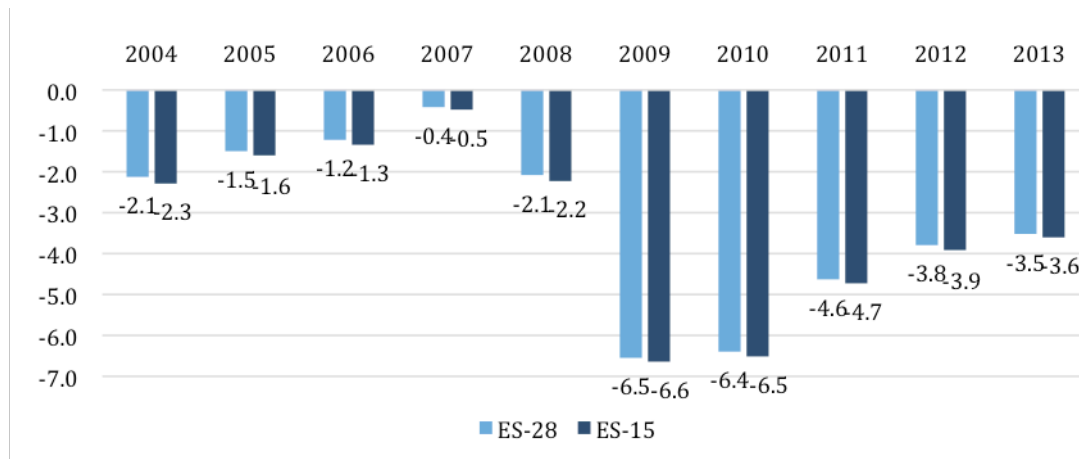
Figure 14. General government budget deficit, % of GDP *Source: Eurostat, 2014*

Various public sector development **scenarios** are forecast within the context of reducing the public sector expenses. One of the options is more government interference in the economy, taking into account the inability of the market to efficiently reduce demographic and climate changes. A potential contrary tendency could be a reduced influence of state administration, by giving more authority to the market to solve long-term challenges, while the state preserves only the market regulation function. (Hood and Lodge, 2012)

It must be noted that, in this context, extreme differences are observed around the world: in some countries, beer is produced in controlled companies and local governments are offering cleaning services to residents, whereas in other countries, the private sector is

entrusted with such services as maintaining prisons, armed forces and security functions. Transferral of public functions to the private sector (by outsourcing or through privatisation) is widely used by such EU countries as the United Kingdom and the Netherlands, while France, Germany and Denmark have been more conservative in this respect. (Hood and Lodge, 2012) As suggested by the manager of the Public Sector Department of the consultancy KPMG in the UK, the public sector could be entrusted with up to 98 % of public sector jobs. (Pollitt, 2014)

A third scenario suggests more localisation, as more or less self-sufficient local communities develop. And, finally, the fourth scenario expects that the current situation will remain unchanged, with the demand from the public administration to render a wider range of public services, using a smaller budget, and the public administration implementing a strategy of "survival" rather than changes. (Hood and Lodge, 2012)

Fostering horizontal coordination is most often proposed as a solution for improving the quality of services, while reducing expenses for providing them. (OECD, 2013, & Ministry of Finance, 2013) At the same time, encouraging inter-sectoral solutions can trigger opposite tendencies, with sectors and service providers avoiding such co-operation in order to avoid that their functions and funding are reduced. (Parker et al., 2010)

Technological development
Technological development plays a significant role in improving the public administration work. It is believed that "the digital era governance" as the leading direction in the development of the public sector has replaced "new public management". "The digital era governance" includes such directions as re-integration or the return of functions previously handed over to the private sector on the agenda of the public sector, needs-based approach or organisation of administration around certain client groups, and digitalisation or comprehensive application of information and communication technologies (internet communication, digital data accumulation, etc.) to improve the state administration work. (Dunleavy et al., 2006)

Within the context of technological development, there are extensive discussions of "the big data", the effective use of which would simultaneously allow building individualised services based on the needs of the specific individual, as well as would provide data necessary for developing evidence-based policy. At the same time, the risks to the respect for private life caused by "the big data" are pointed out along with manifestations of "The Big Brother" (keeping track of and controlling the peoples' lives) in the public sector activities. (Pollitt, 2014)

Technological development also raises the need for a certain level of centralisation (such as establishment of a central unit for monitoring IT processes) to achieve mutual compatibility and complementarity of technological processes and to reduce costs, by avoiding parallel, mutually replaceable solutions. At the same time, excessive centralisation jeopardises innovation and can lead to large-scale erroneous solutions. (Pollitt, 2014)

The said long-term processes raise the need to create inter-sectoral, integrated, evidence-based and innovative solutions in public administration. The task of the CoG is to facilitate the development of such solutions, by ensuring process coordination. (Ministry of Finance, 2013)

Demographic, financial and environmental challenges have increased the need for a prompt response to the occurring changes, by reassessing the role and capacity of the government in managing these challenges. Therefore, a flexible, qualitative, and effective system of public administration is essential for the state to be able to prepare for changes caused by future challenges. (OECD, 2009 (Government at a Glance))

Foreign studies suggest the key administrative capacities or competencies, which are essential in state administration to successfully manage changes triggered by global challenges:
- ability to forecast future challenges or strategic planning and forecasting;
- co-operation and coordination;
- development of relevant abilities, by recruiting and retaining the best employees;
- development of evidence-based policy: data collection and evaluation;
- reviewing the efficiency principles, by taking into account other growing values of public services. (OECD, 2009 (Government at a Glance))

Thus, global challenges are imposing a much greater need on governments to think about and act in a long-term, to ensure coordination at an international level, as well as within the framework of public administration, and to analyse and use complex information in the decision-making process. To deal with these challenges, governments will need competent employees, who have the necessary abilities. Likewise, they will need to promote coordination and ensure that high quality information is used in decision-making. The government will have to not only think of developing new competencies, but will also have to review the results of introduced reforms, to answer the question of which reform results have been effective and how to create circumstances for successful development.

Therefore, it can be expected that in future, a centre of government will have to face various strategic challenges in the planning, implementation, and monitoring of future reforms, such as:
- *constant management of fiscal restrictions and cost reduction;*
- *simultaneous management of several large reform programmes;*
- *ability to affect the choices and results of international policies;*
- *expecting future challenges, while preserving a long-term strategic outlook;*
- *ensuring public trust in the implemented reforms. (Department of Public Expenditure and Reform, 2014)*

6.2 EUPAN work group survey results

To identify the main challenges that the CoGs of European countries will have to face in a medium term, EUPAN working group members had to assess eighteen statements on a scale of 1 to 7, by evaluating the current (2014) and future (2025) situation development

tendencies in matters related to tendencies of development of human resources in state administration, impact of technologies on co-operation and decision-making and external factors and challenges, which are affected by integration of economic and social processes of states. To evaluate each statement, the average values of each statement were calculated. Information analysis suggests that it was difficult for EUPAN working group members to assess certain future tendencies, since there were answers missing for some questions concerning future circumstances. Whereas standard error implications suggest that the dispersion of answers in some points is extensive. The broad range of answers and their dispersion point to that the evaluations given by state representatives vary considerably (as well as, possibly, respondents perceived the meaning of the scale differently). It is peculiar that *when answering the question about the appeal of the state administration as a work place, the respondents' assessments of 2025 are more equivalent, i.e. respondents are generally tended to believe that the appeal of state administration as a work place will increase in the future.*

Ten experts — researchers with experience in the state administration work — assessed the future challenges in the context of Latvia. Below, the comparative assessment by the EUPAN working group and Latvian experts is summarised and depicted in three blocks.

1. **Tendencies of employment and human resources management in state administration**

The evaluation by the EUPAN working group and Latvian experts suggests that within the next ten years, the CoG may be faced more with such tendencies of human resource management as ageing staff and reduced proportion of youth in state administration (see Figure 15). It will be linked to general ageing tendencies in the labour force structure, but it will demand — especially at centres of government — that more attention is paid to the methods of human resource management and to practices in the work with elderly people. The survey data suggest that in Europe, in 2014, the practice to take over knowledge and experience from the experienced employees, especially those, who are planning to retire, is slightly more widespread than it is in Latvia. Accordingly, Latvian experts have evaluated the statement that in 2014 *there is a widespread tendency to take over knowledge and experience from the experienced employees, especially those, who are planning to retire* with 2.7, whereas EUPAN working group members have assessed it with 3.4.

Experts of both surveys expect that within the next decade, the role of human resources units of CoGs will increase in the analysis of data of development tendencies. Thus, it can be maintained that it will demand a more strategic approach and vision of labour force planning at CoG institutions for the part of these units, as the battle for the best employees and the ever increasing demands for a result-based policy will call for more emphasis on such aspects as employee ageing, differences between generations, diversity management, and their impact on work results.

Expert forecasts also confirm the impact of technological development tendencies on the human resources management practice. Experts of the EUPAN working group and

Latvian experts alike expect the impact of technological innovations on the time and place in state administration, by increasing the role of flexibility with regard to the working time and work place. It can be expected that the technological development will also promote movement towards results. It means that work management and control skills will have to be comprehensively reviewed and trust among managers and employees will have to be strengthened. It might be particularly important to make state administration into an attractive place of employment for young, able, and well-educated job-seekers, especially in Latvia, because now, if compared with the evaluation by the EUPAN working group experts, in Latvia, state administration as an attractive place of employment is rated relatively low.

Accordingly, Latvian experts have evaluated the statement *State administration is an attractive place of employment for young, able, and well-educated job-seekers* in 2014 with 2.4, whereas the average evaluation by the EUPAN working group members in 2014 was 4. Nevertheless, both groups of experts expect that the appeal of state administration as a place of employment will increase in the future.
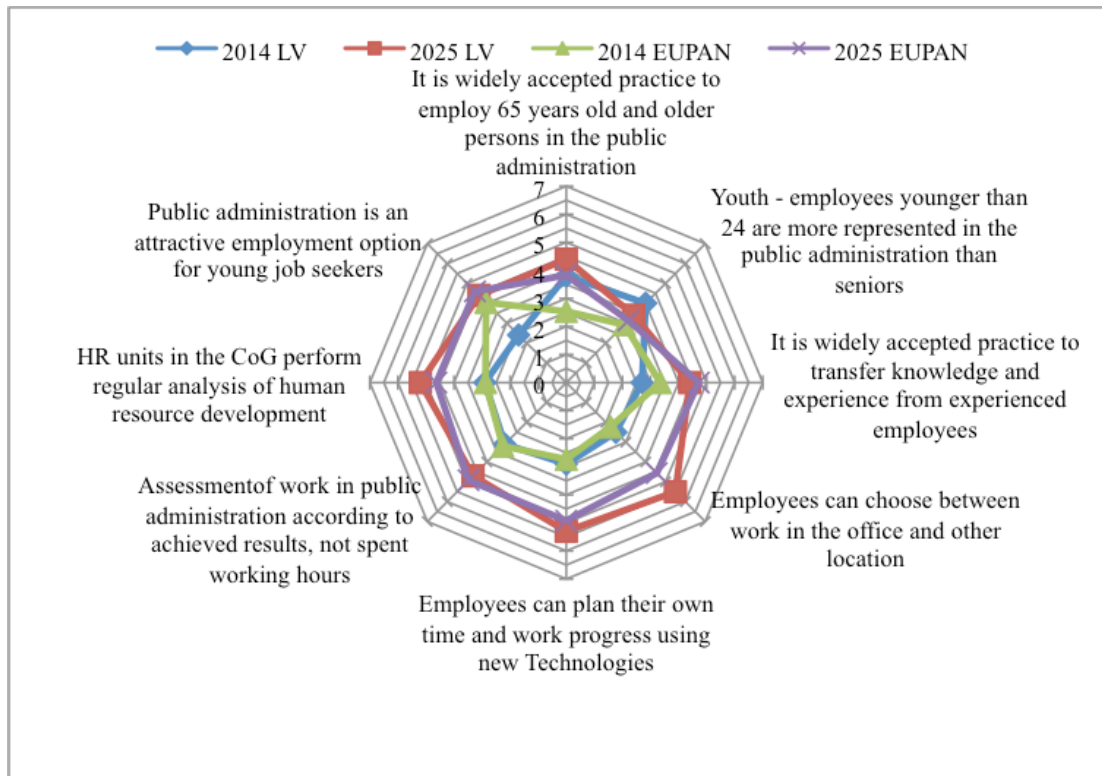
Figure 15. Evaluation of employment and human resource management tendencies in state administration on a scale of 1 to 7, where 1 is insignificant, but 7 is very important.

Source: Survey of EUPAN working group members and Latvian experts of state administration

2. Co-operation and decision-making

It is expected that technological development will also trigger changes in co-operation and decision-making at national and international level alike (see Figure 16). The survey data confirm that virtual communication will increasingly replace the face-to-face co-operation of employees, thus changing the way people communicate at work and in work-related matters. Latvian and EUPAN working group experts forecast that technological development will promote decentralisation in decision-making, but will facilitate greater participation of civic society groups in the process of state administration policy planning.

This means that, in the future, CoGs will have to take into consideration the challenges posed by technologies in the decision-making process, by paying particular attention to the development of a relevant infrastructure and co-operation platforms. Latvian and EUPAN working group experts forecast that, in the future, relations between the EU Member State will be increasingly determined by co-operation rather than competition. However, Latvian experts evaluate the statement that in 2014 *the predominant principle in relations between EU Member States is co-operation rather than competition* with 3.6, whereas the EUPAN working group members evaluate it with 4.7. This evaluation calls for additional research, but it shows that **the CoG must focus more attention on facilitating co-operation within the European context**.
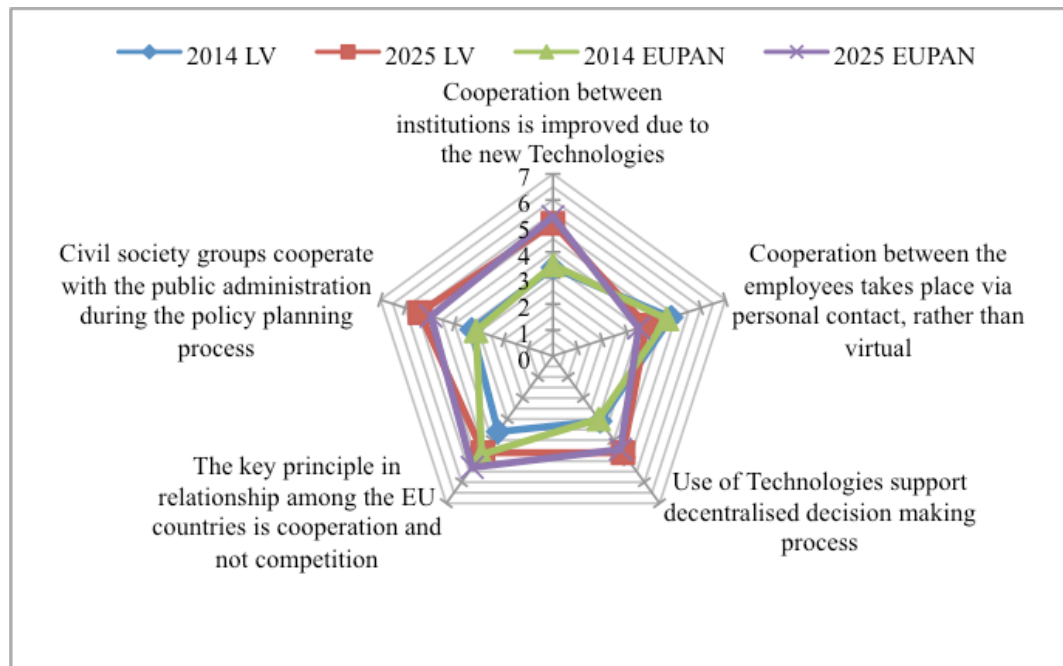
Figure 16. Evaluation of co-operation and decision-making on a scale of 1 to 7, where 1 is insignificant, but 7 is very important.

Source: Survey of EUPAN working group members and Latvian experts of state administration.

3. External factors and challenges

Today's ever changing economic and geopolitical situation demands paying increasing attention to such factors and challenges, which affect the overall economic development of countries, the internal and external environment (see Figure 17).

Differences can be observed in the evaluation by Latvian experts and by the EUPAN working group experts regarding the importance of the EU in the global economic co-operation. Latvian experts forecast that the role of the EU in global economic co-operation will decrease by 2025, if compared with 2014. Accordingly, the experts of Latvia have evaluated the statement *the EU is an important player in the global economic co-operation* in 2014 with 4.5, but in 2025 with 4 points. EUPAN working group experts, however, forecast that the role of the EU in the global economy will slightly increase, but it will be of average importance. Accordingly, the experts of the EUPAN working group have evaluated the statement *the EU is an important player in the global economic co-operation* in 2014 with 4.8, but in 2025 with 5 points. Latvian experts, for their part, expect a greater negative fiscal effect on the state budget caused by social reforms introduced by the state. Likewise, Latvian experts believe that the level of crime in 2014 is persistently low, however it is expected to rise in a medium term.
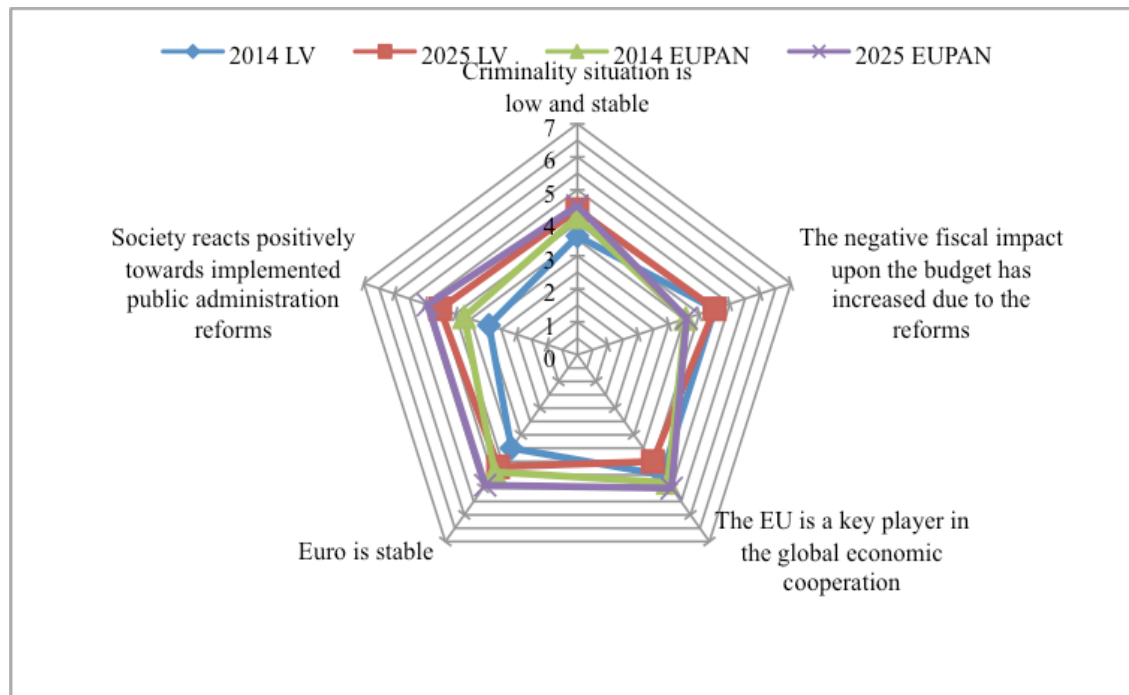

Figure 17. Evaluation of external factors and challenges on a scale of 1 to 7, where 1 is insignificant, but 7 is very important.

Source: Survey of EUPAN working group members and Latvian experts of state administration.

These data allow maintaining that the development tendencies and the impact on economic development can vary between countries, however the consequences generated by global challenges demand swift response skills and flexible decision-making and management of changes and strategies for the part of the CoG.

Upon summarising the results of the survey of the EUPAN working group and Latvian experts, as well as the evaluations of future tendencies, it can be concluded that the labour force ageing, technological development, and processes of economic and social integration in a medium-term will stimulate changes in the processes of human resource management, in inter-state and inter-personal communication and decision-making, as well as in reform planning and management, nevertheless, in a medium-term, they should be viewed not as radical changes, but instead as preparation for more substantial changes in a long-term.

It can be safely maintained that within the next decade, it will be necessary to introduce reforms, which will allow governments to prepare for changes caused by the aforementioned challenges in a long term. This means that the ability of state administration employees to analyse the current development tendencies and to forecast future challenges will have an essential role in CoGs. Survey results show that, especially in the case of Latvia, it will be necessary to work on new, innovative solutions in ensuring public administration services, because experts forecast that the effect of the introduced social reforms on the state budget will increase. At the same time, it is expected that trust in reforms implemented by governments will grow. To achieve this, it is necessary to strengthen the role of CoGs in managing changes, organising co-operation between different generations and balancing the value institutions[18], by promoting the formation of such values in state administration and in society on the whole, which create pre-requisites for purposeful co-operation and broader initiative.

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[18] A.Vītola (2015), Value institutions include the views, norms and values, which have formed in social and cultural processes and describe limitations of activity in the social environment, not published

7. APPENDIXES

Compilation of GoC functions in states taking part in EUPAN survey

Different functions of GoC in accordance with its wide interpretation	Functions of GoC	Functions of partner institutions	Function depends on different institution
Support to activities of the Cabinet			
Cabinet administrative support The planning and preparing of government meetings	All 28 Member states		
Legal expertise of the documents presented to the Government meetings Reported by 27 states	**AT, BG, CY, CZ, DK, EE, FI, FR, EL, HU, IE, IT, LV, LT, LU, PL, PT, TR,RO, SK, SI, ES**	**CY, IE, PL** – Government Legislation Centre Office of Attorney General, PL - Government Legislation Center **DK, HU, LT, NL** – Ministry of Justice **IT** – Ministries	**BE** – Cabinets of Ministers, administrations, Council of State **HR** –The Legislation Office of the Government **DE** –Ministry of Justice and Ministry of Internal Affairs **NL, NO** – Ministry of Security and Justice NL - Ministry of Security and Justice, NO - Ministry of Justice and Public Security **MT** – The Legislation Office of the Government
Government Communication 27	**AT, BE, BG, CY,CZ, DK, EE, FI, FR, EL, HU, IT, LV, LT, LU, MT, NL, PL, PT, TR, RO, SK, SI, ES**	**CY** – Public Information Office **DK** – Office of the MP	**HR** – Office of the MP, Office of Protocol **DE** – the Federal Press Office **NO** – Ministries
Overall monitoring of policy development			
National strategic planning 27	**BE, BG, CY, CZ** – Horizontal issues, **DK, EE, FI, FR, DE, EL, HU, IE, IT, LV, LT, LU, MT, NL, PL, PT, TR, RO, SK, SI, ES**	**BG, PT** – FM **DE** – Ministries **IT** – Ministry of Economy and Finance **PL** – Ministry of Infrastructure and Development **TR** – Ministry of Development	**HR** – Competent administration institutions **NO** – Ministries

		SK – ministries, Legislative Council of the government	
synchronisation of the policy planning and budget preparation 25	**HR, CY, CZ, DK, EE, FI, FR, DE, HU, IE, IT, LV, LT, LU, MT, NL, TR, SK, SI, ES**	**HR, CY, DK, FR, DE, LT, MT, NL, TR, ES** – FM **HU** –Ministry for National Economy **IT** – Ministry of Economy and Finance **TR** –Ministry of Development **SK** – Ministries	**AT, BE, BG, NO, PT** – FM
Coordination of the policy planning and legislation 26	**AT, BG, HR, CY,CZ, DK, EE, FI, FR, DE, EL, HU, IE, IT, LV, LT, LU, MT, NL, PL, PT, TR, RO, SK, ES**	**BG, CY** – FM **CY, PL** – The Legislation Office of the Government **DK, HU** – Ministry of Justice **PT** – Members of government **SK** – Ministries, Legislative Council of the government	**NO** – Ministries
Managing intersectoral programs 20	**BG, CY,CZ, DK, FI, FR, EL, HU, IE, IT, LT, LU, MT, NL, SK, SI, ES**	**BG** – FM **HU, IT, LT, SK** – Ministries **LU** – ad-hoc interministerial groups	**HR, EE, NO** – Competent administration institutions, Ministries
Monitoring of the implementation and reporting of the Government decisions 23	**BG, HR, CY,CZ, DK, EE, FI, FR, DE, EL, HU, IE, IT, LT, LU, MT, NL, TR, RO, SK, SI, ES**	**DE** – Ministries, Federal Press Office **IT** – Ministry of Economy and Finance	**PT** – FM
Management of intersectoral performance 14	**AT, CY, CZ** – Horizontal issues, **DK, FI, EL, HU, IE, IT, LT, MT, NL**	**CY** – Ministries **NL** – FM	**HR** – Competent administration institutions **LU** –Ministry for Civil Service and Administrative Reform: HR performance management
Improvement of Governance			
Development of governmental reforms and monitoring of their implementation 18 – GoC	**BG, CY, EE, FI, FR, EL, HU, IE, IT, LV, LT, MT, PL, TR, RO, SK, SI, ES**	**CY** – FM **FI** –National Audit Office **HU** – Committees **LT, SK** – Ministry of	**HR** –Ministry of Public Administration **CZ, DE, NL** –Ministry of Interior

8 – other		Interior **PL** – Other institutions **ES** – Ministry of Public Administration	**DK, PT** – FM **LU** –Ministry for Civil Service and Administrative Reform **NO** –Ministry of Local Government and Modernisation
Strategic government HR management	**AT, BG, CY, EE** – chief executives, **FI, FR, EL, HU, IE, IT, LV, LT, LU, MT, PL, TR, SI, ES**	**CY** – Public Administration and Personnel Department **EE** – FM **FR** –Ministry for the Civil Servic **LT** – Ministry of Interior **LU** –Ministry for Civil Service and Administrative Reform, FM	**BE** – Federal Public Service Personnel and Organisation **HR** –Ministry of Public Administration **CZ, DE, NL** –Ministry of Interior **DK, PT** – FM **NO** – Ministries **TR** – State Personnel department **SK** – Decentralised CR management, GoC provides regulatory basis
Service Delivery Improvement 21	BG, CY, DK, FI, FR, DE, EL, IE, IT, LV, MT, PL, TR, SI	**BG** – Ministry of Transport, Information Technology and Communications **CY** – Public Administration and Personnel Department **DE, IT** – Ministries **LV** – Ministry of Environmental Protection and Regional Development	**HR** – Competent administration institutions **CZ, NL** – Ministry of Interior **EE** – Ministry of Economy and Communication **LU** – Ministry for Civil Service and Administrative Reform **NO** – Ministries **PT** – Political Staff, Agency for Public Services Reform **SK** – Public Procurement Office
Strengthening and developing the professional cooperation of interministerial policy planners and organisation of training 22	**AT, BG, HR, CY, EE, FI, DE, EL, HU, IE, IT, MT, NL, PL, RO, SI, ES**	**BG** – Institute for Public Administration **CY** – Cyprus Academy of Public Administration **DE, NL** – Ministry of Interior **HR** – Competent administration institutions	**CZ** – Ministry of Interior **DK** – FM **LU** – National Institute for Public Administration **NO** – Ministries

Coordination of specific horizontal policies			
Coordination of regional development	**AT, BG, FR, HU, IE, IT, SK, SI, ES**	**BG** – Ministry of Regional Development and Public Works **FR** – Ministry of the Interior; Commissariat général à l'égalité des territoires Government Agency for Territorial Cohesion **SK** – Ministry of Labour, Social Affairs and Family, Ministry of Transport, Construction and Regional Development, Ministry of Agriculture and Rural Development **ES** –Ministry of Public Administration	**HR, CZ** – Ministry of Regional Development **CY, EE** – Ministry of Interior **DK** – Ministry for Economic Affairs and the Interior and Municipalities or the Danish Regions **FI, DE, NL –** FI – Ministry of Economy and Employment, NL – Ministry of Economic Affairs **LV** – LU – Ministry for sustainable development in cooperation with Ministry of Interior and Ministry of Greater Region **MT** – Department of Local Government **NO** – Ministry of Local Government and Modernisation **PT** – Directorate General for Local Authorities
Climate change	**FI** – sometimes, **DE, IE**	**CY** – Ministry of Agriculture **DE** – Ministry of Environment	**HR, CZ, FI, FR, NL, SK –** HR –Ministry of Environmental and Nature Protection, CZ, EE, FI, FR – Ministry of Environment, NL – Ministry of Infrastructure and Environment **DK, MT, NO –** DK – Danish Ministry of Climate, Energy and Building, MT – Ministry for Sustainable Development, the Environment and Climate Change, NO – Ministry of Climate and Environment **LV** – Ministry of Environmental Protection and Regional Development **LU** – Ministry for sustainable development
E-Government	**AT, EE, FI, FR, EL,**	**EE** – Ministry of	**BE** –FPS Fedict

	HU, IE, IT, LT, TR, RO, SI, ES	Economy and Communication	**BG** – Ministry of Transport, Information Technology and Communications
		HU – Ministry of Interior	**HR** - Ministry of Public Administration
		LT – Ministry of Transport	**CY** – Department of Information Technology, Public Administration and Personnel Department
		TR – Ministry of Transport, maritime affairs and communications	**CZ**, **DE, NL** –– Ministry of Interior
			DK, SK – FM
			LV – Ministry of Environmental Protection and Regional Development
			LU – Platform digital-Luxembourg, cooperation of ministries and national IT stakeholders
			MT – Malta Information Technology Agency
			NO – Ministry of Local Government and Modernisation
			PT –Agency for Public Services Reform

Number of CoG employees per 100 000 population

Minimum number of CoG employees	Maximum number of CoG employees	Population on 1 January 2014[19]	Number of CoG employees per 100 000 population		Country
			min	max	
501	…	425 384	117.78	…	Malta
501	…	2 061 085	24.31	…	Slovenia
401	500	2 001 468	20.04	24.98	Latvia
100	200	549 680	18.19	36.38	Luxemburg
100	200	858 000	11.66	23.31	Cyprus
501	…	4 605 501	10.88	…	Ireland
501	…	5 451 270	9.19	…	Finland
101	300	1 315 819	7.68	22.80	Estonia
402	600	5 415 949	7.42	11.08	Slovakia
501	…	8 506 889	5.89	…	Austria
501	…	9 877 365	5.07	…	Hungary
302	500	7 245 677	4.17	6.90	Bulgaria
101	300	2 943 472	3.43	10.19	Lithuania
301	500	10 512 419	2.86	4.76	Czech
100	200	4 246 809	2.35	4.71	Croatia
401	600	19 947 311	2.01	3.01	Rumania
100	200	5 107 970	1.96	3.92	Norway
202	400	10 427 301	1.94	3.84	Portugal
201	300	10 992 589	1.83	2.73	Greece
1002	…	60 782 668	1.65	…	Italy
1000	…	65 835 579	1.52	…	France
501	…	38 017 856	1.32	…	Poland
1002	…	76 667 864	1.31	…	Turkey
501	…	46 512 199	1.08	…	Spain
101	200	11 203 992	0.90	1.79	Belgium
502	700	80 767 463	0.62	0.87	Germany
100	200	16 829 289	0.59	1.19	Netherlands

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[19] EUROSTAT. (2015). Population change - Demographic balance and crude rates at national level. Retrieved from http://ec.europa.eu/eurostat/data/database
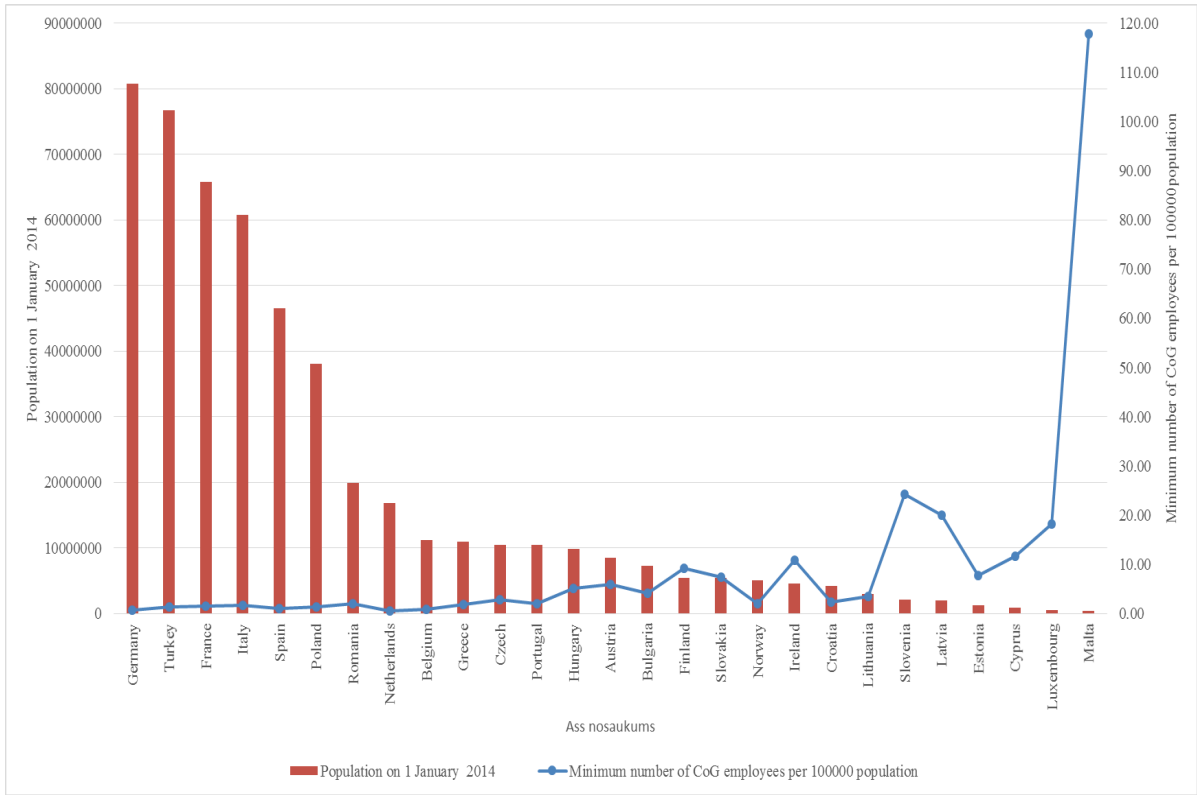
Results of nonparametric testing of correlation between size of CoG and other variables[20]

Number of Countries included in analysis

	Included		Excluded*		Total	
	n	%	n	%	n	%
CoG size	20	71,4	8	28,6	28	100,0

*- Countries that were excluded were the ones that either did not provide data (Denmark) or where number of officials working in CoG ranged from 201 to 500 (Bulgaria, Czech Republic, Germany, Greece, Latvia, Romania, Slovakia)

Grouping of countries according to size

			Country
Large (Number of officials above 500)			Turkey
			Slovenia
			Austria
			Hungary
			Finland
			Italy
			Ireland
			Poland
			France
			Malta
			Spain
	Total	n	11
Small (Number of officials up to 200)			Belgium
			Norway
			Portugal
			Croatia
			Cyprus
			Estonia
			Netherlands
			Lithuania
			Luxembourg
	Total	n	9
	Total	n	20

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[20] Data was analysed using IBM SPSS Statistics 20

Size of CoG and population (on 01.2014.)

Mann-Whitney test	
Test Statistics[a]	
	Size of population
Mann-Whitney U	28,000
Wilcoxon W	73,000
Z	-1,633
Asymp. Sig. (2-tailed)	,102
Exact Sig. [2*(1-tailed Sig.)]	,112[b]
a. Grouping Variable: CoG size	
b. Not corrected for ties.	
Conclusion: **NO correlation**	

CoG size and definition of CoG

Pivot table: CoG size x CoG definition				
Sum				
		CoG definition		Total
		Has definition	Does not have definition	
CoG size	large	5	6	11
	small	4	5	9
Total		9	11	20

Chi-squared test					
	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	,002[a]	1	,964		
Continuity Correction	,000	1	1,000		
Likelihood Ratio	,002	1	,964		
Fisher's Exact Test				1,000	,658
Linear-by-Linear Association	,002	1	,965		
N of Valid Cases	20				
a. 3 cells (75,0%) have expected count less than 5. The minimum expected count is 4,05.					
b. Computed only for a 2x2 table					
Conclusion: **NO correlation**					

CoG size and composition of CoG

Pivot table: CoG size x composition of CoG				
Sum				
		Narrow or wide CoG		Total
		Narrow CoG	wide COG	
COG size	large	8	3	11
	small	4	5	9
Total		12	8	20

Chi-squared test					
	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	1,650[a]	1	,199		
Continuity Correction[b]	,682	1	,409		
Likelihood Ratio	1,664	1	,197		
Fisher's Exact Test				,362	,205
Linear-by-Linear Association	1,567	1	,211		
N of Valid Cases	20				
a. 2 cells (50,0%) have expected count less than 5. The minimum expected count is 3,60.					
b. Computed only for a 2x2 table					
Conclusion: **NO correlation**					

COG size and the length of being EU member

Pivot table: COG size x length of being EU member				
Sum				
		Old or New member states		Total
		Old member states	New member states (countries that have joined EU since 2004)	
COG size	large	6	4	10
	small	4	4	8
Total		10	8	18

Chi-squared test					
	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	,180[a]	1	,671		
Continuity Correction[b]	,000	1	1,000		
Likelihood Ratio	,180	1	,671		
Fisher's Exact Test				1,000	,520
Linear-by-Linear Association	,170	1	,680		
N of Valid Cases	18				
a. 3 cells (75,0%) have expected count less than 5. The minimum expected count is 3,56.					
b. Computed only for a 2x2 table					
Conclusion: **NO correlation**					

COG size and COG role

Pivot table: COG size x COG role				
Sum				
		COG active or passive role		Total
		Active role	Passive role	
COG size	large	8	2	10
	small	6	3	9
Total		14	5	19

Chi-squared test					
	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	,434[a]	1	,510		
Continuity Correction[b]	,019	1	,891		
Likelihood Ratio	,435	1	,509		
Fisher's Exact Test				,628	,444
Linear-by-Linear Association	,411	1	,521		
N of Valid Cases	19				
a. 2 cells (50,0%) have expected count less than 5. The minimum expected count is 2,37.					
b. Computed only for a 2x2 table					
Conclusion: **NO correlation**					

CoG size and the sum of CoG functions

Mann-Whitney test	
Test Statistics[a]	
	CoG function sum
Mann-Whitney U	15,500
Wilcoxon W	60,500
Z	-2,601
Asymp. Sig. (2-tailed)	,009
Exact Sig. [2*(1-tailed Sig.)]	,007[b]
a. Grouping Variable: CoG size	
b. Not corrected for ties.	
Conclusion: **Correlation**	

Chi-squared test results		
CoG function	Whether it correlates with the size of CoG	Comments
Administrative support to the work of the Cabinet	NO	This is done by CoG in all member states
Legal expertise of the documents presented to the Government meetings	NO	$\chi^2(1) = 3,300; p < 0,05$
Communication on behalf of the Government	NO	$\chi^2(1) = 0,669; p < 0,05$
National strategic planning	NO	$\chi^2(1) = 0,669; p < 0,05$
synchronisation of the policy planning and budget preparation	NO	$\chi^2(1) = 0,606; p < 0,05$
Coordination of the policy planning and legislation	NO	$\chi^2(1) = 1,818; p < 0,05$
Managing intersectoral programs	NO	$\chi^2(1) = 1,650; p < 0,05$
Monitoring of the implementation and reporting of the Government decisions	NO	$\chi^2(1) = 0,606; p < 0,05$
Provision of documentation for development planning	NO	$\chi^2(1) = 0,900; p < 0,05$
Development of governmental reforms and monitoring of their implementation	YES	$\chi^2(1) = 7,213; p < 0,05$ (V=0,601)
Strategic government HR management	YES	$\chi^2(1) = 10,476; p < 0,05$ (V=0,724)
Service delivery improvement	YES	$\chi^2(1) = 7,593; p < 0,05$ (V=0,616)
Strengthening and developing the professional cooperation of interministerial policy planners and organisation of training	NO	$\chi^2(1) = 3,039; p < 0,05$
Coordination of regional development	YES	$\chi^2(1) = 8,811; p < 0,05$ (V=0,664)
Climate Change	NO	$\chi^2(1) = 0,861; p < 0,05$
E-Government	YES	$\chi^2(1) = 7,103; p < 0,05$ (V=0,596)

Usage of CoG HR management tools

		CoG role			
		Active		Passive	
		Number of answers	%	Number of answers	%
Flexible forms of employment	Yes	14	77,8	4	66,7
	No	4	22,2	2	33,3
Promotion of personnel's internal mobility	Yes	7	38,9	5	83,3
	No	11	61,1	1	16,7
Rotation of personnel	Yes	13	72,2	2	33,3
	No	5	27,8	4	66,7
Delegation of powers	Yes	14	77,8	3	50,0
	No	4	22,2	3	50,0
Increasing the standards of work performance	Yes	8	44,4	3	50,0
	No	10	55,6	3	50,0
Development of directors	Yes	14	77,8	5	83,3
	No	4	22,2	1	16,7
Development of personnel professionalism	Yes	17	94,4	5	83,3
	No	1	5,6	1	16,7
Development of most capable personnel	Yes	3	16,7	2	33,3
	No	15	83,3	4	66,7
Staff reduction	Yes	7	38,9	3	50,0
	No	11	61,1	3	50,0

Evaluation of importance of different skills for CoG personnel
(1 – Unimportant, 2 – less important, 3 – important, 4 – very important)

Skill	Number of answers	CoG role	
		Active	Passive
Analytic Thinking	25	3.70	3.80
Completeness Of Vision	25	3.70	3.80
Creative Thinking And Innovation	25	3.30	3.40
Flexibility	25	3.45	2.80
Logistics	25	3.60	3.40
Result-Oriented	25	3.60	3.80
Client-Oriented	25	2.90	2.80
Communication	25	3.65	3.60
Relationship Building And Maintaining	25	3.45	3.80
Teamwork	25	3.45	3.40
Change Management	23	3.06	3.00
Employee Involvement And Motivation	25	3.25	3.20
Employee Development	23	3.17	3.40
Knowledge Management & Transfer	24	3.21	3.00
Self-Development Orientation	24	3.00	3.20

Autonomy	24	3.11	2.60
Ethics	25	3.65	3.80

CoG institutional recruitment

		CoG role			
		Active		Passive	
		Number of answers	%	Number of answers	%
Particular recruitment procedure for CoG personnel	Yes	4	20,0	0	0,0
	Partially	3	15,0	0	0,0
	No	13	65,0	6	100,0

Use of information campaigns for evaluating policies in relation to wide or narrow definition of CoG and new and old member states

	Narrow or extended CoG		Total
	Narrow CoG	**Extended CoG**	
No Information campaigns Count % within extended or narrow CoG	17 94.4%	6 60.0%	23 82.1%
Yes Information campains Count	1 5.6%	4 40.0%	5 17.9%
TOTAL Count % within narrow or extended CoG	18 100%	10 100%	28 100%

Correlations

	Narrow or extended CoG	Information campaigns
Narrow or extended CoG Pearson Correlation	1	0.431 (moderate correlation)
Sig (2-tailed) N	 28	0.022 28
Information campaigns pearson Correlation Sig (2-tailed) N	0.431 0.022 28	1 28

Information campaigns * Old and new EU members Crosstabulation

			Old and new EU members		
			Old member state	New member state	Total
Information campaigns	0	Count % within Old and new EU members	9 69,2%	12 92,3%	21 80,8%
	1	Count % within Old and new EU members	4 30,8%	1 7,7%	5 19,2%
Total		Count % within Old and new EU members	13 100,0%	13 100,0%	26 100,0%

To what degree the below factors/issues affect horizontal cooperation among the public administration institutions in your country?		
	Old member states	**New member states**
	Mean	Mean
Insufficient information and communication technologies	2.09	2.15
Insufficient communication among institutions	2.55	2.69
Unclear mechanism for horizontal cooperation	2.18	2.31
Insufficient financing for implementation of intersectoral priorities	2.22	3.08
Other	0	2

Correlations: Insufficient inter-institutional communication and communicative instruments that are used to organise work

Correlations

		Insufficient communication among institutions	IT	Informal meetings	Coordination meetings	Interagency meetings	Evaluation and studies	Ad-hoc groups	Information campaigns	Training
Insufficient communication among institutions	Pearson Correlation	1	,371	,151	¬,201	,240	,607**	,338	,098	,302
	Sig. (2–tailed)		,074	,481	,345	,258	,002	,106	,650	,151
	N	25	24	24	24	24	24	24	24	24
IT	Pearson Correlation	,371	1	,136	,134	,480*	,324	,154	,040	,181
	Sig. (2–tailed)	,074		,509	,515	,013	,106	,452	,846	,376
	N	24	26	26	26	26	26	26	26	26
Informal meetings	Pearson Correlation	,151	,136	1	,144	,220	,267	,488*	,076	,208
	Sig. (2–tailed)	,481	,509		,483	,279	,187	,011	,712	,308
	N	24	26	26	26	26	26	26	26	26
Coordination meetings	Pearson Correlation	¬,201	,134	,144	1	,344	,127	,087	,173	,018
	Sig. (2–tailed)	,345	,515	,483		,085	,538	,674	,398	,929
	N	24	26	26	26	26	26	26	26	26
Interagency meetings	Pearson Correlation	,240	,480*	,220	,344	1	,270	,234	,182	,282
	Sig. (2–tailed)	,258	,013	,279	,085		,182	,251	,373	,163
	N	24	26	26	26	26	26	26	26	26
Evaluation and studies	Pearson Correlation	,607**	,324	,267	,127	,270	1	,548**	,491*	,525**
	Sig. (2–tailed)	,002	,106	,187	,538	,182		,004	,011	,006
	N	24	26	26	26	26	26	26	26	26
Ad-hoc groups	Pearson Correlation	,338	,154	,488*	,087	,234	,548**	1	,434*	,213
	Sig. (2–tailed)	,106	,452	,011	,674	,251	,004		,027	,296
	N	24	26	26	26	26	26	26	26	26
Information campaigns	Pearson Correlation	,098	,040	,076	,173	,182	,491*	,434*	1	,462*
	Sig. (2–tailed)	,650	,846	,712	,398	,373	,011	,027		,017
	N	24	26	26	26	26	26	26	26	26
Training	Pearson Correlation	,302	,181	,208	,018	,282	,525**	,213	,462*	1
	Sig. (2–tailed)	,151	,376	,308	,929	,163	,006	,296	,017	
	N	24	26	26	26	26	26	26	26	26

**. Correlation is significant at the 0.01 level (2–tailed).

*. Correlation is significant at the 0.05 level (2–tailed).

Correlations: Insufficient inter-institutional communication and communicative instruments that are used to formulate policies

Correlations

		Insufficient communication among institutions	IT	Informal meetings	Coordination meetings	Interagency meetings	Evaluation and studies	Ad-hoc groups	Information campaigns	Training
Insufficient communication among institutions	Pearson Correlation	1	,676**	,293	-,051	,170	-,015	,293	,120	,201
	Sig. (2-tailed)		,000	,165	,813	,426	,943	,165	,578	,345
	N	25	24	24	24	24	24	24	24	24
IT	Pearson Correlation	,676**	1	,214	,334	,187	,283	,388	-,025	,051
	Sig. (2-tailed)	,000		,294	,095	,360	,161	,050	,904	,803
	N	24	26	26	26	26	26	26	26	26
Informal meetings	Pearson Correlation	,293	,214	1	,595**	,652**	,347	,609**	,259	,405*
	Sig. (2-tailed)	,165	,294		,001	,000	,083	,001	,201	,040
	N	24	26	26	26	26	26	26	26	26
Coordination meetings	Pearson Correlation	-,051	,334	,595**	1	,496**	,542**	,595**	,010	,241
	Sig. (2-tailed)	,813	,095	,001		,010	,004	,001	,962	,236
	N	24	26	26	26	26	26	26	26	26
Interagency meetings	Pearson Correlation	,170	,187	,652**	,496**	1	,216	,470*	,190	,135
	Sig. (2-tailed)	,426	,360	,000	,010		,290	,015	,354	,512
	N	24	26	26	26	26	26	26	26	26
Evaluation and studies	Pearson Correlation	-,015	,283	,347	,542**	,216	1	,535**	,310	,444*
	Sig. (2-tailed)	,943	,161	,083	,004	,290		,005	,123	,023
	N	24	26	26	26	26	26	26	26	26
Ad-hoc groups	Pearson Correlation	,293	,388	,609**	,595**	,470*	,535**	1	,259	,405*
	Sig. (2-tailed)	,165	,050	,001	,001	,015	,005		,201	,040
	N	24	26	26	26	26	26	26	26	26
Information campaigns	Pearson Correlation	,120	-,025	,259	,010	,190	,310	,259	1	,741**
	Sig. (2-tailed)	,578	,904	,201	,962	,354	,123	,201		,000
	N	24	26	26	26	26	26	26	26	26
Training	Pearson Correlation	,201	,051	,405*	,241	,135	,444*	,405*	,741**	1
	Sig. (2-tailed)	,345	,803	,040	,236	,512	,023	,040	,000	
	N	24	26	26	26	26	26	26	26	26

**. Correlation is significant at the 0.01 level (2-tailed).

*. Correlation is significant at the 0.05 level (2-tailed).

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