

APPENDIX TABLES IV-i - IV-xi

Appendix Table IV-i. Sectorial presence of information about the way of the preparation ("social inquiry") of the Cabinet's Bills to Parliament (1978, the table pertains to row 1 of Table IV-6)

Administrative sector	Sectorial distribution (in per cent) of bills indicating in their preamble the way how the preparation of the bill was carried in the administration
Foreign Affairs	93
Justice	53
Interior	41
Defence	40
Finance	9
Education	54
Agriculture and Forestry	21
Traffic and Communications	33
Trade and Industry	47
Social Affairs and Health	47
Labor	67
Weighted average	38

Source: Compiled from Pertti Ahonen, *Eduskunta, informaatio, hallinto* (Helsinki: Valtiovarainministeriö, järjestelyosasto, 1980.) ["Parliament, Information, Administration (Helsinki: The Ministry of Finance, Coordination Department, 1980)", in Finnish.]

Explanation: The indication of the mode of preparation (e.g., reference to preparation in an ad hoc commission, by the ordinary line organization of ministries, or in a working group with heavy corporatist representation) implies an explicit link of the motivations of a bill to broader evaluative discourse in the administrative sector where the bill has been prepared. The visibility of this link promotes the accessibility of Parliament to results of that discourse. The total number of bills analyzed here: N = 321.

Appendix Table IV-ii. Sectorial emphasis in the government's budget proposal: specificity (small size) of items (1978, the table pertains to row 2 of Table IV-6)

The head (general category) of the budget (mostly by administrative sector)	The average size of the proposed appropriation per item, millions of Finnish marks (FIM 1 ≈ US\$ 4 in 1978)
The President of the Republic	1
Parliament	3
The Office of the Council of State	3
Foreign Affairs	25
Justice	12
Interior	37
Defence	54
Finance	42
Education	23
Agriculture and Forestry	20
Traffic and Communications	44
Trade and Industry	15
Social Affairs and Health	52
Labor	58
Government debt	351
Weighted average	34

Source: Ahonen, *op. cit.*, p. 115.

Explanation: Because supporting arguments can be found for all the items of the government's budget proposal to Parliament (either in the budget proposal submitted or budgets approved earlier), small item sizes indicate that the sectorial arguments are detailed, and the related public policy evaluation preceding the submittal of the budget proposal "intense".

Appendix Table IV-iii. Sectorial emphasis in the State Auditors' reporting (1978, the table pertains to row 3 of Table IV-6)

Administrative sector	Year				1978
	(1974)	(1975)	(1976)	(1977)	
The Office of the Council of State	22.0	17.5	36.0	11.0	9.5
Foreign Affairs	5.6	6.6	7.9	8.3	6.9
Justice	4.8	5.0	5.9	4.5	4.4
Interior	2.1	0.9	0.9	0.8	0.8
Defence	1.4	1.4	1.2	1.2	1.4
Finance	3.8	2.1	1.3	1.5	1.6
Education	0.6	0.7	1.3	0.6	0.6
Agriculture and Forestry	0.6	0.5	0.7	0.6	0.6
Traffic and Communications	1.2	1.0	1.0	1.0	1.3
Trade and Industry	0.7	0.6	0.6	1.7	1.7
Social Affairs and Health	0.2	0.3	0.4	0.3	0.4
Labor	1.1	2.3	2.4	4.1	0.8
Weighted average	1.0	1.0	1.0	1.0	1.0

Source: Ahonen, *op. cit.*, p. 155.

Explanation: The ratios in the table were calculated as

$$r_i = p_i/b_i, \text{ where}$$

r_i = ratio

p_i = pages in the State Auditors' yearly report pertaining to a given sector as a percentage of the total number of pages concerning sectorial audit results in the report

b_i = sectorial sum of budgetary appropriations to a sector as per cent of total sum of all budgetary appropriations

Data for the years 1974-1977 included for the purpose of comparison.

Appendix Table IV-iv. Sectorial promptness of the Cabinet's responses to the action requests of Parliament, according to the Cabinet's annual report (1978, the table pertains to row 4 of Table IV-6)

Administrative sector	Office of the Council of State	Foreign Affairs	Justice	Interior	Defence	Finance	Education	Agriculture and Forestry	Traffic and Communications	Trade and Industry	Social Affairs and Health	Labor	Total (percentages are weighted averages)
Delay of responses (in years)													
< 2 years	34	45	22	29	20	26	29	17	17	24	39	(66)	28
2 to 5 years	17	27	17	18	60	31	38	27	14	20	34	(33)	27
> 5 years	50	27	62	54	20	43	33	56	69	56	27	(0)	46
Total	101	99	101	101	100	100	100	100	100	100	100	(99)	101
N	6	11	48	39	5	42	21	41	29	25	91	3	361

Source Compiled from Ahonen, *op. cit.*, p. 176.

Explanation: High cumulation of requests combined with a low percentage of delayed responses indicates intensive sectorial inquiry and evaluation, and high cumulation combined with a high percentage of delayed responses indicates "lack" of sectorial inquiry and evaluation.

Appendix Table IV-v. Sectorial emphasis of the Cabinet's extraordinary communications to Parliament (1970-1978, the table pertains to row 5 of Table IV-6)

Administrative sector	Number of reports
The Office of the Council of State	0
Foreign Affairs	4
Justice	1
Interior	1
Defence	0
Finance	1
Education	3
Agriculture and Forestry	0
Traffic and Communications	0
Trade and Industry	2
Social Affairs and Health	0
Labor	0
Total average per sector	12/1

Source: Compiled from Ahonen, *op. cit.*, p. 185.

Explanation: A high number of communications in a sector indicates that specific social inquiry and policy evaluation have been carried out in that sector.

Appendix Table IV-vi. Sectorial emphasis of the Cabinet Ministers' replies to the questions of the Members of Parliament (1977, the table pertains to row 6 of Table IV-6)

Administrative sector (of an Office or a ministry)	Replies and refusals to reply	The amount of replies related to the size of the sector in terms of budgetary appropriations to the sector
The Office of the Council of State and the Prime Minister	3	0.06
Foreign Affairs	21	0.05
Justice	28	0.07
Interior	61	0.02
Defence	13	0.01
Finance	72	0.02
Education	101	0.02
Agriculture and Forestry	70	0.02
Traffic and Communications	91	0.02
Trade and Industry	42	0.02
Social Affairs and Health	103	0.01
Labor	28	0.02
Total/Weighted average	617	0.02

Source: Ahonen, *op. cit.*, p. 192.

Explanation: The questions by the MP's are often results of observations based on auditing or other measures of public policy evaluation; and answering these questions requires that policy evaluation be made or its results utilized.

Appendix Table IV-vii. Sectorial emphasis in the audit discourse of the Finnish State Economy Comptrollers' Office (1978, the table pertains to row 7 of Table IV-6)

Administrative sector	(1974)	(1975)	(1976)	(1977)	1978
Foreign Affairs	2.1	2.2	2.4	1.9	2.1
Justice	0.1	0.3	1.5	1.8	0.6
Interior	1.2	0.5	0.5	0.4	0.5
Defence	0.4	0.4	0.5	1.0	0.8
Finance	2.8	2.9	2.3	1.9	1.5
Education	1.0	1.0	0.9	1.0	0.9
Agriculture and Forestry	1.3	1.4	1.8	1.4	1.8
Traffic and Communications	1.2	1.1	0.8	1.1	1.4
Trade and Industry	0.8	1.4	0.9	1.6	1.8
Social Affairs and Health	0.3	0.3	0.3	0.3	0.4
Labor	0.2	0.2	0.8	0.5	0.2
Weighted average	1.0	1.0	1.0	1.0	1.0

Source: Ahonen, *op. cit.*, p. 145.

Explanation: The ratios in the table were calculated as

$$r_i = w_i/b_i, \text{ where}$$

$$r_i = \text{ratio}$$

w_i = audit hours in auditing a given sector as percent of the total audit hours by the Office

b_i = sectorial sum of budgetary appropriations to a sector as percent of total sum of all budgetary appropriations

Data for the years 1974-1977 included for the purpose of comparison.

Appendix Table IV-viii. Establishment links of the administrative sectors on the level of parliamentary politics (1978, the table pertains to row 1 of Table IV-7)

Committee	Approximate correspondence of the sectors of the Committees with administrative sectors	Party affiliation of the Chairman of the Committee
Grand (General preparatory)	..	People's Democratic League
Constitutional Law	..	Coalition Party (conservative)
Legislative	Justice	Swedish People's Party
Foreign Affairs	Foreign Affairs	Social Democratic Party
Finance	Finance	Coalition Party
Banking	Finance	Coalition Party
Economy	Trade and Industry, Social Affairs and Health	Social Democratic Party
Law and Economy	Agriculture and Forestry	Center Party
Education	Education	People's Democratic League
Agriculture and Forestry	Agriculture and Forestry	Center Party
Social Affairs	Social Affairs and Health	People's Democratic League
Traffic	Traffic and Communications	Center Party
Defence	Defence	Coalition Party
II Legislative	..	Coalition Party

Source: Suomi, *Eduskunnan kalenteri 1978* (Helsinki: Valtion painatuskeskus, 1978). ["Finland, Parliament, The Parliamentary Almanac," in Finnish.]

Explanation: The Committee Chairmen are considered to exert a significant influence on the agenda of the Committee, and on the selection of experts to be heard; besides, there are traditions as to which parties are liable to get which chairmanships of the Committees. For the division of issues between the Committees, see Suomi, *Eduskunta, "Valiokuntasihteen opas," moniste* (Helsinki: Eduskunta, 1975). ["Finland, Parliament, The Guide of the Committee Secretary," in Finnish.] N.B. The issues of the Ministry of Interior are split so much that it is impossible to give any approximation of the establishment links.

Appendix Table IV-ix. Establishment links of the administrative sectors on the level of executive politics and administration (the election term of 1975-1979 of Parliament; the table pertains to row 2 of Table IV-7)

Admin- istra- tive sector (Office or ministry)	Parties in the governments during the period						Sum
	Social Demo- cratic Party	Center Party	People's Demo- cratic League	Swedish People's Party	Liberal People's Party	Non-Party- affiliated	
The Office of the Council of State (Incl. the staff of the Prime Minister)	2	6	0	0	0	0	8
Foreign Affairs	0	4	1	1	0	0	6
Justice	0	0	0	3	2	0	5
Interior	2	3	2	1	1	0	9
Defence	0	2	0	3	3	0	8
Finance	3	2	0	0	0	6	11
Education	0	4	3	1	1	1	10
Agriculture and Forestry	0	4	2	0	0	0	6
Traffic and Communications	1	2	3	2	0	0	8
Trade and Industry	4	0	0	2	2	0	8
Social Affairs and Health	3	4	0	0	2	0	9
Labor	0	2	3	0	0	0	5
Total	15	33	14	13	11	7	93

Source: Suomi, Eduskunta, *Vuoden ... valtiopäivät, Hakemisto* (Helsinki: Valtion painatuskeskus, ...), vuodet 1975 (II), 1976, 1977, 1978, 1979 (vaaleihin saakka), painettu 1976, 1977, 1978, 1979, 1980. ["Finland, Parliament, ... Session, Index", sessions 1975 II, 1976, 1977, 1978, 1979 (until the elections), printed in 1976, 1977, 1978, 1979, 1980, in Finnish.]

Explanation: The figures in the table indicate the numbers of ministers' seats which each party held in each of the ministries and in the Office of the Council of State. They also include short-term changes of posts and the vacation substitutions between the ministers. The figures have not been given "weighted" according to the number of days that each party held ministers' seats in any given period.

Appendix Table IV-x. Hearings of experts in the Committees of Parliament (1978 session; the rows 1-3 of this table pertain to row 3 of the Table IV-7, and row 4 of this table to row 4 of Table IV-7)

The type of organization represented by experts in the hearings	The administrative sector where the issue dealt with in the hearings was prepared (Office or ministry)												Weighted average
	Office of the Council of State	Foreign Affairs	Justice	Interior	Defence	Finance	Education	Agriculture and Forestry	Traffic and Communications	Trade and Industry	Social Affairs and Health	Labor	
	p e r c e n t												
Ministries	76	69	40	27	52	24	24	33	29	18	21	20	29
Boards and agencies of the national government	24	6	24	18	30	35	26	20	14	11	20	19	19
Municipal governments and their interest associations	0	7	10	12	13	0	11	1	14	4	4	17	6
Major organizations of national collective bargaining	0	12	14	15	1	11	15	23	7	9	55	45	27
Other (e.g., various business and professional interests, individual experts)	0	6	12	29	4	30	24	24	35	59	0	0	18
Total	100	100	100	101	100	100	100	101	99	101	100	101	99 (N=2061)

Source: Suomi, Eduskunta, 1978 *valtiopäivät, Asiakirjat C1-C2, Valiokuntien mietinnöt ja lausunnot* (Helsinki: Valtion painatuskeskus, 1978). ["Finland, Parliament, The 1978 Session, Documents C1-C2, Committee Reports," in Finnish.] Some of the sum percentages \neq 100 due to roundings.

Explanation: On the basis of rows 1-3 of this table, the bureaucratic interests are considered "centralized and strong" in Table IV-7 where the representation of the ministries and boards and agencies is together more than 45% and the municipal representation less than 11%; "decentralized and strong" where the former representation is more than 45% but the representation of the agencies and boards *alone* at least 25% (the greater than 10% municipal representation adds here to the decentralization in two sectors); and "decentralized and weak" in other cases. In this classification, "centralized and weak" is a non-applicable alternative. The presence of corporatist interests is in Table IV-7 considered "strong" if the corporatist representation is in this table over 15%; "rather insignificant" if the representation is from 10% to 15%, and "insignificant" in other cases (see row 4 of this table).

Appendix Table IV-xi. The "corporatist" preparation of the Cabinet's law bills to Parliament (1978 session; the table pertains to row 4 of Table IV-7)

Administrative sector	The mode of preparing the bills (in per cent)				Total
	Predominantly corporatist (see explanation)	Ordinary line organization of ministries and central agencies	A government ad hoc commission or similar preparatory body	Other	
Foreign Affairs	0	89	11	0	100
Justice	0	67	28	5	100
Interior	0	55	36	9	100
Defence	0	100	0	0	100
Finance	4	31	62	4	101
Education	0	8	83	9	100
Agriculture and Forestry	29	43	29	0	101
Traffic and Communications	0	100	0	0	100
Trade and Industry	0	33	67	0	100
Social Affairs and Health	26	22	52	0	100
Labor	25	50	25	0	100
Weighted average	7	32	59	3	101

Source: Ahonen, *op. cit.*, p. 76; originally compiled from parliamentary documents. Some sum percentages \neq due to roundings.

Explanation: The percentages in the table are calculated on the basis of the number of indications to a mode of preparation of the motivations of the bills proposing new legislation in a given administrative sector; this means that the same bill may be represented several times if several modes of preparation have been used. The column "predominantly corporatist" includes references to the agreements of collective bargaining which often also bind the legislator; and to working groups between corporatist interest groups (most importantly *STK*, *SAK* and *MTK*) and ministries and central agencies. All in all, the table rather underestimates than overestimates corporatist influence, because corporatist interests are often also represented in the ad hoc commissions (even though the parliamentary documents fail to indicate this). Number of bills N = 321.