Government at a Glance 2017

HIGHLIGHTS
GOVERNMENT AT A GLANCE 2017
Government at a Glance provides the latest available data on the functioning and performance of public administrations in OECD countries. Government at a Glance is especially useful for politicians, policy makers, public managers, academics, students and civil society. This is because it enables countries to better understand their own practices, benchmark their achievements through international comparisons, learn from the experience of other countries facing similar challenges and acquire the necessary evidence for reforms.

The indicators presented in the publication since 2009 have been used extensively to inform and shape public sector reforms in OECD member countries.

Why is it important?

The public sector is a major economic actor in modern society, contributing to growth, delivering goods and services, regulating behaviour and redistributing income between citizens. Governments frequently undertake public sector reform programmes, aiming to make government more efficient, effective and transparent, leading to the provision of higher-quality services to citizens and businesses at lower cost. However, in the absence of good quality information, the impact of these reforms can be difficult to determine.

How are the data collected and presented?

The OECD Government at a Glance publication builds on the OECD’s strengths in developing benchmarks and internationally comparable data. The publication relies primarily on survey data collected from senior government officials in each country. Other sources are also used including other OECD databases and data coming from other organisations (ILO, IMF, Eurostat, others).

What does it cover?

Government at a Glance covers more than the 35 OECD countries, including data, when available, on accession countries (Colombia, Costa Rica and, Lithuania) as well as other major economies of the world such as Brazil, China, India, Indonesia and South Africa.

This fifth edition of Government at a Glance includes contextual information as well as input, process, output and outcome indicators.

The Government at a Glance Framework

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Annex: Political and Administrative Context
Public Finance and Economics

Governments have three main responsibilities: to provide goods and services (e.g. education and health care); regulate the interactions within society and the economy; and redistribute income (e.g. through the tax and transfer system). Among many other responsibilities, governments are also responsible for managing risks, ensuring fairness in society, fighting corruption and protecting the environment. To finance these activities, governments raise money in the form of revenues (e.g. taxation) and/or through borrowing.

Fiscal stabilisation continues, as average fiscal deficit shrink. Average fiscal deficit in 2015 reached 2.8% of GDP, improving from 8.4% experienced in 2009. Deficits in 2015 remain high in Greece (5.9%) and Spain (5.1%), while notable improvements occurred in 2016: Greece registered its first surplus since the crisis, reaching 0.7% of GDP, and Iceland registered a large surplus of 17.2%, as estate from failed banks increased fiscal revenues extraordinarily.

The structural fiscal balance also continues to improve alongside fiscal consolidation. In 2015 on average across OECD countries there was a structural deficit of 2.4% as a percentage of potential GDP, decreasing from 6.4% in 2009 as modest economic growth returned and output gaps narrowed. The average structural primary balance also improved, from -4.4% in 2009 to -0.5% in 2015, which indicates that fiscal consolidation continues to normalise government balances. Between 2016 and 2018, the expectation is for a moderate stimulus of an average 0.4% of potential GDP across OECD countries.

Public debt remains persistently high. Average gross government debt levels across OECD countries reached 112% of GDP, increasing from 72.9% in 2007 before the financial crisis. As of 2015, eleven OECD countries had gross debt levels equal to or higher than GDP, from Japan (221.8%) to Austria (101%). Between 2015 and 2016, government debt increased from 112% to 123% of GDP in the United Kingdom due to change in government debt securities.

Public investment averaged to 3.2% of GDP in 2015, ranging from 6.7% in Hungary to 1.5% in Israel. Government investment has decreased on average from its level of 4.1% in 2009, when fiscal expansions were introduced in response to the financial crisis. In 2015, 34% of government investment was allocated to economic affairs, mostly to transportation, followed by defence (15.2%), education (14.7%), general public services (9.3%) and health (8.4%).

Healthcare and social protection are the main drivers behind increases in public expenditures. Even though government expenditures as a share of GDP have decreased between 2009 and 2015, from 44.2% to 40.9% of GDP, the composition of expenditures has moved towards social protection and health services in order to protect the vulnerable and share the risks that could arise from ill health, job loss and aging. Between 2007 and 2015, governments devoted a larger proportion of all expenditures to social protection, which increased 2.6 p.p. in the share of government expenditures, and to healthcare, as it increased 1.7 p.p. during this period.
Public employment and pay

The size of government is often associated with the number of people working for government, although with increasing outsourcing of government functions, measuring employment in government reduces the accuracy of this as a measure of the reach of government.

Although many OECD countries report sizeable reductions in central government employment as a result of austerity measures implemented in the wake of the 2008 financial crisis, general government employment as a percentage of total employment across OECD countries has remained relatively stable, rising slightly between 2007 and 2015, from 17.9% to 18.1%.

This average hides some variation among OECD countries. In the United Kingdom and Israel, general government employment as a share of total employment decreased the most between 2007 and 2015 (over 2.5 p.p.). In contrast, the Czech Republic, Estonia, Hungary, Slovenia and Spain experienced increases equal to and over 2 p. p. during the same period.

Furthermore, the ratio (general government employment to total employment) hides changes to the absolute amount of public employment. For example, Turkey displays growth in general government employment from 2014-15 at 3.9%, while the Netherlands displays reductions of above 3.6% over the same period. These changes are not apparent in the ratio because general government employment has changed, in these countries, at similar rates to total employment.

An ageing workforce presents challenges and opportunities as governments need to ensure that high rates of retirement will not affect the quality and capacity of the public service. Central public administrations tend to have more workers aged 55 and over (24%) than less than 34 years (18%). Typically the share of senior managers aged at least 55 is higher. More than 60% of senior managers are in this age group in Greece (67%), Italy (66%), the Netherlands (66%), Finland (63%) and Belgium (60%).

On average, D1 (top-level) managers earn 27% more than D2 managers, 72% more than middle managers in D3 positions, more than twice as much as managers in D4 positions, and 2.6 times more than senior professionals. This suggests that the premium for managerial responsibilities is significantly higher than the premium on technical specialisation (represented by professionals). Secretaries earn on average four times less than senior managers (D1).

Employment in general government as a percentage of total employment (2007, 2009 and 2015)

Despite the extensive adoption of measures to overcome women’s political under-representation, women still represent only one third of parliamentary seats and cabinet posts on average. No country has reached gender parity in legislatures and only four have established parity cabinets.

Gender parity has been reached and surpassed in most OECD countries concerning professional judges, with women representing on average 56% of all judges. However, gender representation varies and women’s participation critically drops in higher levels of courts. Women occupy on average 59% of offices in first instance courts but only 34% of judgeships in supreme courts.

Share of women in Senior Management positions in Central Government (2010 and 2015)

Institutions

Regulators ensure the effective delivery of essential services to citizens and businesses, operating at the interface between governments, private operators and users. They do so by acting objectively, impartially and consistently. To protect regulators from undue influence from different stakeholders, formal arrangements for independence are essential, but their translation into practice also impacts their capacity to act independently.

Policy advisory systems provide a knowledge infrastructure that underpins policy making with advice to resolve increasingly complex policy challenges and bridge isolated ‘silo’ approaches. In 60% of countries responding to a recent OECD survey, permanent policy advisory bodies at arm’s length are governed by formal regulations that establish clear mandates for their activities and organisation. In 13 countries, the advice of permanent advisory bodies is always or frequently made publicly available, putting it under public scrutiny that might prevent governments from ‘cherry picking’ policy advice.

OECD countries recognise the role of centres of government in delivering on the United Nations Sustainable Development Goals (SDGs). In 16 OECD countries the centre of government is helping to steer the implementation of the SDGs either on its own or with line ministries. The need to mobilise additional resources was cited as a main challenge of organising the implementation of the SDGs by 8 countries. Some countries have already taken steps to ensure that resources are increased.

International organisations play a key role in promoting international regulatory co-operation to address policy issues across borders. Their instruments are critical for global governance. Ensuring their quality is key. Most IOs engage with stakeholders, but many still lack the mandate and capacity to monitor the implementation and evaluate the impact of their instruments.

Budgeting practices and procedures

**Performance budgeting frameworks** help strengthen accountability and transparency and promote a culture of performance. Performance information is mostly used in budget negotiations, linking performance to allocation decisions. Performance information is less likely to trigger management or budgetary consequences. Countries with more focused frameworks and that were early adopters of performance budgeting are more likely to address the consequences of poor performance.

The use of the budget process to advance gender equality has increased in recent years. In 2016, fifteen OECD countries have introduced gender budgeting or are actively considering its introduction. The vast majority of those countries which have not formally introduced gender budgeting still implement some form of gender-responsiveness into the policy-making process.

Spending reviews are used increasingly by OECD countries as a means to improve control over expenditure and improve expenditure prioritisation. Twenty-two OECD countries reported having conducted at least one spending review over the period 2008-2016 compared to only five OECD member countries over the period 2000-2007. So far, new adopters tend to favour comprehensive rather than narrow spending reviews.

Many OECD countries lack long term strategies and systematic prioritisation and decision mechanisms for the effective governance of infrastructure. Only about half of the OECD member countries have a long term strategic infrastructure vision that cuts across all sectors. Just over half of OECD countries identify a short list of infrastructure priority projects, taking into account opposing policy goals, existing infrastructure needs and budget constraints, but only 9 countries combine both approaches. Political motivation often drives infrastructure investment decisions, and only half of OECD countries have a systematic process for ensuring absolute value for money from infrastructure projects.

In around three quarters of OECD countries, governments have improved the completeness of their financial reports by moving away from pure cash accounting towards **accrual accounting**.

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**Use of performance budgeting practices at the central level of government (2016)**

![Graph showing the use of performance budgeting practices at the central level of government (2016)](image)

Improving public services’ quality, accessibility and responsiveness, while managing resources requires effective performance management. Almost all countries have mandatory performance assessments for central government employees. Relating performance results to rewards for staff remains a challenge and the use of performance-related pay (PRP) has remained stable.

Senior civil servants (SCS) must display leadership capabilities to execute challenging policy agendas quickly and draw from institutional expertise and the experience of the civil service to contribute to evidence-based decision making. The majority of OECD countries identify a specific group of SCS managed under different HRM policies; most countries also place greater emphasis on capacity building and incentivising improved performance of the SCS.

A professional and politically impartial civil service ensures a high level of competence, integrity and continuity in developing policy advice and implementation which serves the public interest. Among the four most senior levels of civil servants, the 2 lower levels tend to experience little if any turnover with a change of government, while politically motivated turnover is relatively higher in the upper levels. Ministerial advisors tend to have the highest turnover.

Analysing the civil service workforce can help to provide insights on the civil service’s ability to recruit, retain and manage the performance of civil servants. Almost all countries centralise data on the number of employees, their gender and age. Most OECD countries package HR data for regular reporting to the public, the political level and senior civil servants. In most countries, the data is incorporated into HR planning and communicated to managers in dashboard formats.

**Extent of the use of separate human resources management practices for senior civil servants in central government (2016)**

Employee surveys allow public organisations to measure and monitor employee perceptions of their work and work environment and their use is widespread. A majority of OECD countries use their employee surveys to measure employee engagement, motivation, satisfaction and commitment. Fewer countries use their employee surveys to assess integrity issues such as corruption or conflicts of interest. Even fewer countries assess skills match, which can be an indicator of workforce productivity.

Public sector integrity

It is important to ensure integrity systems are backed by clear institutional arrangements that support coherence and comprehensiveness across the whole of government. At central government level, centres of government and individual line ministries frequently take the lead to ensure fruitful co-operation, co-ordination and oversight, especially in the design of national integrity and anti-corruption policies. In a majority of OECD countries, state or local governments can determine their integrity policies autonomously. Various formal and informal co-ordination mechanisms between levels of government can support effective implementation.

While almost all OECD countries have in place approaches for monitoring and evaluating public sector integrity policies that cover a wide range of elements, these initiatives could be more balanced in that they still tend to focus on inputs and outputs rather than the outcomes of policies.

Within the executive branch, managers are formally responsible for internal control and risk management, however, it is less common that these policies address the need to manage integrity risks. About half of OECD countries have also established a central internal audit function, which may strengthen the coherence and harmonization of government’s response to integrity risks.
Regulatory governance

Regulations are necessary to protect the interests of citizens and businesses, preserve the environment, and achieve economic growth and development. Regulatory failures were one factor leading to the global financial and economic crisis, illustrating the need for strong regulatory governance to manage risk and promote sustainable growth. Greater transparency in making new regulations, as well as in managing existing ones, will be necessary to help rebuild trust in government and prevent future regulatory capture.

While stakeholder engagement and regulatory impact assessment are widely practiced across OECD countries, the use of systematic ex post evaluation of regulation is not widespread. There is room for improvement in particular with regards to transparency and mechanisms for oversight and quality control of regulatory management tools.

The use of behavioural insights is taking root in many OECD countries, where they are being used mostly to improve implementation. There is great potential for a more extensive use across the whole policy cycle, especially for evaluating and designing policies. As governments progress in the use of behavioural insights, evaluating and publishing experimental results and sharing what works and what does not will help strengthen the effectiveness and credibility of such tools.

Ex post evaluation of regulations (2014)

Public procurement

Public procurement, accounting for approximately 12% of OECD GDP, represents a crucial share of government expenditure so the effectiveness and efficiency of public procurement processes are key to ensure that public money is well spent.

Health expenditures on average represent the largest share, accounting for almost one third of public procurement spending by sector in OECD countries (29.8%). Transparent and efficient public procurement of pharmaceuticals and medical technologies and supplies is crucial to provide the opportunity for better health services at lower cost. Economic affairs (17%), education (11.9%), defence (10.1%) and social protection (9.8%) also represent significant shares of public procurement spending by sector across OECD countries.

OECD countries increasingly use procurement as a policy lever to achieve other strategic policy goals, such as achieving sustainability, supporting SME participation in procurement market and promoting innovation.

E-procurement systems are deployed by all OECD countries and they are predominantly used to publish and store public procurement information. An increasing number of countries provide transactional services but only less than half of them measure the efficiencies generated through digitalisation of the procurement processes.

Public procurement activities are centralised through national Central Purchasing Bodies (CPBs) that manage collaborative procurement instruments, including framework agreements. In so doing, CPBs in OECD countries undertake a key role as centres of knowledge and enablers of efficiency gains.

Public procurement law and regulations apply to infrastructure projects in almost two thirds of OECD countries. More than half of countries develop policies for infrastructure projects, including choosing delivery modes, on an ad-hoc basis. Using public procurement principles and frameworks as strategic infrastructure governance tools could help to shape its effective delivery.

Structure of general government procurement spending by function, 2015

Source: OECD National Accounts Statistics (database); Eurostat Government finance statistics (database). Data ordered by function of health.
Open government

**Countries are increasingly institutionalising the open government principles of transparency, accountability and participation.** About half of the OECD countries (17 out of 35 countries) have adopted a national strategy on open government. 13 of these countries use their Open Government Partnerships biannual Action Plans as basis for open government initiatives.

Policy coordination, and the related capacities of the public sector to perform it, are key to ensure proper implementation of open government practices in the public sector. The majority (27) of the 35 OECD countries (77%) have an office dedicated to the horizontal co-ordination of their national open government strategy and initiatives, yet it is the capacity of the coordination office to mobilise high level political support and all relevant actors across the administration that is essential for a successful implementation of open government reforms.

More systematic data collection, monitoring and evaluation mechanisms on the impact of open government policies and practices are needed to foster continuous improvement. While 91% of OECD countries report that they monitor open government initiatives, only half evaluate them.

Insights from the new OURdata Index 2017 suggest that further efforts are needed from governments to support more proactively the re-use of open government data. Most OECD countries have adopted an “open by default” policy whereby all government data should be open unless there are legitimate justifications for not doing so. The extent to which countries conduct initiatives to promote data re-use outside government (such as hackathons and co-creation events) and inside governments (via training and information sessions to civil servants) instead varies greatly. Moreover few countries monitor the economic and social impact of open data as well as the impact of open data on public sector performance.

There is a gap in implementation in a number of countries where policy developments on open government data have been introduced very recently. This includes notably some of the Eastern European countries such as the Czech Republic, Latvia, the Slovak Republic and Slovenia. By contrast, Korea, France, Great Britain and the United-States, which were among the early adopters of open government data, have been able to introduce and implement a large range of policies to promote data availability, accessibility and re-use.

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**Open-Useful-Reusable Government Data Index (OURdata) (2017)**

![Graph of Open-Useful-Reusable Government Data Index](source: OECD Survey on Open Government Data. Detailed figure nores accessible in Government at a Glance 2017.)
Innovative and digital government

Governments are facing fiscal constraints, technological and demographic changes and rising citizen expectations that demand innovative responses from the public sector. As a result, many governments are experimenting with ways to foster innovation.

Human resource management is an important lever for supporting public sector innovation by enabling managers and front-line staff to formulate ideas that result in new and improved ways in delivering public services. 60% of OECD countries have started to include innovation into training their employees, but integrating innovation in public service career development – e.g., civil service recruitment, promotion and mobility – remains a challenge for many.

In recent years, there has been a growth in the type and number of organisations and structures dedicated to supporting innovation in the public sector. A significant number of OECD countries are using dedicated innovation structures – innovation labs and innovation-focused networks – to promote innovative activities in government.

Financial incentives can play an important role in promoting innovation in the public sector. Using innovation funds to carry out innovation projects, support innovative solutions and prototype is an emerging practise in OECD countries. As a relatively new phenomenon in the public sector, dedicated innovation funds are varied in nature supporting both broader digital transformations to projects in specific policy areas.

In 2016, about 36% of individuals from OECD member countries submitted filled forms via public authorities’ websites. There has been a sharp increase in the use of digital government services by individuals over the past decade which has tripled on average among OECD member countries since 2006. However, there are persisting differences in uptake of digital government services by education level and age groups.

Individuals using the Internet for sending filled forms via public authorities websites in the past 12 months, by age group (2016)

![Chart showing the percentage of individuals using the Internet to send filled forms by age group across OECD member countries in 2016.](chart.png)

Risk management and communication

In the last 30 years the number of critical disasters has increased from around 100 to more than 300 each year across OECD member countries, causing hundreds of billions of US dollars in annual losses. These critical disasters include natural hazards, pandemics, major industrial or technological accidents, and malicious actions (such as terrorist attacks).

Most OECD member countries have established a national strategy to manage critical risks and have assigned a leadership role for coordinating policy implementation to one single central/federal institution. Only four countries do not have a lead organisation or coordinating unit that is assigned leadership for the management of critical risks.

Further efforts might be needed in the design and evaluation of risk policies to interact more directly with citizens and stakeholders, for example, by leveraging social media tools and virtual platforms that reach larger user groups. Evaluation of risk communication efforts remains the exception – only 11 OECD countries reported in 2015 having attempted to assess impacts of their risk communication efforts – and even when evaluation is conducted the results have been inconclusive except at local level.

Average damages due to disasters as a percentage of GDP across OECD countries, 1995-2015


Government results

**Trust in government** remains below pre-crisis levels. On average in OECD countries, 42% of citizens reported having confidence in their national government in 2016 compared to 45% before the crisis. Satisfaction and confidence with public services and institutions remains relatively low in a number of countries particularly those affected by austerity measures.

International comparisons of the level of access, responsiveness and quality of services in their key areas (health care, education and justice) reveal important cross-country differences across OECD countries. On average, 14% of citizens in OECD countries reported that they waited two months or longer for a specialist appointment ranging from 3% in Germany to 30% in Canada. For the latest year available, the estimated length to resolve civil, commercial, administrative and other (non-criminal) cases varies from below 40 days in Denmark and Estonia whereas it was more than two years in Portugal and more than a year and a half in Greece.

There are also persisting differences by population groups. In all OECD countries, low income people report higher unmet care needs for medical examination than people with higher income. Similarly, socio-economically disadvantaged students are almost three times more likely than advantaged students not to attain the baseline level of proficiency in science. Over the past decade, the share of the variance in science performance explained by students socio-economic status decreased significantly in Chile, Turkey and the United-States whereas it increased the most in the Czech Republic and Korea.

Serving citizens scorecards: quality of service

Countries are listed in alphabetical order. The number in the cell indicates the position of each country among all countries for which data are available. The arrows indicate whether the situation is improving (↑), staying the same (→) or worsening (↓). Years of reference for trend data are specified in the figure notes. No symbol means no trend data available.

For detailed description of the indicators see “Chapter 14: Serving Citizens”. Similar scorecards are available for access and responsiveness of services.

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<td>PISA mean score in science</td>
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<td>Mortality rate – Cerebrovascular disease (stroke)</td>
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Notes: Health care: Comparison over time 2004-2014 (or closest available). Arrows reflect a positive or negative change of ≥2 p.p. Education: Comparison over time 2006-2015. Only changes that are statistically significant are indicated. Justice: No trend comparison available.

Source: OECD Health Statistics (2016), OECD PISA 2015 (database), World Justice Project (Rule of Law Index, 2016)
Government at a Glance 2017

These Highlights summarise some of the key findings presented in Government at a Glance 2017 which provides the latest available data on public administrations in OECD countries. Where possible, it also reports data for Brazil, China, Colombia, Costa Rica, India, Indonesia, Lithuania, the Russian Federation, and South Africa. This edition contains new indicators on public sector employment, institutions, budgeting practices and procedures, regulatory governance, risk management and communication, open government data and public sector innovation. This edition also includes for the first time a number of scorecards comparing the level of access, responsiveness and quality of services in three key areas: health care, education and justice.

Each indicator in the publication is presented in a user-friendly format, consisting of graphs and/or charts illustrating variations across countries and over time, brief descriptive analyses highlighting the major findings conveyed by the data, and a methodological section on the definition of the indicator and any limitations in data comparability. A database containing qualitative and quantitative indicators on government is available online. It is updated twice a year as new data are released. The database, countries fact sheets and other online supplements can be found at: www.oecd.org/gov/govataglance.htm.

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