

Need for Reform and Governance Capacities in Asia

Country Report Singapore



Authors



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Executive Summary

Singapore is a small, centrally organized city-state that has been characterized by scholars as an electoral authoritarian regime, or sometimes as an illiberal democracy. The government has largely monopolized decision-making power, and is known to be effective and efficient in policy-making and planning. As a consequence, Singapore has achieved many successes in a short period of time. For instance, its emphasis on green spaces and clean streets has earned it the nickname of the “Garden City.” Moreover, Singapore can also boast a relatively efficient public transport system and massive public housing program that houses a large majority of the population. The city-state is deemed one of the least corrupt countries in the world according to Transparency International, an assessment echoed by the World Bank’s Control of Corruption governance indicator. The city-state is home to many multinational corporations and financial firms that value Singapore’s pro-business regulatory environment and effective legal system. These successes have made Singapore an attractive model for other developing countries. China in particular has thoroughly studied the “Singapore model,” with thousands of its officials visiting the city-state every year. Clouding these successes somewhat, frequent infringements of citizens’ civil rights take place despite the presence of formal protection. While outright censorship is rare, the city-state maintains a large number of laws that lead to self-censorship and self-monitoring. Selective but harsh enforcement of strict legislation has ensured that political activity has come to be associated with considerable risk. This has restricted citizens’ willingness to engage in politics. However, the 2011 general and presidential elections increased Singaporeans’ interest in elections and the political process. As in 2006, thousands of people participated in opposition party rallies. This increased the competitiveness of the political system to some extent. However, the institutional barriers to fair competition have not been changed, and only a small minority of candidates winning parliamentary seats came from opposition parties. Moreover, the incumbent prime minister continued to stress the need to vote for the ruling party in order to guarantee housing upgrades and other social services. Because there is no local government to provide these services, this kind of appeal represents a powerful argument to voters at the national level. Moreover, it seems evident that as long as the traditional media remains controlled by state-owned enterprises, substantive political change in the direction of a pluralistic political system will remain slow.

The government’s focus on economic growth has to date come at the expense of equity within society. Wealth in Singapore today shows one of the most unequal distributions in Asia and the Pacific. While poverty is not immediately visible, many Singaporeans – especially among the elderly – have to work more than one job to make ends meet. One problem in this regard is the fact that Singapore does not have a minimum wage law. The Central Provident Fund, which was established to provide for the security of Singaporeans, does not serve as an effective pension program, as benefits are provided in a lump sum, and citizens can repeatedly withdraw money from when needed (to buy housing, for instance). In many cases, this leaves elderly people reliant on family at the end of their lives.

Outlook

Singapore is presently undergoing a process of transformation. The most recent parliamentary and presidential elections, held in 2011, demonstrated that Singaporean politics are indeed changing. The ruling party, though once again successful in the parliamentary polling, received its lowest electoral margins in

many years, while the opposition garnered the highest number of seats won since the country's independence in 1965. The presidential election demonstrated an even greater degree of competitiveness, with the government allowing four candidates to participate. Three of the four candidates received about one-third of the vote each. The candidate supported by core members of the ruling elite won with only a bare plurality. Meanwhile, non-governmental organizations have become increasingly active in pursuing their goals independently of the government. Most recently, various groups joined together to oppose the construction of a road through Bukit Brown, an old Chinese cemetery. This increased political activity can in part be attributed to the growing importance of the Internet and social networks, which the government has thus far avoided regulating as heavily as it does other aspects of social life. As a consequence of this growing activism, the government has been forced to become more transparent. For instance, the government for the first time recently released statistics on the number of people to have received the death penalty. The mainstream media, which is still controlled by government-linked corporations, has also begun publishing stories on topics that were previously ignored. Finally, government officials have made efforts to become more responsive, for instance by utilizing new online communication channels. The government's REACH unit has enabled it to receive a rising volume of popular feedback. As another example, the Land Transport Authority (LTA) reported that it received more than 1.36 million feedback messages (one response every 24 seconds) by telephone or in writing in 2011, double the volume of communications received in 2007. According to LTA Quality Service Manager Tammie Loke, this surge in feedback on transport issues in Singapore was "due to people wanting to have more say in what is going on and being ready to articulate their ideas and suggestions." Taken together, these factors hint at an overall process of liberalization that could ultimately make Singapore much more transparent and responsive. However, because the hegemonic ruling party remains unused to these new challenges, many hurdles will continue to exist.

Citations:

See Karamjit Kaur, "LTA gets feedback every 24 seconds," Straits Times, May 30, 2012, p. B3.

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S 1 Electoral Process

S 1.1 Candidacy Procedures

How fair are procedures for registering candidates and parties?

Everyone has equal opportunity to become a candidate for election. The registration of candidates and parties may be subject to restrictions only when in accordance with law and if deemed reasonably necessary in a democratic society. This includes protecting the interests of national security or public order, public health or morals, or protecting the rights and freedoms of others.

Legal regulations provide for a fair registration procedure for all elections; candidates and parties are not discriminated against. **10**
9

A few restrictions on election procedures discriminate against a small number of candidates and parties. **8**
7
6

Some unreasonable restrictions on election procedures exist that discriminate against many candidates and parties. **5**
4
3

Discriminating registration procedures for elections are widespread and prevent a large number of potential candidates or parties from participating. **2**
1

From a technical perspective, any Singapore citizen can register as a candidate or form a political party. However, serious practical obstacles exist within both processes. In order to participate in a parliamentary election, candidates must be Singapore citizens 21 years of age or older, must have lived in Singapore for at least 10 years, must be currently registered as a voter; must be sufficiently proficient in English, Mandarin, Malay or Tamil to participate in parliamentary proceedings; and cannot be disqualified by Article 45 of Singapore's constitution (which bars persons of unsound mind, those in an undischarged state of bankruptcy, and those who have been convicted of an offence and imprisoned for at least year or subject to a fine of SGD 2,000). Candidates seeking to run in an election must post a high deposit, which is returned only if he or she is able to garner at least 12.5% of the popular vote. As reported in an Straits Times article, the deposit for individual candidates is currently SGD 16,000, representing an increase of SGD 2,500 from the previous election (see Straits Times). While Singapore today has 12 single-member constituencies (SMCs), there are also 15 group-representation constituencies (GRCs) in which political parties need to field between four and six candidates to make up a team. This means that potential challengers need to raise a large amount of money to contest a GRC. However, in the 2011 election, nearly all constituencies were contested for the first time in Singapore history. The electoral deposit was lost in just one district. One constituency went uncontested because the team of candidates arrived at the nomination center too late to qualify after making strenuous efforts to raise the necessary funds at the grassroots level. The law that bars bankrupt individuals from contesting elections is another contentious issue. A number of opposition politicians have failed to compete in political elections after losing defamation lawsuits initiated by members of the ruling party. The candidate selection for the presidential election is even less fair, as the strict criteria disqualify most potential candidates. Aside from the standard qualifications for all candidates, presidential candidates must not be a member of any political party and for a period of at least three years must have previously held office as minister; chief justice; parliamentary speaker; attorney general; chairman of the Public Service Commission; auditor general; accountant general or permanent secretary; chairman or chief executive officer (CEO) of the Central Provident Fund board of directors, the Housing and Development Board, the Jurong Town Corporation or the Monetary Authority of Singapore; chairman of the board of directors or CEO of a company incorporated or registered under the Companies Act, with capital of at least SGD 100 million or its equivalent in foreign currency; or in any other similar or comparable position of seniority and responsibility in any other organization or department of equivalent size or complexity in the public or private sector that has given him or her the administrative and financial-management experience and ability to carry out the functions and duties of the office of president effectively. These strict qualifications led to strongly unbalanced electoral results in the 1999 and 2005 presidential ballots. The Elections Department, a body subordinate to the Prime Minister's Office, decides whether a candidate meets these qualifications.

Citations:

"Election deposit raised to \$16,000"

http://www.straitstimes.com/GeneralElection/News/Story/STIStory_658581.html

S 1 Electoral Process

S 1.2 Media Access

To what extent do candidates and parties have fair access to the media and other means of communication?

Every candidate for election and every political party has equal opportunity of access to the media and other means of communication, which allows them to present their political views and to communicate with the voters. Access to the media may not be restricted or refused on grounds of race, color, gender, language, religion, political or other opinions, national or social origin, property, birth or other status.

All candidates and parties have equal opportunities of access to the media and other means of communication. All major media outlets provide a fair and balanced coverage of the range of different political positions. **10**

9

Candidates and parties have largely equal opportunities of access to the media and other means of communication. The major media outlets provide a fair and balanced coverage of different political positions. **8**

7

6

Candidates and parties often do not have equal opportunities of access to the media and other means of communication. While the major media outlets represent a partisan political bias, the media system as a whole provides fair coverage of different political positions. **5**

4

3

Candidates and parties lack equal opportunities of access to the media and other means of communications. The major media outlets are biased in favor of certain political groups or views and discriminate against others. **2**

1

No one is officially refused access to the mainstream media. However, the mainstream media is owned by government-linked corporations, a fact that has resulted in a pro-government bias in the traditional media. Coverage of the government and the ruling party is largely positive, while opposition politicians are often depicted in a negative light if they are covered at all. However, opposition politicians have increasingly been able to make use of the Internet for communication in recent years. The government relaxed some regulations in this area prior to the 2011 election. For instance, online videos, which were forbidden in the 2006 election, were this time allowed, and electoral rallies held by opposition political parties were made available on the Channel News Asia website. The change in Internet regulations also resulted in somewhat more favorable coverage of opposition parties in the mainstream media, which this time reported on events previously ignored (such as election rallies). However, according to a study of English-language daily newspapers conducted by MARUAH, a non-governmental human rights organization, articles about opposition candidates typically appeared on page six or later, while the ruling People's Action Party (PAP) received front-page coverage. Some parties, such as the Singapore Democratic Alliance, went three or more days without receiving any coverage.

Citations:

<http://maruah.org/category/ge2011-election-watch/>

S 1 Electoral Process

S 1.3 Voting and Registration Rights

To what extent do all citizens have the opportunity to exercise their right of participation in national elections?

To participate in national elections, every adult citizen must have the right to access an effective, impartial and non-discriminatory procedure for voting and voter registration. Voting rights also apply to convicts and citizens without a permanent residence in the country. No eligible citizen shall be denied the right to vote or disqualified from registration as a voter, otherwise than in accordance with objectively verifiable criteria prescribed by law, and provided that such measures are consistent with the State's obligations under international law. Every individual who is denied the right to vote or to be registered as a voter shall be entitled to appeal to a jurisdiction competent to review such decisions and to correct errors promptly and effectively. Every voter has the right of equal and effective access to a polling station or alternative voting method, including a feasible absentee voting option.

All adult citizens can participate in national elections. All eligible voters are registered if they wish to be. There are no discriminations observable in the exercise of the right to vote. 10
9

The procedures for the registration of voters and voting are for the most part effective, impartial and nondiscriminatory, although occasional. Citizens can appeal to courts if they feel being discriminated. 8
7
6

While the procedures for the registration of voters and voting are de jure non-discriminatory, cases of discrimination occur regularly in practice. 5
4
3

The procedures for the registration of voters or voting have systemic discriminatory effects. Groups of adult citizens are de facto excluded from national elections. 2
1

All Singaporeans over the age of 21 are required to vote. Nonvoters are removed from the certified register of electors, rendering them ineligible to vote in future elections or to run for office. For those unable to provide a sufficient or valid reason for not voting, this status can be changed by paying an administrative fee of SGD 50.

Some observers have proposed lowering the voting age to 18 years of age, as this is when male Singaporeans are conscripted to serve in the military. The possibility of vote-based discrimination may occur, as ballots contain serial numbers ostensibly designed to avoid electoral fraud, but which could potentially be used to pierce ballot secrecy. While there are no known cases in which ballot serial numbers have been abused in this manner, Yeo Lay Hwee (2002) has argued that they make the electorate fearful of voting for the opposition. Yet, it seems unclear if this argument is still valid. One could also argue that the results of the 2011 general election show that many voters are no longer afraid of voting for opposition candidates, as in the cases of the Workers' Party candidates in the Aljunied GRC and Huogang SMC.

Citations:

Yeo Lay Hwee. 2002. "Electoral Politics in Singapore," in: Aurel Croissant et.al. (eds.). *Electoral politics in Southeast & East Asia*. Singapore: Friedrich-Ebert-Stiftung

S 1 Electoral Process

S 1.4 Party Financing

To what extent is private and public party financing and electoral campaign financing transparent, effectively monitored and in case of infringement of rules subject to proportionate and dissuasive sanction?

This question refers to the obligations of the receiving entity (parties and entities connected with political parties) to keep proper books and accounts, to specify the nature and value of donations received and to publish accounts regularly.

Please note that this question also includes an assessment of how effectively funding of political parties and electoral campaigns is supervised (monitored by an independent body such as electoral or parliamentary commission, anti-corruption body, audit institution etc. with checking, investigative, sanction and regulatory powers) and infringements are sanctioned (taking into account administrative, civil and criminal liability).

The state enforces that donations to political parties are made public and provides for independent monitoring to that respect. Effective measures to prevent evasion are effectively in place and infringements subject to effective, proportionate and dissuasive sanctions. **10**
9

The state enforces that donations to political parties are made public and provides for independent monitoring. Although infringements are subject to proportionate sanctions, some, although few, loopholes and options for circumvention still exist. **8**
7
6

The state provides that donations to political parties shall be published. Party financing is subject to some degree of independent monitoring but monitoring either proves regularly ineffective or proportionate sanctions in case of infringement do not follow. **5**
4
3

The rules for party and campaign financing do not effectively enforce the obligation to make the donations public. Party and campaign financing is neither monitored independently nor, in case of infringements, subject to proportionate sanctions. **2**
1

Party financing is governed by clear laws including the Political Donations Act (Ch. 236) and its associated regulations. Donation reports have to be filed by individuals donating SGD 10,000 or more, political associations and all candidates for office. The law is very strict, and includes provisions barring political parties from accepting donations from foreign sources. The funding of opposition parties is effectively monitored. Strict and impartial supervision and enforcement of the laws is performed by the Elections Department, a body subordinate to the Prime Minister's Office.

S 2 Access to Information

S 2.1 Media Freedom

To what extent are the media independent from government?

This question asks to what extent are the media subject to government influence and the influence of actors associated with the government. The question focuses both on media regulation and government intervention. The rules and practice of supervision should guarantee sufficient independence for publicly owned media. Privately owned media should be subject to licensing and regulatory regimes that ensure independence from government.

Public and private media are independent from government influence; their independence is institutionally protected and respected by the incumbent government. 10
9

The incumbent government largely respects the independence of media, but the regulation of public and/or private media does not provide sufficient protection against potential government influence. 8
7
6

The incumbent government seeks to ensure its political objectives indirectly by influencing the personnel policies, organizational framework or financial resources of public media, and/or the licensing regime/market access for private media. 5
4
3

Major media outlets are frequently influenced by the incumbent government promoting its partisan political objectives. To ensure pro-government media reporting, governmental actors exert direct political pressure and violate existing rules of media regulation. 2
1

The media is not independent of the government, as all media (TV, radio, newspapers) are controlled by two government-linked corporations, Singapore Press Holdings (SPH) and MediaCorp. Singapore is consistently ranked very low by Reporters Without Borders' Press Freedom Index. In the 2011 – 2012 index, the city-state was ranked 135th, just below Tunisia (though there has been a slight upward trend in the city-state's index ranking over time). Moreover, the government has instituted a number of regulations which limit the freedom of the media, including the Newspaper Printing and Presses Act and so-called out-of-bounds markers. The former allows the government to revoke the license of any newspaper organization, and was effectively used to eliminate the last independent newspapers in the 1970s. The latter have at times been used to quash criticism of the government in newspapers for supposedly going beyond legitimate debate. Restrictions on press freedom in Singapore reflect worries tied to a history of racial and religious riots, especially the Maria Hertogh riots of December 1950; these were triggered by unrestrained reporting on race and religion in both the English and Malay press during court proceedings. However, according to interviews conducted by the author of this report, opposition party members have even had difficulty in publishing newsletters under a government press monopoly that dates from the 1970s. Finally, some scholars have raised questions as to the effect that the lack of media freedom has on government accountability. Chang (1998) argues that the manufacturing of consent, the forcing of consensus through the media and the lack of ongoing policy contestation will likely lead to government complacency. Yet it is also important to note the impact of social media and the Internet, and the government's efforts through REACH to consult the public on major policy issues in Singapore after 2006. It is therefore debatable whether this argument is still valid.

Citations:

Chang, Tsan-Kuo. 1998. "Reporting Public Opinion in Singapore: Journalistic Practices and Policy Implications," in: *The Harvard International Journal of Press/Politics*, 4, 11-28.

S 2 Access to Information

S 2.2 Media Pluralism

To what extent are the media characterized by an ownership structure that ensures a pluralism of opinions?

This question does not assume that the predominance of either private or public ownership guarantees a pluralism of opinions. Rather, the underlying assumption is that a diversified ownership structure is likely to best represent the views and positions existing in society.

Diversified ownership structures characterize both the electronic and print media market, providing a well-balanced pluralism of opinions. Effective anti-monopoly policies and impartial, open public media guarantee a pluralism of opinions. **10**
9

Diversified ownership structures prevail in the electronic and print media market. Public media compensate for deficiencies or biases in private media reporting by representing a wider range of opinions. **8**
7
6

Oligopolistic ownership structures characterize either the electronic or the print media market. Important opinions are represented but there are no or only weak institutional guarantees against the predominance of certain opinions. **5**
4
3

Oligopolistic ownership structures characterize both the electronic and the print media market. Few companies dominate the media, most programs are biased, and there is evidence that certain opinions are not published or are marginalized. **2**
1

The media ownership structure in Singapore is not designed to allow for pluralistic opinions. Two government-linked corporations control all mainstream media in Singapore. It is therefore not surprising that the media is heavily biased in favor of the government. Electronic media enjoys more freedom, as privately owned blogs (such as The Online Citizen) and news sites such as Yahoo! News can serve as alternative sources of information. However, the government has attempted to control the online media by various means as well. In 2011, the Online Citizen was officially categorized as a political organization, making it impossible for it to receive money from foreign sources.

S 2 Access to Information

S 2.3 Access to Government Information

To what extent can citizens obtain official information?

To assess the accessibility of government information, you should examine

(1) whether a freedom of information act exists or equivalent legal regulations exist,

(2) to what extent do the rules restrict access to information (e.g., exemptions, deadlines for responding to requests etc.) and justify these restrictions, and

(3) whether mechanisms for appeal and oversight exist to enforce citizens' right to access information (e.g., administrative review, court review, ombudsman, commission etc.) You may consult www.freedominfo.org for information specific to your country.

Legal regulations guarantee free and easy access to official information, contain few, reasonable restrictions, and there are effective mechanisms of appeal and oversight enabling citizens to access information. **10**

9

Access to official information is regulated by law. Most restrictions are justified, but access is sometimes complicated by bureaucratic procedures. Existing appeal and oversight mechanisms permit citizens to enforce their right of access. **8**

7

6

Access to official information is partially regulated by law, but complicated by bureaucratic procedures and some restrictions. Existing appeal and oversight mechanisms are largely ineffective. **5**

4

3

Access to official information is not regulated by law; there are many restrictions of access, bureaucratic procedures and no or ineffective mechanisms of enforcement. **2**

1

There is no Freedom of Information Act in Singapore. The government is under no obligation to respond to any requests for information. Instead, there is an Official Secrets Act of Singapore, which can be used to restrict the release of almost any information to unauthorized individuals. This was used once against the press in 1994, resulting in an international uproar about the lack of press freedom in Singapore. Despite its ostensible aim of preventing espionage, since its enactment in 1935 the act has been applied only to prevent the “wrongful communication” of information under its Section 5, which deals with the disclosure of information to unauthorized individuals. This provision can be triggered if the government deems such disclosure to be harmful to the country’s safety or interests. However, while access to official information is not regulated by law in Singapore, a great deal of information is provided by the various ministries and statutory boards on their websites. For example, the Housing and Development Board and the Public Service Commission include their annual reports and other relevant information on their websites. In April 1999, the Singapore Civil Service launched the eCitizen Center to enable its users to “search for and access a diversity of information from government agencies and to conduct a wide range of transactions online with government agencies.” The Global Competitiveness Report 2011 – 2012 ranked Singapore first among 142 countries in terms of businesses’ ability to obtain information on changes in government policies and regulations affecting their activities (p. 401).

Citations:

www.ecitizen.gov.sg

S 3 Civil Rights

S 3.1 Civil Rights

To what extent does the state respect and protect civil rights and how effectively are citizens protected by courts against infringements of their rights?

Civil rights contain and limit the exercise of state power by the rule of law. Independent courts guarantee legal protection of life, freedom and property as well as protection against illegitimate arrest, exile, terror, torture or unjustifiable intervention into personal life, both on behalf of the state and on behalf of private and individual actors. Equal access to the law and equal treatment by the law are both basic civil rights and also necessities to enforce civil rights.

All state institutions respect and effectively protect civil rights. Citizens are effectively protected by courts against infringements of their rights. Infringements present an extreme exception.

10

9

The state respects and protects rights, with few infringements. Courts provide protection.

8

7

6

Despite formal protection, frequent infringements of civil rights occur and court protection often proves ineffective.

5

4

3

State institutions respect civil rights only formally, and civil rights are frequently violated. Court protection is not effective.

2

1

Though civil rights are guaranteed by Singapore's constitution, the government occasionally infringes on the rights of its people. For instance, the government has the right to arrest anyone without a warrant under the Internal Security Act (ISA). While neighboring Malaysia has abolished this colonial legislation, Singapore maintains that it is an important tool against terrorism. According to the Internal Security Department (ISD), 36 persons (32 of whom were members of a secret group called the Jemaah Islamiyah) were arrested for involvement in terrorism-related activities in December 2001 and August 2002. The ISA does contain safeguards designed to prevent abuse, though critics assert that these are very weak. The ISA was used in 1987 to arrest a group of social activists accused of being Marxist conspirators, who were subjected to interrogations in cold rooms in order to extract confessions. On June 2, 2012, civil society activists organized an event on Speakers' Corner marking the 1987 arrests, called "That We May Dream Again." This attracted more than 400 people, and among other things called for the abolition of the ISA because of its negative effects on civil society and discouragement of activism. The government's tactics have never been disavowed or rescinded. Moreover, the city-state maintains a mandatory death penalty for drug traffickers convicted of smuggling a certain amount of drugs. Individuals caught with this amount of drugs are assumed to be guilty unless able to prove they were not responsible for trafficking the drug. Finally, the Singapore government has refused some individuals either entry or exit from Singapore. For instance, Dr. Chee Soon Juan, who has been held to be in a state of bankruptcy, has been repeatedly refused permission to leave the country and to speak at international forums. However, the courts typically provide equal access and treatment to citizens, despite concerns raised in a number of politically sensitive cases.

Citations:

Ministry of Home Affairs, *Why the ISA?* Singapore, November 2002, pp. 24-25

To what extent does the state concede and protect political liberties?

Political liberties constitute an independent sphere of democracy and are a prerequisite of political and civil society. They aim at the possibility of the formulation, the presentation and the equal consideration of citizens' preferences and are embodied in the codification and unlimited validity of every individual's right to speak, think, assemble, organize, worship, or petition without government (or even private) interference or restraints.

- | | |
|---|---------------------------------------|
| All state institutions concede and effectively protect political liberties. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| All state institutions for the most part concede and protect political liberties. | 8 <input type="checkbox"/> |
| There are only few infringements. | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| State institutions concede political liberties but infringements occur regularly in practice. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input checked="" type="checkbox"/> |
| <hr/> | |
| Political liberties are unsatisfactory codified and frequently violated. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The government imposes significant constraints on Singaporeans' ability to speak, assemble, organize, and worship freely. Speech is restricted by the potential for defamation lawsuits, the revocation of press licenses, so-called out-of-bounds markers, and other means. Protests can only be held at Speakers' Corner, as permits for protests elsewhere are never granted. Even indoor private forums, which are allowed under law to be held, have been obstructed. Assembly rights were recently tightened further by the passage of the Public Order Act of 2010, which grants the police the right to ban a person from a public space for 24 hours if he or she is suspected of pursuing a political cause. Priests may not address political issues without government permission. As mentioned above (see "media freedom"), the government justifies its restrictions on freedom of speech and the press as a means of minimizing the threat of racial riots arising from Singapore's multiracial and religiously pluralistic population. However, critics argue that these restrictions are simply tools for the maintenance of power, evidenced by their frequent use in cases having nothing to do with race or religion. Out-of-bounds markers, for instance, were invoked against Catherine Lim for asserting there was an "affective divide" between the people and the government. Similarly, well-known blogger mrbrown lost a column in Today for stating that Singaporeans were fed up with progress.

S 3 Civil Rights

S 3.3 Non-Discrimination

How effectively does the state protect against discrimination based on gender, physical ability, ethnic origin, social status, political views or religion?

This question evaluates policies of state institutions aimed at preventing discrimination. Such an evaluation should refer to the measures taken by these institutions and their impact. The extent of observable discrimination may be used as an indicator for the efficacy of anti-discrimination policies.

Please note that this question also includes an assessment of how effectively the state protects the rights of disadvantaged persons or persons belonging to minorities by positive discrimination measures, special representation rights or autonomy rights.

- | | | |
|--|----|-------------------------------------|
| State institutions effectively protect against and actively prevent discrimination. | 10 | <input type="checkbox"/> |
| Cases of discrimination are extremely rare. | 9 | <input type="checkbox"/> |
| <hr/> | | |
| State anti-discrimination protections are moderately successful. Few cases of discrimination are observed. | 8 | <input type="checkbox"/> |
| | 7 | <input checked="" type="checkbox"/> |
| | 6 | <input type="checkbox"/> |
| <hr/> | | |
| State anti-discrimination efforts show limited success. Many cases of discrimination can be observed. | 5 | <input type="checkbox"/> |
| | 4 | <input type="checkbox"/> |
| | 3 | <input type="checkbox"/> |
| <hr/> | | |
| The state does not offer effective protection against discrimination. | 2 | <input type="checkbox"/> |
| Discrimination is widespread in the public sector and in society. | 1 | <input type="checkbox"/> |

Singapore is a multiethnic and religiously pluralistic state. The government has instituted a number of measures designed to integrate the various groups. For instance, public housing quotas assure a certain ethnic balance. The constitution states that no one should be discriminated against based on race, language or religion, and the Presidential Council for Minority Rights and Presidential Council for Religious Harmony are respectively tasked with protecting the rights of minorities and ensuring religious harmony. The Public Service Commission works to ensure that recruitment and promotion within the Singapore Civil Service is based on merit and not patronage, gender, race or religion. In 2006, the government established the Tripartite Alliance for Fair Employment Practices, which is supposed to promote non-discriminatory practices.

However, Singapore does not have a specific anti-discrimination law, and the fulfillment of anti-discrimination guidelines is left to the employer. During an interview broadcast on Channel News Asia, Minister of State for Manpower Tan Chuan Jin has said, "Anti-discrimination laws would reduce flexibility in the labor market, which is a strength for Singapore." This lack of state regulation has led to a number of allegations of discrimination at the workplace, such as giving preference in hiring to foreigners. Moreover, the constitution does not explicitly include gender within its non-discrimination clause. Discriminatory practices may in fact be enhanced by citizens' official division (in their passport and another documents) into four main ethnic groups, as well as by race-based tracking in schools and language requirements. However, as Koh Jie Kai asserts in the Online Citizen, hard evidence supporting these claims is lacking. Moreover, Malays are given special status by the constitution, while at the same time being educationally and politically marginalized, according to L.Z. Rahim. In the military, discrimination took place in the early years of implementing national service, with regard to military appointments and promotions deemed sensitive or strategic. The country's law against male homosexual activity can also be seen as discriminatory. However, in recent years some Malay officers have been promoted to senior positions in the Singapore Armed Forces.

Citations:

CNA 1 Nov 2011

<http://theonlinecitizen.com/2007/01/time-to-get-tough-on-job-discrimination-part-one>

Rahim L.Z. 2001. *The Singapore Dilemma: The Political and Educational Marginality of the Malay Community*. Oxford University Press, Kuala Lumpur

S 4 Rule of Law

S 4.1 Legal Certainty

To what extent do government and administration act on the basis of and in accordance with legal provisions to provide legal certainty?

This question assesses the extent to which executive actions are predictable (i.e., can be expected to be guided by law).

- | | |
|---|---------------------------------------|
| Government and administration act predictably, on the basis of and in accordance with legal provisions. Legal regulations are consistent and transparent, ensuring legal certainty. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| Government and administration rarely make unpredictable decisions. Legal regulations are consistent, but leave a large scope of discretion to the government or administration. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Government and administration sometimes make unpredictable decisions that go beyond given legal bases or do not conform to existing legal regulations. Some legal regulations are inconsistent and contradictory. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Government and administration often make unpredictable decisions that lack a legal basis or ignore existing legal regulations. Legal regulations are inconsistent, full of loopholes and contradict each other. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Overall, Singapore's legal system is renowned for its predictability and efficiency, and is a major draw for multinational corporations within the business and financial sectors. In 2008, the Political and Economic Risk Consultancy (PERC) ranked Singapore's judicial system as the second best in Asia. Judicial appointments are tightly regulated, with the process following English common law. Overall, the system is predictable and contains sufficient avenues for appeal.

However, it should be noted that Singapore's judiciary has repeatedly been accused of partisan bias, particularly in political cases. The government has repeatedly used libel lawsuits to bankrupt opposition politicians (who are then barred from competing for political office), and allegedly even to silence foreign media organizations. In a 2004 report, the U.S. State Department consequently accused Singapore's courts of being compliant to the executive and provided considerable details regarding the case of Dr. Chee Soon Juan, for example. In fact, the ruling party's near-monopoly on power does hold the potential to undermine judicial impartiality.

Separately, there are some laws that create uncertainty in the political realm. For instance, the out-of-bounds markers used to limit speech have never been clearly specified. It is therefore unclear what kind of political discourse is in fact not allowed.

Citations:

www.state.gov/j/drl/rls/hrrpt/2004/41659.htm

S 4 Rule of Law

S 4.2 Judicial Review

To what extent do independent courts control whether government and administration act in conformity with the law?

This question examines how well the courts can review actions taken and norms adopted by the executive. To provide effective control, courts need to pursue their own reasoning free from the influence of incumbent governments, powerful groups or individuals. This requires a differentiated organization of the legal system, including legal education, jurisprudence, regulated appointment of the judiciary, rational proceedings, professionalism, channels of appeal and court administration.

Independent courts effectively review executive action and ensure that the government and administration act in conformity with the law. 10
9

Independent courts usually manage to control whether the government and administration act in conformity with the law. 8
7
6

Courts are independent, but often fail to ensure legal compliance. 5
4
3

Courts are biased for or against the incumbent government and lack effective control. 2
1

While the constitution does not explicitly grant the Court of Appeal the authority to declare laws or executive actions unconstitutional, the court ruled in a 1994 decision that it does indeed have this power. However, courts have made use of this power only rarely. The fact that the Singapore government abolished the right of appeal to the Privy Council in London in 1994 suggests that this low rate of judicial review is no coincidence. Indeed, the Privy Council's overturning of a 1980s decision involving opposition politician J.B. Jeyaretnam was quickly followed by the government's passage of the Amendment Act, which removed the possibility of appeal to the Privy Council for disciplinary matters.

Jolene Lin contends that the judiciary in Singapore plays "a relatively small role in regulatory governance" and has "limited influence on executive decision-making." She describes Singapore's conservative approach to administrative law as "the modest undertaker," and attributes this role to "the prevailing regulatory culture that discourages confrontation between the regulator and the regulated, and the absence of other elements of good governance such as rights of public participation in administrative rule-making and freedom of information within the overall architecture of regulation and governance in Singapore."

Citations:

Jolene Lin, "The Judicialization of Governance: The Case of Singapore," in Tom Ginsberg and Albert H.Y. Chen (eds.), *Administrative Law and Governance in Asia: Comparative Perspectives* (London: Routledge, 2009), pp. 288-289.

S 4 Rule of Law

S 4.3 Appointment of Justices

To what extent does the process of appointing (supreme or constitutional court) justices guarantee the independence of the judiciary?

This question regards supreme or constitutional courts' sufficient independence from political influence as a prerequisite of a functioning democratic system. The appointment process is a crucial factor which determines judiciary independence.

The prospect of politically "neutral" justices increases accordingly with greater majority requirements and with the necessity of cooperation between involved bodies. A cooperative appointment process requires at least two involved democratically legitimized institutions. Their representative character gives them the legitimacy for autonomous nomination or elective powers. In an exclusive appointment process, a single body has the right to appoint justices irrespective of veto points; whereas in cooperative procedures with qualified majorities independence of the court is best secured.

When answering the question take also into account whether the process is formally transparent and adequately covered by public media. If your country does not have a supreme or constitutional court, evaluate the appointment process of the appellate court that is responsible for citizens' appeals against decisions of the government.

Justices are appointed in a cooperative appointment process with special majority requirements.	10 <input type="checkbox"/>
	9 <input type="checkbox"/>
<hr/>	
Justices are exclusively appointed by different bodies with special majority requirements or in a cooperative selection process without special majority requirements.	8 <input type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
Justices are exclusively appointed by different bodies without special majority requirements.	5 <input type="checkbox"/>
	4 <input checked="" type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
All judges are appointed exclusively by a single body irrespective of other institutions.	2 <input type="checkbox"/>
	1 <input type="checkbox"/>

The prime minister and his cabinet, in consultation with the chief justice, nominate potential Supreme Court justices and all subordinate court justices, who are then appointed by the president. With the exception of the Supreme Court candidates, most of these nominations are in fact dealt with by civil servants, and there is at least the potential that justices are selected based on political reliability, as asserted by former Solicitor General Francis Seow. Some justices are under contract and can be removed at the end of their term. Moreover, justices can also be removed by a vote of one-fourth of the members of parliament, which is controlled in significant majority by the ruling party. The process is not transparent and is not covered in detail by the local press.

S 4 Rule of Law

S 4.4 Corruption Prevention

To what extent are public officeholders prevented from abusing their position for private interests?

This question addresses how the state and society prevent public servants and politicians from accepting bribes by applying mechanisms to guarantee the integrity of officeholders: auditing of state spending; regulation of party financing; citizen and media access to information; accountability of officeholders (asset declarations, conflict of interest rules, codes of conduct); transparent public procurement systems; effective prosecution of corruption.

- | | |
|--|---------------------------------------|
| Legal, political and public integrity mechanisms effectively prevent public officeholders from abusing their positions. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| Most integrity mechanisms function effectively and provide disincentives for public officeholders willing to abuse their positions. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Some integrity mechanisms function, but do not effectively prevent public officeholders from abusing their positions. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Public officeholders can exploit their offices for private gain as they see fit without fear of legal consequences or adverse publicity. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Singapore has strict rules in place that prevent office holders from abusing their position. The Prevention of Corruption Act of 1960 is particularly broad in scope, carrying high penalties for violators. The government also enacted the Corruption (Confiscation of Benefits) Act in 1989, allowing for the confiscation of assets held by a deceased defendant. An extensive outreach program is today conducted by the Public Education Group in the Corrupt Practices Investigation Bureau (CPIB). Anti-corruption efforts are reviewed by two committees, the Anti-Corruption Advisory Committee (ACAC) and the Anti-Corruption Review Committee (ACRC), while the main agency responsible for conducting actual corruption investigations is the Corrupt Practices Investigation Bureau (CPIB), which is located within the Prime Minister's Office. Technically, the director of the CPIB can even investigate the prime minister without his or her permission if permission is received from the elected president. Overall, Singapore's anti-corruption efforts are generally regarded favorably by scholars, local businesspeople and expats.

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S 5.1 Economic Policy

How successful has economic policy been in providing a reliable economic framework and in fostering international competitiveness?

This question addresses the existence of a government's general strategy to support the future-oriented development of its economy through regulatory policy. Sound economic policy is expected to adhere to the following principles: clear-cut assignment of tasks to institutions, refraining from unnecessary discretionary actions, frictionless interlinkage of different institutional spheres (labor market, enterprise policy, tax policy, budgetary policy) and the coherent set-up of different regimes (e.g. dismissal protection, co-determination rights, efficiency of anti-monopoly policies, income taxation). Countries following these principles are able to increase overall productivity, become more attractive for internationally mobile factors of production and thus raise their international competitiveness.

When answering the question, focus on the use and interplay of different regimes with regard to the aims of economic policy.

- | | |
|---|--|
| Economic policy fully succeeds in providing a coherent set-up of different institutional spheres and regimes, thus stabilizing the economic environment. It largely contributes to the objectives of fostering a country's competitive capabilities and attractiveness as an economic location. | 10 <input checked="" type="checkbox"/>
9 <input type="checkbox"/> |
| <hr/> | |
| Economic policy largely provides a reliable economic environment and supports the objectives of fostering a country's competitive capabilities and attractiveness as an economic location. | 8 <input type="checkbox"/>
7 <input type="checkbox"/>
6 <input type="checkbox"/> |
| <hr/> | |
| Economic policy somewhat contributes to providing a reliable economic environment and helps to a certain degree in fostering a country's competitive capabilities and attractiveness as an economic location. | 5 <input type="checkbox"/>
4 <input type="checkbox"/>
3 <input type="checkbox"/> |
| <hr/> | |
| Economic policy mainly acts in discretionary ways essentially destabilizing the economic environment. There is little coordination in the set-up of economic policy institutions. Economic policy generally fails in fostering a country's competitive capabilities and attractiveness as an economic location. | 2 <input type="checkbox"/>
1 <input type="checkbox"/> |

Singapore was ranked second in the World Economic Forum's 2011 – 2012 Global Competitiveness Index. Moreover, the Economist Intelligence Unit (EIU) called Singapore the most competitive city in

Asia in 2012, ranking it globally third after New York and London. GDP per capita is relatively high and inflation is relatively low. Singapore is famous for its economic strategy; with support from international organizations, a great number of studies from a variety of other countries have studied the city-state with the object of adapting its success to their own environments. One of the most intensive studies was performed by Edgar H. Schein (1996), who in his book *Strategic Pragmatism: The Culture of Singapore's Economic Development Board* demonstrated how one key institution's internal culture had contributed to Singapore's economic miracle. In particular, Schein highlighted the organizational strength of this hierarchically structured body. More broadly, observers have noted Singapore's ability to set clear targets and implement plans that are regularly adjusted to changing conditions.

Citations:

Edgar H. Schein. *Strategic Pragmatism: The Culture of Singapore's Economic Development Board*. Cambridge: MIT Press, 1996

How effectively does labor market policy in your country address unemployment?

This question addresses a government's strategies to reconcile the following objectives: unemployment reduction and job security, and balancing supply and demand on the labor market by providing sufficient mobility of the labor force according to the needs of potential employers. To assess labor market policy comprehensively, special emphasis should be placed on the positive or detrimental effects resulting from labor market regulation (e.g., dismissal protection, minimum wages, collective agreements) and from the modus operandi of unemployment insurance.

- Successful strategies ensure unemployment is not a serious threat. 10
9
-
- Labor market policies have been more or less successful. 8
7
6
-
- Strategies against unemployment have shown little or no significant success. 5
4
3
-
- Labor market policies have been unsuccessful and unemployment has risen. 2
1

Singapore has a low unemployment rate and a relatively high employment rate of 77%. There is no minimum wage law, as this type of policy is deemed to have a negative impact on business. A Workfare Income Supplement (WIS) is paid to workers that earn less than SGD 1700 a month. About 400,000 workers receive these benefits, an indication that finding a decently paid job is quite difficult. As a consequence, the wage gap between high- and low-income Singaporeans has widened in the last 10 years. Moreover, Singapore has no program of unemployment benefits or similar insurance. This means that many Singaporeans may not be registered as unemployed even if they lack work. There are some public assistance programs in place designed to help all low-income or needy Singaporeans. The government provides some assistance in the form of job training, course fee subsidies, counseling and job-database services.

S 7.1 Enterprise Policy

How successful has enterprise policy been in fostering innovation, entrepreneurship and economic competitiveness, and in stimulating private investment?

Private investment includes not only the acquisition of capital stock, but also entrepreneurial transactions aimed at investment, such as developing human capital, the restructuring of companies, establishing new companies, etc.

Enterprise policy has been successful in achieving the objectives of fostering innovation, entrepreneurship and economic competitiveness, and stimulating private investment. **10**
9

Enterprise policy has largely achieved these four objectives. **8**
7
6

Enterprise policy has partly achieved these four objectives. **5**
4
3

Enterprise policy has not achieved the objectives of fostering innovation, entrepreneurship and economic competitiveness, and stimulating private investment. **2**
1

The country's perceived lack of innovation has long been a major governmental concern. In recent years, Singapore has increasingly put high-tech industry at the center of its development strategy, thus requiring a corresponding emphasis on innovation. According to some observers, the government's strong emphasis on innovation has led to considerable innovations within the public service. Singapore's Economic Development Board (EDB) has set a goal of establishing the city-state as a "home for innovation," and thus strives to support innovation through collaboration in Asia and worldwide. However, most investment is done by government-linked corporations, and the role of truly private capital is relatively minimal. This may be due to the fact that the city-state has a high real interest rate.

To what extent does taxation policy realize goals of equity, competitiveness and the generation of sufficient public revenues?

The objectives of justice and allocative efficiency suggest that taxation policies do not discriminate between different groups of economic actors with similar tax-paying abilities, such as corporate and personal income taxpayers (horizontal equity). Tax systems should also impose higher taxes on persons or companies with a greater ability to pay taxes (vertical equity). Tax rates and modalities should improve or at least not weaken a country's competitive position. However, tax revenues should be sufficient to ensure the long-term financing of public services and infrastructure. "Sufficiency" does not assume any specific ideal level of public expenditure, but refers only to the relationship between public revenues and expenditures.

- | | |
|---|---------------------------------------|
| Taxation policies are equitable, competitive and generate sufficient public revenues. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| Taxation policies fail to achieve one of the three principles. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Taxation policies fail to achieve two of the three principles. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Taxation policies fail to realize the following three principles: equity, competitiveness and the generation of sufficient public revenues. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The Income Tax Act establishes Singapore's formal taxation framework. The city-state has a progressive tax system for local residents, with tax rates ranging from 0% to 20%. In most cases, capital gains are not subject to tax. As income is taxed primarily on a territorial basis, only income received within the city-state is subject to taxes. The government introduced a goods and services (GST) tax in 1994, which stands at currently 7%, and which has been criticized for taxing everyone equally including the poor. However, it should be noted that the GST is low compared to similar taxes in Europe. In recent years, the government has also provided GST rebates to low-income groups to help them cope with the rising cost of living. Overall, the tax rate has generally been kept low, which has contributed to regular budget surpluses. There is very little tax evasion and the tax system is very simple. Tax collection thus more than sufficiently covers the expenditures of the government.

S 9.1 Budgetary Policy

To what extent does budgetary policy realize the goal of fiscal sustainability?

This question focuses on the aggregate of public budgets and does not assess whether budgets reflect government priorities or induce departments to manage efficiently. Sustainable budgeting should enable a government to pay its financial obligations (solvency), sustain economic growth, meet future obligations with existing tax burdens (stable taxes) and pay current obligations without shifting the cost to future generations (inter-generational fairness).

- Budgetary policy is fiscally sustainable. 10
9

- Budgetary policy achieves most standards of fiscal sustainability. 8
7
6

- Budgetary policy achieves some standards of fiscal sustainability. 5
4
3

- Budgetary policy is fiscally unsustainable. 2
1

Singapore has the second-highest debt-to-GDP ratio among the Asian countries selected for this study. Nevertheless, the country's financial accounts demonstrate strong performance. In other words, fiscal sustainability is not presently a problem for the city-state

Singapore has been widely praised for having a high-quality health care system, a fact reflected in the city-state's extremely low infant mortality rates and high life expectancy. In 2000, the World Health Organization (WHO) ranked Singapore's system as the world's sixth best. The system combines government subsidies, a compulsory saving scheme (Medisave) and price controls. However, the government spends very little on health care in terms of overall budgetary share: In 2012, the government was expected to spend 1.6% of its budget on health care, though this figure is expected to rise to 3.5% by 2030. In an effort to keep prices low, the government encourages competition and price comparison, forcing health care providers to publish information on costs. Approximately one-third of health care spending is directly paid by individuals through Medisave accounts that are a part of the Central Provident Fund, a broader system also used for pensions and housing expenditures.

To what extent does social policy in your country prevent exclusion and decoupling from society?

Reducing the various risks of social exclusion is a core task of social policy. The prevention of poverty and the provision of enabling conditions for equal opportunity in society are essential elements of such a policy. In addition to poverty, please take also into account additional dimensions of exclusion like the experience of marginalization and the desire to be appreciated when evaluating socioeconomic disparities.

- | | |
|--|---------------------------------------|
| Policies very effectively enable societal inclusion and ensure equal opportunities. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| For the most part, policies enable societal inclusion effectively and ensure equal opportunities. | 8 <input type="checkbox"/> |
| | 7 <input checked="" type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| For the most part, policies fail to prevent societal exclusion effectively and ensure equal opportunities. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Policies exacerbate unequal opportunities and exclusion from society. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Singapore's social policy offers a kind of paradox. The city-state is home to some of the most dramatic inequality in the developed world as measured by the Gini coefficient, which has dramatically risen in the past decades. However, most residents seem satisfied, at least as reflected in the World Happiness Database. In the 2006 Satisfaction with Life Index, Singapore was ranked at 53rd place out of 178 countries. The city-state does not have an official poverty line. Moreover, it is almost impossible to see any beggars in Singapore, as it is a punishable offense, and beggars are occasionally arrested by the police (most recently a group of foreigners in Yishun).

Singapore's per capita GDP has increased substantially over time, from \$400 in 1959 to \$51,969 in 2010. When the PAP government assumed office in June 1959, it was saddled with two serious problems: a serious housing shortage, with half the population was living in squatter huts, and an unemployment rate of 14%. The government established the Housing and Development Board (HDB) in February 1960 with the goal of implementing a low-cost public housing program, and created the Economic Development Board (EDB) in August 1961 with the aim of reducing unemployment by attracting foreign investment to Singapore. The HDB's success ultimately resulted in 82% of the population living in public housing, and the EDB's effectiveness in attracting foreign investment is responsible to a large extent for Singapore's rapid economic growth. Furthermore, the government's focus on providing equal opportunities for education to all citizens, regardless of their race, language or religion, has enabled low-income Singaporeans to move up the social ladder thanks to education, which has proved a vital channel for upward mobility in Singapore. However, there are also growing challenges, such as the fact that Singapore is now the world's ninth most expensive city, according to the Economist Intelligence Unit (2012). Housing prices in particular have skyrocketed. Wages for many Singaporeans have also stagnated over the past decade.

Citations:

Manu Bhaskaran. 2012. "Inequality and the Need for a New Social Contract," Singapore Perspectives 2012. Background Paper.

To what extent do family support policies in your country enable women to combine parenting with participation in the labor market?

Traditional family patterns confine mothers to opt out of gainful employment and focus on household and child care work, a division of roles that has lost acceptance among an increasing number of women. This question is based on the assumption that an optimal system of family support should enable women to decide freely whether and when they want to remain full-time mothers or take up full- or part time employment.

- | | |
|--|---------------------------------------|
| Family support policies effectively enable women to combine parenting with employment. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| Family support policies provide some support for women who want to combine parenting and employment. | 8 <input type="checkbox"/> |
| | 7 <input checked="" type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Family support policies provide only few opportunities for women who want to combine parenting and employment. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Family support policies force most women to opt for either parenting or employment. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

While new mothers have the right to receive four months of parenting leave, there is no equivalent for fathers. According to the Association of Women for Action and Research (AWARE), this is a great problem, as this places the child care burden on the mothers and reduces their long-term earnings. Moreover, according to AWARE, some companies still terminate pregnant women, especially if they are contract workers. A 2011 poll revealed that a mere 49% of companies were willing to hire women who are mothers. AWARE conducted its own survey in 2011, finding that 60% of women spend more time taking care of their children than did their husbands. According to Singapore's 2011 Yearbook of Statistics, in 2010, there were 63,955 children enrolled in some form of child care, well below the country's capacity of 77,792 available places.

The government has provided working mothers with incentives including extended maternity leave provisions, enhanced financial baby bonuses, parenthood tax rebates and paid child care leave. However, incentives could be further enhanced by extending parenting leave provisions to fathers, and by increasing the duration of paid child care leave, as is done in the Scandinavian countries. Furthermore, the government should also provide more child care facilities at affordable cost. Singapore was ranked 82nd among 142 countries for female participation in the labor force in the World Economic Forum's Global Competitiveness Report 2011 – 2012 (p. 478).

To what extent does pension policy in your country realize goals of poverty prevention, inter-generational equity and fiscal sustainability?

An optimal pension system should prevent poverty among the elderly due to retirement and should be based on distributional principles that do not erode the system's fiscal stability. It should ensure equity among pensioners, the active labor force and the adolescent generation. These objectives may be achieved by different pension systems: exclusively public pension systems, a mixture of public and private pension schemes, or publicly subsidized private pension plans. Accumulating public and private implicit pension debt is undesirable.

- | | |
|--|---------------------------------------|
| The pension policy is fiscally sustainable, guarantees inter-generational equity and effectively prevents poverty caused by old age. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| The pension policy fails to realize one of these three principles. | 8 <input checked="" type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The pension policy fails to realize two of these three principles. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The pension policy is fiscally unsustainable, does not effectively prevent old-age poverty and fails to achieve inter-generational equity. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Singapore's Central Provident Fund (CPF) is a mandatory savings scheme that dates back to 1955, under British colonial rule. Native Singaporeans and other permanent residents are required to contribute to the fund, and employers are required to provide additional contributions on behalf of their workers. Self-employed people can make voluntary contributions. High-ranking civil servants and foreign workers can rely on smaller pension schemes. Overall, it is difficult to assess the adequacy of this pension scheme, as individuals can withdraw portions of their benefits long before retirement, and receive the remaining pension money as a lump sum upon retirement. There is no requirement to buy an annuity, which means that only a tiny fraction of the elderly population receives a regular pension. Many retirees depend on their families for their old age support; this support is mandated by law. At present, according to the National Survey on Senior Citizens, three-quarters of elderly women and 40% of elderly men are primarily dependent on their children in their retirement. This can raise difficulties if children are unwilling to support their parents adequately, or if parents lose their children. In 2010, 9,755 elderly people were living in home care facilities, up from 6,022 people in 2000. An Institute for Policy Studies (IPS) report found in 2010 that 20% of the elderly felt their income was not adequate. Among those who work beyond the retirement age, 67% do so because they need the money for their daily expenses.'

Citations:

Yap Mui Teng. 2008. "Demography of Ageing and Older Women in Singapore," presentation at "Successful Ageing in Singapore: Older Men and Women in a Society of Longevity" October 24

How effectively do policies in your country support the integration of migrants into society?

This question covers integration-related policies comprising a wide array of cultural, education and social policies insofar as they affect the status of migrants or migrant communities in society. The objective of integration precludes forced assimilation but favors integration by acquisition of nationality.

Cultural, education and social policies effectively support the integration of migrants into society. **10**
9

Cultural, education and social policies seek to integrate migrants into society, but have failed to do so effectively. **8**
7
6

Cultural, education and social policies do not focus on integrating migrants into society. **5**
4
3

Cultural, education and social policies segregate migrant communities from the majority society. **2**
1

Integration has become an increasingly important concern for the government, as new immigrants have been actively sought, and many thousands of individuals have come to Singapore to live and work. Overall, there has been some progress in the area. The government has established the National Integration Council (NIC), which conducts English proficiency courses for newcomers among other services, was established in April 2009 to promote and foster social integration among Singaporeans and the new immigrants by encouraging collaborative social integration efforts among the people, the public sector and the private sector. Four working groups have been formed to promote integration respectively in the community, the schools, workplaces and the media. A Community Integration Fund (CIF) was created in 2009 to support 11 community celebrations designed to bring locals and new immigrants together. Another comparatively recent initiative is the Singapore Citizenship Journey, which provides an orientation program for new citizens. Finally, Integration and Naturalization Champions (INCs) work with grassroots leaders to encourage new citizens to participate in various community activities. However, some Singaporeans are showing growing discontent concerning these new arrivals, a fact becoming apparent on a number of Internet forums such as the Temasek Times. Negative sentiments have been catalyzed by particular events involving recent immigrants, such as the crash of a wealthy Chinese expatriate's Ferrari into a local taxi, in which all three individuals – the expatriate, the taxi driver and the taxi's passenger – perished. Despite the government's continued insistence on the need for further immigration, the rising levels of xenophobia suggest that integration programs have a very difficult task to perform.

How effectively does external security and defense policy in your country protect citizens against security risks and safeguard the national interest?

This question rests on the assumption that the aims of protecting citizens against security risks and safeguarding the national interest can be achieved by many different ways and combinations of security and defense policies. In addition a combination of various domestic and external policies can achieve an effective protection against new security risks arising from threats like terrorism. On the one hand the effectiveness of these policies depend on the relation between the aims and strategies of the defense policy and the way the military forces are financed, fitted with high-tech and state-of-the-art equipment and supported by a national consensus on the desired defense policy. On the other hand the membership in collective security alliances/organizations/treaties, the internal integration of domestic intelligence communities and their cooperation with regional/international counterparts, the promotion of neighbourhood stability, conflict prevention and assistance/risk containment for failed states are necessary pre-conditions to a successful security policy. Whereas military expenditures alone say little about the effectiveness of external security policy, they have to be taken into account in order to assess the cost/benefit-ratio of these policies.

External security policy protects citizens against security risks and safeguards the national interest very effectively.	10 <input checked="" type="checkbox"/>
	9 <input type="checkbox"/>
<hr/>	
External security policy protects citizens against security risks and safeguard the national interest more or less effectively.	8 <input type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
External security policy does not effectively protect citizens against security risks and safeguard the national interest.	5 <input type="checkbox"/>
	4 <input type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
External security policy exacerbates the security risks and does not safeguard the national interest.	2 <input type="checkbox"/>
	1 <input type="checkbox"/>

Singapore has long put a very strong emphasis on defense policy. From the point of independence in 1965, leaders have repeatedly highlighted the city-state's considerable vulnerabilities. The belief that Singapore faces strong threats has led to attempts to learn from countries such as Israel, with which Singapore has maintained a close relationship. The present defense policy is known as Total Defense, and goes beyond military defense to include civil, economic, social and psychological defense. It stresses the importance of every Singaporean being ready to defend the country. The strategy is accompanied by a Total Defense Campaign and an annual Total Defense Day (February 15, the day the British surrendered to the Japanese). Additional parts of the military strategy include the relatively large military budget (6% of GDP) and the comparatively long compulsory two-year period of military service for male Singaporeans over the age of 18. At the same time, Singapore's foreign policy aims at the promotion of amicable relations with its neighbors. The city-state has played a key role in the development of the Association of Southeast Asian Nations (ASEAN), among other regional activities.

How effectively does internal security policy in your country protect citizens against security risks?

This question rests on the assumption that the aims of protecting citizens against security risks like crime, terrorism and similar threats that are more and more internationally organized can be achieved by many different ways and combinations of internal security policies. For example, an effective policy includes objectives such as the internal integration of domestic intelligence and police communities and their regional cross-border cooperation with regional/international intelligence and police communities, the domestic strategy of intelligence and police communities and so on. Whereas expenditures on public order and safety alone say little about the effectiveness of internal security policy, they have to be taken into account in order to assess the cost/benefit-ratio of this policy.

- | | |
|---|---|
| Internal security policy protects citizens against security risks very effectively. | 10 <input checked="" type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| Internal security policy protects citizens against security risks more or less effectively. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Internal security policy does not effectively protect citizens against security risks. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Internal security policy exacerbates the security risks. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Singapore is known for its low crime rates (606 crime cases recorded per 100,000 population in 2010)) and effective law enforcement. Seven departments are tasked with internal security, maintaining law and order, and the protection of lives and property, including the Singapore Police Force (SPF), the Internal Security Department (ISD), the Singapore Civil Defense Force (SCDF), the Singapore Prison Service (SPS), the Central Narcotics Bureau (CNB), the Immigration and Checkpoints Authority (ICA), and the Home Team Academy (HTA). For fiscal year 2012, the government allocated SGD 3.4 billion for these ministries. Crime prevention is emphasized particularly strongly by the government's strategy, and the state imposes very harsh punishment for a number of crimes, including caning and the death penalty. In particular, the trafficking of a specified amount of drugs carries a mandatory death penalty.

The World Economic Forum's Global Competitiveness Report 2011 – 2012 ranked Singapore second among 142 countries, trailing only Finland, in terms of the reliability of its police services (p. 405).

How effectively does environmental policy in your country protect and preserve the sustainability of natural resources and quality of the environment?

This question covers a government's activities aimed at safeguarding the environment and thereby securing the prerequisites for sustainable economic development.

- | | |
|---|--|
| Environmental policy effectively protects, preserves and enhances the sustainability of natural resources and quality of the environment. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| Environmental policy largely protects and preserves the sustainability of natural resources and quality of the environment. | 8 <input checked="" type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Environmental policy insufficiently protects and preserves the sustainability of natural resources and quality of the environment. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Environmental policy has largely failed to protect and preserve the sustainability of natural resources and quality of the environment. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Singapore is known as the “Garden City,” and has aimed to become a “model green city.” Despite the city-state’s small size, the government has made maintaining green spaces a high priority, in order to improve residents’ living conditions and attract investors. The Ministry of the Environment and Water Resources is the main government agency tasked with environmental protection. The government stages an annual campaign around the theme of keeping Singapore green. This has been achieved through the use of effective regulations and direct oversight, using legal and fiscal tools. Moreover, Singapore's concern with sustainability has led it to invest in innovative environmental technologies such as a waste-water recycling system called Newater. However, some have criticized government's approach for its close linkages to economic development. For instance, the protection of habitats for animals has been of concern to environmental activists, who have tried to convince the government to protect the last remaining wild areas in Singapore. In 2010, a National University of Singapore (NUS) study maintained that Singapore was the worst environmental offender among 179 countries, largely due to the city-state’s high land-use intensity. In the last 30 years, Singapore has lost 90% of its forest areas and 67% of its native birds. The city-state is among the highest per capita carbon emitters in the world according to the U.S. Energy Information Administration (EIA).

In a World Health Organization report measuring outdoor air pollution across 1,100 cities in 91 countries from 2003 to 2010, Singapore was ranked 32nd, with a particulate matter (PM-10) level of 29 micrograms per cubic meter in 2009.

Citations:

For more on the NUS Study, see:

Bradshaw, Corey, Xingli Giam and Navjot Sodhi. 2010. “Evaluating the Relative Impact of Countries,” in: *PLoS ONE*, 5: 5, pp. 1-16,

<http://www.plosone.org/article/info%3Adoi%2F10.1371%2Fjournal.pone.0010440>

For more on the particulate matter issue, see:

Amelia Teng and Tay Chern Hui, “The Air Issue,” *Straits Times*, May 29, 2012, p. B6).

To what extent does research and innovation policy in your country support technological innovations that foster the creation and introduction of new products?

This question comprises subsidies and incentives for research institutions conducting basic and applied research, as well as subsidies and incentives for establishing start-up companies that transfer scientific output into products and enhanced productivity. Bureaucratic impediments to research and innovation should also be taken into account.

- | | |
|---|---------------------------------------|
| Research and innovation policy effectively supports innovations that foster the creation of new products and enhance productivity. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| Research and innovation policy largely supports innovations that foster the creation of new products and enhance productivity. | 8 <input checked="" type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Research and innovation policy partly supports innovations that foster the creation of new products and enhance productivity. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Research and innovation policy has largely failed to support innovations that foster the creation of new products and enhance productivity. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Singapore has a strong educational system, producing students that achieve top scores in the areas of mathematics and science. On a per capita basis (measured in purchasing power parity terms), the city-state has the highest gross domestic expenditure on research and development in the Asia-Pacific region. Moreover, Singapore's extensive planning system is conducive to innovation. In order to strengthen the country's innovative capacity, the government has emphasized the development of an increasing number of higher education institutions, and has sought to attract foreign talent to fill development and research positions. The city-state already boasts two major science and technology universities (National University of Singapore and Nanyang Technological University), both of which rank among the world's top 100 universities according to the Times Higher Education-QS World University Rankings. A number of initiatives promoted through the National Research Fund provide financial incentives to university staff and seek to promote entrepreneurial thinking. Moreover, Singapore has been able to attract world-class multinational technology corporations such as Siemens and Panasonic. Nevertheless, innovation capacity remains well below expectations. In the World Economic Forum's Global Competitiveness Report 2008 – 2009, Singapore was ranked just 19th in terms of capacity for innovation. In addition, the city-state demonstrates a comparatively low number of patent applications.

The Global Competitiveness Report 2011 – 2012 ranked Singapore 22nd among 142 countries in terms of how companies obtained technology, one indicator of innovation capacity (p. 514). However, Singapore's ranking was higher within four other indicators: The country was ranked 12th for the quality of its scientific research institutions (p. 515), 2nd after Qatar in terms of the government procurement of advanced technology products (p. 518), 12th in terms of the availability of scientists and engineers (p. 519), and 11th in terms of the number of U.S. patent office patent grants (p. 520).

Citations:

World Economic Forum, Global Competitiveness Report 2011-2012

To what extent does education policy in your country deliver high-quality, efficient and equitable education and training?

This question assesses the extent to which a government's education policy facilitates high-quality learning that contributes to personal development, sustainable economic growth and social cohesion. Your response should focus on the following, irrespective of the education system's organization: the contribution of education policy towards providing a skilled labor force, the graduate output of upper secondary and tertiary education, and (equitable) access to education. While the latter pertains to issues of fairness and distributive justice, it also has implications for a country's international competitiveness as unequal education implies a waste of human potential.

- | | |
|---|---------------------------------------|
| Education policy effectively delivers efficient and equitable education and training. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| Education policy largely delivers high-quality, efficient and equitable education and training. | 8 <input checked="" type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Education policy partly delivers high-quality, efficient and equitable education and training. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Education policy largely fails to deliver high-quality, efficient and equitable education and training. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Singapore places significant emphasis on education, a field overseen by the Ministry of Education. Students score highly in mathematics and science. Compulsory education has been in place since 2003. The World Economic Forum's Global Competitiveness Report 2011 – 2012 ranked Singapore second among 142 countries, trailing only Switzerland, for the quality of its educational system (p. 444). It was ranked first in terms of the quality of math and science education (p. 445), third after Finland and Belgium for the quality of primary education, 38th for its primary education enrollment rate of 96.8% (p. 439), 17th for its secondary education enrollment rate (p. 442), and 27th for a tertiary education enrollment rate of 63.6% (p. 443). The country's education system was ranked 4th in a group of 45 countries in the 2006 Progress in International Reading Literacy Study (PIRLS). In 2009, the Program for International Student Assessment (PISA) identified Singapore as a strong performer and successful reformer in education. However, some criticism has been directed at the system's specialization, rigidity and elitism. This occurs due to educational tracking at a young age, a practice that has been reformed somewhat in recent years by providing students with a greater amount of flexibility to move between different academic tracks. Despite its academic achievements, the city-state's education system does show a number of problems. According to the 2011 Legatum Prosperity Index, education in Singapore is ranked 51st worldwide. Enrollment in primary schools is comparatively low at just under 90%, (significantly lower than the WEF figures) while secondary enrollment is only 77%. Moreover, higher education participation in Singapore seems to be low with less than 34% of Singaporeans enrolled (also lower than the WEF figures, though this figure seem to exclude students enrolled in the Institutes of Technical Education and the polytechnics. Yet the validity of the Legatum Sub-Index on Education is disputed. Researchers at the National Institute of Education (NIE) in Singapore do not use this index because its measure of access to education of 34% is incorrect as it captures only university education and omits enrolment in the Institutes of Technical Education and the many polytechnics in Singapore. Another limitation is that only one variable, that is, a pupil to teacher ratio, was used to measure the quality of education.

Citations:

PISA. <http://www.oecd.org/dataoecd/34/41/46581101.pdf>

Management Index

Executive Capacity

Steering Capability

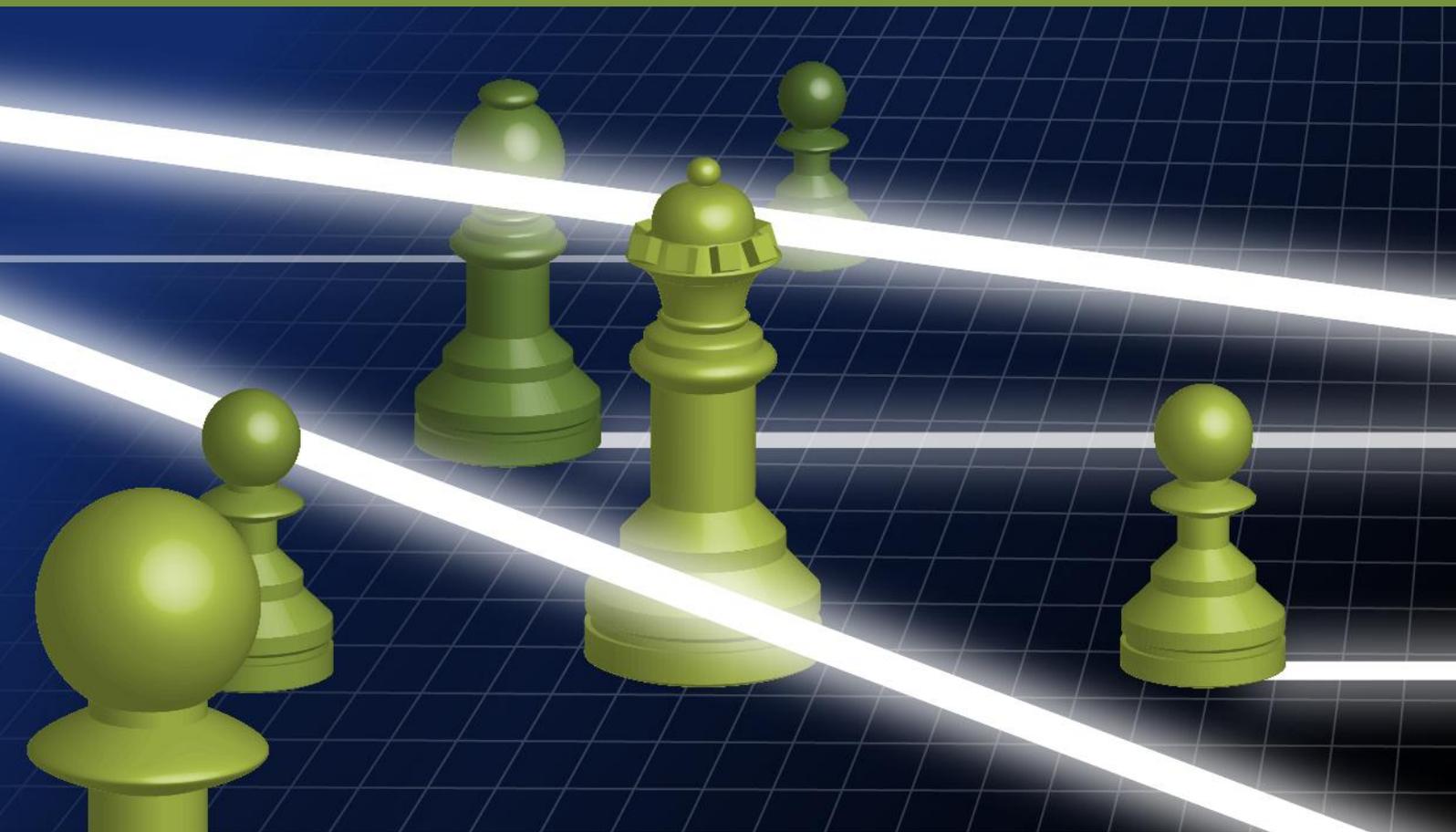
- M 1 Strategic Capacity
- M 2 Inter-ministerial Coordination
- M 3 Evidence-based Instruments
- M 4 Societal Consultation
- M 5 Policy Communication

Institutional Learning

- M 7 Adaptability
- M 8 Organizational Reform Capacity

Policy Implementation

- M 6 Effective Implementation



How much influence does strategic planning have on government decision-making?

Organizational forms of strategic planning include planning units at the center of government and personal advisory cabinets for ministers or the president/prime minister or extra-governmental bodies.

An indicator of influence may be the frequency of meetings between strategic planning staff and the head of government. Please substantiate your assessment with empirical evidence.

Dominant influence.	10 <input checked="" type="checkbox"/>
	9 <input type="checkbox"/>
<hr/>	
Considerable influence.	8 <input type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
Modest influence.	5 <input type="checkbox"/>
	4 <input type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
No influence.	2 <input type="checkbox"/>
	1 <input type="checkbox"/>

Singapore's government is known for its intricate plans and regular evaluation programs aimed at guaranteeing plan fulfillment. Most planning is conducted within the Prime Minister's Office, by either the National Security and Intelligence Coordination (NSIC) or the Public Service Division (PSD). The latter plays a policy coordination role and includes a strategic development cluster, which in turn is made up of a strategic planning and research unit, a strategic workforce planning unit, and an analytics unit. Examples of these detailed plans can be found in the government's approach to urban development, in which growth is closely linked to the generation of economic, political and social stability. In this area, the government has developed a so-called Revised Concept Plan whose broad land-use guidelines are given detail in a large number of individual development guide plans. Regular oversight ensures implementation of the plans. Overall, Singapore's planning system is centrally organized, with the head of the civil service serving as the lead governmental official in the process. Strategic planning was introduced into the Singapore Civil Service (SCS) in 1983 with the adoption of the Shell Company-derived scenario planning and performance appraisal systems. The Scenario Planning Office, a component of the Prime Minister's Office, was reorganized as the Strategic Policy Office (SPO) in 2003 and expanded to include a Strategic Issues Group (SIG). The SIG focuses on issues that cut across several agencies and monitors the implementation of approved policy changes. Interagency SIG project teams work on individual projects. Between 2003 and 2005, for example, 10 SIG project teams were formed to examine such issues as low-wage workers, senior citizens, family and procreation, and immigration.

Citations:

Boon Siong Neo and Geraldine Chen, *Dynamic Governance: Embedding Culture, Capabilities and Change in Singapore* (Singapore: World Scientific Publishing, 2007), pp. 209-210.

How influential are non-governmental academic experts for government decision-making?

An indicator of influence may be the frequency of meetings between government and external academic experts. Please substantiate your assessment with empirical evidence.

Dominant influence.	10 <input type="checkbox"/>
	9 <input type="checkbox"/>
<hr/>	
Considerable influence.	8 <input checked="" type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
Modest influence.	5 <input type="checkbox"/>
	4 <input type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
No influence.	2 <input type="checkbox"/>
	1 <input type="checkbox"/>

The Singapore government regularly consults academic experts in the course of decision-making. Since the government strives for technocratic governance and places a high emphasis on meritocratic decision-making, the impact of academics is relatively high. At the same time, it is impossible to estimate the degree of government influence over academics, as they are closely linked with the Singaporean state and thus tend to agree with the ideological tenets underlying the Singapore government's emphasis on economic development. A number of people have raised concerns about academic freedom in Singapore. For instance, this proved a very divisive topic during negotiations between the National University of Singapore (NUS) and Yale University. In a recently passed resolution, Yale's faculty expressed concern about the city-state's "lack of respect for civil and political rights." Moreover, in a 2009 article on the Online Citizen, Donaldson Tan recounted a number of problematic incidents in which scientists who opposed the status quo were rebuked or were denied data necessary to create sound academic studies capable of critiquing government policies. While the government has relied on external academic experts, it should be noted that most major ministries and statutory boards have their own research units, which conduct research or collect data on issues in their area of jurisdiction. However, when these ministries or boards lack the required expertise, they will hire experts from local universities or from abroad to serve as consultants. In recent years, Singapore's public sector has appointed advisers in areas such as the formulation of new economic policies, the push into biomedical sciences, information and communication technology development, the development of concepts for the "Gardens by the Bay" project, and the development of its universities. Advisers are also appointed as consultants for specific projects or as members of advisory panels to review developments in public agencies and to provide feedback and advice on emerging issues.

Citations:

Tan, Donaldson. 2009. "What academic freedom?" *The Online Citizen*, August 6, <http://theonlinecitizen.com/2009/08/what-academic-freedom/>

Boon Siong Neo and Geraldine Chen, *Dynamic Governance: Embedding Culture, Capabilities and Change in Singapore* (Singapore: World Scientific Publishing, 2007), p. 220.

M 2.1GO Expertise

Does the government office / prime minister's office (GO / PMO) have the expertise to evaluate ministerial draft bills substantively?

This question examines whether the government office (referred to in some countries as the prime minister's office, chancellery, etc.) has capacities to evaluate the policy content of line ministry proposals. In case this question does not fully apply to the structure of relevant institutions in your country, please answer this question according to possible functional equivalents.

The GO / PMO has comprehensive sectoral policy expertise and provides regular, independent evaluations of draft bills for the cabinet / prime minister. These assessments are guided exclusively by the government's strategic and budgetary priorities. **10** **9**

The GO / PMO has sectoral policy expertise and evaluates important draft bills. **8** **7** **6**

The GO / PMO can rely on some sectoral policy expertise, but does not evaluate draft bills. **5** **4** **3**

The GO / PMO does not have any sectoral policy expertise. Its role is limited to collecting, registering and circulating documents submitted for cabinet meetings. **2** **1**

In Singapore's executive-centered system, the Prime Minister's Office (PMO) has a wide array of expertise enabling it to evaluate all policies. The office includes a large number of subordinate agencies such as the Corrupt Practices Investigation Bureau, the Elections Department, the National Climate Change Secretariat, the Public Service Division, the National Population and Talent Division, the National Research Foundation, and the National Security Coordination Secretariat. Furthermore, the Prime Minister's Office also supports the prime minister in various corporate and administrative functions. Finally, two statutory boards – the Monetary Authority of Singapore (MAS) and the Civil Service College (CSC) – also serve under the PMO.

According to the state's 2011 budget, the Prime Minister's Office (PMO) performs three main functions: 1) coordinating the activities of the ministries and the general policies of the government; 2) providing overall policy direction, control and administrative support services for the programs undertaken by the PMO; and 3) overseeing the Corrupt Practices Investigation Bureau ("Budget of the Republic of Singapore," p. 375).

M 2 Inter-ministerial Coordination

Category: Steering Capability

M 2.2GO Gatekeeping

Can the government office / prime minister’s office return items envisaged for the cabinet meeting on the basis of policy considerations?

Please assess whether the GO/PMO is de facto, not only legally, able to return materials on the basis of policy considerations. In case this question does not fully apply to the structure of relevant institutions in your country, please answer this question according to possible functional equivalents.

- The GO/PMO can return all/most items on policy grounds. 10
9

- The GO/PMO can return some items on policy grounds. 8
7
6

- The GO/PMO can return items on technical, formal grounds only. 5
4
3

- The GO/PMO has no authority to return items. 2
1

Due to Singapore’s one-party dominance and strong centralization of power around the prime minister, the PMO is clearly able to return materials on the basis of policy considerations. Moreover, as previously mentioned (see “GO expertise”), the Prime Minister’s Office is responsible for coordinating the activities of the ministries and the government’s general policies, as well as for overall policy direction. Consequently, it can return all items on policy grounds.

M 2 Inter-ministerial Coordination

Category: Steering Capability

M 2.3 Line Ministries

To what extent do line ministries have to involve the government office/prime minister's office in the preparation of policy proposals?

Please assess whether line ministries involve the GO/PMO de facto, not only legally, in the preparation of policy proposals. In case this question does not fully apply to the structure of relevant institutions in your country, please answer this question according to possible functional equivalents.

There are interrelated capacities for coordination in the GO/PMO and line ministries.	10 <input type="checkbox"/>
	9 <input checked="" type="checkbox"/>
<hr/>	
The GO/PMO is regularly briefed on new developments affecting the preparation of policy proposals.	8 <input type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
Consultation is rather formal and focuses on technical and drafting issues.	5 <input type="checkbox"/>
	4 <input type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
Consultation occurs only after proposals are fully drafted as laws.	2 <input type="checkbox"/>
	1 <input type="checkbox"/>

As the Prime Minister's Office is the core power center in Singaporean politics, it is deeply involved in the preparation of policy proposals.

Permanent secretaries (PS) are the top civil servants in Singaporean ministries. The 19 permanent secretaries meet once a week to coordinate policies. This meeting is chaired by the head of the Singapore Civil Service, who is concurrently PS in the Prime Minister's Office and first PS in the Ministry of Finance.

How effectively do ministerial or cabinet committees prepare cabinet meetings?

This question studies whether cabinet committees (composed exclusively of cabinet members) or ministerial committees (composed of several ministers and individual non-cabinet members) effectively filter out or settle issues so that the cabinet can focus on strategic policy debates.

Please assess whether ministerial or cabinet committees are de facto, not only legally, able to prepare cabinet meetings. In case this question does not fully apply to the structure of relevant institutions in your country, please answer this question according to possible functional equivalents.

- | | |
|--|---------------------------------------|
| The large majority of issues are reviewed and scheduled first by/for the committees. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| Most of the issues are prepared by committees. Or: Issues of political or strategic importance are reviewed and scheduled by/for the committees. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| There is hardly any preparation of cabinet meetings by committees. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| There is no preparation of cabinet meetings by committees. Or: There is no ministerial or cabinet committee. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Due to the opaqueness of Singaporean government operations, the extent to which cabinet committees prepare cabinet meetings is unclear. However, the prime minister can from time to time set up cabinet committees to look into specific subject areas such as national population policies; these committees' reports would then be considered by the cabinet.

The Cabinet Office, which is headed by the secretary to the cabinet, provides secretarial and other administrative support services to the cabinet. The secretary to the cabinet liaises with the head of the civil service and various permanent secretaries regarding the preparation and presentation of cabinet papers. He also attends the weekly meetings of the permanent secretaries, which is chaired by the head of the civil service, a figure who also serves as permanent secretary in the Prime Minister's Office and first permanent secretary in the Ministry of Finance.

How effectively do senior ministry officials prepare cabinet meetings?

This question examines whether senior ministry officials (leading civil servants or political appointees including junior ministers below the cabinet level) effectively filter out or settle issues so that the cabinet can focus on strategic policy debates.

Please assess whether senior ministry officials are de facto, not only legally, able to prepare cabinet meetings. In case this question does not fully apply to the structure of relevant institutions in your country, please answer this question according to possible functional equivalents.

Most issues arrive in time to be reviewed and scheduled first by/for the senior ministry officials (i.e., more than 70 percent of cabinet agenda items are prepared). **10**
9

Many of the issues are prepared by senior ministry officials (i.e., 50-70 percent of cabinet agenda items are prepared). **8**
7
6

There is some preparation of cabinet meetings by senior ministry officials (i.e., less than 50 percent of cabinet agenda items are prepared). **5**
4
3

There is no or hardly any preparation of cabinet meetings by senior ministry officials. **2**
1

The opaqueness of the government does not allow a full evaluation of the role of senior ministry officials in preparing cabinet meetings. However, due to Singapore's strongly centralized power structures and one-party dominance, it can be assumed that cabinet meetings are fully and effectively prepared by senior ministry officials.

For major policy initiatives and changes, ministers typically form policy review teams that consist of internal staff and are chaired by senior civil servants. These groups prepare papers for final approval by the cabinet. The format of a cabinet paper is divided into six sections: 1) background, explaining why the paper is necessary; 2) the aim of the paper (including a description of the decision required); 3) the body, discussing main issues, problems and alternatives, and providing analysis of alternatives; 4) a context section describing consultation with other agencies and their responses, financial issues, land use and legal implications, anticipated reactions, and any proposed communication plans; 5) conclusions; and 6) recommendations.

Citations: Boon Siong Neo and Geraldine Chen, *Dynamic Governance: Embedding Culture, Capabilities and Change in Singapore* (Singapore: World Scientific Publishing, 2007), pp. 217-218.

How effectively do line ministry civil servants coordinate policy proposals?

This question refers to administrative coordination and examines to what extent civil servants of individual ministries effectively coordinate the drafting of policy proposals with other ministries so that political coordination bodies and the cabinet can focus on strategic policy debates.

In case this question does not fully apply to the structure of relevant institutions in your country, please answer this question according to possible functional equivalents.

- | | |
|---|---------------------------------------|
| Most policy proposals are effectively coordinated by civil servants. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| Many policy proposals are coordinated by civil servants. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| There is some coordination of policy proposals by civil servants. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| There is no or hardly any coordination of policy proposals by civil servants. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The opaqueness of Singaporean government operations does not allow a full evaluation of the role of line ministry civil servants in coordinating policy proposals. Considering Singapore's effective policy implementation process and its hierarchical and centralized power structure, it is highly likely that line ministry civil servants coordinate policy proposals effectively.

As noted above (see "line ministries") the 18 permanent secretaries meet once a week to coordinate policies proposed by their respective ministries.

M 2 Inter-ministerial Coordination

Category: Steering Capability

M 2.7 Informal Coordination Procedures

How effectively do informal coordination mechanisms work?

This question examines whether there are informal coordination mechanisms (examples: coalition committees, informal meetings within government or with party groups, informal meetings across levels of government) which effectively filter out or settle issues so that the cabinet can focus on strategic policy debates?

- Most policy proposals are effectively coordinated by informal mechanisms. 10
9
-
- Many policy proposals are coordinated by informal mechanisms. 8
7
6
-
- There is some coordination of policy proposals by informal mechanisms. 5
4
3
-
- There is no or hardly any coordination of policy proposals by informal mechanisms. 2
1

As policies are effectively implemented in Singapore through formal mechanisms, informal mechanisms are not important. However, when Goh Chok Tong was prime minister (from November 1990 to July 2004), he revealed that after the weekly pre-cabinet lunch, he divided the weekly cabinet meeting into two parts: 1) the formal session, which was chaired by him and conducted like a board meeting, and 2) the informal session, where Senior Minister Lee Kuan Yew was invited to share his experience and expertise on the subjects discussed during the formal session, thus preventing younger ministers from making mistakes.. However, Lee Kuan Yew does not attend cabinet meetings today, as he is no longer minister mentor in the government formed after the May 2011 general election. Finally, it is important to note that there is very little need to negotiate with competing interests, as the government controls more than 90% of the parliament's seats.

Citations:

Ho Khai Leong, *Shared Responsibilities, Unshared Power: The Politics of Policy-Making in Singapore* (Singapore: Eastern Universities Press, 2003), p. 265

M 3 Evidence-based Instruments

Category: Steering Capability

M 3.1 RIA Application

Does the government regularly assess the potential socioeconomic impact of the draft laws it prepares (regulatory impact assessments, RIA)?

If RIA activities are not centrally registered, please try to obtain exemplary information that is representative of the situation in your country. **Please Note: If RIA are not applied or do not exist, please give your country a score of “1” for this question AND for M3.2 and M3.3.

In case this question does not fully apply to your country, please answer this question according to possible functional equivalents and substantiate your answer.

- | | |
|--|---------------------------------------|
| RIA are applied systematically to new or existing regulations, but are limited to those matching defined criteria. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| RIA are not applied systematically to study the impact of regulations. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| RIA are applied randomly. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| RIA are not applied or do not exist. | 2 <input type="checkbox"/> |
| | 1 <input checked="" type="checkbox"/> |

Singapore does not have a formal regulatory impact analysis (RIA) framework. This is considered to be unnecessary in a small economy with a well-connected government, factors which are supposed to render it easy to evaluate policy impacts and obtain stakeholder feedback. However, the government does conduct cost-benefit analyses for major projects, with input from the public. The government does not use RIA to assess the potential socioeconomic impact of draft laws. When a ministry in Singapore proposes a draft law to address a policy concern, the Attorney General’s Chamber provides assistance to the ministry in drafting the bill before it is tabled in the parliament.

To what extent do RIA analyze the purpose of and need for a regulation?

This question seeks to assess the analytical depth of RIA. Please try to obtain exemplary information that is representative of the situation in your country. In case this question does not fully apply to your country, please answer this question according to possible functional equivalents and substantiate your answer.

RIA define the purpose of and need for a regulation in a clear, concise and specific manner.	10 <input type="checkbox"/>
	9 <input type="checkbox"/>
<hr/>	
RIA mention the purpose of and need for a regulation, but the specification is not sufficiently clear, concise and/or well-defined.	8 <input type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
RIA mention the purpose of and the need for a regulation, but do not specify.	5 <input type="checkbox"/>
	4 <input type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
RIA do not analyze the purpose of and the need for a regulation.	2 <input type="checkbox"/>
	1 <input checked="" type="checkbox"/>

There is no formal RIA framework. Detailed analysis is conducted only for major projects (see “alternative options”).

To what extent do RIA analyze alternative options?

This question seeks to assess the scope of RIA.

Please try to obtain exemplary information that is representative of the situation in your country. In case this question does not fully apply to your country, please answer this question according to possible functional equivalents and substantiate your answer.

- | | |
|---|--|
| RIA analyze alternative options (including “do nothing”) and quantify the costs and benefits of the different alternatives. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| RIA highlight alternative options and consider the pros and cons of each option. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| RIA consider some alternative options. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| RIA do not analyze alternative options. | 2 <input type="checkbox"/> |
| | 1 <input checked="" type="checkbox"/> |

There is no formal RIA framework. Detailed analysis is conducted only for major projects. In the case of controversial policy issues requiring public support for implementation, a review committee is formed by the government to provide expert public input. These committees typically conduct studies and propose recommendations for the government to consider. Examples of important review committees include the Economic Committee of 1985, the 1996 Committee on Singapore's Competitiveness, the Singapore 21 Committee of 1997, the Manpower 21 Committee of 1998, the Economic Review Committee of 2001, the Censorship Review Committee of 2002, the Remaking Singapore Committee of 2002, and the 2006 Committee on Low Wage Workers. These review committees have provided useful feedback to the government, and have prepared important stakeholders to accept proposed policy changes, engaging their support to ensure that new policies are successfully implemented.

Citations:

Boon Siong Neo and Geraldine Chen, *Dynamic Governance: Embedding Culture, Capabilities and Change in Singapore* (Singapore: World Scientific Publishing, 2007), pp. 221-222.

M 4 Social Consultation

Category: Steering Capability

M 4.1 Negotiating Public Support

To what extent does the government consult with trade unions, employers' associations, leading business associations, religious communities, and social and environmental interest groups to support its policy?

This question assesses how successfully the government consults with economic and social actors in preparing its policy. Successful consultation is conceived here as an exchange of views and information that increases the quality of government policies and induces economic and social actors to support them.

The government successfully motivates economic and social actors to support its policy. 10
9

The government facilitates the acceptance of its policy among economic and social actors. 8
7
6

The government consults with economic and social actors. 5
4
3

The government hardly consults with any economic and social actors. 2
1

The government consults with trade unions, employers' associations, leading business associations, religious communities, and social and environmental interest groups in the course of policy development. However, many of these groups are closely linked to the government through various mechanisms such as overlapping membership, or the presence of direct and indirect controls. The National Wages Council (NWC) was established in 1972 as an advisory body to formulate general guidelines on wage policies, recommend annual wage adjustments, and advise on incentive systems for improving efficiency and productivity. The NWC is a tripartite body consisting of representatives from the government, labor and employers. The Global Competitiveness Report 2011 – 2012 ranked Singapore second among 142 countries, following Switzerland, in terms of cooperation in the course of labor-employer relations (p. 470). The labor movement has been made dependent on the government by unifying it under one pro-government alliance, the National Trades Union Congress. The current secretary-general of the NTUC, Lim Swee Say, is a member of the ruling party and a cabinet minister in the prime minister's office. The number of independent civil society groups is small, and most are comparatively weak.

Citations:

Y.T. Then, "The National Wages Council and the Wage System in Singapore," in C.Y. Lim and R. Chew (eds.), *Wages and Wages Policies: Tripartism in Singapore* (Singapore: World Scientific Publishing, 1998), pp. 219-229.

M 5

Policy Communication

Category: Steering Capability

M 5.1

Coherent Communication

To what extent does the government implement a coherent communication policy?

The government effectively coordinates the communication of ministries; ministries closely align their communication with government strategy.	10 <input type="checkbox"/>
	9 <input checked="" type="checkbox"/>
<hr/>	
The government seeks to coordinate the communication of ministries through consultation procedures. Contradictory statements are rare, but do occur.	8 <input type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
The ministries are responsible for informing the public within their own particular areas of competence; their statements occasionally contradict each other.	5 <input type="checkbox"/>
	4 <input type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
Strategic communication planning does not exist; individual ministry statements regularly contradict each other.	2 <input type="checkbox"/>
	1 <input type="checkbox"/>

The government largely coordinates communication effectively, a task that is generally straightforward. It is rare to find contradictory press releases. Most of the communication from the central government comes directly from the Prime Minister's Office in the form of press releases or statements by the prime minister's own press secretary. The official mouthpiece of the government is the Ministry of Information, Communications and the Arts (MICA). Aside from the prime minister, key messages are communicated by ministers, department heads or statutory boards. Moreover, the government has developed a feedback mechanism called Reaching Everyone for Active Citizenry @ Home (REACH), which is designed to communicate government messages as well as to collect feedback. Government communication is also facilitated by the use of the mainstream media, which is controlled exclusively by government-linked corporations and clearly assists the government in its communication campaigns.

Citations:

Chang, Tsan-Kuo. 1999. "Reporting Public Opinion in Singapore: Journalistic Practices and Policy Implications," in: *The Harvard International Journal of Press/Politics*, 4, 11-28.

To what extent can the government achieve its own policy objectives?

This question seeks to evaluate a government's implementation performance against the performance benchmarks set by the government for its own work. The assessment should therefore focus on the major policy priorities identified by a government and examine whether declared objectives could be realized.

- | | |
|---|--|
| The government can largely implement its own policy objectives. | 10 <input checked="" type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| The government is partly successful in implementing its policy objectives or can implement some of its policy objectives. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The government partly fails to implement its objectives or fails to implement several policy objectives. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The government largely fails to implement its policy objectives. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The Singaporean government is known for successfully achieving its policy objectives. The government's hierarchical organization, coupled with a near one-party monopoly, aids in the implementation of policies. Since the government depends on performance-based legitimacy, successful implementation is important, a fact evident in successful government programs from public housing to traffic management.

There are three important reasons for the Singapore government's effectiveness in policy implementation: 1) its political will as reflected in the enactment of relevant legislation and allocation of sufficient manpower and resources for policy implementation; 2) the Public Service Commission's emphasis on meritocracy in recruiting and promoting civil servants; and 3) the policy of rewarding civil servants who perform well with higher salaries and accelerated promotion. Singapore achieved a 100 percentile ranking in the World Bank's government effectiveness governance indicator in 1996, 1998, 2008 and 2010. The percentile rank in the remaining years varied from 93.2 in 2002 to 99.5 in 2000, 2007 and 2009. From 1999 to 2003, Singapore was ranked top in the world for the competence of its public officials by the World Economic Forum's Global Competitiveness Report.

To what extent does the organization of government ensure that ministers do not seek to realize their self-interest but face incentives to implement the government's program?

Organizational devices providing incentives for ministers include prime ministerial powers over personnel, policies or structures, coalition committees, party summits, comprehensive government programs/coalition agreements and cabinet meetings. In case this question does not fully apply to your country, please answer this question according to possible functional equivalents and substantiate your answer.

- | | |
|---|---------------------------------------|
| The organization of government successfully provides strong incentives for ministers to implement the government's program. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| The organization of government provides weak incentives for ministers to implement the government's program. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The organization of government partly prevents ministers from realizing departmental self-interests. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The organization of government fails to prevent ministers from realizing departmental self-interests. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The government creates strong incentives for the implementation of policies, including performance-based measures for ministers. Moreover, Singapore's government is highly centralized, with the ruling party that holds a monopoly on power organized largely according to Leninist organizational principles, driven by a small core elite. This contributes to the effective implementation of centrally determined policies.

Ministers and senior civil servants are paid competitive salaries in order to attract the “best and brightest” candidates to the government’s ranks. Before the 2011 review of ministerial salaries, ministers were paid 1) a performance bonus by the prime minister ranging from zero to 14 months of salary, with good performers being awarded bonuses worth nine months of pay; and 2) a GDP bonus varying from zero to eight months, depending on the country’s GDP growth rate – that is, no bonus was paid if GDP growth was 2% or less, and a maximum of eight months’ bonus was paid if the GDP growth rate exceeded 10% or more. However, the 2011 review of ministerial salaries made several recommendations, including reducing the performance bonus to zero to six months’ of pay, with a good performer getting three months; and 2) replacing the GDP bonus with the National Bonus, based on four measures: growth in the real median income, growth in income for the lowest 20th percentile of income earners, the unemployment rate and real GDP growth. The National Bonus will range from zero to six months of extra pay, with ministers awarded three additional months of pay if targets for all four indicators are met. If the targets are exceeded, a higher National Bonus will be paid, to a maximum of six months. On the other hand, ministers and senior civil servants found guilty of misconduct or corruption are punished according to the law, lacking any immunity.

Citations:

For details of the Ministerial Salary Review Committee report, see <http://www.reviewcommittee2011.sg/report>, released in January 2012.

M 6 Effective Implementation

Category: Policy Implementation

M 6.2b Monitoring Line Ministries

How effectively does the government office / prime minister's office monitor line ministry activities?

This question assumes that effective delegation from the core executive to ministries is reflected in the monitoring of line ministry activities by the administration of the core executive. While such monitoring is not sufficient to prevent line ministries from prioritizing sectoral over government interests, the presence or absence of monitoring is taken here as a proxy of effective delegation policies. In case this question does not fully apply to your country, please answer this question according to possible functional equivalents and substantiate your answer.

- | | |
|--|---------------------------------------|
| The GO / PMO effectively monitors the activities of line ministries. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| The GO / PMO monitors the activities of most line ministries. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The GO / PMO shadows the activities of some line ministries. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The GO / PMO does not monitor the activities of line ministries. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The Public Services Division, a part of the Prime Minister's Office, is responsible for monitoring line ministries. The government is particularly proud of its governance system, and actively promotes it as a model for other countries. However, a number of scandals between 2010 and 2011 involving corruption at the highest level have raised some doubts as to the real effectiveness of monitoring capabilities. In 2010, two senior Singapore Land Authority officials were convicted of corruption. As of the time of writing, the Corrupt Practices Investigation Bureau was investigating alleged misconduct by the directors of the Central Narcotics Bureau and Singapore Civil Defense Force in 2012. However, these investigations do demonstrate that the government is committed to punishing corrupt behavior.

As mentioned above (see “line ministries”), the head of the civil service, who is also a permanent secretary in the Prime Minister’s Office and the Ministry of Finance, chairs the weekly policy review and coordination meeting of permanent secretaries.

How effectively do ministries monitor the activities of executive agencies?

An effective implementation may be constrained by bureaucratic drift. To ensure that agencies act in accordance with government policies, this question assumes that ministries and their leading officials should monitor the activities of semi-autonomous executive agencies in their task area.

In federal states with few executive agencies at the central level of government, the assessment should also consider regional-level decentralized agencies acting on behalf of the federal government.

- | | |
|--|---------------------------------------|
| The ministries effectively monitor the activities of all executive agencies. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| The ministries monitor the activities of most of the executive agencies. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The ministries monitor the activities of some executive agencies. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The ministries do not monitor the activities of executive agencies. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The ministries effectively monitor the activities of the executive agencies. Strong internal audit mechanisms facilitate oversight of the various agencies.

In addition to the Singapore Civil Service, there are 63 statutory boards which perform many important functions in Singapore. Each statutory board falls under the jurisdiction of a particular ministry. For example, the Housing and Development Board comes under the purview of the Ministry of National Development. The ministries monitor the activities of the statutory boards in two ways. First, each statutory board is managed by a board of directors whose members are usually senior civil servants, businessmen, professionals and trade unionists. The chairperson of the board of directors is usually a member of parliament, a top civil servant or an otherwise distinguished person in a particular field. Second, the accounts of each statutory board must be audited by the Auditor-General's Office or an approved company auditor nominated by the overseeing minister. The minister must also approve the statutory board's annual budgetary estimates and present its financial statements and annual report to parliament.

To what extent does the central government ensure that tasks delegated to subnational self-governments are adequately funded?

A high or low degree of decentralization as such does not constitute a meaningful indicator of executive capacity. Rather, this question focuses on the delegation problem associated with decentralization.

If the central government delegates a public task to lower levels of government (as a rule: regional self-government and in unitary states without regional self-government, local self-government), the central government needs to ensure that such tasks are adequately funded. The absence of corresponding funding sources (“unfunded mandates”) indicates a lack of responsibility and strategic design. Funding may be provided through grants (shares of centrally collected taxes) from the central budget or by endowing subnational self-governments with their own revenues.

Please note that subnational self-government refers to directly elected subnational administrative authorities with considerable discretion. The broad concept of “delegation” applied here is taken from principal-agent theory and includes independent powers of subnational self-government enshrined in the constitution. Thus, no difference is made between independent powers and those central government powers that have been delegated by laws or executive regulations to subnational self-government.

The central government enables subnational self-governments to fulfill all their delegated tasks by funding these tasks sufficiently and/or by providing adequate revenue-raising powers.	10 <input type="checkbox"/>
	9 <input checked="" type="checkbox"/>
<hr/>	
The central government enables subnational governments to fulfill most of their delegated tasks by funding these tasks sufficiently and/or by providing adequate revenue-raising powers.	8 <input type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
The central government sometimes and deliberately shifts unfunded mandates to subnational governments.	5 <input type="checkbox"/>
	4 <input type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
The central government often and deliberately shifts unfunded mandates to subnational self-governments.	2 <input type="checkbox"/>
	1 <input type="checkbox"/>

The city-state of Singapore does not have any subnational self-government, as the elected members of parliament are also the mayors of the local town councils. Five community development councils (CDCs) fulfill functions of local administration such as planning and managing community programs. These receive an annual grant of SGD 1 per resident, can raise donated funds in order to receive additional matching funds from the government, and receive operational costs from government. Local administration funding has become a source of contention only in districts governed by opposition parties. The ruling party has repeatedly engaged in pork barrel politics by threatening opposition districts with the loss of access to funding, and by giving them comparatively low priority in budgetary decisions. Town councils (TCs) were formed in 1989 to enable local members of parliament and residents to manage their own housing estates. While TCs are primarily funded by service and conservancy charges, the government also provides each TC with an annual operating grant of SGD 3 million or about 15% of its total annual income.

To what extent does central government ensure that substantial self-governments may use their constitutional scope of discretion?

As a high or low degree of decentralization as such does not constitute a meaningful indicator of executive capacity, this question takes the constitutional scope of regional self-government or, in unitary states without regional self-government, local self-government autonomy, as a point of reference.

Central government institutions are assumed to enable subnational self-governments to use this autonomy fully. Subnational autonomy may be curtailed by legal, administrative, fiscal or political measures of the central level. Such de facto centralizing policies may be deliberate or unintentional, unconstitutional or in accordance with the constitution.

- | | |
|---|---------------------------------------|
| The central government enables subnational self-governments to use their constitutional scope of discretion fully. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| Central government policies inadvertently limit the subnational self-governments' scope of discretion. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The central government formally respects the constitutional autonomy of subnational self-governments, but de facto narrows their scope of discretion. | 5 <input checked="" type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The central government deliberately precludes subnational self-governments from making use of their constitutionally provided autonomy. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The city-state of Singapore does not have any subnational local government bodies. At the local level, town councils appoint town council secretaries for administration and management purposes. Each town council is also responsible for hiring its own staff, positions which are in practice given to one or two estate management firms established by the Housing Development Board (HDB).

There are 15 town councils (TCs) in Singapore today, managing 15 group-representation constituencies and 12 single-member constituencies. As autonomous agencies, TCs control, manage, maintain and improve the common property of HDB residential flats and commercial property within the various towns. Common property includes corridors, void decks, lifts, water tanks, public lighting and open spaces. TCs are led by elected members of parliament, who appoint TC chairpersons in the various towns. The Ministry of National Development (MND) sets the broad legislative framework and financial guidelines under the Town Councils Act and Town Council Financial Rules so as to ensure proper TC governance and accountability. As the public housing authority, the HDB advises and assists the MND in its regulatory duties. The HDB also works closely with TCs in its capacity as the owner of common property in the public housing estates.

To what extent does central government ensure that subnational self-governments meet national standards of public services?

This question seeks to assess how central government ensures that the decentralized provision of public services complies with standards (rules, performance figures, etc.) agreed upon and set on the national level.

- | | |
|--|--|
| Central government effectively ensures that subnational self-governments meet national standards of public services. | 10 <input checked="" type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| Central government ensures largely that subnational self-governments meet national standards of public services. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Central government ensures that subnational self-governments meet national minimum standards of public services. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Central government does not ensure that subnational self-governments meet national standards of public services. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The city-state of Singapore does not have any subnational local government bodies. The central government can effectively monitor the implementation of its policies due to the country's small size.

The Ministry of National Development (MND) introduced the half-yearly Town Council Management Report (TCMR) in 2009 to: 1) provide residents with objective information about the key areas of estate management; and 2) facilitate informed discussion between town councils and their residents on the management and state of their estates. The TCMR serves as an important source of information spurring dialogue between town councils and residents on how to jointly improve their towns over time. In July 2011, the MND initiated a review of the TCMR framework designed to ensure that it reflected the residents' experiences and included other important areas of estate management. Based on feedback received from various sources, the TCMR framework was improved to promote greater accountability and transparency, and to encourage a sense of community ownership of the management of public housing estates. As of April 2012, the TCMR framework was expanded to cover six areas: estate cleanliness, estate maintenance, elevator performance, management of service and conservancy charges arrears, corporate governance, and financial adequacy

Citations:

For more details of these six areas and their indicators, see <http://www.towncouncils.sg/doing/Framework.html>.

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

Government structures include the organization of ministries, the cooperation among ministries and in cabinet, the center of government and relations with subnational levels of government. This question asks whether these structures have been adapted to address inter / supranational developments and their effects for policy formulation and policy implementation.

Please note that structural reforms are also studied in view of their role in institutional learning (question M 8.2).

- | | |
|--|---------------------------------------|
| The government has appropriately and effectively adapted domestic government structures to international and supranational developments. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| The government has largely adapted domestic government structures to international and supranational developments. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The government has partly adapted domestic government structures to international and supranational developments. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The government has not adapted domestic government structures. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

In most instances, Singapore is sensitive to supranational concerns. It is a signatory to many international treaties and conventions. The Singaporean state has also closely studied the institutions, policies and programs of other countries. Instead of reinventing the wheel, the government relies on policy diffusion – that is, determining how other countries have dealt with the same problem, and identifying an appropriate solution to adapt and apply to the Singaporean context. However, it should be noted that in some areas such as human rights and democracy, Singapore has often emphasized its right to national sovereignty, and has defended its record against foreign criticism.

Citations:

Jon S.T. Quah, *Public Administration Singapore-Style* (Bingley: Emerald Group Publishing, 2010), pp. 8 and 247.

To what extent does the government participate in the international coordination of joint reform initiatives?

This question evaluates whether the government actively collaborates in reform initiatives promoted by international fora or organizations. The underlying assumption is that – given the transnational integration of modern states – executive capacity increasingly depends on whether a government is able to actively participate in international institutions and in shaping international policies.

Joint reform initiatives concern challenges or problems that cannot be mastered unilaterally by an individual country and that aim to facilitate international cooperation in fields such as international security, economic development, social progress, human rights issues or environmental protection.

- | | |
|--|---------------------------------------|
| The government actively participates in the international coordination of joint reform initiatives as often as possible. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| The government often participates in the international coordination of joint reform initiatives. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The government selectively and sporadically participates in the international coordination of joint reform initiatives. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The government does not participate in the international coordination of joint reform initiatives. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Singapore is greatly concerned with improving its international reputation. To this end, the city-state has actively participated in many international reform initiatives. The government has actively cooperated with other countries to strengthen and implement international standards.

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

Institutional arrangements include the rules of procedure and the work formats defined there, in particular the cabinet, the office of the head of government, the center of government, the portfolios of ministries, the advisory staffs of ministers and the head of government as well as the management of relations with parliament, governing parties, ministerial administration and public communication.

The institutional arrangements of governing are monitored regularly and effectively. 10
9

The institutional arrangements of governing are monitored regularly. 8
7
6

The institutional arrangements of governing are selectively and sporadically monitored. 5
4
3

There is no monitoring. 2
1

Singapore has extensive monitoring mechanisms within its government. Since its legitimacy depends to a large degree on performance, effective policy implementation is given a very high priority. The government is usually capable of achieving its goals.

While the British colonial government neglected organizational reform, the People's Action Party (PAP) government introduced comprehensive reform of the Singapore Civil Service (SCS) soon after assuming office in June 1959. An Organization and Methods (O&M) Branch was created within the Ministry of Finance (MOF), tasked with examining working methods and organization in government departments, and with making recommendations on departmental reorganization. The O&M Branch was expanded in November 1971 to create the Management Services Unit, which was again upgraded in 1975 into the Management Services Department (MSD), still a part of the MOF. The MSD's role was to assist ministries, government departments and statutory boards in improving the effectiveness and efficiency of their operations. In 1981, the MSD was asked by Prime Minister Lee Kuan Yew to review the distribution of government functions among the ministries to determine whether and how these functions could be more logically distributed. After examining the organization of government departments in six countries, the MSD recommended that: 1) the portfolio mix in ministries with unrelated functions be reduced; 2) closely related functions in various ministries be transferred to a single ministry so as to avoid duplication of work, overlapping coverage, and the nonperformance or improper performance of related functions; and 3) the head of the SCS be appointed as permanent secretary in the Prime Minister's Office (PMO), so as to improve the central coordination of ministry and statutory board activities at the cabinet level. The MSD recommendations were reviewed by the Committee on Reorganization of Ministries (CRM) in January 1982, and the government accepted the CRM's recommendation to implement the recommendations in December 1982. Consequently, the SCS today consists of the PMO and 14 ministries.

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

For a list of institutional arrangements, see question M 8.1. Strategic capacity is the capacity to take and implement political decisions which take into account the externalities and interdependencies of policies, are based on scientific knowledge, promote common goods and represent a long-term orientation.

- | | |
|---|---------------------------------------|
| The government improves considerably its strategic capacity by changing its institutional arrangements. | 10 <input type="checkbox"/> |
| | 9 <input checked="" type="checkbox"/> |
| <hr/> | |
| The government improves its strategic capacity by changing its institutional arrangements. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The government does not improve its strategic capacity by changing its institutional arrangements. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The government loses strategic capacity by changing its institutional arrangements. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

The government continually looks for ways to improve its strategic capacity. Internal institutional reforms are implemented frequently. In general, Singapore's government has pursued a long-term orientation.

Important institutional reforms designed to improve the effectiveness of Singapore's government include: 1) the establishment of the Public Service Division (PSD) in January 1983, so as to reduce the workload of the Public Service Commission (PSC); 2) the adoption of the Shell Performance Appraisal System in the Singapore Civil Service (SCS) in October 1983; 3) the decentralization of the PSC's recruitment and promotion functions in 1990 and 1995, thus further reducing its heavy workload; 4) the formation of the Service Improvement Unit in April 1991, with the aim of reducing red tape and improving service in the SCS and statutory boards by appointing senior civil servants as quality service managers tasked with dealing with public complaints; 5) the introduction of the Public Service for the 21st Century (PS21) program in May 1995, which was designed to improve quality of service in the SCS and statutory boards, and to prepare civil servants to welcome and accept change; and 6) the 1996 restructuring of the SCS using the Budgeting for Results system, under which ministries and departments came to be managed as autonomous agencies

Citations:

Jon S.T. Quah, *Public Administration Singapore-Style* (Bingley: Emerald Group Publishing, 2010), Chapter 7, "Administrative Reform," and Chapter 8, "Implementing PS21 in the Singapore Civil Service."

Management Index

Executive Accountability

Citizens

M 9 Citizens' Participatory Competence

Legislature

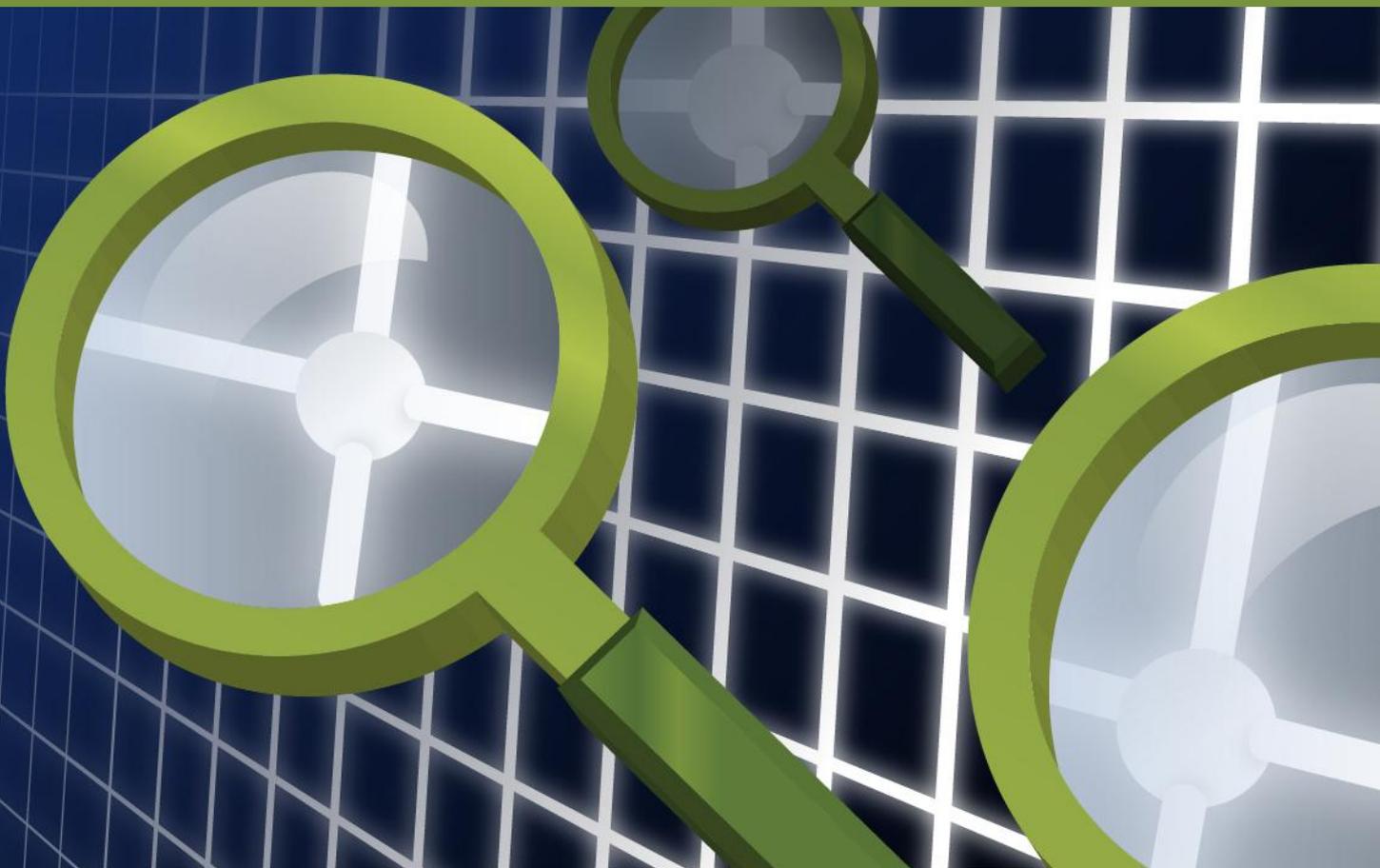
M 10 Structures and Resources of Parliamentary Actors

M 11 Parliamentary Accountability and Oversight

Intermediary Organizations

M 12 Media

M 13 Parties and Interest Associations



To what extent are citizens informed of government policy-making?

This question assesses the extent to which citizens have information and knowledge enabling them to evaluate government policy-making adequately. The question focuses on policies, not the personnel or political composition of government or the power struggles that often dominate government. A high level of information about policies presupposes that citizens understand the motives, objectives, effects and implications of policies.

Please rely on local opinion survey data to substantiate your evaluation.

- | | |
|---|---------------------------------------|
| Most citizens are well-informed of a broad range of government policies. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| Many citizens are well-informed of individual government policies. | 8 <input type="checkbox"/> |
| | 7 <input checked="" type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| Few citizens are well-informed of government policies; most citizens have only a rudimentary knowledge of policies. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Most citizens are not aware of government policies. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Singapore has created many institutions for keeping people informed as to its most important policies. The government has become a leader in e-government, and publishes extensive information on the Internet. However, the lack of reliable opinion poll data makes it nearly impossible to judge citizens' actual level of knowledge. Opinion polls in Singapore are often released with the goal of achieving consensus in the formation of public opinion.

In 2009, the Institute of Policy Studies (IPS) launched a series of surveys called Perceptions of Policies in Singapore (POPS), aimed at assessing how stakeholders perceived the impact of policies in various areas. The first POPS survey was conducted in February 2009, on the topic of "resilience in the economic crisis;" in the poll, 817 respondents were asked to identify government measures that had best helped them cope with the 2008 economic crisis. About 34% of respondents identified rebates on taxes and government fees as the most useful, followed by direct financial assistance (29%), tax cuts (16%), job training or retraining (14%), and jobs provision (1%). In a second POPS survey conducted in September 2009, this time focusing on the 2008 Marriage and Parenthood Package, the 2,010 respondents were asked whether they had heard or read about the 16 measures introduced as a part of the package. More than half of the respondents were aware of 11 of the 16 measures, with 90% indicating their knowledge of extended maternity leave, followed by enhanced bonuses (89%), parenthood tax rebates (73%), paid child-care leave (73%), the Medisave maternity package (65%), subsidies for facility-based infant and child care (65%), child relief for working mothers (57%), enhanced protections for pregnant employees (54%), unpaid infant care leave (54%), qualifying child and handicapped child relief (53%), and finally the foreign worker domestic work levy concession (53%).

M 10 Structures and Resources of Legislative Actors

Category: Legislature

M 10.1 Number of Committees

How many parliamentary committees are there?

The underlying assumption is that a parliament with a sufficient number of committees is better able to discuss bills, whereas too many committees may lead to fragmentation. Based on comparative studies, 12 – 18 committees are considered optimal. Please consider only regular parliamentary committees, not committees established ad hoc to investigate specific questions.

Total parliamentary committees: 7

No information available

Singapore's parliament has seven select committees, including the Committee of Selection; the Committee of Privileges; the Estimates Committee; the House Committee; the Public Accounts Committee; the Public Petitions Committee; and the Standing Orders Committee.

M 10.2 Committee Size

How many members does a parliamentary (sub-)committee have on average?

It is assumed that parliamentary committees can best respond to their task of control if they have neither too many nor too few members. Based on comparative studies, 13-25 committee members are considered optimal.

Please consider only regular parliamentary committees, not committees established ad hoc to investigate specific questions.

Average number of committee members:

No information available

Select parliamentary committees have an average of eight members, while government parliamentary committees average 10 members.

Where subcommittees exist, average number of subcommittee members:

No information available

Singapore's parliament does not employ subcommittees.

M 10 Structures and Resources of Legislative Actors

Category: Legislature

M 10.3 Pro-Government Committee Chairs

How many committee chairpersons nominated by the governing party (or parties) are appointed?

This question addresses the influence of governing parties in parliament. Please consider only regular parliamentary committees, not committees established ad hoc to investigate specific questions.

Total nominated / appointed committee chairpersons: 13

No information available

All committee chairpersons belong to the governing PAP. Speaker of Parliament Michael Palmer, a PAP representative, chairs five of the select parliamentary committees. The Estimates Committee is chaired by Deputy Speaker Seah Kian Peng, while the Public Accounts Committee is chaired by Cedric Foo, both with the PAP. The 10 general parliamentary committees are all chaired by PAP legislators as well.

How large, on average, is the deputy's expert support staff?

This question seeks to measure the capacities of parliamentary deputies.

*No information
available*

Expert support staff size: Each member of parliament has a legislative assistant and a secretarial assistant to serve as his or her support staff.

M 10.6 Legislature's Expert Staff

How many expert support staff members work for the legislature (including legislature's library)?

This question seeks to measure the capacities of the parliament.

Total parliamentary expert support staff:

No information available

Singapore's parliament has 54 permanent staff members.

M 11.2 **Obtaining Documents**

Are parliamentary committees able to ask for government documents?

Please assess whether parliamentary committees are de facto, not only legally, able to obtain the documents they desire from government. Specify if you consider the rights of committees limited. This question considers regular parliamentary committees only, not committees established ad hoc to investigate specific questions.

- | | |
|--|---|
| Parliamentary committees may ask for most or all government documents; they are normally delivered in full and within an appropriate time frame. | 10 <input type="checkbox"/>
9 <input checked="" type="checkbox"/> |
| <hr/> | |
| The rights of parliamentary committees to ask for government documents are slightly limited; some important documents are not delivered or are delivered incomplete or arrive too late to enable the committee to react appropriately. | 8 <input type="checkbox"/>
7 <input type="checkbox"/>
6 <input type="checkbox"/> |
| <hr/> | |
| The rights of parliamentary committees to ask for government documents are considerably limited; most important documents are not delivered or delivered incomplete or arrive too late to enable the committee to react appropriately. | 5 <input type="checkbox"/>
4 <input type="checkbox"/>
3 <input type="checkbox"/> |
| <hr/> | |
| Parliamentary committees may not ask for government documents. | 2 <input type="checkbox"/>
1 <input type="checkbox"/> |

Singapore's parliamentary committees have only the ability to ask for written statements from the government. As an example, the Public Accounts Committee recently demanded written explanations from four ministries on lapses in procurement and contract management practices. The right to obtain documents is not specified. The seven select committees and the ten government parliamentary committees have no difficulty in obtaining documents or information from the government, as all 17 committees are chaired by PAP legislators. The five opposition MPs are represented on the Committee of Selection, the Committee of Privileges, the House Committee, the Public Petitions Committee, and the Standing Orders Committee. Consequently, this forms only a very weak check on the government, as the government is formed by the majority in parliament. Party discipline constrains most members, and the opposition controls less than 7% of the body's seats.

M 11.3 **Summoning Ministers**

Are parliamentary committees able to summon ministers for hearings?

Please assess whether parliamentary committees are de facto, not only legally, able to summon ministers to committee meetings and to confront them with their questions. Please specify if you consider the rights of committees limited. This question considers regular parliamentary committees only, not committees established ad hoc to investigate specific questions.

- | | |
|--|---------------------------------------|
| Parliamentary committees may summon ministers. Ministers regularly follow invitations and are obliged to answer questions. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| The rights of parliamentary committees to summon ministers are slightly limited; ministers occasionally refuse to follow invitations or to answer questions. | 8 <input type="checkbox"/> |
| | 7 <input checked="" type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The rights of parliamentary committees to summon ministers are considerably limited; ministers frequently refuse to follow invitations or to answer questions. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Parliamentary committees may not summon ministers. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

There are no explicit rules governing parliamentary committees' ability to summon a minister. Instead, each member of parliament can direct questions to ministers, which in turn have to follow very strict guidelines.

The Public Accounts Committee (PAC) may request ministers' testimony if they have made decisions which are being investigated. Though the PAC lacks enforcement power, errant departments or ministries usually accept the committee's recommendations, as ministers, permanent secretaries and departmental heads involved tend to wish to avoid the embarrassment of explaining their decisions to do so. Furthermore, according to the parliament's Standing Order 19 (1), members may ask ministers questions in parliament regarding "affairs within their official functions" or concerning "bills, motions or other public matters connected with the business of parliament for which such ministers are responsible."

M 11.4 **Summoning Experts**

Are parliamentary committees able to summon experts for committee meetings?

Please assess whether parliamentary committees are de facto, not only legally, able to invite experts to committee meetings. Please specify if you consider the rights of committees limited. This question considers regular parliamentary committees only, not committees established ad hoc to investigate specific questions.

- | | |
|--|---------------------------------------|
| Parliamentary committees may summon experts. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| The rights of parliamentary committees to summon experts are slightly limited. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The rights of parliamentary committees to summon experts are considerably limited. | 5 <input checked="" type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| Parliamentary committees may not summon experts. | 2 <input type="checkbox"/> |
| | 1 <input type="checkbox"/> |

Committees do not have the power to summon experts to testify in meetings, but can ask experts to clarify issues.

The Public Accounts Committee has the power to request oral testimony from the permanent secretary and head of department of any ministry whose activities are being scrutinized. Even ministers may be requested to testify if they have made decisions that are being investigated. Furthermore, the 10 government parliamentary committees have own panels of experts, who are invited in an honorary capacity due to their expertise in the relevant areas.

Citations:

Jon S.T. Quah, "Promoting Accountability in Public Management: The Singapore Case," in Goraksha B.N. Pradhan and Mila A. Reforma (eds.), *Public Management in the 1990s: Challenges and Opportunities* (Manila: EROPA Secretariat General, 1991), p. 94.

To what extent do the task areas of parliamentary committees and ministries coincide?

If the task areas of parliamentary committees match the task areas of ministries, each parliamentary committee may focus on monitoring the activities of its corresponding ministry, thereby increasing the control capacity of the legislature. There are two possible ill-fitting constellations between committee and ministerial portfolios. If there are fewer committees than ministries, the committees may be overburdened with monitoring ministerial activities. If there are more committees than ministries, control responsibilities are split and the parliament may act non-cohesively.

This question considers regular parliamentary committees only, not committees established ad hoc to investigate specific questions.

- | | | |
|--|----|-------------------------------------|
| The task areas of parliamentary committees and ministries fully coincide. | 10 | <input type="checkbox"/> |
| Parliamentary committees monitor ministries effectively. | 9 | <input type="checkbox"/> |
| <hr/> | | |
| The task areas of parliamentary committees do not fully correspond to the task areas of ministries. Parliamentary committees are largely capable of monitoring ministries. | 8 | <input checked="" type="checkbox"/> |
| | 7 | <input type="checkbox"/> |
| | 6 | <input type="checkbox"/> |
| <hr/> | | |
| The task areas of parliamentary committees do not correspond to the task areas of ministries. Parliamentary committees fail to monitor ministries effectively. | 5 | <input type="checkbox"/> |
| | 4 | <input type="checkbox"/> |
| | 3 | <input type="checkbox"/> |
| <hr/> | | |
| The task areas of parliamentary committees differ widely from the task areas of ministries. Parliamentary committees frequently fail to monitor ministries effectively. | 2 | <input type="checkbox"/> |
| | 1 | <input type="checkbox"/> |

The task areas of the seven parliamentary select committees (Committee of Selection, Committee of Privileges, Estimates Committee, House Committee, Public Accounts Committee (PAC), Public Petitions Committee, Standing Orders Committee) are largely unrelated to the task areas of ministries, except for the Estimates Committee and the PAC. The Estimates Committee is responsible for examining the government's budget and "reports what economies, improvements in organization, and efficiency or administrative reforms consistent with the policy underlying the estimates may be effected, and suggests the form in which the estimates shall be presented to parliament." The PAC examines the "various accounts of the government, showing the appropriations of funds granted by parliament to meet public expenditure, as well as other accounts laid before parliament." In addition, the ruling party has established 10 government parliamentary committees (GPC) including Community Development, Youth and Sports; Defense and Foreign Affairs; Education; Finance, Trade and Industry; Health; Home Affairs and Law; Information, Communications and the Arts; Manpower; National Development and the Environment; and Transport. These GPCs correspond to the ministries' task areas, and evaluate legislation proposed by their parallel agency, give feedback and are consulted in the legislative process. However, as party organs that are not supposed to contradict the government, they cannot adequately monitor the ministries.

The five official functions of a GPC are: 1) evaluating proposed policy changes or legislation, and obtaining feedback from other legislators and citizens; 2) suggesting changes to proposed bills and conducting private meetings with the minister and his or her colleagues before the bill is finalized; 3) defending in parliament any proposed legislation it has endorsed; 4) providing ideas and regular feedback to the various ministers on current affairs; and 5) providing a formal channel for evaluating the effectiveness of policy implementation.

M 11 Legislative Accountability

Category: Legislature

M 11.6 Audit Office

To what extent is the audit office accountable to the parliament?

This question assesses the extent to which the parliament can rely on its own auditing capacities.

- The audit office is accountable to the parliament exclusively. 10
9

- The audit office is accountable primarily to the parliament. 8
7
6

- The audit office is not accountable to the parliament, but has to report regularly to the parliament. 5
4
3

- The audit office is governed by the executive. 2
1

The parliament's corporate services department is responsible for the legislature's administrative tasks, including financial support, management of the annual secretariat budget, and ensuring compliance with government policies and statutory requirements as part of its internal audit function. The Audit Department was renamed the Auditor-General's Office (AGO) in 1985, and is today responsible for enhancing and enforcing accountability to parliament by exposing instances of financial malpractice, weaknesses in financial controls, inefficiencies, waste and extravagance in its annual report, which is presented to parliament and scrutinized by the Public Accounts Committee. Under Article 148F(3) of the constitution (1999 Revised Edition), the Auditor-General's Office has the duty to audit and report on the accounts of all departments and offices of the government, the Public Service Commission, the Legal Service Commission, the Supreme Court, all subordinate courts and the parliament.

Does the parliament have an ombuds office?

This question asks whether parliaments have institutions that listen to the concerns of citizens, publicly advocate the issues raised by citizens and initiate governmental action to address them.

The term “ombuds office” is used here as a label representing these functions and may be institutionalized in different organizational formats. Please also consider possible functional equivalents and substantiate your answer.

- | | |
|---|--|
| The parliament has an effective ombuds office. | 10 <input type="checkbox"/> |
| | 9 <input type="checkbox"/> |
| <hr/> | |
| The parliament has an ombuds office, but its advocacy role is slightly limited. | 8 <input type="checkbox"/> |
| | 7 <input type="checkbox"/> |
| | 6 <input type="checkbox"/> |
| <hr/> | |
| The parliament has an ombuds office, but its advocacy role is considerably limited. | 5 <input type="checkbox"/> |
| | 4 <input type="checkbox"/> |
| | 3 <input type="checkbox"/> |
| <hr/> | |
| The parliament does not have an ombuds office. | 2 <input type="checkbox"/> |
| | 1 <input checked="" type="checkbox"/> |

The parliament does not have an ombuds office, and there is no functional equivalent within the legislative branch.

In March 1985, a Feedback Unit was created within the Ministry of Community Development. The aim was to encourage greater citizen participation by providing individuals with an additional channel for submitting views, suggestions and complaints on national problems, government policies and the way in which government policies had been implemented. More specifically, the Feedback Unit was tasked with the following four duties: 1) acting on public suggestions to solve national problems; 2) initiating and coordinating programs to inform and educate the public about national problems; 3) gathering feedback on existing or impending government policies and their implementation with a view to improving them; and 4) ensuring swift and effective responses by government departments to public suggestions and complaints. In October 2006, the Feedback Unit was restructured and renamed REACH (Reaching Everyone for Active Citizenry @ Home), and its role expanded beyond simply gathering public feedback to that of the lead agency for engaging and connecting with citizens. However, FU/REACH is a government office and is not part of the legislative branch. Therefore it cannot be seen as the functional equivalent of a legislative ombuds office.

To what extent do the TV and radio stations in your country provide substantive indepth information on decisions taken by the government?

This question seeks to assess the extent to which the media provide contextualized information, analysis and background information that enables the broader public to evaluate the government's decisions. For reasons of comparability and simplicity, the question focuses on:

(1) your country's main TV and radio stations (excluding all other electronic and print media as well as pure news channels) and

(2) decisions taken by the government (and not political issues or the political process in general). A lack of in-depth information is not tantamount to a complete lack of information but to the dominance of "infotainment programs" framing government decisions as personalized power politics and diverting attention from the substance of decisions to entertaining events and stories.

The main TV and radio stations every day produce high-quality information programs analyzing government decisions. 10
9

The main TV and radio stations produce a mix of infotainment and quality information programs. Programs with in-depth information on government decisions comprise between five and seven hours a week. 8
7
6

The main TV and radio stations produce many superficial infotainment programs. In-depth information on government decisions is limited to programs lasting between three and five hours a week. 5
4
3

The main TV and radio stations are dominated by superficial infotainment programs. In-depth information on government decisions is limited to programs lasting between one and three hours a week. 2
1

Most TV and radio stations in Singapore provide basic information on government decisions. Programming is similar in format to CNN. However, all mainstream media organizations are owned by government-linked corporations, a fact that might affect the objectivity of the reporting. Despite its links to the government, Channel News Asia (CNA) has produced many award-winning documentaries on government policies and current affairs. However, at least one frequently aired documentary focusing on the China-Singapore relationship, called "The Red Connection," fails to mention important aspects of the topic such as the serious problems surrounding the China-Singapore Suzhou Industrial Park. Since May 2011, CNA has included a think-tank segment on its weekday Primetime News Broadcast from 7 pm to 8 pm, inviting local and visiting foreign experts to comment on government policies in Singapore and other countries.

M 13 Parties and Interest Associations

Category: Intermediary Organizations

M 13.1 Party Competence

To what extent do the electoral programs of major parties in your country propose plausible and coherent policies?

This question seeks to assess the quality of parties' policy proposals by analyzing the electoral programs of parties. It is assumed that programs document a party's capacity to formulate policies and to engage in a programmatic competition with rival parties.

Two criteria of quality are given: a proposal is plausible if its underlying problem diagnosis, the suggested policy instruments/measures, policy objectives and expected policy impacts are reasonably linked with each other; a proposal is coherent if it does not contradict other proposed policies.

Your evaluation will imply an assessment about whether proposed policies are likely to work, although the question is more focused on the plausibility of policy proposals. Please avoid an assessment of objectives pursued by individual parties, their appropriateness, desirability etc. "Major" parties are conceived here as parties supported by more than ten percent of the voters in the last national elections.

Most electoral programs propose plausible and coherent policies.	10 <input type="checkbox"/>
	9 <input type="checkbox"/>
<hr/>	
Many electoral programs propose plausible and coherent policies.	8 <input type="checkbox"/>
	7 <input checked="" type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
Few electoral programs propose plausible and coherent policies.	5 <input type="checkbox"/>
	4 <input type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
Most electoral programs do not propose plausible or coherent policies.	2 <input type="checkbox"/>
	1 <input type="checkbox"/>

The policy program produced by the ruling PAP in its election manifesto is very broad, lacking significant detail. Among the opposition parties, some produce more detailed and coherent policies than others. In particular, the Singapore Democratic Party has been active in developing a credible alternative set of policy proposals. Its extensive manifesto is very detailed. The party also drafts an alternative budget. However, due to the lack of media attention, few people are aware of the party's extensive proposals, which are published on the Internet and in party publications. The main opposition party, the Workers' Party (WP), also develops long and detailed election manifestoes. These contain many credible alternatives, but as a group they are much closer to the positions of the ruling party. The basic underlying principles of the ruling party – a reliance on meritocracy and technocracy – are not challenged by any party.

Seven political parties contested the May 2011 general election; the three major parties (PAP, WP and the National Solidarity Party) each presented detailed manifestos on their respective websites.

M 13 Parties and Interest Associations

Category: Intermediary Organizations

M 13.2 Association Competence (Business)

To what extent do economic interest associations propose reasonable policies?

“Reasonable” policy proposals identify the causes of problems, rely on scholarly knowledge, are technically feasible, take into account long-term interests and anticipate policy effects. These criteria are more demanding than the criteria used to evaluate party programs as interest associations can be expected to represent a specialist, substantive policy know-how.

The assessment should focus on the following interest associations: employers’ associations, leading business associations, trade unions.

Most interest associations propose reasonable policies.	10 <input type="checkbox"/>
	9 <input type="checkbox"/>
<hr/>	
Many interest associations propose reasonable policies.	8 <input type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
Few interest associations propose reasonable policies.	5 <input type="checkbox"/>
	4 <input type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
Most interest associations do not propose reasonable policies.	2 <input checked="" type="checkbox"/>
	1 <input type="checkbox"/>

The nature of Singapore's economy, which is mainly based on multinational and government-linked corporations, has led business associations to be closely embedded within the administrative state. As such, they do not produce independent public policy proposals. Instead, groups such as the Singapore Business Federation (the leading business organization) assist the government in ascertaining opinions within the business community and in the implementation of government policies.

The Singapore Business Federation (SBF) was formed on April 1, 2002, by the SBF Act. This requires all Singapore-registered companies with capital of SGD 500,000 and above to become members of the SBF, so that the Singaporean business community's interests can be comprehensively organized and represented at home and abroad. At the national level, the SBF acts as a bridge between the government and businesses, so as to create and enhance a pro-business environment within Singapore itself. At the international level, the SBF represents the business community in bilateral, regional and multilateral forums for the purpose of promoting trade expansion and business networking. The Singapore National Employers Foundation (SNEF) was established on July 1, 1980, through the amalgamation of the Singapore Employers Federation and the National Employers Council. As the national trade union of employers, the SNEF is an independent, autonomous nonprofit organization funded by membership fees and revenue from consultancy, training, research and other activities. The SNEF has an Industrial Relations Panel (IRP) that assists in formulating its policies on industrial relations and labor-management issues. The IRP is chaired by a council member and is made up of the chairpersons of the SNEF's 15 industry groups. The National Trades Union Congress (NTUC), which was set up in 1961, is a network comprising Singapore's 60 trade unions and a taxi association. It has more than 690,000 members and 12 social enterprises serving more than 2 million customers. The SBF, SNEF and NTUC all have proposed reasonable policies that have been accepted by the government. However, it is difficult to find any concrete examples of policies publicly proposed by these organizations, unlike, say, the Nature Society, which regularly publishes its reports and suggestions. It should be noted here that open conflict between labor, business and the government is not a common part of Singaporean culture, and it is thus unlikely that these groups would propose policies independent of the government

M 13 Parties and Interest Associations

Category: Intermediary Organizations

M 13.3 Association Competence (Others)

To what extent do non-economic interest associations propose reasonable policies?

“Reasonable” policy proposals identify the causes of problems, rely on scholarly knowledge, are technically feasible, take into account long-term interests and anticipate policy effects. These criteria are more demanding than the criteria used to evaluate party programs as interest associations can be expected to represent a specialist, substantive policy know-how.

The assessment should focus on the following interest associations: social interest groups, environmental groups and religious communities.

Most interest associations propose reasonable policies.	10 <input type="checkbox"/>
	9 <input type="checkbox"/>
<hr/>	
Many interest associations propose reasonable policies.	8 <input type="checkbox"/>
	7 <input type="checkbox"/>
	6 <input type="checkbox"/>
<hr/>	
Few interest associations propose reasonable policies.	5 <input type="checkbox"/>
	4 <input checked="" type="checkbox"/>
	3 <input type="checkbox"/>
<hr/>	
Most interest associations do not propose reasonable policies.	2 <input type="checkbox"/>
	1 <input type="checkbox"/>

A few noneconomic interest groups in Singapore have produced reasonable policies based on scientific evidence. However, the influence of these groups is curtailed by the fact that independent activism is regarded by the government with distrust. The government rarely responds directly to interest groups and often fails to credit them for their efforts. Interest groups are not seen as partners of the government, and are indeed seen as inferior. There are a large number of laws which restrict the ability of interest groups to form or to formulate independent policy proposals. Activists are seen as troublemakers, which makes cooperation difficult. In consequence, most interest groups rarely oppose government policy directly, for fear that this would have a negative impact on the group.

Reasonable policies have been proposed by the Association of Women for Action and Research (AWARE), the Association of Muslim Professionals (AMP) and the Nature Society (Singapore) (NSS), which are the most effective noneconomic interest groups in Singapore. AWARE was formed on November 25, 1985, to campaign for gender equality in a coherent and consistent manner by basing its arguments on research and a thorough understanding of the issues. AWARE's work has resulted in many changes in laws and policies in Singapore, particularly between 1989 and 2011. Between 1987 and 2012, AWARE published 29 books, research reports and policy submissions on issues affecting women in Singapore. The AMP was created on October 10, 1991, with the aim of developing and transforming Malay/Muslim Singaporeans into a dynamic community. Its Center for Research on Islamic and Malay Affairs (RIMA) was set up in February 1998 to undertake research and provide a platform for discussion of issues affecting the Malay/Muslim community. RIMA has published three books and seven occasional papers. The NSS is a non-governmental nonprofit organization formed in 1991, and is dedicated to the appreciation, conservation, study and enjoyment of the natural environment in Singapore, Malaysia and the surrounding region. The NSS has published four research reports and initiated eight projects. In 2001, it succeeded in persuading the government to preserve the Chek Jawa mudflats on Pulau Ubin as a protected nature spot.

Citations:

For details on AWARE's work, see <http://www.aware.org.sg/about/history-achievements/>

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