EDITORIAL
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Editorial:
An opportunity that governments should not miss

Global growth is finally back to cruising speed. For the first time in many years, all the major regions of the world are enjoying a widespread and largely synchronised upswing, even if some economies have been in steady expansion for much longer than others. Hopefully, the stagnation of living standards endured by a large share of the population in many OECD economies is coming to an end. The more rapid decline in unemployment seen in recent months is clearly an encouraging sign. However, the improvements in labour markets have yet to translate into significant and broad-based wage gains. Comprehensive structural reforms are needed to sustain stronger growth beyond the cyclical upswing, create more and better paying jobs, improve opportunities and strengthen inclusion.

Figure 1. Global growth is back to cruising speed

Real GDP, year-on-year growth


Based on the review of actions taken on structural policy priorities presented in this Going for Growth report, there is little sign of an imminent pick-up in the pace of reforms. If anything, the review points to a further slowdown in 2017 from the already modest pace observed in the previous two years. Notwithstanding, some countries have managed to introduce significant reforms in the past year. In Japan, measures have been taken to improve access to childcare services, helping women to stay in the labour force. France has implemented a broad labour market reform, covering both employment
protection legislation and collective wage bargaining. India has rolled out a goods and services tax, while Argentina has just passed a comprehensive tax reform.

**Figure 2. The pace of reforms is modest**

Number of reform actions taken as a percentage of *Going for Growth* recommendations

*Note:* Fully coloured bars refer to the share of fully implemented reforms. For 2017, reforms in the process of implementation are included to ensure comparability with previous two-year periods. For the two-year periods, the responsiveness rate is annualized. Emerging economies include Chile, Mexico, Turkey, Argentina, Brazil, China, Colombia, Costa Rica, Indonesia, India, Russia and South Africa. Advanced economies include all non-emerging OECD member countries and Lithuania.

By and large, governments have continued to devote greater attention to employment and social protection, including also through measures to improve healthcare services. Examples include Greece and Italy, where significant measures have been taken to strengthen social protection, as well as China, where access to healthcare for migrant workers has been improved. The broader attention to employment and income support is important for achieving greater inclusiveness and a more balanced distribution of income. To a large extent, reform efforts are paying off: the employment rates of low-skilled and youth – still low in some countries hardest hit by the crisis – are improving and already roughly back to their pre-crisis levels on average across countries, while the labour-force participation of women continues to rise.

However, significant reforms have remained too few and far between to boost productivity and to reduce the reliance on macro-policy stimulus. The return of higher global growth offers a window of opportunity to make renewed progress on structural reforms, with higher chances that they bear fruit more rapidly. Individually and collectively, decision makers need to find ways to overcome political resistance to reforms that address well-known growth bottlenecks, and lay the groundwork for their economies to make the most of the ongoing digital transformation. Higher and more sustained growth would also help to reduce financial risks related to the high public and private debt levels built up in a low interest rate environment.

While finally gathering momentum, business investment still remains weak in comparison with past expansions. Furthermore, recent data shows that investment in digital technologies, which is fundamental to boosting productivity, varies greatly across countries and firms. The growing productivity gap between leading and lagging firms is
itself a source of growing wage inequality and productivity slowdown. OECD analysis suggests that firms face various constraints affecting both their incentives and capabilities to invest in such technologies.

Raising investment incentives requires measures to create a more competitive business environment, notably by promoting the entry of firms through lower regulatory barriers to start-ups and by reducing obstacles to foreign direct investment. Despite progress in these areas – for example in the European Union with the recent Services Package – entry in business services in countries such as France, Germany and Spain is still hampered by administrative and regulatory barriers. Meanwhile, more needs to been done to reduce barriers to foreign investment where they remain relatively high, including Indonesia, Mexico and Russia. And, trade protectionism can only harm investment by raising costs and uncertainty, eroding the competitive environment and narrowing the scope for successful firms to grow.

There is also scope in many countries for reforming insolvency regimes to facilitate the orderly exit or restructuring of unsuccessful firms. This is important both to encourage experimentation of new ideas and to free the resources needed for successful innovative firms to expand. Chapter 3 of this Report presents new OECD indicators of insolvency regimes across countries, laying out the main design features to achieve such objectives. In countries such as Australia, Italy and South Africa, lowering barriers to corporate restructuring in case of distress is a priority. Reforms are also needed to harmonise insolvency procedures across member states in the European Union.

Taxation is another area where governments can act to raise private incentives to invest. This includes reforms of tax systems to broaden the tax base through the elimination of loopholes, not least those that mostly benefit individuals with high levels of income or wealth, while making room for rate reductions, especially on more mobile sources such as capital and labour income. Reforms along those lines have been implemented in countries such as Argentina, Canada and Spain, while corporate tax rates have been reduced in the United States. But reforms have yet to tackle a key distortion of tax systems, which is to favour debt over equity financing. Not only does such a bias contribute to making growth overly dependent on debt, but it also discriminates against innovative young firms.

More broadly, most countries have ample scope for reforms that can reconcile growth and inclusiveness objectives, notably by relying more on tax revenues from immovable property and inheritance. Internationally, in the effort to make corporate taxation fairer and more transparent, progress is being made to limit tax avoidance by multinationals through the so-called Base Erosion and Profit Shifting (BEPS) action plan elaborated under the auspices of the G20 and the OECD and the rolling out of the automatic exchange of information.

In countries such as India, Indonesia and Turkey, but also Italy and Greece, labour informality remains a key challenge for boosting inclusive growth. Addressing this requires reforms of burdensome product and labour regulations, along with reducing labour tax wedges on low-paid workers where they remain high. Bringing more workers in formal jobs will offer better prospects to improve skills and productivity while providing them with better social protection. In China, further measures to provide more equal access to public services while abolishing the household registration system, would promote labour mobility, productivity and inclusion. The effectiveness of reforms in these areas is best supported by the successful implementation of measures to reinforce the fight against corruption - such as the steps taken in Mexico - and to strengthen the rule of law.
In both emerging and advanced economies, the shortage of skills, including managerial and organisational talent, is one factor limiting the capabilities of many firms to adopt digital technologies. A longer-term response is reforms of education and training systems to ensure that workers acquire the cognitive and non-cognitive skills that the new digital technologies and knowledge-based capital make increasingly necessary. This includes measures to facilitate access to education for disadvantaged groups so as to reduce the digital divide. In the shorter term, the response to the skills shortage consists in providing workers with better opportunities for up-skilling and reducing the mismatch between the skills provided by workers and those demanded by employers. Developing training and life-long learning programmes that benefit those who need them most remains a challenge shared by most countries.

Hence, in spite of stronger economic growth this is no time for complacency. Going for Growth provides policy priorities and recommendations to unlock skills development and innovation capacity, to promote business dynamism and the diffusion of knowledge, and to help workers benefit from a fast-changing labour market. In the spirit of ensuring the sustainability of the gains in incomes and wellbeing it also increasingly takes into account environmental risks and bottlenecks (see Chapter 2). The current economic upswing provides a window for the successful implementation of reforms that can best achieve the objective of strong, inclusive and sustainable growth. The opportunity should not be missed.

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Executive Summary

At nearly 4 per cent projected for 2018, the annual GDP growth rate of the global economy is close to the pace of growth preceding the great recession. This period of strong and broadly-based global growth creates favourable conditions for the successful implementation of structural reforms – necessary to turn the upswing into stronger and sustainable long-term growth for all.

Amid these positive short-term developments, still underpinned by supportive fiscal and monetary policy, medium and longer-term challenges remain for policy makers. Productivity growth is still disappointing. Despite the long-awaited employment recovery, wages have so far failed to follow, and many vulnerable groups are still confronted with weak prospects in the labour market. Inequality is persistent and on a longer-term trend rise within many countries – indicating that parts of society have not benefited much from growth. On top of this, megatrends such as digitalisation, environmental pressures and demographics, may carry risks for the sustainability of long-term growth unless the policy challenges they raise are properly addressed.

Going for Growth provides policy makers with concrete reform recommendations in areas which are identified as the top five country-specific priorities in order to tackle medium-term challenges, revive productivity and employment growth, while ensuring a broad sharing of the benefits. The priorities are identified building on OECD expertise on structural policy reforms and inclusive growth. The areas covered are diverse, including product and labour market regulation, education and training, tax and transfer systems, as well as trade and investment rules, physical and legal infrastructure and innovation policies. Policy recommendations across these areas are articulated so as to form a coherent reform strategy, which is crucial to reap synergies, manage trade-offs and ensure that the benefits are broadly shared over time. As such, the Going for Growth framework has been instrumental in helping G20 countries make progress on their structural reform agenda, including through monitoring their growth strategies to achieve sustained and balanced growth.

This Interim report reviews progress on structural reforms with respect to priorities identified in Going for Growth 2017.

Actions taken on policy priorities

- In 2017, the pace of reforms has remained similar to the relatively slow pace observed in the last two years and below the one observed in the direct aftermath of the crisis.
- Nevertheless, some bold actions have been taken – over one third of actions implemented in 2017 can be viewed as “major steps”. Notable examples include reforms to strengthen social protection in Greece and Italy, a long-overdue reform of the labour market in France, significant measures in Japan to increase childcare
capacity, a goods and services tax in India and a comprehensive tax reform in Argentina, to be phased in over the next 5 years.

- More generally, the intensity of reforms has varied across policy areas. Among reforms to boost skills acquisition and innovative capacity, widespread actions were taken to increase the size and efficiency of R&D support.

- The bulk of actions taken to promote business dynamism and knowledge diffusion have focused on strengthening physical and legal infrastructure as well as on making product market regulation more competition-friendly.

- Significant actions have been taken in the area of social benefits, which is important for social cohesion. To further help workers to cope with potentially rapid changes in jobs and tasks, more reforms are needed in complementary areas, such as improving active labour market and housing market policies to facilitate the job-market transition and mobility.

Special chapters – reviewing indicators to enrich the Going for Growth analysis

This report includes two special chapters that review indicators for extending the scope of the Going for Growth framework: green growth indicators and OECD indicators of insolvency regimes.

The links between green and growth: what the indicators reveal

The ability to sustain long-term improvements in GDP and well-being, as advocated in Going for Growth, depends – among other things - on the ability to reduce negative effects (such as pollution) associated with economic activity, minimise environment-related risks and lower the reliance on (limited) natural capital resources. Hence, a more systematic approach to environment-related challenges in Going for Growth is warranted. At the same time, the links between the environment, environmental policies and economic growth are complex. In that regard, Chapter 2 reviews the indicators available and the recent progress made on the measurement of environmental outcomes and policies. While no single broadly-accepted measure of environmental performance exists, significant progress has been made in the measurement of green growth, notably as part of the OECD Green Growth Indicators, paving the way for a more consistent treatment of green growth in Going for Growth.

Facilitating orderly exit: insights from the new OECD insolvency regimes indicators

Poorly performing insolvency regimes can be linked to three inter-related sources of labour productivity weakness: the survival of so-called “zombie” firms – that should otherwise exit the market; capital miss-allocation, i.e. the trapping of resources in low productivity uses; and stalling technological diffusion. Chapter 3 presents the newly developed OECD indicators of insolvency regimes, which will allow the extension and fine-tuning of reform recommendations on exit policies in Going for Growth. The analysis reveals significant cross-country differences in the extent to which insolvency regimes promote orderly exit of non-viable firms, indicating that some countries have scope to improve resource allocation and productivity through reforms of bankruptcy laws and procedures.
Mit einem Wert von fast 4% liegt die für 2018 projizierte jährliche BIP-Wachstumsrate der Weltwirtschaft in der Nähe des Wachstumstempos, das vor der großen Rezession verzeichnet wurde. Diese Periode kräftigen globalen Wachstums auf breiter Basis schafft günstige Bedingungen für die erfolgreiche Umsetzung von Strukturreformen – die notwendig sind, um den Aufschwung in kräftigeres und nachhaltiges langfristiges Wachstum für alle zu verwandeln.


Going for Growth bietet den politischen Entscheidungsträgern konkrete Reformempfehlungen in Bereichen, die als die fünf wichtigsten länderspezifischen Prioritäten ausgemacht wurden, um mittelfristige Herausforderungen zu bewältigen, die Produktivität und das Beschäftigungswachstum neu zu beleben und zugleich eine breite Verteilung der Wachstumsgewinne sicherzustellen. Die Festlegung der Prioritäten stützt sich auf die Expertise der OECD in den Bereichen strukturpolitische Reformen und inklusives Wachstum. Dabei werden verschiedene Bereiche erfasst, darunter Produkt- und Arbeitsmarktregulierung, Bildung und Ausbildung, Steuer- und Transfersysteme sowie Handels- und Investitionsregeln, physische und rechtliche Infrastruktur und Innovationspolitik. Die Politikempfehlungen in diesen Bereichen sind so aufeinander abgestimmt, dass sie eine kohärente Reformstrategie bilden, was von entscheidender Bedeutung ist, um Synergien zu nutzen, Zielkonflikte zu lösen und sicherzustellen, dass die Vorteile im Zeitverlauf möglichst breiten Teilen der Bevölkerung zugutekommen. Der mit Going for Growth angebotene Rahmen hat die G20-Länder dabei unterstützt, ihre Strukturreformprogramme voranzutreiben, u.a. durch ein Monitoring ihrer Wachstumsstrategien zur Erzielung eines dauerhaften und ausgewogenen Wachstums.

Dieser Zwischenbericht überprüft die Fortschritte bei den Strukturreformen im Hinblick auf die Prioritäten, die in Going for Growth 2017 ausgewiesen wurden.

**Maßnahmen im Rahmen der Politikprioritäten**


Allgemein ist festzustellen, dass die Intensität der Reformen in den einzelnen Politikbereichen variiert. Im Rahmen der Reformen zur Steigerung des Kompetenzerwerbs und der Innovationsfähigkeit wurden umfassende Maßnahmen eingeleitet, um den Umfang und die Effizienz der FuE-Förderung zu erhöhen.

Die meisten Maßnahmen, die ergriffen wurden, um die Unternehmensdynamik und die Wissensverbreitung zu fördern, konzentrierten sich darauf, die physische und rechtliche Infrastruktur zu stärken und die Produktmarktregulierung wettbewerbsfreundlicher zu gestalten.

Im Bereich der Sozialleistungen wurden bedeutende Schritte unternommen, die wichtig für den sozialen Zusammenhalt sind. Um Arbeitskräften besser zu helfen, die potenziell raschen Veränderungen von Arbeitsplätzen und Arbeitsinhalten zu bewältigen, sind weitere Reformen in komplementären Bereichen erforderlich, wie beispielsweise eine Verbesserung der aktiven Arbeitsmarktpolitik und der Wohnungsmarktpolitik, um Übergänge und Mobilität auf dem Arbeitsmarkt zu erleichtern.

**Sonderkapitel – Überprüfung der Indikatoren zur Erweiterung des Analyserahmens von Going for Growth**

Dieser Bericht enthält zwei Sonderkapitel, die Indikatoren prüfen, durch die der Analyserahmen von Going for Growth erweitert werden kann: Indikatoren für ein umweltverträgliches Wachstum und OECD-Indikatoren für Insolvenzregelungen.

**Die Zusammenhänge zwischen Umweltverträglichkeit und Wachstum: Ergebnisse der Indikatoren**

Die Fähigkeit, das BIP und die Lebensqualität langfristig zu steigern – wofür sich Going for Growth einsetzt –, hängt u.a. davon ab, inwieweit es gelingt, die mit der Wirtschaftstätigkeit verbundenen negativen Effekte (wie Umweltverschmutzung) zu reduzieren, die umweltbezogenen Risiken zu minimieren und die Abhängigkeit von dem (begrenzten) Naturkapitalbestand zu senken. Ein systematischer Ansatz in Bezug auf umweltbezogene Herausforderungen in Going for Growth ist deshalb gerechtfertigt. Außerdem sind die Zusammenhänge zwischen Umwelt, Umweltverträglichkeit und Wirtschaftswachstum komplex. Vor diesem Hintergrund werden in Kapitel 2 die verfügbaren Indikatoren und die jüngsten Fortschritte im Bereich der Messung von Umweltergebnissen und umweltpolitischen Maßnahmen überprüft. Es gibt zwar keine einheitliche allgemein akzeptierte Messgröße für die Umweltleistung, bei der Messung des umweltverträglichen Wachstums sind jedoch erhebliche Fortschritte erzielt worden, insbesondere im Rahmen der OECD-Indikatoren für umweltverträgliches Wachstum, die es ermöglichen, das Thema umweltverträgliches Wachstum in Going for Growth einheitlicher anzugehen.

**Erleichterung eines geordneten Marktaustritts: Erkenntnisse mit Hilfe der neuen OECD-Indikatoren für Insolvenzregelungen**


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Germany

*Going for Growth* is the OECD flagship report analysing structural policy settings and economic performance to provide policymakers with concrete reform recommendations to boost growth and ensure that the gains are shared by all. The 2018 Interim Report reviews the main growth challenges and takes stock of reforms enacted over the past year -- in both advanced and emerging economies -- on policy priorities identified in the previous issue of *Going for Growth*.

**Country highlights**

In recent years, German GDP per capita has remained close to the average of advanced OECD countries. Unemployment is low and the labour market participation rate is among the highest in the OECD. Income inequality has increased in recent years but remains lower than OECD average. Reducing inequality in the access and quality of education, however, remains a policy priority. Educational outcomes and student success in the labour market continue to be closely linked to their socio-economic background. Other challenges including reducing policy-related obstacles to full-time work of women and facilitating early access to employment for refugees and migrants. Moreover, Germany has a low productivity level in services relative to manufacturing and reducing regulatory barriers to competition and innovation in network industries as well as professional services and crafts remains a key priority.

**Influence of socio-economic and cultural background on student reading performance**

Change in the reading score per unit change in the socio-economic index, 2015

*For China, data refers to the four PISA participating China provinces: Beijing, Shanghai, Jiangsu and Guangdong.*

**Note:** Defined as the estimated coefficient from the country-specific regression of PISA reading performance on corresponding index of economic, social and cultural status (ESCS). For Argentina, data refers to the region of Ciudad Autónoma de Buenos Aires. Coverage is too small to ensure comparability (see Annex A4 of PISA 2015 Results, Volume I: Excellence and Equity in Education). For China, data refers to the four PISA participating China provinces: Beijing, Shanghai, Jiangsu and Guangdong. Source: OECD (2016), PISA 2015 Results (Volume I): Excellence and Equity in Education, PISA.
Going for Growth 2017 recommendations include:

- **Improve equity in education and boost outcomes** by reducing early tracking system, providing more financial resources to schools with a higher share of pupils with a weak socio-economic background, and enabling access to tertiary education from vocational programmes through enhanced training opportunities.

- **Encourage full-time labour force participation for women** by expanding early childcare programmes and places, removing tax distortions of joint taxation for couples with similar earning levels and improving the quality of early childhood education.

- **Enhance labour market access and integration of refugees and migrants** by assessing and recognising their qualifications and skills and through increased provision of training, where needed, to unlock the potential of migration for inclusive development.

- **Reduce tax wedges on labour income and shift taxation towards less distortive taxes** by lowering social security contributions, especially for low-pay workers, updating property tax valuations, expanding the taxation of pollution emissions and phasing out tax expenditures for environmentally harmful activities.

- **Lower regulatory barriers to competition, especially in services sectors** by abolishing price regulations and reducing exclusive rights in professional services and some crafts.

Recent policy actions in these areas include:

- **Increased financial support to universities** has been allocated to improve access to higher education for students from vocational education pathways. To mitigate some challenges of an increasingly technology-rich environment, measures to improve the school-to-work transition and life-long learning opportunities have also been expanded.

- **Reforms to reduce the gender gap** in labour market participation and encourage women to work in full-time jobs have been implemented. An additional EUR 1.1 billion has been granted from 2017 to 2020 to expand the coverage of early childcare programmes and places.

- **To facilitate early labour market integration of asylum seekers and refugees**, labour market access conditions for asylum seekers to small-scale paid employment have been relaxed and an initiative started to enable 10 000 young refugees to commence training in the skilled crafts sector.