Ministry of State for Administrative Development

OECD ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

REGIONAL HIGH LEVEL CAPACITY BUILDING SEMINAR ON "ADMINISTRATIVE SIMPLIFICATION: OVERCOMING BARRIERS TO IMPLEMENTATION"

Good Governance for Development (GfD) in Arab Countries Initiative

Organised by
Egyptian Ministry of State for Administrative Development and OECD

Annex to the Agenda:
Guidelines for the Workshop Sessions

Hotel Intercontinental Cairo Citystars
Cairo, Egypt
18 & 19 June 2008

Introduction

This annex briefly explains how the discussions during the breakout sessions (Workshop sessions) are organised. These sessions will take place in the second part of the Regional High Level Capacity Building Seminar on "Administrative Simplification: Overcoming Barriers to Implementation".

When

Workshop Part I will take place on Thursday 18 June from 14.30 to 17.00, and it will be focused on the design phase of administrative simplification strategies. The Workshop Part II will focus on the implementation phase of administrative simplification strategies and will be held on Friday 19 June from 9.00 to 11.00. There will be a coffee break during each of the two sessions that will be called at the moderator discretion.

Distribution of participants

There will be two discussion groups for Workshop Part I: A and B, and other two for Workshop Part II: C and D. Participants will be distributed into the different groups, so please consult the lists available to find your name in two of the four groups: A, B, C or D. Participants are kindly asked to participate in their assigned group, if you consider other group to be more in accordance to your interests, expertise and expectations from the workshop, please get in contact with the organisers of the event to consult a possible reorganisation in exceptional cases.

Role of participants

In order to clarify the role of each participant, please find below an explanation of what is expected from each:

1. **Moderator** – The moderator is asked to direct, guide and facilitate discussion. He should be following the outline to structure the discussion (please see the outlines below), but a reasonable degree of flexibility should be applied according to the evolution of the discussion and the interests from participants.

2. **Rapporteur** – The rapporteur follows the discussion with the objective of summarising the main ideas at the end of the break out session trying to highlight:

   • Main barriers identified
   • Possible solutions and approaches to overcome them
   • Points of general agreement and disagreement

   The last half an hour of the workshop session the rapporteur will summarise these points with the intention of finding agreement and offering the possibility to debate them. After that, once the workshop sessions are finished, the rapporteur will present during the plenary session the outcomes of the discussions.

3. **Rest of participants** – The rest of delegates are asked to participate actively in the discussion, bringing in examples and experiences they have accumulated and share ideas on how to overcome identified barriers. The outlines of the discussion have been sent to all participants before hand, please read them carefully and prepare for the discussion.

Outlines of the discussion groups:

Below you may also find brief outlines for each of the four discussion groups that will guide the sessions. These **are not exhaustive and only orientative, participants may suggest changes during the sessions as discussion advances.** They summarise schematically the topics that could be explored, some questions are given to provoke discussion but different questions would more than welcome. The outlines are structured in mainly four parts:

1. **Brief summary of the key steps in the case study presented by the moderator.** The moderator will present briefly the important steps undertook in his/her country to give participants a summarised picture of the reform process aiming at administrative simplification. Participants are welcome to ask for more details

of this process according to their interest. A reflexion should follow on how the presented case could give ideas to be adapted to other cases.

2. **Identifying and defining barriers designing the strategy.** The moderator will comment some of the barriers overcome, and will invite the rest of participants to create links with the barriers found in Arab countries.

3. **Responses to barriers – how to ensure an effective strategy design or implementation?** This section will discuss some responses to overcome those barriers and their rationale. Moderators will present what from their experience have helped their governments to deal with barriers to administrative simplification strategies.

4. The last half an hour of the workshop session the rapporteur will summarise the discussion with the intention of finding agreement and offering the possibility to debate the main points. After that, once the workshop sessions are finished, the rapporteur will present during the plenary session the outcomes of the discussions.

The objective is not to limit discussion to the content of this outlines, the aim is rather to give a frame to the moderator who will start presenting and interacting with participants. Participants are asked to orderly intervene during the whole process with questions, comments, examples, ideas and disagreements.

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Group A

Workshop Part I: Designing and Setting Objectives
In this session discussion groups explore the key elements of successful design and setting up of administrative simplification strategies.
Discussion Group A
Moderator: **Mr. Jeroen Nijland**, Director, Regulatory Reform Group, Ministry of Finance and Economic Affairs, Netherlands.

Rapporteur: **Mrs. Cecilie Brokner**, Special Advisor, Division for Better Business Regulation, Danish Commerce and Companies Agency, Denmark.

<u>Issues for discussion – Design phase</u>

What are the key steps to design effective simplification policies? What are the strategies to set tools, outputs and outcomes to achieve desired objectives? Based on the experience in the Netherlands:

1. Brief summary of the key steps in the Netherlands:

Designing for different needs of different segments of society

- 1999: two institutions working for administrative simplification:
    a) Ministry of Interior focused on administrative simplification for citizens
    b) Ministry of Finance and Economic Affairs focused on administrative simplification for businesses
- 2003: Expanding the variety of target groups

Designing by taking public input into account:

- Identifying the definition of administrative burden based on citizens' perception
- Identifying the targets based on citizens' aspirations

Measurement system for administrative burdens. The Standard Cost Model: Developing an evidence based approach. Setting of objectives:

- First package setting a reduction target for nine ministries participating of 18% of administrative burdens during the period 2003-2007.
- Second package extending it up to 25%, from 2005. Set of burden reduction packages and thresholds for each ministry.

2. Identifying and defining barriers designing the strategy

During the design process, some of the main barriers encountered have been:

- Lack of Political support
- Resistance to organisational/cultural change of non-collaboration and 'stove-piped' environment
    - Problems of co-ordination between local and central governments, and between ministries
    - Problems of communication with business on results and expectations
- Difficulties in defining policies and strategies
- Complex and unclear legislation
- Resource availability
- Human skills and capacities

- Lack of understanding about administrative simplification
- Barriers to cooperation:
  - Lack of mechanisms for shared/joint funding across organisations
  - Lack of common instruments for cost/benefit analysis
  - Effective incorporation of local governments on the administrative simplification strategies

3. Responses to barriers – how to ensure an effective strategy design?

This section of the discussion will discuss the importance of the context before preparing the implementation:

Three key contexts:

1. Structure context

   Administrative simplification as a cross cutting issue: "whole-of-government" perspective but no one's main concern
   - Making administrative simplification a priority for all relevant government agencies
   - Some mechanisms to provide horizontal cooperation:
     1. Management and monitoring
     2. Facilitating ministries
     3. Overarching issues
   - Trade off between decentralisation and internationalisation of processes: how to find a balance?

   Questions for discussion:
   - Where is the horizontal coordination situated? Are the roles well defined? Management & monitoring? Facilitator? Overarching questions? Staff and resources available?
         a) Inter-ministerial project team (IPAL) housed in the Ministry of Finance
         b) Advisory Board on Administrative Burdens (Actal)
   - Are the satellites put in place? Are the roles well defined? Management & monitoring? Facilitator? Overarching questions? Staff and resources available?
   - Are there relations between coordination and satellites defined?

2. Culture context
   - Tools to promote a culture for simplification:
     1. Speeches and communication
     2. HRM incentives
     3. Champion innovators / frontrunners

     Confrontation with 'outside' world: bring outsiders in & bring insiders out
     - Functions of involvement: validation, suggestions /inspiration, support, outside logic in
     - Balance between insiders and outsiders: overcoming resistance
     - Strategy and organisation plan

     Examples:
     - Business committee regulatory burden
     - Visit programme
     - Adopt company
     - Secondments / exchange programme

- Website for complaints and suggestions
- 'Mixed Committees' in every ministry
- The 'Model Firm' project

Questions for discussion:

- Does top communication reflect importance of simplification?
- Are champions / is progress praised?
- Who are our Ambassadors/Champions? Do we know them? Do we use them?
- Is it helpful for your career? Is it not helpful for your career?
- Are external stakeholders involved? At what levels?
- How to do that?
- Can we involve the relevant stakeholders? Identify relevant groups / persons

3. Political context

- Essential to evidence the benefits of administrative simplification: link it, monetise it and demonstrate it
- One-off, ad hoc or stepping stone? Facing barriers: budget, capacities, time, knowledge and TACTICS.
- Time planning:
  1. Definition of the political window
  2. Extract the lead time needed for:
     - Change of regulation
     - Organisation measures
     - ICT tools

Questions for discussion:

- Is there enough political attention for simplification? What can we do about it? Can we link it to a political priority? Can we show the costs of not dealing with it? Can we demonstrate the benefits?
- What is the political window?
- Is there a long term planning? Is it aligned to the political cycles? Are there clear milestones set?
- What project do we start with? Why those? Are key players involved? Is communication of results put in place?
- What projects will follow? Why those?

Group B

Workshop Part I: Designing and Setting Objectives
In this session discussion groups explore the key elements of successful design and setting up of administrative simplification strategies.
Discussion Group B

Moderator: **Mrs. Catarina Sarmento e Castro**, Adviser, Office of the Secretary of State for Administration Modernisation, Presidency of the Council of Ministers, Portugal.

Rapporteur: **Mrs. Dominique De Vos**, Deputy General Director, Administrative Simplification Agency, Prime Minister's Office, Belgium.

<u>**Issues for discussion – design phase**</u>

The design of the administrative simplification is the first step once it has been highlighted as a priority. Which are the main steps to take in this direction?

1. Brief summary of the key steps in the design phase in Portugal – the Portuguese SIMPLEX programme:

- 2006 – 1st SIMPLEX Programme – 2007-2008

TOOLS

- e-Government as a tool for simplification
- Other tools (6 key areas)

STRATEGY

- Double strategy –bottom up (enhance cultural change; spread simplification culture)/ top down (focussed on targets)
- 2006 (333 initiatives)-2007 (235 initiatives) -2008 (189 initiatives) evolution

ORGANISATION

- Tools for simplification logic (6 key areas)/life events logic
- Diversity logic (addition logic)/ Life events logic
- Highlightening initiatives (2006 -30 initiatives; 2007 - 20 initiatives; 2008 -14 initiatives)
- 2006-2007-2008 evolution

TIMELINE

- 2006-2007-2008 – Yearly

CONSULTATION

- Public consultation (since 2007)
- Independent panel (since 2007)

OTHER IMPORTANT SUPORTING IDEAS

- Political commitment
- Shared responsibility
- Well known brand

Questions for discussion:

- What are the major forces or incentives to start promoting and designing an administrative simplification strategy?

- Would this be possible in your countries? Which would be/have been the main differences?
- What were the key determinants for this timeline?
- Knowing what we know now, what should have changed in the design phase? How could it have been improved?
- Differences in organising the design according to each participant's experience
- Main reasons for these diverse approaches

2. Identifying and defining barriers designing the strategy

During the design process, some of the main barriers encounter have been:

- Silos-collaboration
- Cultural background – employee resistance
- Digital divide
- Multi-level administration
- Budget barriers - Financing new technologies and projects.

3. Responses to barriers – how to ensure an effective strategy design?

This section of the discussion will explore different ways of overcoming barriers according to the experiences of delegates:

- Designing a whole-of-government strategy.
  - What does it mean whole-of-government? How to achieve it?
  - What kind of communication channels were promoted inside the administration? How were different agencies coordinated and convinced to participate?
  - How to approach the multilevel governance perspective?
- Public consultation
  - Why is public consultation important for the design of the strategy?
  - How do you plan to set up public consultation and ensure that it will go beyond the design?
- Independent and external monitoring panel
  - Why accountability is important? What means need to be designed?
  - How to ensure credibility of external monitoring? How to ensure independent oversight?
  - Which are especially sensible areas to monitor?
  - How should monitoring results be communicated and publicly available?
- Combination of e-government and administrative simplification
  - Where are their natural meeting points?
  - How to promote from the designing phase cross cutting projects?
  - How to maximise synergies created using both?
- Training and capacity building in administrative simplification and ICT
  - What kind of resources should be planned and offered?
  - The creation and circulation of guidelines for both public officials and citizens.
- Ex post and ex ante tools
  - What are these tools?
  - How to ensure they serve their purpose?

Group C

Workshop Part II: Implementation Practices

Once the strategy is properly designed, policy makers evaluate the different elements for implementation: resources, capacities, constraints, etc. Discussion groups will identify practices that can help policy makers to solve problems and overcome barriers to implementation

Discussion Group C

Moderator: **Mrs. Cecilie Brokner**, Special Advisor, Division for Better Business Regulation, Danish Commerce and Companies Agency, Denmark.

Rapporteur: **Mr. Jeroen Nijland**, Director, Regulatory Reform Group, Ministry of Finance and Economic Affairs, Netherlands.

<u>Issues for discussion – implementation phase</u>

Once an administrative simplification strategy has been designed, which are the main steps we need to take to start implementing it? Based on the experience in Denmark:

1. Brief summary of the key steps in Denmark:

- Late 1990s: high-priority to the work with reducing administrative burdens for businesses and established the Division for Better Business Regulation.

- 2001 reducing administrative burdens for businesses at the centre of Government priorities: "growth strategy". Reduction target of 25 % by 2010.

- 2003 evaluation: only marginal reductions had been achieved (< 2 pct). No clear picture of which regulations caused administrative burdens.

- August 2004 adoption of the Dutch Standard Cost Model (SCM) to obtain detailed knowledge of the administrative burdens. (6 months of preparation, 12 months of measuring, 6-8 full-time project managers and budget of 2 m Euro.)

- August 2005 The SCM is systematically applied to minimize administrative burdens in new legislative proposals.

- March 2006: completed the baseline measurement of all business regulation in Denmark.

- November 2006: Each Ministry delivered their Simplification Action Plan based on the SCM measurements. The plans reflect all ministries' top-ten most burdensome regulation and reflects on input from consultations with commercial organization and companies in the preceding "administrative burdens committees".

Questions for discussion:

- Would this fit in their systems?

- What are the similarities and differences that might matter for:

    - Legitimization of the policy?

    - Organisational design?

- What were the key determinants for this timeline? Would it be changed knowing what we know now?

- Differences in organising implementation according to each participant's experience

- Main reasons for these diverse approaches

2. Identifying and defining barriers

During the implementation process, some of the main barriers encountered have been:

- Two kinds:
  - Internal barriers – coming from inside the public administration. Such as:
    - Maintaining political support through the implementation process
    - Dealing with employee resistance and human capacities
    - Resources availability
  - External barriers – coming from outside the public administration. Such as:
    - Effective communication and public awareness
    - Political support
    - Vested interests
    - International regulation
    - Technical barriers

3. Responses to barriers– how to ensure an effective strategy implementation?

Three main methods may be available to face barriers:

- Traditional - Government monitoring and organisational muscle. Part of these are:
  - Setting targets and ensuring efficacy of reforms: Action plans
  - Coordination of public administration institutions - Implementation of the Danish government action plan for simplification and better regulation across line ministries. Whole-of-government approach. Horizontal and vertical coordination: from local governments to the EU.
  - The role of a central unit for administrative simplification
- Tools - *Personas* as a tool for administrative simplification, individual strategies and acknowledge method
  - Public consultation processes as a way to promote public and private support. Integrating the private sector in the administrative simplification reforms. How to organise public consultation effectively? Which level of public participation would be more effective? Information sharing, allow them give input or joint committees, shared decision-making or empowering?
  - Identifying areas to simplify: line ministries and their greatest administrative burdens. What kind of administrative burdens were found? Where are they mostly concentrated? How can they be significantly reduced?
  - Knowledge data base of administrative burdens
  - New technologies applications
- Alternative - Service, professional challenge and trainings & seminars.
  - Capacity building in the administration
  - Changing the everyday doing business of the private sector

Group D

Workshop Part II: Implementation Practices

Once the strategy is properly designed, policy makers evaluate the different elements for implementation: resources, capacities, constraints, etc. Discussion groups will identify practices that can help policy makers to solve problems and overcome barriers to implementation

Discussion Group D

Moderator: **Mrs. Dominique De Vos**, Deputy General Director, Administrative Simplification Agency, Prime Minister's Office, Belgium.

Rapporteur: **Mrs. Catarina Sarmento e Castro**, Adviser, Office of the Secretary of State for Administration Modernisation, Presidency of the Council of Ministers, Portugal.

<u>Issues for discussion – implementation phase</u>

Once an administrative simplification strategy has been designed, which are the main steps we need to take to start implementing it? Based on the experience in Belgium:

1. Brief summary of the key steps in Belgium:

- 1998: establishment of the Agency for Administrative Simplification (AAS) as an independent agency under the office of the Prime Minister, with a steering committee consisting of representatives of business, unions and the civil service
- Simplification efforts focused mainly on burdens to businesses
- "Kafka Plan" made of 12 strategic areas and build around deliverables for each minister within a specific time schedule. Inspired by inputs from citizens and entrepreneurs through Internet.
- Kafka Test: method assessing the potential impact of new regulation in terms of administrative burdens using a simplified Regulatory Impact Analysis (RIA)
  - 2004: Extension of its use to regulation with legal effect on businesses (about 20% of all regulation proposals)
- **"Kafka contact point"** where citizens and enterprises can report on difficulties and suggest all simplification solutions
- 2003: citizens are included in the burden reduction efforts and a specific unit was created at the Agency for administrative simplification
- Tools developed:
  - Standard Cost Model adapted to complement 'score board' methodology. The Bureau of Measurement is now calculating the simplification realisations (potential and real impact)
  - Development of a specific site (www.simplification.be), newsletters , networks …
  - A "guide on simplifications" explain the system of data unique collection It is available on internet)
  - Electronic flux for simplification purposes (only once with E-ID, télémarc for public procurement , E dépôt for start up business, one stop shops in social and economics procedures, etc.)

2. Identifying and defining barriers

During the implementation process, some of the main barriers encounter have been:

- Political support during the implementation process at:
  - High level
  - Technical and administrative level – skills and administrative culture
- Lack of reliable data and uncoordinated sources for data collection
- Barriers to coordination efforts inside the administration: Why coordination is important?
  - Lack of incentives to work together

- Lack of confidence in other stakeholders and partners
- Different levels of institutional development
- Lack of financing mechanisms for shared services
- Lack of clear guidelines and manuals for stakeholders involved in the process
- Barriers with ICT focus:
  - Insufficient broadband and PC coverage in the public sector and the society
  - Lack of secure electronic identification and authentication
  - Lack of ICT skills
  - Security aspects such as online fraud, spam, viruses
  - Incompatible technical standards

3. Responses to barriers

- Cooperation agreement between Federal government and regions.
  - Which mechanisms work in a complex multilevel government environment?
  - How to endure commitment over time?
- Networks of agents
  - Who is involved in these networks
  - How to engage the agents and ensure effectiveness of the networks?
- Adoption and dissemination of methods used by administrative simplification: guidelines and principles
- Using appropriate policy tools:
  1. Crossroads Bank for Enterprises-Data integration
     - Storage of data
     - Guaranteed data
     - Shared data
     - Protecting the electronic exchanges
     - Pragmatic solutions: innovative approach by using what already exists
  2. Simplification of licensing procedures:
     - Reducing the number and complexity
     - Digitalisation
  3. One-stop-shops (both physical and electronic) aiming at:
     - Providing information
     - Collecting information: accepting notifications and applications
     - Issuing official documents: licences, permits and other documents
  4. Removal of obligations
  5. Time limits for administrative decision-making and the "silence is consent" rule
     - When to use them?
     - What are the risks of applying the "silent is consent" rule?
  6. Self-assessment and evaluation procedures
  7. Communicating the advancements on case by case basis on internet. www.simplifcation.be
- Case studies:
  - National ID card: Main elements for success / failure?
  - 2004: Extension of its use to regulation with legal effect on businesses (about 20% of all regulation proposals