Making Life Easy for Citizens and Businesses in Portugal

ADMINISTRATIVE SIMPLIFICATION AND E-GOVERNMENT



OECD

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AND E-GOVERNMENT



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Foreword

Portugal has initiated a series of ambitious and far-reaching public sector reforms to meet growing challenges and demands on the Portuguese economy and its public sector. Among these, Simplex has become a high-profile initiative – unique among OECD countries – with strong political support, addressing the need for simplifying the Portuguese public sector and its service delivery. It focuses on how e-government can be used as a lever for broader administrative simplification activities improving the quality of service delivery.

This report is the first study undertaken by the OECD to analyse the successes and challenges of both administrative simplification and e-government in a national context. It makes proposals for action that can help countries improve their simplification efforts. By placing administrative simplification and e-government together in the context of public management reform, this review helps countries to identify how simplification can best support overall government objectives and performance.

The report was completed in April 2008. It draws on responses from Portugal to a questionnaire issued in June 2007, on a survey of Portuguese central, regional, and local government organisations administered in October-November 2007, on an extensive review of information about public management, administrative simplification, and e-government in Portugal, and on a series of interviews with Portuguese officials and other commentators held in May and October 2007. Peer reviewers from the governments of France, Italy, and The Netherlands contributed to the review process and the drafting of the report. Their participation helped to set Portuguese initiatives in an international context and to identify lessons for other OECD countries to learn from.

The analytical framework of the report is based on three OECD synthesis reports: The e-Government Imperative *(2003),* e-Government for Better Government *(2005), and* Cutting Red Tape: National Strategies for Administrative Simplification *(2006). The review was carried out under the auspices of the Working Party on Regulatory Management and Reform and the OECD Network of Senior E-Government Officials, which considered its main findings as part of the Work Programme of the Public Governance and Territorial Development Directorate (GOV).*

Under the leadership of Josef Konvitz and Christian Vergez, the review was managed and written by Yih-Jeou Wang, Flemming Norling Olsen, and Mikkel Sune Smith, assisted by Melissa Peerless and Jennifer Stein (editing) and Jonathan Knudsen

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Assessment and Proposals for Action

Main findings

In focusing on meeting the goals of the European Union's *Lisbon Agenda* on economic growth and job creation, Portugal has decided to create an attractive business climate by significantly improving public sector performance. Since 2006, with high political priority, attention, and results, Portugal has been implementing a series of extensive and ambitious integrated administrative simplification and e-government programmes: the *Simplex Programmes*. These programmes – unique among OECD countries and having attracted significant public attention in Portugal – aim at improving the efficiency and effectiveness of public service delivery to citizens and businesses as well as improving competitiveness through better regulatory frameworks. Other far-reaching reform programmes also aim at transforming the public sector. These efforts, which are well under way, benefit from high level attention, ensuring sustainability and continuity, not just at the central government level but also among regions and municipalities.

This report has brought to light a number of characteristics:

- *Stimulate economic growth and job creation:* Portugal faces globalisation challenges as new entrants in the world market compete in sectors that were previously those of Portugal and others. By strengthening competition in its markets, improving public procurement procedures and generally lowering compliance costs of regulation, the Portuguese government contributes to increased productivity. Reducing legal obligations, streamlining licensing regimes, and facilitating a more efficient interaction between companies and authorities are some of the tools for reducing compliance costs.
- *Make public service delivery more efficient and effective:* Efficient public service delivery is part of an attractive business climate. Portugal is succesfully seeking to achieve better efficiency and effectiveness through a range of targeted administrative simplification and e-government initiatives. A prerequisite to benefit fully from this is to develop integrated back-office functions, particularly the sharing of resources (such as business processes, information and data, etc.), and to ensure skilled staff.

- *Ensure prioritisation and focus of simplification initiatives:* As one of the first OECD countries, Portugal has integrated administrative simplification and e-government into a comprehensive and coherent set of reform programmes. While impressive in its scope, ambition, and results delivered so far, the Simplex programmes must maintain a clear focus and strong prioritisation of initiatives to be fully effective.
- *Improve and systematise collaboration and co-operation across the public sector:* The success of simplification activities and public service delivery in Portugal depends greatly on a full implementation of the programmes in all parts of the public sector and across all levels of government. Until recently, the central government had few effective tools for collaboration and co-ordination with local governments. Moving towards a common binding framework for collaboration and co-operation between stakeholders in the public sector will significantly improve the integration of policies, strategies and implementation.
- *Improve performance and use monitoring and evaluation systematically:* Frequent and accurate monitoring and evaluation is essential to manage performance and implementation, and to spot future problems. Portugal has so far introduced some tracking of implementation of the Simplex programmes and is already working towards a common concept for monitoring and evaluation which can be used systematically across the public sector.

These findings relate to a number of public governance issues that include human resource and budgetary management, and regulatory reform. They are presented in more detail below with key assessments and main proposals for action.

The country context

The macroeconomic context in which the Simplex programmes were launched is one of large budget deficits and a structurally weak economy. This challenging situation nevertheless provides a unique window of opportunity for changing the regulatory culture, improving the business climate and increasing public sector efficiency. There is a clear and shared understanding among political and administrative key players that change is unavoidable and necessary. The Portuguese government has faced this challenge with a series of bold and determined reform efforts,[1] one of these being the *Simplex programmes*. The first Simplex programme was launched in 2006 and has since been followed by annual programmes in 2007 and 2008. These programmes benefit from integrating administrative simplification and e-government and have already led to the implementation of a significant number of important

initiatives to improve the performance of public sector service delivery (*e.g.* making it possible to create a company in less than one hour).

Sound evidence shows the commitment of the Portuguese government to reform its public sector. Within a few years, Portugal has leapfrogged the development of most OECD countries in providing public services online. It presently ranks third in the provision of online public services with 90% of online availability.[2] The World Bank has identified Portugal as the "top reformer" within the OECD membership when it comes to the regulatory framework for doing business.[3] The responsibility for the Simplex programmes lies with the Minister for the Presidency of the Council of Ministers, with direct support from the Prime Minister. A dedicated office has been created (SEAM – the Cabinet to the State Secretary for Administrative Modernisation) and a State Secretary for Administrative Modernisation has been appointed.

SEAM is responsible for overall strategic co-ordination and monitoring, while a dedicated unit, the Agency for Administrative Modernisation – *Agência para a Modernização Administrativa* (AMA) – co-ordinates at the operational level and at the level of technical development of ICT tools and structures for e-government. The Knowledge Society Agency, *Agência para a Sociedade do Conhecimento* (UMIC) supports the transformation process towards an Information Society through the dissemination of knowledge, good practices, training, and research activities (mainly on e-inclusion programmes).

Stimulate economic growth and job creation

Portugal has lowered barriers to trade and investment and made progress in reducing businesses' administrative and regulatory costs. Additional measures could help boost competitiveness. Simplex supports initiatives that address sectors in which regulation stifles competition or imposes excessive costs on business operations. Licensing regimes and labour and product market regulation are examples where streamlining regulation can lead to better frameworks for Portuguese businesses and make Portugal more attractive for foreign investment. Improving the general efficiency of the public sector – *e.g.* by reducing waiting times and adopting a more user-focused approach – will contribute to an improved business climate and reduce barriers to economic development and innovation.

However, user take-up of advanced e-government solutions to interact with government institutions can be hampered by *the digital divide*. The ability to make use of ICT tools is strongly correlated with education and skills, and Portugal – as well as other OECD countries – faces significant challenges. A relatively large proportion of the workforce has only primary education and

low skills. To make improvement tangible to the general population and the entire business community, Portugal could ensure appropriate flexibility in the channels for public-private interaction. Reliance only on advanced e-government may risk leaving too many people behind.

Assessments

- Significant steps have been taken towards reducing the number of licences and the waiting time for application approval. An example of this is the *On-the-spot-firm*. The time required to set up a business has been reduced from over 50 days to less than an hour.
- There is a marked diversity in the needs and abilities of small and large companies, *e.g.* in relation to using ICT tools. Similarly, companies in larger cities are different from those in rural areas, and education and skills differ between generations as well as geographically, due to the digital divide challenge which exists in Portugal.

Proposals for action

- For stimulating economic growth and job creation, Portugal may consider prioritising initiatives that improve competition and remove barriers to trade and investment, along with initiatives to improve the general efficiency of public-private interaction.
- Continuing efforts to address the digital divide will improve overall user take-up and public engagement. The different skills and needs among groups of stakeholders need to be taken into account. The establishment of Citizen's Shops and similar physical contact points to complement digital one-stop shops are an important part of the Portuguese channel strategy for public-private interaction.

Make public service delivery more efficient and effective

Creating an attractive business climate in order to support economic growth and job creation is linked to creating an efficient and effective public service sector. This will support citizens and businesses through effective public service delivery by having skilled and well-trained civil servants *and* a well-integrated back-office to support the delivery of seamless services. This depends again on close co-operation among all public sector entities.

Human resources constitute an important element in any public sector reform. Achieving better service delivery requires service-oriented and qualified civil servants. Facing an ageing population and increased fiscal pressure, OECD

countries have started using human resource tools – such as training, individual performance contracts, monetary incentives, and decentralisation of management responsibilities – to increase efficiency and effectiveness in the public sector.

A well-integrated back-office in the public sector will ensure interoperability of e-government service delivery across the public sector and levels of government, standardisation of information and data regarding organisational, legal and technical coherence, common usage of an ICT security framework which will provide a common secure environment for electronic information, and data access, storage, and exchange.

Assessments

- There is an awareness of the need to raise the basic level of skills and competencies in civil service in order to enable the public sector to properly meet the changing requirements following from public sector reforms. Much has already been done in this regard. Further development and implementation of simplification initiatives in this area, especially at the local government level, together with the creation of new incentive structures, will support the achievement of the goals of the reform agenda.
- Portugal has come far in a short period of time in developing basic e-government components enabling the Portuguese public sector to develop cross-cutting e-government services supporting core simplification initiatives. Having basic common e-government standardisation in place regarding organisational and technical structures, as well as information and data structures, are necessary – but still insufficient – prerequisites for successful simplification using e-government as a tool. The use of common standards throughout the public sector is an important requirement to reap the full benefits of a whole-of-public-sector approach to simplification.
- Building trust in electronic means is a precondition for Portugal's strong focus on using e-government as the key tool supporting administrative simplification. To support a trusted electronic environment, Portugal has created different components of an ICT security framework including CERT (Computer Emergency Response Team) organisations, a national electronic Citizen's Card, and a secure public key infrastructure. These ICT security components constitute a first step towards the creation of a comprehensive and coherent ICT security framework for the public sector.
- Simplification also concerns the optimal use of service delivery channels encouraging users with capacities to employ digital channels (*e.g.* e-government services, e-mails, wireless mobile entities, etc.) while users with less capacity or special needs can rely on more traditional service delivery channels (*e.g.* telephones, person-to-person, etc.). Portugal has a

strategic goal of ensuring cost-effectiveness and improved user satisfaction through the provision of advanced e-government services. However, the basic challenge of addressing the digital divide in Portugal is still significant. For this and other reasons, the strong emphasis on establishing Citizen's Shops throughout the country is an important step toward improving the quality of service provided by the administration. By bringing services together and sharing resources, existing Citizen's Shops have offered improved service delivery close to citizens, and offered a hub of other service channels.

Proposals for action

- To take a reformed public sector human resource policy forward, a combination of targeted incentives and training includes: prizes or awards, competitions, benchmarking possibly linked to measurements of user satisfaction with new services. Portugal may consider linking these instruments to the Simplex programmes by integrating human resource tools and simplification tools. A significantly strengthened offer of training closely focused on fulfilling the goals of the Simplex programmes will in parallel support this effort.
- Consistent use of basic, common e-government standardisation and an ICT security framework when designing, developing, and implementing e-government services for simplification will ensure interoperability and interconnectivity throughout the public sector. Portugal may consider how a common public sector agreement on mandatory use of e-government standardisation (including standardisation of information and data) and ICT security components could improve coherency in the public sector and a common and well-defined ICT security environment for simplification.
- The development and dissemination of the Citizen's Shops is an important model framework for user-centric "one-stop-shops". Portugal may consider in this context the benefits of developing, adopting, and implementing common principles for a comprehensive multi-channel service delivery strategy with the provision of additional delivery channel choices combined with advanced transactional e-government services. In addition, a continued focus on minimising the digital divide regarding age, education, and geography will equally help to achieve the goal of increased user take-up.

Change of administrative culture

Portugal sees a cultural change within the public administration as paramount to the success of its simplification effort. The challenges regarding the traditional compartmental thinking and silo-based reactive attitude are recognised and identified as one of the major challenges to be addressed.

Assessment

- Important horizontal initiatives such as the Citizen's Card, the On-the-spot-firm, the Simplified Business Information System, the Permanent Certificate, or the *Portal da Empresa* (Business Website) are examples of strong co-operation and networking across ministries. There are cases in which collaboration within the central government is working well, although there are still challenges concerning organisational silos and a limited tradition of cross-organisational co-operation.

Proposal for action

- Efforts to strengthen co-operation and networking across ministries could continue by applying a life-event approach in the coming phases of the Simplex programme, where initiatives address an entire life situation of a citizen or a company, such as creating a new company or having a child. This will stimulate co-operation between organisations. Other possibilities are to establish common task forces to continue and strengthen networking between simplification agents, and consider secondments from ministries and agencies to the Agency for Administrative Modernisation and other bodies responsible for overall horizontal co-ordination.

Better prioritisation and focus of simplification initiatives

Setting up the first Simplex programme was a successful attempt to address the most urgent and apparent problems with limited considerations for prioritisation. This approach and the accompanying political focus on results have led to significant impacts and have contributed to a strong momentum for the Simplex programme. Simultaneously, Simplex has become a very well-known and recognised programme, and an instantly recognised brand.

Portugal has adopted a *double* strategy for the composition of the Simplex programmes: There is an increasing focus on selecting initiatives that together will solve the most important problems in the economy and improve service delivery. At the same time, in order to obtain global cultural change throughout the administration in the direction of stronger user focus and better service, a second tier of initiatives is open to suggestions from any ministry, agency or other public authority that may be ready to participate in this transformation process. Initiatives proposed by citizens during public consultation are equally welcome. The underlying philosophy of change is based on the principle that the public sector must provide a better business

climate, which implies a shift in the regulatory culture towards accepting a basic level of risk and less regulatory interference in the economy.

Assessments

- Shifting the regulatory culture is challenging and difficult to transform into operational terms. Regulatory practices do not always reflect the need for a basic rethinking on the use of regulatory interventions. Portugal shows signs of an emerging restructuration of the principles for regulatory interventions. For example, mandatory requisites are replaced by voluntary ones (*e.g.* in relation to public deeds) based on risk analysis. In some areas *ex ante* controls (licences) are replaced by technical responsibility and possible *ex post* controls.
- In following the *double strategy,* the first annual Simplex programmes were characterised by a vast number of initiatives that were not clearly bound together by overall strategic goals or lines of action. The strategic approach was to convince as many players as possible to commit to the process of change. But in the long run, this approach could lead to a risk that the sheer quantity of initiatives could surpass their significance, relevance and possible impact while crucial regulatory problems could be left untouched. These considerations were taken up by the Portuguese government in the 2007 Simplex Programme, further elaborated upon in the 2008 Simplex Programme, and led to a reduction in the number of initiatives added to the programme. It also resulted in a reorganisation of initiatives following a life-event approach for citizens and businesses, such as setting up a business, changing job, etc. At the same time, Portugal seeks to maintain broader lines of action that can create and maintain awareness of the simplification agenda throughout the public sector.

Proposal for action

- Portugal may wish to consider further research into how the shift in the regulatory culture might be made operational, *e.g.* by improving the analysis of risk in regulation and by identifying areas where more responsibility can be shifted from the regulatory state to other groups in society. The corporative tradition in Portugal needs to be taken into account in attempts to replace public regulation of professional groups by self-regulation. In addition, Portugal might consider making better and more deliberate use of other simplification tools alongside the strong emphasis on the use of ICT tools.
- Placing attention on a smaller number of more generic initiatives with larger impact will help maintain awareness of the need to focus the annual Simplex programmes. International experience suggests the existence of an

80/20 rule: 80% of the regulatory burdens can be traced back to just 20% of the regulation. This 20% can then be the target for simplification efforts. The selection of areas for attention could be driven either by stakeholder involvement or by use of advanced quantitative indicators. The *double* strategy could still be followed, having one tier of initiatives mainly selected top-down and aiming at delivering on the main strategic goals of Simplex, while another tier is driven by bottom-up suggestions and aiming at broad cultural change. Distinguishing both components will be important. Consideration could be given to increasing the planning period beyond the current one-year cycles. Ambitious but realistic deadlines for selected projects with high political focus should remain the rule for action.

Quality of regulation

As part of the Simplex programme, procedures to ensure the quality of new regulation have been significantly strengthened since 2006 through the introduction of the *Better Law-making Programme*, the *Simplex Test*, and by conferring a clear gate-keeping function to the Secretary of State for the Presidency of the Council of Ministers (SEPCM).

Assessment

- Portugal is addressing the quality of new regulation and moving in the direction of international good practice for Regulatory Impact Assessments (RIA). At present, the fragmentation of the quality assurance of new and existing regulation does not seem burdensome but there is a risk that problems may arise if a common reporting and monitoring system is not put into place. *Ex ante* control of regulation is a crucial aspect of the regulatory quality control systems, which could incorporate adequate methods and procedures for performing RIA, and could also apply the same methods and procedures to the stock of existing regulation.

Proposal for action

- To ensure regulatory quality for simplification, it is important to maintain awareness of the total regulatory quality system, including the implementation of a common reporting and monitoring system with the aim of improving on new as well as existing regulation. Using external stakeholders' insight into the results of the Simplex Test could be a way to ensure a credible commitment to the quality of new regulation. Further development of the RIA system could also be considered, taking inspiration from recent developments in leading OECD countries such as the United Kingdom.

Public consultation

Public consultation provides stakeholders with an opportunity to contribute to policies and gives government guidance on the most effective alternative. This can lower costs for citizens and businesses and improve compliance with the simplification initiatives. Public consultation was conducted prior to Simplex 2007 and Simplex 2008, but not in preparation of Simplex 2006.

Assessments

- Public consultation is given a reasonable priority in relation to the Simplex programmes, and input from consultation is to a large extent integrated into the programmes. Stakeholders are generally satisfied with their opportunity to provide suggestions and comments.
- As the Simplex programmes increasingly seek to put the user at the centre of public service delivery, building strongly on input from users seems natural. As citizens and businesses interact not only with the central government, but also with regional and local authorities, problems experienced at these levels are only to a limited extent addressed by the Simplex programmes. This would call for an expansion of the scope of Simplex and a stronger involvement of regions and municipalities in the consultation process.

Proposals for action

- To maximise the benefit of public consultation, Portugal may consider ways of increasing participation in the Simplex initiatives and further improving dialogue with stakeholders. An increased transparency on how external stakeholders can impact the Simplex programmes improves the positive view among them and their wish to be engaged in the consultation process. It may also raise expectations among stakeholders which will bring healthy external pressure to the programmes, but there may be a need for a communication strategy to align these expectations with realistic assessments of the scope of the initiatives.
- Portugal may wish to consider ensuring that public consultation processes are conducted systematically through *ex ante* assessments of focus and scope of the consultation and on *ex post* evaluation of inputs gained from the consultation, including how they are channelled into the prioritisation of measures for the Simplex programmes.

Budgetary mechanisms

Portugal faces the same challenges as many OECD countries in designing efficient budgetary mechanisms for long-term prioritisation of simplification

projects. Budgetary considerations could be timely in the process of preparing and implementing initiatives in the Simplex programmes, for example through an improved multi-year perspective. As decisions on investment in the current planning system can only be motivated by short-term budget considerations, important projects might not be started if the return on investment is distant or if costs and savings are distributed unevenly among the different institutions. Use of cost-benefit and business case analyses can inform decision processes.

Assessment

- Portugal has no budgetary mechanism for joint funding of cross-cutting projects involving several ministries and agencies, and there is no systematic procedure to harvest savings and long-term efficiency gains. There are no common frameworks for cost-benefit and business case analyses. The lack of guidelines and procedures limits effective project prioritisation.

Proposal for action

- As part of an upcoming budget reform, Portugal may consider establishing mechanisms for joint funding of cross-cutting projects. Further consideration may be given to how savings and efficiency gains should be best handled. One possibility is to allow organisations that are introducing cost-reducing measures to keep savings, even when these exceed the initial investments. However, this is not the best way to allocate resources efficiently. Clear guidelines and procedures may improve prioritisation.
- Better budgetary planning and prioritisation could be achieved by systematic use of robust cost-benefit and business case analyses of simplification projects involving a certain amount of spending. These tools could also strengthen focus on harvesting benefits and gains.

Improve collaboration and co-operation

Since there are many contacts between the public sector and its users at regional and local levels, it is important that simplification efforts reach those levels and cover all jurisdictions.

The Simplex programmes cover central government only, and municipalities and autonomous regions are not formally obliged to implement the programmes. Some Simplex initiatives affect municipalities and some municipalities are engaged in simplification initiatives of their own. The two autonomous regions (Azores and Madeira) have their own programmes for

administrative simplification and e-government that are similar to the central government's Simplex programmes.

Some countries have established strong frameworks for co-ordinating initiatives at the central and local levels. Given the constitutional autonomy of municipalities and regions in Portugal, there is a lack of a systematic approach to assess the need for simplification efforts at local level. At the local level, efforts to modernise the administration and improve service delivery to citizens and businesses varies considerably. Some municipalities – mostly larger cities – have greatly advanced and continue to think strategically on how to transform their administrations, while others have done very little. This is to some extent, but not completely, linked to capacity problems (resources, and skills and competencies) for implementation.

An institutional set up for discussing co-ordination of initiatives at central and local levels is needed as is the development of a methodology for the central government to create incentives for municipalities to embark on simplification initiatives.

Assessments

- Municipal autonomy is recognised by the constitution. In order to ensure common and concerted action when needed, the central government must convince its regional or local government partners of their self-interest in the projects, or needs to have some incentives at its disposal.
- Collaboration and co-ordination between central, regional and local governments is a condition of the European Commission for allocating structural funds. This has triggered stronger collaboration between the central government, administrative regions[4] and municipalities on simplification policies. The central government – due to the Portuguese constitution – primarily uses "soft" tools like *ad hoc* dialogues, dissemination of good practices and to some extent benchmarkings. These tools have no formal or legal impact for the parties involved and it is questionable whether they are the most efficient tools for leadership and co-ordination. This is especially the case when raising standards in areas with limited experience of administrative simplification and e-government. There is no formal body for dialogue among the parties and the approach chosen from the central government differs from one project to the next. In the absence of a strong link between efforts at central and local levels, the risk of lack of coherence and possible loss of synergies remains.
- As many municipalities have insufficient resources, skills and competencies to embark on administrative simplification and e-government activities, only limited implementation is likely to take place in these areas, unless effective incentives are put in place. Some projects funded by the European

Commission – where collaboration and co-operation between municipalities was a prerequisite for funding eligibility – have provided positive experiences on the benefits and synergies of collaboration and co-operation.

Proposals for action

- The central government could consider developing a framework for collaboration and co-ordination with local governments to replace the existing *ad hoc* stand-alone approach of each municipality. A systematic approach to conduct dialogue with regions and municipalities would benefit simplification development. One possibility could be a formalised body to discuss common problems of standardisation, interoperability, and common simplification projects (such as licensing) that are essential for achieving results. This would strengthen a "whole-of-public-sector" perspective. Another possibility is to establish a Simplex programme with initiatives at central, regional, and local levels.
- The central government may wish to consider exploring instruments like benchmarkings and publishing rankings of performance to stimulate competition as an incentive to perform well in municipalities. The idea would be that as some municipalities move faster than others, the slower ones would seek to catch up to deliver the same level of service to their constituencies.
- The central government may wish to consider providing technical assistance in analysing local needs and facilitate co-operation between groups of municipalities. This could be a way to overcome issues of lacking capacities in some municipalities.

Systematic use of monitoring and evaluation

Frequent and accurate monitoring and evaluation is essential to manage performance and implementation, and to spot possible future problems. Monitoring and evaluation methodologies are increasingly being used systematically in OECD countries as part of a daily management of simplification projects. Monitoring and evaluation can be conducted with standard tools to monitor and evaluate tasks and activities in projects, risk management or analyses of economic impact, for example cost-benefit analysis, business case methodology, return on investment calculations, etc.

In order to measure progress on simplification it is necessary to identify indicators that describe the status and development towards achieving stated policy goals. Many initiatives in the Simplex programmes are linked to targets and frequent monitoring. However, outcome indicators are not widely used as an integrated tool for managing administrative simplification and e-government activities and tracking progress.

Outcomes and impacts of simplification in Portugal are difficult to evaluate at this point as many initiatives have not yet had sufficient time to become known. However, for a number of years, Portugal has prioritised the development of the Portuguese Information Society and has focused on providing public sector services online. This has resulted in a significant improvement in the European Union e-government benchmarkings regarding accessibility of e-government services. Possibilities to evaluate the outcomes and impacts of simplification initiatives (individually and at the aggregate level) could be ensured to further develop the monitoring and evaluation system.

Assessments

- The goals of the Simplex programmes are related to improving public sector output and improving the competitiveness of the private sector. They are broad and have not been made sufficiently operational or measurable.
- The use of monitoring and evaluation practices, which provide information on performance and the users' perceptions and satisfaction of service improvements following the Simplex programme, was limited in the first Simplex programmes but is now improving. The Simplex programmes have led to an increased awareness of the importance of monitoring and evaluation, and several good practices to build on have emerged, including the standardised measurement of administrative burdens (SCM) and user satisfaction indicators (ECSI). With Simplex 2008, a significant step has been taken towards systematic monitoring and evaluation.
- A number of important initiatives have been set in motion as a consequence of the Simplex programme. Monitoring and reporting of initiatives has focused on ensuring timely decisions or timely technical solutions. Until recently, there was little focus on the implementation of decisions or the actual use of technical solutions. Focus is now shifting towards outcome.
- The *Simplex Monitoring Panel* has been given an advisory role to the central government. In other European countries, independent "watchdogs" have been established with a strong mandate to hold governments accountable for achieving their stated goals. This is the case in the Netherlands (Actal) and the United Kingdom (the Risk and Regulation Advisory Council, formerly the Better Regulation Commission), where the independent monitoring institutions to a varying degree are allowed to report their views to parliaments and the general public with regard to the government's regulatory policy and progress. Experience indicates that this ensures long-term sustainability in improving regulatory frameworks. While experience and practices are unlikely to be transferred directly to other countries, adaptations can be envisaged to take administrative and regulatory tradition into account.

Proposals for action

- Quantitative targets may to a larger extent be established and communicated widely, both internally in the public sector and externally to the public. They could reflect the overall goals of the Simplex programmes that in turn should be made clearer. This again will allow a more deliberate selection of initiatives, and improved monitoring and evaluation.
- The healthy development towards improved monitoring and evaluation may continue and be strengthened. This would ensure higher knowledge of when and why initiatives succeed or fail, and to an increased attention toward the goals of individual initiatives in participating organisations. In order to track progress in achieving overarching simplification goals, Portugal could consider developing and implementing a common concept and common tools for monitoring and evaluation to be shared among ministries as well as regions and municipalities. Clear goals and indicators could be further developed for the different initiatives of the Simplex programmes and progress could be measured.
- Significant achievements are acknowledged, but to ensure full value of past investment, a stronger focus could be placed on implementation and outcome. An example is the *Interoperability Platform* and the *Common Services Framework*, which are being developed but are not yet fully implemented in the public sector. In the future, it may require some coercion to ensure that all relevant public sector institutions contribute to and benefit from common solutions; alternatively, the administration and Portuguese society will not benefit from the investment and effort.
- Portugal could consider increasing the mandate of the *Simplex Monitoring Panel*, allowing it to assess the progress of the Simplex programme and propose future actions. To the extent authorised by Portuguese political tradition, the Panel could be mandated to make its views known to parliament and the general public, thereby making the government's commitment to the goals of the Simplex programmes even more credible. Similarly, transparency in the development of the main monitoring indicators would contribute to maintain external pressure on the performance of the Simplex programmes.

Notes

1. These reform efforts are three key reform programmes aimed at improving the performance of the Portuguese public sector: the *National Action Programme for Growth and Jobs* (PNACE); the *Restructuring Programme for the State's Central Administration* (PRACE); the *Technological Plan* and *Connecting Portugal*.

2. European Commission (2007), *The User Challenge Benchmarking the Supply of Online Public Services. 7th Measurement, September 2007*, European Commission, prepared by Capgemini.
3. *Doing Business in 2008*, The World Bank, Washington, 2007.
4. Commissions for Regional Co-ordination and Development (called CCDR).

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Évaluation et mesures proposées

Principales conclusions

S'attachant à réaliser les objectifs de l'*Agenda de Lisbonne* de l'Union européenne concernant la croissance économique et la création d'emplois, le Portugal a décidé de créer des conditions propices aux entreprises en améliorant considérablement les performances du secteur public. Depuis 2006, il accorde, avec brio, une haute priorité et une attention toute particulière à la mise en œuvre des *programmes Simplex*, une série ambitieuse de vastes programmes intégrés de simplification administrative et d'administration électronique. Ces programmes, uniques dans les pays de l'OCDE et suscitant beaucoup d'intérêt de la part du public dans le pays, visent à rendre plus efficace la prestation des services publics destinés aux citoyens et aux entreprises et de renforcer la compétitivité en améliorant les conditions cadres de la réglementation. D'autres programmes de réforme ambitieux ont également pour but de faire évoluer le secteur public. Ces mesures qui sont bien engagées bénéficient d'une attention particulière à un haut niveau leur garantissant durabilité et continuité non seulement au niveau du gouvernement central mais aussi des régions et des municipalités.

L'examen national conduit par l'OCDE concernant la simplification administrative et l'administration électronique au Portugal a mis en lumière plusieurs caractéristiques qu'il est possible de résumer en cinq grandes conclusions qui sont les suivantes :

- *Stimuler la croissance économique et la création d'emplois :* le Portugal est confronté aux défis de la mondialisation, rivalisant avec de nouveaux entrants sur le marché mondial dans des secteurs où il prédominait à côté d'autres pays auparavant. Le Portugal pourrait profiter de l'amélioration des conditions cadres pour s'adapter à ces défis. En renforçant la concurrence sur ses marchés, en améliorant les procédures de passation de marchés publics et, de manière générale, en réduisant les coûts de mise en conformité avec la réglementation, le gouvernement portugais contribue à l'accroissement de la productivité. Limiter les obligations légales, simplifier les régimes d'accord de licences et favoriser une plus grande efficacité des relations entre les entreprises et les autorités sont quelques-uns des instruments destinés à réduire les coûts de mise en conformité.

- *Rendre la prestation de services publics plus efficiente et efficace :* L'efficacité de la prestation des services publics fait partie d'un environnement propice aux entreprises. Le Portugal s'attache actuellement avec succès à améliorer l'efficacité et l'efficience par une série de mesures ciblées en matière de simplification administrative et d'administration électronique. Une des conditions préalable pour en bénéficier pleinement est de mettre en place des fonctions intégrées de traitement administratif, plus spécialement le partage de ressources (comme les processus opérationnels, les informations ou les données, etc.), et de veiller à la qualification des agents.
- *Veiller à la hiérarchisation des priorités et au ciblage des mesures de simplification :* Le Portugal est l'un des premiers pays au sein de l'OCDE à regrouper la simplification administrative et l'administration électronique en une série complète et cohérente de programmes de réforme. L'intégration de ces deux domaines permet de combiner leurs forces et de développer des synergies. Impressionnants par leur portée, leur ambition et les résultats déjà obtenus, les programmes Simplex doivent toutefois impérativement conserver un ciblage précis et une hiérarchisation solide des priorités concernant les mesures à mettre en œuvre afin d'être pleinement efficaces.
- *Améliorer et généraliser la collaboration et la coopération dans le secteur public :* Le succès des efforts de simplification et des services publics assurés au Portugal dépend fortement de l'application intégrale des programmes concernés dans l'ensemble du secteur public et à tous les niveaux d'administration. Jusqu'à une date récente, le gouvernement central disposait d'un nombre restreint d'instruments efficaces de collaboration et coordination avec les autorités locales. Évoluer vers un cadre commun obligatoire de collaboration et coopération entre partenaires du secteur public améliorerait considérablement l'intégration des politiques, des stratégies et de leur mise en œuvre.
- *Améliorer les résultats et la mise en œuvre par l'utilisation systématique du suivi et de l'évaluation :* Les contrôles fréquents et précis et l'évaluation sont des éléments essentiels qui permettent de gérer les performances et la mise œuvre des mesures et de repérer les difficultés futures. Le Portugal a adopté jusqu'ici quelques procédures de suivi concernant la mise en œuvre des programmes Simplex et élabore actuellement un concept commun de suivi et d'évaluation qui pourra être appliqué systématiquement à l'ensemble du secteur public.

Ces cinq grandes conclusions touchent différents aspects de la gouvernance publique comme la gestion des ressources humaines, la gestion budgétaire et la réforme de la réglementation. Elles sont développées plus loin et complétées par des évaluations clés et des propositions essentielles de mesures à mettre en œuvre.

Le contexte national

Le lancement du programme Simplex a eu lieu dans un contexte macroéconomique marqué par d'importants déficits budgétaires et une économie structurellement faible. Néanmoins, cette situation difficile offrait une occasion sans pareille pour changer la culture réglementaire, améliorer l'environnement pour les entreprises et accroître l'efficacité du secteur public. L'idée que le changement est inévitable et indispensable est partagée par les principaux acteurs des milieux politiques et de l'administration. Le gouvernement portugais a relevé le défi en adoptant des mesures de réforme énergiques et audacieuses[1], parmi lesquelles les *programmes Simplex*. Le premier programme Simplex a été lancé en 2006, suivi depuis par les programmes annuels de 2007 et 2008. Ces programmes profitent de l'intégration de la simplification administrative et de l'administration électronique et ont déjà entraîné la mise en œuvre d'un grand nombre de mesures importantes visant à améliorer les performances au niveau de la prestation des services publics (en rendant possible la création d'une entreprise en moins d'une heure, par exemple).

Des éléments solides témoignent de la volonté du gouvernement portugais de réformer le secteur public. Le Portugal a dépassé en quelques années le niveau atteint par la plupart des pays de l'OCDE en ce qui concerne la mise en ligne des services publics et il occupe désormais la troisième place dans le classement établi concernant l'offre de téléservices du secteur public, avec 90 % de services accessibles en ligne[2]. La Banque mondiale a qualifié le Portugal de « champion des réformes » parmi les pays membres de l'OCDE pour ce qui est du cadre réglementaire concernant l'activité des entreprises[3]. La responsabilité des programmes Simplex incombe au ministre chargé de la présidence du Conseil des ministres avec le soutien direct du Premier ministre. Un service spécial a été créé (SEAM – le Cabinet du secrétaire d'État chargé de la Modernisation de l'Administration) et un secrétaire d'État à la Modernisation de l'Administration a été nommé.

Le SEAM est responsable de la coordination stratégique générale et de la surveillance alors qu'une unité spéciale, l'Agence pour la modernisation administrative (*Agência para a Modernização Administrativa, AMA*), coordonne les activités au niveau opérationnel ainsi que la mise en place des instruments liés aux TIC et organise l'administration électronique. L'Agence pour la société de la connaissance (*Agência para a Sociedade do Conhecimento, UMIC*) contribue à l'évolution vers la société de l'information par la diffusion de connaissances et de pratiques exemplaires et l'organisation d'activités de formation et de recherche (essentiellement des programmes d'inclusion de services électroniques).

Stimuler la croissance économique et la création d'emplois

Le Portugal réduit actuellement les barrières aux échanges et à l'investissement et progresse dans la réduction des coûts administratifs et réglementaires imposés aux entreprises. Mais il serait possible d'aller plus loin afin d'améliorer la compétitivité. Simplex contribue à ces évolutions quand il s'applique à des secteurs dans lesquels la réglementation étouffe la concurrence ou impose des coûts excessifs qui pèsent sur l'activité des entreprises. Les régimes d'accord de licences et la réglementation du marché du travail et des marchés de produits sont des domaines, par exemple, où la simplification de la réglementation peut entraîner une amélioration des conditions cadres pour les entreprises portugaises et rendre le Portugal plus attractif pour les investissements étrangers. L'amélioration de l'efficacité générale du secteur public, par une réduction des temps d'attente ou l'adoption de mesures davantage axées sur l'usager, par exemple, contribue à une amélioration de l'environnement pour les entreprises en réduisant les obstacles au développement économique et à l'innovation.

Toutefois, le *fossé numérique* risque d'être un obstacle à l'adoption par les usagers de solutions avancées en matière d'administration électronique dans leurs relations avec les institutions gouvernementales car l'aptitude à utiliser des outils modernes dans le domaine des TIC est étroitement liée au degré d'éducation et de qualification et, sur ce plan, le Portugal rencontre des difficultés importantes. Un pourcentage relativement élevé de la main-d'œuvre ne dispose que d'un niveau d'éducation primaire et de faibles qualifications. Pour concrétiser les améliorations à apporter aux citoyens, en général, et à l'ensemble du secteur des entreprises, le Portugal devrait veiller à ce qu'il existe une souplesse suffisante dans les modes de relation privé-public. Se reposer uniquement sur l'administration électronique avancée c'est risquer de laisser en chemin un nombre de personnes trop important.

Évaluations

- Des mesures importantes ont été adoptées en vue de réduire le nombre d'autorisations nécessaires ainsi que les temps d'attente pour obtenir un accord après le dépôt d'une demande. On peut citer l'exemple de *la création d'entreprise en une heure*. En effet, le délai nécessaire pour créer une entreprise a été réduit de 50 jours à moins d'une heure.
- On constate de nettes disparités entre les besoins et aptitudes des petites et grandes entreprises dans l'utilisation des outils liés aux TIC, par exemple. De la même façon, les entreprises des villes plus importantes sont différentes de celles des zones rurales et le degré d'éducation et de

qualification varie entre les générations et les différentes régions en raison du problème que pose le fossé numérique au Portugal.

Mesures proposées

- Améliorer la concurrence et supprimer les barrières aux échanges et à l'investissement devraient constituer des priorités importantes dans les programmes Simplex, ainsi que les mesures visant à améliorer l'efficacité générale des relations public-privé.
- Combler le fossé numérique doit rester une priorité. Il est indispensable de prendre en considération les différences qui existent en termes de besoins et de qualifications entre les groupes de parties intéressées. La création de guichets du citoyen et autres points de contact physiques en complément des guichets universels numériques constitue un élément notable de la stratégie portugaise concernant les modes de relations public-privé.

Rendre la prestation des services publics plus efficiente et efficace

Créer un environnement attractif pour les entreprises en vue de soutenir la croissance économique et la création d'emplois est lié à la création d'un secteur de services publics efficients et efficaces. Ces derniers aident les citoyens et les entreprises grâce à la prestation efficace des services publics par des fonctionnaires qualifiés et bien formés *et* grâce à un service de traitement administratif bien intégré contribuant à la fluidité de la prestation des services. Ce résultat implique lui aussi une étroite coopération entre toutes les entités du secteur public concernées.

Les ressources humaines représentent un élément majeur de toute réforme du secteur public. Améliorer la prestation des services exige que les fonctionnaires soient qualifiés et axés sur le service. Face au vieillissement de la population et à l'augmentation des contraintes budgétaires, les pays de l'OCDE ont commencé à utiliser des instruments de gestion de ressources humaines comme la formation, les contrats individuels de performances, les incitations monétaires et la décentralisation des responsabilités de gestion en vue d'accroître l'efficacité et l'efficience du secteur public.

L'existence dans le secteur public de services de traitement administratif bien intégrés garantit l'interopérabilité de la prestation des services d'administration électronique, en particulier, dans tout le secteur public et à tous les niveaux d'administration, la normalisation des informations et données pour ce qui est de la cohérence organisationnelle, juridique et technique, l'usage commun d'un cadre de sécurité liés aux TIC qui crée un environnement commun sûr en matière d'accès, de stockage et d'échanges d'informations et de données électroniques.

Évaluations

- On est conscient qu'il est indispensable d'élever les qualifications et compétences de base dans la fonction publique pour permettre au secteur public de répondre de manière adaptée à l'évolution des besoins à la suite de la réforme du secteur public et de nombreux efforts ont déjà été accomplis en ce sens. L'élaboration et la mise en œuvre de mesures de simplification pourraient encore être renforcées, surtout au niveau des autorités locales. Il serait possible de créer des structures d'incitation pour contribuer à la réalisation des objectifs des réformes inscrites à l'ordre du jour.
- Le Portugal a bien avancé en peu de temps dans la mise en place d'éléments de base de l'administration électronique qui permettent au secteur public portugais de développer des services communs d'administration électronique étayant des mesures de simplification essentielles. La normalisation de l'administration électronique commune de base au niveau des structures organisationnelles et techniques et des structures d'informations et de données est la condition nécessaire mais pas suffisante d'une simplification réussie en utilisant l'administration électronique comme instrument. Il faut impérativement s'assurer que l'utilisation de normes communes dans l'ensemble du secteur public bénéficie pleinement des avantages d'une stratégie de simplification à l'échelle du secteur public dans son ensemble.
- Instaurer la confiance dans les moyens électroniques est une condition préalable pour le Portugal qui accorde une importance prépondérante à l'utilisation de l'administration électronique comme instrument clé pour étayer la simplification administrative. Pour promouvoir un environnement électronique qui inspire la confiance, le Portugal a mis en place différents éléments appartenant à un dispositif de sécurité informatique, notamment des entités d'intervention d'urgence en matière informatique, une carte d'identité nationale électronique et une infrastructure à clé publique sûre. Ces éléments de sécurité informatique constituent un premier pas vers la création d'un dispositif de sécurité complet et cohérent dans le domaine des TIC destiné au secteur public.
- La simplification c'est également optimiser l'utilisation des différents modes de prestation des services et encourager les usagers ayant la possibilité d'utiliser les modes de diffusion numérique à le faire (services d'administration électronique, courrier électronique, entités mobiles sans fil, etc.) tandis que les usagers ne disposant pas des mêmes possibilités ou ayant des besoins spécifiques peuvent compter sur des modes de prestation des services plus traditionnels (téléphone, face-à-face, etc.). Le Portugal a un *objectif stratégique* qui est de veiller à un bon rapport coût-efficacité et à l'amélioration de la satisfaction des usagers en offrant des services

d'administration électronique avancée. Ceci étant, le problème fondamental qui est de combler le fossé numérique au Portugal reste important. C'est une des raisons pour laquelle la mesure qui vise à accorder une place importante à la création de guichets du citoyen dans tout le pays est importante en vue d'améliorer la qualité des services fournis par l'administration. Du fait qu'ils regroupent les services et partagent les ressources, les guichets du citoyen en place offrent une meilleure prestation de services proche du citoyen, et servent de plate-forme pour d'autres modes de prestation des services.

Mesures proposées

- La réforme de la politique des ressources humaines dans le secteur public pourrait s'appuyer sur une combinaison d'incitations et de formations ciblées, incluant des éléments tels que des prix ou récompenses, des concours, du benchmarking éventuellement lié à des enquêtes de satisfaction des usagers. Ces instruments pourraient être directement liés aux programmes Simplex en intégrant des instruments de gestion des ressources humaines et des instruments de simplification. Il serait possible en parallèle de les accompagner d'une offre de formations qui serait considérablement renforcée et étroitement axée sur la réalisation des objectifs des programmes Simplex.
- La normalisation de l'administration électronique de base commune et le dispositif de sécurité informatique pourraient s'appliquer de manière cohérente à l'ensemble du secteur public lorsqu'il s'agit de concevoir, élaborer et mettre en œuvre des services d'administration électronique dans un but de simplification. Le Portugal pourrait rechercher un accord commun du secteur public concernant l'application obligatoire de la normalisation de l'administration électronique commune de base (incluant la normalisation des informations et données) et des éléments de sécurité informatique permettant de garantir l'interopérabilité et l'interconnectivité dans tout le secteur public ainsi qu'un environnement commun et bien défini de la sécurité informatique dans un but de simplification.
- Le Portugal pourrait élaborer, adopter et appliquer des principes communs dans le cadre d'une stratégie globale des différents modes de prestation des services en offrant des choix supplémentaires de modes de prestation associés à des services transactionnels d'administration électronique plus avancés. Dans ces circonstances, la création et la diffusion de nouveaux guichets du citoyen est un élément très important. Par ailleurs, le Portugal pourrait continuer de concentrer ses efforts pour réduire au maximum la fracture numérique en fonction de l'âge, du degré d'éducation et des régions concernées.

Changement de culture administrative

Le Portugal pense que le changement de culture dans l'administration publique est la clé de la réussite concernant l'effort de simplification qu'il a engagé. Les problèmes qui se posent à propos de la façon traditionnelle de penser les choses par département et d'adopter des réactions de type « silo » sont perçus et reconnus comme l'un des défis majeurs à relever.

Évaluation

- Des mesures horizontales importantes comme la Carte d'identité, la Création d'entreprise en une heure, le Système d'information simplifié pour les entreprises, le Certificat permanent ou le *Portal da Empresa* (site Internet pour les entreprises) sont des exemples de coopération soutenue et de mise en réseau de ministères. Il existe des cas où la collaboration au sein du gouvernement central fonctionne bien, en dépit de difficultés dues à l'organisation en « silo » et une tradition limitée de coopération entre organismes.

Mesures proposées

- L'effort visant à renforcer la coopération et mettre en réseau les ministères pourrait être poursuivi. Il serait possible d'opter, dans les phases suivantes du programme Simplex, pour un système basé sur les événements de la vie dans lequel les mesures concernent la situation d'un citoyen ou d'une entreprise durant toute sa vie, qu'il s'agisse de créer une entreprise ou d'avoir un enfant, par exemple. Cette optique encouragerait la coopération entre les organismes. D'autres possibilités seraient de créer des groupes de travail communs, de poursuivre et renforcer la mise en réseau des agents chargés de la simplification et d'envisager un détachement de personnel des ministères et agences vers l'Agence pour la modernisation de l'administration et d'autres organismes chargés de la coordination horizontale en général.

Améliorer la hiérarchisation des priorités et le ciblage des mesures de simplification

La mise en place du premier programme Simplex, qui a été un succès, cherchait à répondre aux problèmes les plus pressants et manifestes en ne tenant guère compte d'un ordre des priorités. Cette démarche et l'accent mis parallèlement sur les résultats ont eu un impact important et contribué à donner une forte impulsion au programme. En même temps, Simplex est devenu un programme bien connu et reconnu, et une image de marque identifiable instantanément.

Le Portugal a adopté une *double* stratégie dans la composition des programmes Simplex : une priorité accrue est accordée à la sélection de mesures qui doivent ensemble apporter des solutions aux problèmes majeurs de l'économie et améliorer la prestation des services. Parallèlement, pour favoriser un changement de culture général dans toute l'administration privilégiant une orientation plus marquée vers l'usager et une amélioration des services, un deuxième niveau de mesures est ouvert aux suggestions provenant de ministères, d'agences ou d'autres autorités publiques qui pourraient être incitées à participer au changement, ou même à des propositions de mesures faites par les citoyens lors de la consultation du public. La philosophie du changement qui est sous-jacente repose sur l'idée que le secteur public doit impérativement créer un environnement plus propice aux entreprises ce qui nécessite une évolution de la culture réglementaire vers l'acceptation d'un niveau de risque minimum et d'une ingérence moins forte du pouvoir réglementaire dans l'économie.

Évaluation

- Faire évoluer la culture réglementaire est ambitieux et difficile à traduire en termes opérationnels. Les pratiques réglementaires ne font pas toujours apparaître qu'il faut repenser à la base le recours aux interventions réglementaires. Il existe au Portugal des signes qui témoignent de l'émergence de nouveaux principes concernant les interventions réglementaires. Par exemple, des conditions préalables obligatoires sont remplacées par des conditions préalables volontaires (concernant des documents officiels, par exemple) reposant sur l'analyse de risques ; et, dans certains domaines, une responsabilité spécifique ou d'éventuels contrôles *ex post* se substituent à des contrôles *ex ante* (autorisations).
- Les premiers programmes annuels Simplex qui appliquaient la *double stratégie* se caractérisaient par un grand nombre de mesures qui n'étaient pas clairement liées entre elles par des objectifs stratégiques généraux ou des lignes d'action globales. La stratégie consistait à obtenir qu'un nombre d'acteurs aussi important que possible participe au changement. Mais à long terme, cette approche peut faire courir le risque de privilégier le nombre sur l'importance, l'opportunité des mesures ou leur impact éventuel alors que certains problèmes essentiels liés à la réglementation seraient ignorés. Le gouvernement portugais a pris en compte ces considérations dans le Programme Simplex 2007 et surtout dans le Programme Simplex 2008 ce qui a entraîné une réduction du nombre de mesures ajoutées au programme. Une autre conséquence a été la réorganisation des mesures en fonction des événements marquants de la vie, pour les citoyens et les entreprises, comme par exemple la création d'une entreprise, un changement d'emploi, etc. Parallèlement, le Portugal

souhaite conserver des lignes d'action globales susceptibles de créer ou maintenir une sensibilisation aux mesures de simplification inscrites à l'ordre du jour dans l'ensemble du secteur public.

Mesures proposées

- Le Portugal pourrait tirer parti d'une recherche approfondie sur la façon de rendre opérationnel le changement de culture réglementaire, en améliorant l'analyse des risques encourus du fait de la réglementation, par exemple, et en identifiant les secteurs qui permettraient un transfert de responsabilité plus important de l'état régulateur vers certaines catégories sociales. Il faut tenir compte de la tradition corporatiste au Portugal dans l'effort de substitution de l'autoréglementation à la réglementation publique de certaines catégories professionnelles. Le Portugal pourrait faire un meilleur usage d'autres instruments de simplification, ou le rendre plus délibéré, compte tenu de la priorité importante accordée à l'utilisation d'instruments liés aux TIC.
- Il serait souhaitable que le Portugal reste vigilant à propos de la nécessité de cibler les programmes Simplex annuels, en concentrant son effort sur un nombre plus limité de mesures génériques ayant un impact plus étendu. L'expérience internationale porte à penser qu'il existe une règle des 80-20, selon laquelle on peut imputer 80 % de la lourdeur réglementaire à seulement 20 % de la réglementation qui peuvent alors constituer une cible pour des mesures de simplification. La sélection des domaines méritant une attention particulière pourrait être effectuée en impliquant des parties intéressées ou en utilisant des indicateurs quantitatifs élaborés. Il serait possible d'appliquer la *double* stratégie, en ayant un niveau de mesures, essentiellement de haut en bas, visant à réaliser les principaux objectifs stratégiques de Simplex alors qu'un autre niveau serait alimenté par des propositions de mesures ascendantes dans le but de favoriser un vaste changement de culture. Il importe de ne pas confondre ces deux éléments. Il serait possible d'envisager d'étendre la durée de planification au-delà des cycles annuels actuels. Ceci étant, il est souhaitable de la maintenir pour fixer une date butoir ambitieuse mais réaliste aux projets retenus et auxquels on accorde une haute priorité au niveau des politiques.

Qualité de la réglementation

Dans le cadre du programme Simplex, les procédures visant à garantir la qualité des nouvelles réglementations ont été considérablement renforcées depuis 2006 par l'adoption du *Programme Mieux légiférer*, la mise en place du *test Simplex* et en attribuant une fonction de filtrage bien définie au secrétaire d'État pour la présidence du Conseil des ministres.

Évaluation

- Le Portugal s'intéresse actuellement à la qualité des nouvelles réglementations et évolue dans le sens des pratiques internationales exemplaires en faveur de l'*analyse d'impact de la réglementation*. Actuellement, la fragmentation de l'assurance qualité des réglementations, nouvelles et existantes, ne semble pas peser mais le risque existe de voir des problèmes se poser si un système commun d'établissement de rapports et de surveillance n'est pas mis en place. Le contrôle *ex ante* de la réglementation est un élément essentiel des systèmes de contrôle de la qualité réglementaire qui pourrait inclure des méthodes et procédures adaptées permettant de procéder à des analyses d'impact de la réglementation (AIR) et appliquer également les mêmes méthodes et procédures à l'ensemble de la réglementation en vigueur.

Mesures proposées

- Le Portugal doit mieux faire connaître l'ensemble du système de qualité réglementaire incluant la mise en œuvre d'un système commun d'établissement de rapports et de surveillance pour les mesures visant à améliorer les réglementations nouvelles et existantes. Autoriser les parties intéressées externes à prendre connaissance les résultats du Test Simplex permettrait de s'assurer qu'ils s'engagent de manière crédible en faveur de la qualité des nouvelles réglementations. Il serait également possible d'envisager une extension du système d'analyses d'impact de la réglementation en s'inspirant des évolutions récentes dans des pays précurseurs de l'OCDE comme le Royaume-Uni.

Consultation du public

La consultation du public donne la possibilité aux parties intéressées de contribuer à l'élaboration des politiques et de fournir au gouvernement des informations sur les coûts les plus bas de la solution la plus efficace pour les citoyens et les entreprises et de la mise en conformité avec les mesures en question. Une consultation du public a eu lieu avant Simplex 2007 et Simplex 2008 mais pas avant l'élaboration du programme Simplex 2006.

Évaluations

- Une priorité raisonnable est accordée à la consultation du public dans le cadre des programmes Simplex et les éléments issus de la consultation sont, dans une large mesure, pris en compte dans les programmes. Les parties intéressées expriment leur satisfaction de manière générale concernant les possibilités qui leur sont offertes de faire des suggestions et des commentaires.

- Puisque les programmes Simplex cherchent de plus en plus à mettre l'usager au centre de la prestation des services publics, il semble logique de s'appuyer fortement sur les propositions faites par les usagers. Les citoyens et les entreprises ont des relations non seulement avec le gouvernement central mais aussi avec les autorités régionales et locales mais les programmes Simplex ne concernent que dans une faible mesure les problèmes rencontrés à ces niveaux. Il serait recommandé de prévoir une extension du champ d'application des programmes Simplex et une participation plus importante des régions et municipalités au processus de consultation.

Mesures proposées

- Le Portugal pourrait renforcer à nouveau la participation des citoyens et des entreprises dans les mesures Simplex et de nouvelles possibilités d'améliorer le dialogue avec les parties intéressées pourraient être explorées. L'opinion favorable exprimée parmi les parties intéressées concernant la consultation devrait être évaluée et se traduire dans les faits par une transparence accrue sur la façon dont les parties prenantes externes peuvent influer sur les programmes Simplex. L'utilisation accrue d'objectifs quantitatifs dans le programme Simplex renforce la participation et la transparence sur les réalisations. Cela peut également renforcer les attentes des parties intéressées qui exercent des pressions externes saines sur les programmes mais une stratégie de communication sera sans doute nécessaire pour que ces attentes s'inscrivent dans la ligne d'une évaluation réaliste de la portée des mesures en question.
- Le Portugal pourrait envisager de s'assurer, de manière continue, que des consultations du public ont lieu systématiquement par le biais d'évaluations *ex ante* du ciblage et du champ d'application des consultations et par une évaluation *ex post* des informations obtenues provenant de la consultation, et plus particulièrement de leur prise en compte dans la hiérarchisation des mesures dans le cadre des programmes Simplex.

Mécanismes budgétaires

Le Portugal est confronté aux mêmes difficultés que de nombreux pays de l'OCDE en ce qui concerne la création de mécanismes budgétaires efficients permettant de hiérarchiser les priorités à long terme concernant les projets de simplification. Des considérations budgétaires pourraient s'avérer opportunes lors des processus d'élaboration et de mise en œuvre des mesures faisant partie des programmes Simplex, par exemple par une amélioration de la perspective pluriannuelle. Comme les décisions d'investissement dans le système de planification actuelle ne peuvent être justifiées que par des

considérations budgétaires à court terme, les projets importants risquent de ne jamais démarrer si le retour sur investissement est éloigné ou si les coûts ou les économies réalisées sont répartis de manière inégale entre les différentes institutions. L'utilisation d'analyses du rapport coût-avantages et de la justification économique peut étayer les processus décisionnels.

Évaluation

- Le Portugal ne dispose d'aucun mécanisme budgétaire pour le financement conjoint de projets communs auxquels participent plusieurs ministères ou organismes, et aucune procédure systématique ne permet de bénéficier des économies réalisées et des gains d'efficience à long terme. Il n'existe aucun cadre commun pour l'analyse du rapport coût-avantages et de la justification économique. L'absence d'orientations et de procédures limite l'efficacité d'une hiérarchisation des priorités au niveau des projets.

Mesures proposées

- Dans le cadre de la réforme budgétaire prochaine, il serait possible de mettre en place des mécanismes de financement conjoint des projets communs. On pourrait examiner de plus près quelle serait la meilleure façon de traiter les économies et gains d'efficience réalisés. Une solution serait d'autoriser les institutions qui adoptent des mesures de réduction de coûts de conserver les économies réalisées même si celles-ci dépassent l'investissement initial. Ceci étant, ce n'est pas le meilleur moyen d'affecter les ressources de manière efficiente. Des orientations et procédures clairement définies pourraient améliorer la hiérarchisation des priorités.
- Il serait possible de réaliser une meilleure planification budgétaire et hiérarchisation des priorités si on utilisait de manière systématique des analyses du rapport coût-avantages et de la justification économique des projets de simplification qui entraînent des dépenses. Ces instruments pourraient également renforcer l'objectif qui est de réaliser des économies et des gains.

Améliorer la collaboration et la coopération

En raison du nombre important de contacts entre le secteur public et les usagers aux niveaux régional et local, il est important que les mesures de simplification concernent également ces niveaux et couvrent tous les domaines de compétence.

Les municipalités et les régions autonomes ne font pas officiellement partie des programmes Simplex qui visent de manière délibérée l'administration centrale. Certaines mesures Simplex touchent les municipalités, et certaines

municipalités s'engagent dans des mesures de simplification qui leur sont propres. Les deux régions autonomes (les Açores et Madère) disposent de leurs propres programmes de simplification administrative et d'administration électronique, qui ressemblent aux programmes Simplex du gouvernement central.

Certains pays ont mis en place des cadres solides permettant de coordonner les mesures mises en œuvre aux niveaux central et local. En raison de l'autonomie des municipalités et des régions inscrite dans la constitution portugaise, aucune approche systématique ne permet d'évaluer la nécessité de mesures de simplification au niveau local. Il existe des différences importantes au niveau des mesures mises en œuvre au niveau local visant à moderniser l'administration et améliorer la prestation des services destinés aux citoyens et aux entreprises. Certaines municipalités, principalement des grandes villes, ont accompli de rapides progrès et ont engagé une réflexion stratégique sur la façon de faire évoluer leur administration alors que d'autres ont fait très peu d'efforts. Cela est dû dans une certaine mesure, mais pas entièrement, à des problèmes de capacités (ressources, qualifications et compétences) de mise en œuvre.

Il n'existe pas de structure institutionnelle solidement établie pour discuter de la coordination des mesures aux niveaux central et local, et aucune méthode n'a été définie pour permettre au gouvernement central d'inciter les municipalités à se lancer dans des mesures de simplification.

Évaluations

- L'autonomie des municipalités est ancrée dans la Constitution. Pour garantir une action commune et concertée, si besoin est, le gouvernement central doit convaincre ses partenaires au niveau des autorités régionales et locales de leur propre intérêt à participer aux projets en question ou il doit disposer de certaines incitations.
- La collaboration et coordination entre les administrations centrales, régionales et locales est une condition imposée par la Commission européenne pour l'octroi de fonds structurels. Cela a donné une impulsion pour établir une collaboration plus étroite entre le gouvernement central, les régions administratives[4] et les municipalités au niveau des politiques de simplification. Le gouvernement central a principalement recours, à cause de la constitution portugaise, à des instruments moins structurés comme le dialogue ponctuel, la diffusion de pratiques exemplaires et, dans une certain mesure, le benchmarking. Ces instruments n'ont aucun impact formel ou juridique pour les parties concernées et on pourrait se demander s'ils constituent les outils les plus efficaces au niveau du leadership et de la coordination. C'est vrai surtout si l'établissement de normes concerne des

domaines qui ont une expérience limitée de la simplification administrative et de l'administration électronique. Il n'existe aucun organe officiel de dialogue entre les parties et la méthode choisie par l'administration centrale diffère d'un projet à l'autre. Du fait qu'il n'existe pas de lien solide entre les mesures mises en œuvre aux niveaux central et local, le risque d'incohérence et d'une éventuelle déperdition de synergies demeure.

- Étant donné qu'un grand nombre de municipalités ne disposent pas de ressources, qualifications et compétences suffisantes pour se lancer dans des activités de simplification administrative et d'administration électronique, il est certain que la mise en œuvre de mesures en la matière reste limitée dans ces localités, sauf si des incitations efficaces sont mises en place. Certains projets financés par la Commission européenne dans lesquels la collaboration et la coopération entre les municipalités étaient une condition préalable pour l'admissibilité au bénéfice des financements en question ont donné lieu à des expériences positives au niveau des avantages et synergies découlant d'une collaboration et coopération.

Mesures proposées

- Le gouvernement central pourrait envisager d'établir un cadre de collaboration et coordination avec les autorités locales pour remplacer l'approche actuelle, indépendante et ponctuelle, de chaque municipalité concernée. Une méthode systématique permettant d'engager le dialogue avec les régions et les municipalités permettrait de renforcer la simplification administrative. Une des possibilités consisterait à créer une instance officielle permettant de débattre de problèmes communs de normalisation et d'interopérabilité ainsi que de projets communs de simplification (comme les accords de licence, par exemple) qui sont essentiels pour parvenir à de bons résultats. Cela donnerait une perspective à l'échelle du secteur public dans son ensemble. Une autre possibilité consisterait à créer un programme Simplex incluant des mesures aux niveaux central, régional et local.
- Des instruments tels que le benchmarking et la publication de classements de résultats pourraient être examinés de plus près pour stimuler la concurrence et inciter les municipalités à produire de bons résultats. L'idée est que certaines municipalités progresseraient plus vite que d'autres, les moins rapides cherchant à rattraper leur retard pour offrir le même niveau de services dans leurs localités.
- Le gouvernement central pourrait fournir une aide technique en analysant les besoins au niveau local et faciliter la coopération entre des groupes de municipalités. Ce serait un moyen de surmonter les difficultés dues au l'insuffisance de capacités dans certaines municipalités.

Utilisation systématique de la surveillance et de l'évaluation

Les contrôles fréquents et précis et l'évaluation sont des éléments essentiels qui permettent de gérer les performances et la mise en œuvre des mesures et de déceler d'éventuels problèmes futurs. L'utilisation de méthodes de suivi et d'évaluation est de plus en plus en plus systématique dans les pays de l'OCDE et fait partie de la gestion courante des projets de simplification. Le suivi et l'évaluation peuvent être réalisés à l'aide d'instruments standard permettant de contrôler et d'évaluer les fonctions et activités relatives aux projets concernés, avec une gestion des risques et des analyses d'impact économique comme l'analyse coût-avantages, la méthode de la justification économique, les calculs de rentabilité des investissements, etc.

Pour mesurer les progrès accomplis en matière de simplification il est nécessaire d'élaborer des indicateurs qui définissent l'état et le degré d'avancement en ce qui concerne la réalisation des objectifs fixés. De nombreuses initiatives des programmes Simplex sont liées à des objectifs précis et à un contrôle fréquent. Cependant les indicateurs de résultats ne sont pas couramment utilisés comme instrument intégré destiné à gérer les activités en matière de simplification administrative et d'administration électronique et suivre les progrès accomplis.

Les résultats et les implications de la simplification au Portugal sont difficiles à évaluer à ce jour étant donné que temps n'a pas encore permis à un grand nombre de ces mesures d'être suffisamment connues ou éprouvées. Ceci étant, le Portugal a accordé une priorité pendant plusieurs années à la mise en place de la Société de l'information au Portugal et a centré ses efforts sur la mise en ligne des services du secteur public. Cela a permis d'améliorer considérablement les éléments de comparaison en matière d'administration électronique au niveau de l'Union européenne concernant l'accessibilité aux téléservices. Des possibilités d'évaluer les résultats et implications des mesures de simplification (individuellement et globalement) devraient permettre de continuer de développer le système de surveillance et d'évaluation.

Évaluations

- Les objectifs des programmes Simplex concernent l'amélioration de la production dans le secteur public et l'amélioration de la compétitivité du secteur privé. Ce sont des objectifs généraux et ils n'ont pas été rendus suffisamment opérationnels et mesurables.
- L'utilisation de méthodes de suivi et d'évaluation permettant d'obtenir des informations sur les résultats et l'avis des usagers ainsi que leur degré de satisfaction concernant l'amélioration des prestations de service dans le

cadre du programme Simplex était limitée dans les premiers programmes Simplex mais elle progresse actuellement. De plus de plus, les programmes Simplex font prendre conscience de l'importance du suivi et de l'évaluation et on a vu apparaître plusieurs pratiques exemplaires qui devront être développées, notamment la mesure normalisée des charges administratives (SCM) et les indicateurs de satisfaction des usagers (ECSI). Le programme Simplex 2008 a permis d'effectuer un pas important vers une surveillance et une évaluation systématiques.

- Plusieurs mesures importantes ont été lancées dans le prolongement du programme Simplex. La surveillance et l'établissement de rapports sur les mesures mises en œuvre sont centrés sur la nécessité que les décisions soient prises en temps voulu ou que des solutions spécifiques soient apportées en temps voulu. Jusqu'à une date récente, on accordait peu d'importance à la mise en œuvre des décisions prises ou à une utilisation effective de solutions spécifiques. Une évolution commence à se dessiner qui accorde la priorité aux résultats.
- Le *Panel de surveillance Simplex* a été attribué un rôle consultatif par le gouvernement central. Dans d'autres pays européens, des « organismes de surveillance » indépendants ont été créés, munis d'un mandat solide pour que les gouvernements rendent des comptes sur la réalisation des objectifs fixés. C'est le cas aux Pays-Bas (Actal) et au Royaume-Uni (le Risk and Regulation Advisory Council, anciennement la Better Regulation Commission), où les institutions de contrôle indépendantes, à un degré différent, sont autorisées à faire part au parlement et au public en général de leur avis sur la politique réglementaire du gouvernement et les progrès accomplis. Les expériences faites montrent que ces pratiques garantissent l'amélioration durable à long terme du cadre réglementaire. Dans la plupart des cas, ces expériences et pratiques ne sont sans doute pas transposables directement dans d'autres pays, des adaptations peuvent être trouvées en tenant compte de la tradition administrative et réglementaire des pays concernés.

Mesures proposées

- Il serait possible, dans une plus grande mesure, de fixer et diffuser largement des objectifs quantitatifs, à la fois à l'intérieur du secteur public et à l'extérieur pour le public. Ces objectifs pourraient être liés aux buts généraux des programmes Simplex qui devraient être plus clairement définis. À nouveau, cela permettrait d'opter pour certaines mesures, de manière plus délibérée, et d'améliorer le suivi et l'évaluation.
- L'évolution saine vers une amélioration du suivi et de l'évaluation pourrait être poursuivie et renforcée. Elle permettrait d'avoir une meilleure connaissance du moment où l'action engagée penche vers la réussite ou

l'échec ainsi que des raisons qui l'expliquent, et d'accorder une plus grande attention aux objectifs des différentes mesures mises en œuvre dans les organismes impliqués. Pour suivre les progrès accomplis dans la réalisation d'objectifs généraux en matière de simplification, le Portugal pourrait envisager d'élaborer et de mettre en œuvre un concept commun et des outils communs de suivi et d'évaluation qui seraient communs à la fois aux différents ministères et aux régions et municipalités concernées. Des objectifs et indicateurs clairement définis pourraient, dans une plus large mesure, être élaborés pour les différentes mesures des programmes Simplex ce qui permettrait de mesurer les progrès accomplis.

- Les réalisations importantes sont reconnues mais, pour s'assurer tout le bénéfice des investissements passés, il serait souhaitable d'accorder une plus grande attention à la mise en œuvre et aux résultats. La *plate-forme d'interopérabilité* et le *cadre commun de prestations de service,* qui sont actuellement élaboré et pas encore entièrement mis en œuvre dans le secteur public, peuvent être cités en exemple. À l'avenir, il sera sans doute nécessaire d'imposer certaines contraintes pour faire en sorte que toutes les institutions importantes du secteur public contribuent et profitent des solutions communes mais, si ce n'est pas le cas, l'administration et la société portugaise ne tireront pas le bénéfice des investissements et efforts réalisés.
- Le Portugal pourrait envisager de donner au *Panel de surveillance Simplex* un mandat plus solide, lui permettant d'évaluer l'état d'avancement du programme Simplex et de proposer des mesures futures. Pour autant que la tradition politique portugaise le permette, le Panel pourrait être mandaté de faire part au Parlement et au public en général de ses avis, ce qui rendrait encore plus crédible la volonté du gouvernement de réaliser les objectifs des programmes Simplex, et la transparence au niveau de l'élaboration des principaux indicateurs de suivi contribuerait à maintenir une pression extérieure en ce qui concerne les performances des programmes Simplex.

Notes

1. Ces mesures de réforme concernent trois programmes de réforme clé visant à améliorer les performances du secteur public portugais : le *Programme d'action nationale en faveur de la croissance et de l'emploi* (PNACE), le *Programme de restructuration pour l'administration centrale de l'État* (PRACE), le *Plan technologique* et *Connecter le Portugal*.
2. Commission européenne (2007), *The User Challenge Benchmarking the Supply Of Online Public Services. 7th Measurement, Septembre 2007*, Commission européenne, établi par Capgemini.
3. *Doing Business in 2008*, La Banque mondiale, Washington, 2007.
4. Commissions pour la coordination et le développement régional (appelées CCDR).

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Chapter 1

Country Profile and Context

Portuguese society is facing a number of challenges similar to those in many other OECD countries: adjusting to the forces of globalisation in order to further benefit from its integration in the world economy; ageing population; a public sector facing increasing demand for quality service delivery while becoming more cost-efficient under tight budget restraints; and challenges in developing and spreading a new set of values to the overall public sector to ensure the transformation of an administrative culture which needs to become more dynamic and attentive to public needs and demands. The Portuguese government has recognised these challenges and has prioritised to improve the overall performance of the public sector for the greater benefit of society, and to become a more competitive economy in the global market. As a consequence, Portugal has asked the OECD for a peer review of administrative simplification and e-government as part of its continued effort to simplify the Portuguese public sector.

This report will analyse simplification by looking at a number of components necessary for successful implementation of simplification in the public sector, focusing mainly on synergies between administrative simplification and e-government. These areas are: policies and strategies; legal and regulatory context; e-government for simplification; implementation tools; and performance tools. Each of these areas will be analysed in separate chapters of this report.

Administrative simplification and e-government share the same overarching goal of public sector transformation: they both focus on making the everyday life of citizens and businesses easier, interaction with government for citizens and businesses more convenient and transparent, and public administration better and cheaper. It is expected to improve the competitiveness of the business sector and enhance Portugal's attractiveness to foreign investors. Furthermore, it should contribute to reinvigorate the trust of citizens in governance structures. Similarly, in Europe, the Lisbon Agenda for economic growth[1] points to the need for better regulation as one way to stimulate the perspectives for long-term development and to increase the ability of European countries to manage change and cope with globalisation.

Even though administrative simplification and e-government facilitate these prioritised areas of public sector transformation, experience shows in a number of OECD countries that these areas are nonetheless perceived as independent and are handled separately in different organisational units.[2]

Bringing them closer together in terms of policy formulation, instruments, and institutional frameworks is likely to create an opportunity to exploit previously hidden synergies and common processes in support of overall transformation efforts. The combined effect of better regulation through administrative simplification and e-government is to transform and streamline public service delivery to citizens, business, and within the government itself, and provide "… an Information Society that is inclusive, provides high quality public services, and promotes quality of life".[3]

The primary goal of administrative simplification and e-government is to liberate time and resources for those affected by regulation and to improve the management of the government's information requirements.[4] E-Government is a key tool for administrative simplification because it enables the coherence and efficiency in regulatory interactions between government and businesses/citizens to be strengthened, making them easier, faster and more cost-efficient. For example, companies can fulfil a reporting obligation through the use of e-government services, perhaps even by pre-filled forms that make use of available information and data from one or more government authorities.

Many OECD countries have launched policies and established procedures for ensuring higher quality regulation and administrative simplification. This includes consultation with stakeholders, impact assessment, consideration of regulatory alternatives, etc. Furthermore, a number of countries are beginning to discuss how to better determine when regulatory interventions are beneficial to society This is based on a perception that regulation is often introduced without sufficient consideration of which risks it seeks to amend, the success probability, the costs of intervention as opposed to those of non-intervention, and what risks and responsibilities should be left by the state. Administrative simplification should be seen in this context as part of an overarching regulatory reform exercise.

Administrative simplification and e-government in Portugal

Countries seeking to improve public sector efficiency, effectiveness, and delivery through administrative simplification and e-government will benefit from integrating these two closely related areas, preferably into one coherent policy and strategy area with clear goals and a common programme. In addition to clear goals for administrative simplification and e-government, it is essential that there is an unambiguous political will and backing to achieve the stated objectives through a strong focus on implementation. This includes ensuring the participation of the public sector as a whole.

Very few OECD countries have integrated administrative simplification and e-government as part of *one* policy and strategy. By contrast, in 2005 Portugal introduced a programme for administrative simplification and the

development of e-government. The programme is rolled over from one year to the next, and builds on the progress achieved each year. The Simplex programmes catalogue specific and cross-cutting initiatives to simplify the public administration.

The strategic objectives of the Simplex programmes (see Box 1.1) are to contribute to the improvement of economic competitiveness through a reduction of administrative burdens for Portuguese businesses; to transform the public administration thereby reducing the budget deficit; and to simplify the everyday lives of the Portuguese by eliminating red tape and increasing transparency.

Box 1.1. **Goals in the Simplex programmes**

The Portuguese government's programme for administrative simplification and e-government is called *Simplex – Legislative and Administrative Simplification Programme*.

The goals of Simplex are to:

- provide prompt and effective responses to the needs of citizens and businesses;
- increase people's trust in public services and servants;
- enable businesses to quickly obtain permits and authorisations;
- facilitate the rationalisation and efficiency of the public administration;
- help Portugal become more competitive by reducing the costs of economic activities.

Source: "Simplex, Legislative and Administrative Simplification Programme", Presidency of the Council of Ministers, Office of Public Services Reform, 2006.

The Simplex programmes have enjoyed strong political support at the highest level from the outset in 2005. The programme is under the responsibility of the Prime Minister because "… simplification must be a joint obligation and responsibility that each and every ministry shares".[5] Objectives and progress are followed up by the Council of Ministers. High political attention and pressure are key elements in the Portuguese approach to administrative simplification and e-government.

Transformation of the public administration is seen as a "… key item in the growth strategy for the country". The "… intention is not a great reform of public administration, done in one time, but rather conducting a reforming process composed by positive, firm and consequent steps to attain an efficient administration that performs a good service to citizens and companies, consistent with what one might expect from a modern state".[6]

The underlying philosophy of reform is based on the principle that the public sector must provide a better business climate and set free private initiative. This implies a shift in the regulatory culture towards accepting a basic level of risk and less regulatory interference in the economy. There may be costs due to abuse, but benefits can be expected to outweigh these costs. Another important principle of the reform is to ensure that information and data are collected only once from citizens and businesses, and then used and reused where necessary in the public sector as a whole.

The Simplex programmes now total over 750 initiatives[7] and are based on the principle that reforms should target concrete problems rather than conducting a global, systematic, and completely planned reform targeted at all sectors, structures, and processes. The Simplex programmes are the main mechanism to assess and improve the quality of the stock of regulation. Portugal has accepted the European Union challenge of reducing administrative burdens by 25% by 2012. A pragmatic approach has been chosen. Initiatives have been selected following a bottom-up approach, based on proposals by various stakeholders (including government and private sector). To a large extent, the priority areas for burden reduction were not decided top-down, and only a strategic direction was provided by the overall stated goals of the programme. This approach has worked well to date for removing some key bottlenecks rapidly. A more systematic approach, which the government is now working towards, and which shows in Simplex 2008, is now required to maximise gains in future years.

The Simplex programmes integrate the National Commitment on Reducing Administrative Burdens. This National Commitment is due to be established by a Council of Ministers' Decision which was under approval at the time this report was finalised (March 2008).

The public sector

Portugal is a unitary state with a mixed presidential-parliamentary system of government. The Portuguese public sector is strongly centralised: 78% of the total number of public employees work in central government, which is responsible for services to citizens and businesses in a large number of areas and has local government bodies all over the country (see Table 1.1).

Apart from the central government level, the public sector consists of two autonomous regions (Azores and Madeira), 308 municipalities, and 4 260 parishes. There is otherwise no formal (territorial) regional level of government, only a number of special administrative territorial divisions to fit different European Union and sector administrative purposes. (See Annex B for a description of the public governance structure in Portugal.)

Table 1.1. **Distribution of civil servants in Portugal (2005)**

Level of government	Number of employees	Share (%)
Central government	578 407	78
Regions	32 079	5
Municipalities	127 139	17
Total	**747 880**	**100**

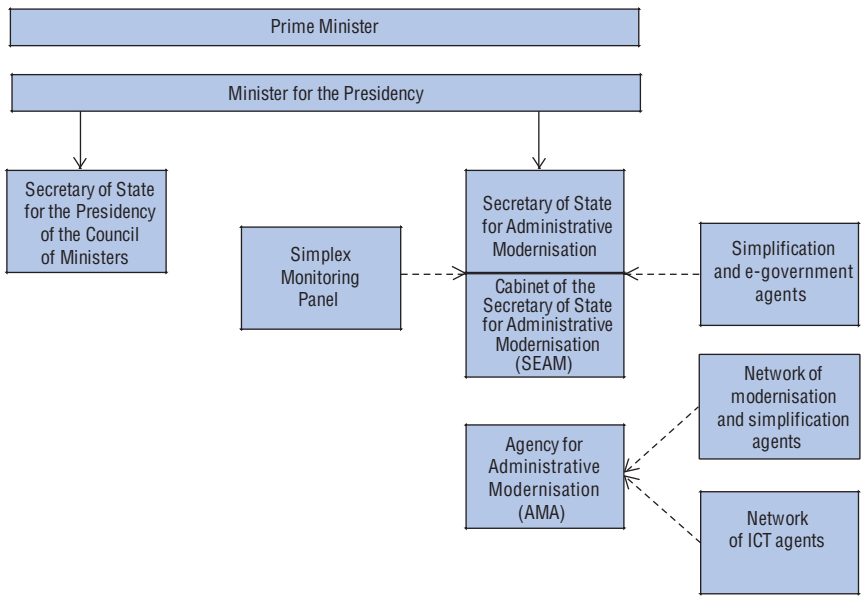
Source: Questionnaire on administrative simplification and e-government in Portugal, OECD 2007. Answer to Question 1.2.1.2.

Institutional set-up for administrative simplification and e-government

The responsibility for public sector transformation has over the years been placed in different ministries but always at the centre of government close to the Prime Minister's Office or the Minister for the Presidency of the Council of Ministers (see Figure 1.1). Compared with other OECD countries, transformation policies are given high political attention in Portugal, which has subsequently been reflected in the institutional set-up.

Since May 2007, the responsibility for administrative simplification and e-government lies with the Minister for the Presidency of the Council of

Figure 1.1. **Organisation of the co-ordination of administrative simplification and e-government**



Source: OECD (2007), based on information received from Portugal in response to the OECD questionnaire.

Ministers who has delegated the responsibility of the policy area to the Secretary of State for Administrative Modernisation. The Cabinet of the Secretary of State for Administrative Modernisation (SEAM) is thus responsible for policy development and inter-ministerial co-ordination. Previously, the overall responsibility for transformation was placed in the Office of Public Services Reform – *Unidade de Coordenação da Modernização Administratva* (UCMA), under the responsibility of the Minister of State and Internal Affairs in charge of policy making and the development of both administrative simplification and e-government issues. (See Annex C for a description of the history of e-government development in Portugal.)

SEAM's most important task is the development and co-ordination of the yearly Simplex programme. SEAM works with administrative simplification and e-government contact points or agents who contribute to new initiatives and provide progress reports on implementation. A panel of private individuals invited on the basis of their professional experience, competence and independence is envisaged to monitor the Simplex programmes.

The implementing agency under SEAM is the Agency for Administrative Modernisation – *Agência para a Modernização Administrativa* (AMA). AMA is responsible for the development and evaluation of administrative simplification and e-government activities, including the implementation of the Simplex programmes.

AMA's primary tasks are to:

- support the government in defining strategies and policies on administrative and regulatory modernisation and simplification;
- develop common orientations for and promote the use of ICT in public administration;
- evaluate and monitor modernisation and simplification projects;
- develop and co-ordinate cross-departmental networks of "simplification agents" relating to simplification efforts and projects;
- contribute to the simplification of regulatory environments;
- promote and manage the national network of service attendance, known as Citizen's Shops;
- provide, monitor and evaluate interactive public portals (*e.g.* the citizen's portal).

SEAM co-ordinates policies and initiatives at cabinet level with other ministries while AMA co-ordinates at the technical or operational level with agencies, etc., in ministries. AMA draws on two inter-ministerial networks with representatives from all ministries: one for modernisation and simplification and another for ICT. The agents in the networks act as contact points between AMA and the ministries concerning planning, follow-up and

monitoring of programmes and projects. The networks primarily deal with technical problems. Furthermore, *ad hoc* task forces are set up to tackle initiatives involving several ministries.

A simplification project in a ministry is usually conducted by the ministry itself with possible support from AMA. Cross-cutting projects involving several ministries are normally co-ordinated directly by AMA.

Prior to May 2007, the responsibility for ICT and e-government policy was placed within the Ministry of Science, Technology and Higher Education in the Knowledge Society Agency, *Agência para a Sociedade do Conhecimento* (UMIC). UMIC still holds an important role with e-government policy because it is responsible for the Information Society Strategy, including major programmes such as *Connecting Portugal*, parts of the *Technological Plan*, and the *Commitment to Science for the Future of Portugal*.

Finally, an important actor concerning legislative simplification is the Cabinet of the Secretary of State for the Presidency of the Council of Ministers. The office is responsible for the co-ordination of the government's legislative procedure and the *Better Law-making Programme* initiated in 2006 with the goal of improving the quality and efficiency of Portuguese legislation. This programme comprises specific measures in the areas of dematerialisation, accessibility to legislation, consultations, regulatory impact assessment, effectiveness and development of techniques of good legal drafting.

Key points

- Administrative simplification and e-government are under the formal responsibility of the Minister of the Presidency of the Council of Ministers close to the Prime Minister. They are carried out by SEAM, the Cabinet of the Secretary of State for Administrative Modernisation, and AMA which is the implementing agency. Their primary task is the Simplex programmes.
- Other important actors are the Cabinet of the Secretary of State of the Presidency of the Council of Ministers, which is responsible for the government's legislative procedure and is therefore also responsible for *ex ante* impact assessment of new legislation, and UMIC, responsible for Information Society policies.

At the regional and local levels of government, autonomous regions and municipalities play an active role in administrative simplification and e-government. They are involved in the legislative procedures via consultations and have to apply and employ a number of the simplification measures taken by the central government. Regions and some municipalities also develop their own simplification measures.

There are no formal structures for the co-ordination of administrative simplification and e-government between the central government and local governments, but SEAM and AMA have a dialogue on an *ad hoc* basis with regions and municipalities on simplification initiatives.

Drivers for simplification

Portugal has a coherent strategy linked closely to strengthening the conditions for economic development and job creation. The strong emphasis on improving public service delivery in support of a more dynamic and vibrant private sector is clearly stated in the areas prioritised in the Simplex programmes. The most important drivers behind them are:

a) improving efficiency and meeting budget constraints;

b) creation of a better business climate;

c) better use of ICT in society;

d) international leadership.

a) Improving efficiency and meeting budget constraints

Portugal's budgetary constraints with recurring deficits and a large debt have led Portugal to take measures to reduce spending while at the same time improve the efficiency and effectiveness of the public sector as a whole. Achieving savings and improving service delivery have been one of the key elements behind the Simplex programmes – as well as the *National Action Programme for Growth and Jobs* (PNACE) and the programme for *Restructuring the State's Central Administration* (PRACE). These programmes are all key elements in Portugal's contribution to the European Union Lisbon Strategy, which is the overarching driver for simplification. Simplification is seen as an important element to reduce spending and bring the budget deficit back in line with the EU stability pact which is high on the agenda for all political parties.

b) Creation of a better business climate

Positioning Portugal in a global economy by improving the business climate is an important driver for simplification. In many international surveys Portugal ranks relatively low in various rankings of economic competitiveness, including on parameters relating to the regulatory framework, such as red tape and licenses for companies; or how fast a new company can be created, although, in this particular case, Portugal took a huge step forward with the implementation of the On-the-spot-firm.[8] At the same time, attracting foreign direct investment is essential for Portugal's economy. Improving the business climate for companies already in the country and attracting new ones have been significant motivating forces.

The Simplex programmes are expected to improve public sector efficiency and effectiveness thereby improving the business climate. They are also, and to a large extent, aimed at relieving businesses from a number of burdens (using *e.g.* licensing simplification, Online Company Incorporation, Online Permanent Certificate, online registrations, Simplified Company Information, Online Trademark Service, Online Patents, etc.), thus facilitating an easier dialogue with the public sector so that companies spend less time and energy on red tape.

c) Better use of ICT in society

In the *Technological Plan* and *Connecting Portugal*, the vision for Portugal in the Information Society is outlined. It contains a range of initiatives to promote ICT in the public sector, in schools, and at workplaces. The plans have had an important impact in drawing attention to the use of ICT in the administration and as a contributor to bringing Portugal into the Information Society.

It is one of the Portuguese government's goals that all basic public services should be available online by 2010. The plans also include concrete targets on a number of Information Society-related areas, *e.g.* broadband connections to homes and schools, advancement of e-commerce, etc. Better use of ICT in both the public sector and society in general has thus been an important driver.

d) International leadership

Portugal pays great attention to international rankings and its position therein. Improving Portugal's ranking position is an explicit goal. Similarly, European Union policies on administrative burden reduction and e-government have been a driver behind the Simplex programmes. Portugal is committed to achieve the European Union goal of a 25% reduction of administrative burdens by 2012.[9]

A prerequisite for simplification is to create a coherent public sector back-office. Developing interoperability and user-focused e-government services is in the European Union strategic framework *i2010 – A European Information Society for growth and employment*, one of four main challenges for the creation of a single European information space and as such, important to the development and implementation of e-government services. According to the strategy, there is a need for interoperability at three levels: 1) administrative processes for life events for citizens (birth, marriage, etc.) and businesses (starting a business, paying taxes, etc.); 2) information (systems must understand each other's language); and 3) technical (tackled via standardisation). User-focused e-government services also form an important part of the European Union approach with benchmarkings for 20 e-government services in all member countries.

The European Union has thus been a driver in putting administrative burden reduction high on the political agenda and in focusing on improving e-government services in the public sector in Portugal.

Key points

- The main drivers behind the Simplex programmes have been to ensure a quick and effective response to the needs of both citizens and businesses by improving public sector efficiency and effectiveness, and reducing spending. Simplification is seen as a key to reduce public spending.
- Other drivers include positioning Portugal in the global economy by improving the business climate, making better use of ICT in society and the European Union's focus on the reduction of administrative burdens and improving e-government services in the public sector.

Notes

1. Communication from the Commission to the Council and the European Parliament: "Common Actions for Growth and Employment: The Community Programme Lisbon Programme", [SEC(2005)981], Brussels, 20.7.2005. COM(2005)330 final.
2. OECD (2007), *E-Government as Tool for Transformation*, [GOV/PGC(2007)6], 28 March 2007, OECD, Paris. OECD (2006), *OECD e-Government Studies. Denmark*, OECD, Paris. OECD (2007), *OECD e-Government Studies. Hungary*, OECD, Paris. OECD (2007), *OECD e-Government Studies. Netherlands*, OECD, Paris.
3. Objective 3 in the goals of the renewed Lisbon Strategy *i2010 – A European Information Society for growth and employment*, Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions, COM(2005)229/Final, Brussels, 1 June 2005.
4. OECD (2006), *Cutting Red Tape – National Strategies for Administrative Simplification*, OECD, Paris.
5. *Simplex, Legislative and Administrative Simplification Programme*, Presidency of the Council of Ministers, Office of Public Services Reform, 2006.
6. *Programme of the 17th Constitutional Government of Portugal*, *cf.* OECD Survey.
7. Presidency of the Council of Ministers: *Simplex 2006* contains 333 initiatives (2 of them were abandoned), *Simplex 2007* has 235 initiatives (5 have been abandoned), and *Simplex 2008* covers 189 initiatives.
8. World Bank (2007), *Doing Business 2008* and World Economic Forum. *The Global Competitiveness Report 2007-2008*.
9. Response to the OECD questionnaire on administrative simplification and e-goverrment in Portugal, August 2007.

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Chapter 2

Policies and Strategies

Portugal is one of the few OECD countries which have chosen to integrate administrative simplification and e-government politically and strategically to achieve the public policy goal of making everyday life easier for citizens and businesses in their interaction with public authorities. By actively seeking the synergies between administrative simplification and e-government – using the latter as a key lever for simplification – Portugal is trying to impose significant and swift changes on its public administration and its administrative culture both at central and local levels.

The expected broad impact of the Portuguese administrative simplification and e-government activities is also indicated by the links to a number of other major reform programmes driving transformation of the public sector:

- *National Action Programme for Growth and Jobs* (PNACE).
- *Restructuring Programme for the State's Central Administration* (PRACE).
- *Technological Plan* and *Connecting Portugal*.

These programmes are strongly interlinked; taken together, they stand as cornerstones in the Portuguese government's strategy to create economic growth and improve public finances.

This chapter presents and analyses Portuguese policies and strategies for administrative simplification and e-government. These include the Simplex initiative and the main measures adopted and approved in the Simplex 2006, Simplex 2007, and Simplex 2008 programmes. Finally, the chapter provides a brief overview and analysis of the simplification efforts at the regional and local levels.

Vision and mission

The vision and mission regarding administrative simplification and e-government is to make everyday life easier for citizens and businesses, and to improve the regulatory framework for businesses by achieving administrative simplification using e-government as a tool. Transformation of the public administration is a "… key item in the growth strategy for the country…" as stated in the Portuguese government's programme.[1] The policies to enhance simplification and e-government are outlined in the Simplex programmes of 2006, 2007, and 2008. Together, they consist of 757 initiatives, which have enjoyed widespread political support at the highest level since their inception. The Simplex programmes are "… undertaken under the Prime Minister's personal political direction, simplification must be a joint obligation and responsibility that each and every ministry shares".[2]

The objectives of the Simplex programmes[3] cover a number of key areas:

- efficiency and effectiveness of public administration and service delivery such as significant shorter response time on citizens' and businesses' requests to public authorities;
- public trust in the public sector and its service delivery;
- competitiveness and economic development.

The essence of the objectives is to improve the efficiency and effectiveness of the public sector, and the regulatory environment for citizens and businesses. This is *inter alia* done by providing prompt and effective responses to the needs of these groups and by enabling businesses to obtain permits and other public certificates faster, which in turn will lead to improved trust in the public administration and increase the overall competitiveness of the private sector.

The objectives show that the programmes address a broad range of challenges being faced by the public sector. The objectives are ambitious and far-reaching, and government support is strong. However, the broad objectives entail a risk that the programmes will not be perceived as comprehensive and targeted. To face that risk, Simplex 2008 has defined priority goals taking into account life events – business-related and citizen-related – and has chosen priority areas for simplification like, *e.g.* all import/export procedures.

Key points

- The overall vision and mission of the Simplex programmes are to improve the efficiency and effectiveness of the public sector, and to improve the regulatory environment for citizens and businesses.
- The underlying philosophy of change is based on the principle that the public sector must provide a better business climate and liberate private initiative, which implies a shift in the regulatory culture towards accepting a basic level of risk and less regulatory interference in the economy.

Policies and strategies at central government level

The Simplex programmes have been developed at the initiative of the Prime Minister, who had previously announced 10 initiatives for improving the regulatory framework and the business environment, and who now sought to strengthen the focus on administrative simplification and e-government. The Office of Public Services Reform, *Unidade de Coordenação da Modernização Administratva* (UCMA), was put in charge of co-ordinating this programme with contributions from all ministries, which were asked to submit their proposals for simplification projects. Simplex 2006 was launched

in March 2006,[4] Simplex 2007 was published in January 2007, and Simplex 2008 was announced in the beginning of February 2008.[5] Some of the ideas underlying the Simplex programmes had already been under preparation before their launch, but by establishing and launching the programmes, the initiatives were given political priority, a common organisational and governance framework, and a common direction.

Simplification of existing regulation

Simplification of existing regulation – also called *corrective simplification* – consisted of 333 initiatives in the Simplex 2006 programme, of 235 in the Simplex 2007 programme, and of 189 in the Simplex programme of 2008. In Simplex 2006, the initiatives were divided into six "key areas".[6] These were main instruments for achieving the programme's goals, and they ranged from removing regulation to providing better information on how to comply with legal obligations. The six key areas were:

Key area 1: Eliminating certificates

Insufficient sharing of information means that citizens and businesses are asked to submit information that is already held by the same or different authorities. Grouping departments and improving internal communication will reduce the need to ask for information in the form of certificates or other "probative documents". (See examples in Box 2.1)

Box 2.1. **Examples of Simplex initiatives under Key area 1: Eliminating certificates**

- *Online Permanent Certificate:* Whenever a corporate user needs a trade registry certificate, all he/she has to do is to submit the company's Online Permanent Certificate access code to the requesting public or private body which can then find the certificate on the portal Business Online (*www.portaldaempresa.pt*).
- *Elimination of certificates proving the non-existence of debts:* Abolition of the need for taxpayers to ask the social security or tax authorities for declarations that their contributions/taxes are in order, for use in their relationship with other public departments.
- *Elimination of certain certificates for public departments:* Promote communication between departments so that people no longer need to prove information that is available at one public department to another one.

Source: The examples are taken from *Better Portugal. e-Government Strategy*, Presidency of the Council of Ministers and Agency for the Public Services Reform (AMA), Lisbon (2007), and Simplex Programme 2006.

Key area 2: Eliminating paper/dematerialisation

Digitisation of physical documents opens for wider simplification through improved information and data sharing, use of intelligent and interactive forms that can be submitted electronically, enabling users to follow administrative processes online. A number of larger e-government initiatives are presented in Box 2.2.

Box 2.2. **Examples of Simplex initiatives under Key area 2: Eliminating paper/dematerialisation**

The most important e-government initiatives from Simplex 2006 and Simplex 2007 are summarised in *Better Portugal: e-Government Strategy* (September 2007). These include:

- *Social Security Direct:* Online service that allows companies to consult their data, to declare remunerations and to register or un-register employers to the social security. Citizens can consult their data, including tax-paying history and state of the installments.
- *Health 24:* A central contact point between users and the health service, via telephone, fax, Internet or e-mail. The aim is to help users gain access to health services and to avoid the "rush" to hospital emergency departments.
- *Business Portal:* An on-line service which enables companies to deal with practically all the legal formalities that apply to companies, including the creation of companies and asking for a trade registry certificate, etc.
- *Citizen's Portal:* The Citizen's Portal is designed to facilitate the relationship between citizens and the state and is a privileged channel for access to the services provided by the public administration.
- *Portuguese State Official Gazette:* The paper edition was abolished and the electronic edition was given full legal force. In addition, an open access policy has been introduced and new services are now provided to citizens and companies. The aim was to provide better and more direct access to legislation and public administration acts and notices.
- *Public E-Procurement Programme:* A programme that has enabled the public administration to start to use Internet for its purchases, thereby making the process simpler and more transparent, saving a great deal of money.
- *Common Service Framework:* The platform for the interoperability of the different public departments.
- *The "Citizen's Card":* The card is an electronic ID card which provides all citizens with a digital signature which can be used for electronic authentication when accessing public e-government services.

Source: Better Portugal. e-Government Strategy, Presidency of the Council of Ministers and Agency for the Public Services Reform (AMA), Lisbon (2007).

Key area 3: Simplification/de-bureaucratisation

Complexity and duplication of procedures lead to excessive administrative work. The aim is to reduce obligations that are disproportionately burdensome or complex for citizens and businesses, and to eliminate unnecessary licences, permits, etc. (see Box 2.3).

Box 2.3. **Examples of Simplex initiatives under Key area 3: Simplification/de-bureaucratisation**

- *Corporate notarised deeds are no longer mandatory:* Notarised deeds concerning the situation of a company are made optional. In particular the following acts will no longer require notarising: forming a commercial company, altering its articles/memorandum of association, transforming the type of company, or extinguishing it. These actions will simply need to be recorded at the trade registry.
- *Merging and demerging of companies:* A public deed is no longer required for merging or demerging companies and it is sufficient to register the merger or de-merger plans and the actual merger or de-merger at the Companies Registry. These plans, the notice of the general meeting and the merger or de-merger documents are then published online.
- *Simplified company liquidation and dissolution:* These actions take place at the registry, without companies having to go through the courts and with no mandatory public deed.

Key area 4: Deregulation

By stating the principle that the public administration trusts citizens, detailed regulation and multiple controls can be ameliorated. This will also entail use of regulatory alternatives such as self-regulation, co-regulation, etc. (see Box 2.4).

Key area 5: Easier access to public services

This entails improving service integration, and information and data sharing by increasing the co-ordination between public bodies involved in the same procedure as well as transforming the way people are dealt with at physical contact points, by merging those points and co-locating them (see Box 2.5).

Key area 6: Harmonising and consolidating sets of rules

This key area aims at improving access to laws and regulations and at making them easier to understand in order to reduce the costs of using and complying with regulation. This will also lead to efficiency gains within the

Box 2.4. **Examples of Simplex initiatives under Key area 4: Deregulation**

- *Company ledgers no longer obligatory:* Businesses' lives are simplified by removing the bureaucratic and financial burdens imposed by the need to keep special physical inventory, balance sheet, ledger, and duplicate books that must form part of a company's bookkeeping at present. Books of minutes will remain, but they will no longer have to be legalised by the trade registry in advance.
- *Local authority building permits:* A simplified system for local authorities to issue building permits is created, which (in certain circumstances) will dispense the need for the architectural design to be assessed and licensed, or for work to the inside of buildings to be notified to the authorities in advance.

Box 2.5. **Examples of Simplex initiatives under Key area 5: Easier access to public services**

- *Citizen's Shops:* A new concept for the public sector service was introduced in 1999 with the creation of the first *Citizen's Shops* in Lisbon and Oporto. These single contact points give citizens access to a vast range of public services within a same place. In January 2008, ten Citizen's Shops were operating in more densely populated areas, one of which is a second-generation Citizen's Shop, with multi-service desks, integrated desks and assisted self-service posts. In addition, 77 *Citizen's Contact Points* were established. These are multi-service points that can be found at local town halls and operate as extensions of the Citizen's Shops.
- *Company formalities centres:* For companies, the company formalities centres fulfill the same function as the citizen's shops for citizens. They bring together a whole range of user-reception and information services in single units. Since their launch in 1997, 800 000 companies have consulted the 11 company formalities centres.
- "*Single logistical window*" *for the maritime/port system*: A logistics platform centralises in a common area the information and documentation concerning the various agents in the logistical chain (particularly shipping agents, transit agents, land carriers, logistical operators, logistical park management companies and the companies in such parks). It is a one-stop shop for port issues. The platform also allows paperless procedures for decision-making.

Source: The examples are taken from *Better Portugal. e-Government Strategy*, Presidency of the Council of Ministers and Agency for the Public Services Reform (AMA), Lisbon (2007). Additional information was provided by the Portuguese government in 2008.

administration itself. The problem is said to be related to the volume, opacity, and limited effectiveness of legislation in Portugal. This key area aims at reducing the number of laws by consolidating various statutes on the same issue and by analysing alternatives to regulation (see Box 2.6).

Box 2.6. **Examples of Simplex initiatives under Key area 6: Harmonising and consolidating sets of rules**

- *Simpler building fire safety system:* All the existing regulations that specifically concern fire safety in buildings and other facilities are consolidated in a single statute.
- *Harmonising and consolidating radio and television* legislation concerning licensing and prior authorisations and media registers' legislation.
- *Harmonising and consolidating the legal system governing urban development and building work*, namely by introducing simpler industrial licences and permits and simpler retail licences.

In Simplex 2006, Simplex 2007, and Simplex 2008 a number of initiatives (30, 20, and 14 respectively) were highlighted as particularly important in terms of positive impact on improving the quality of the relationship between public administrations on the one hand, and citizens and businesses on the other (see Annex F). The highlighted measures also serve to illustrate contributions from every ministry involved, by representing their own contribution for simplification.

For each of the highlighted initiatives more detail is provided about what will be done and what the expected impact will be. In some cases this is done by stating how many companies or citizens the simplification will affect, and sometimes an estimate of the savings in time or money is provided. Every measure has a defined timeline for accomplishment and its implementation is internally controlled every month, and publicised every three months. Since 2008, Simplex initiatives are also accompanied by a rather detailed impact assessment, according to Portuguese officials. An evaluation will take place by the end of each year and an overall evaluation will occur at the end of the four-year cycle (governing cycle).[7]

Many of the highlighted initiatives rely on the use of ICT by creating single points of contact or by enabling electronic submission of documents (see Annex C). It is a specific feature of the Simplex programmes – also when compared with simplification programmes from other OECD countries – that administrative simplification and e-government are deliberately merged into one integrated programme.

The six key areas described in Simplex 2006 (see Boxes 2.1 to 2.6) were used to systematise initiatives according to the method for simplification. This was motivated by a pedagogic intention to involve administrative organisations and staff. Simplex 2007 instead groups initiatives according to target group, citizens, and businesses respectively (149 initiatives for citizens

and 86 for businesses). This change was motivated by an altered perspective, as it was perceived more feasible to let the Simplex programme "turn from the inside to the outside", to its targets groups, seeking to communicate the measures for each of them.

In Simplex 2008, "life events" have entered as the main organising concept. Individual initiatives are now grouped into a cluster of procedures related to a life event. This change has been motivated by an understanding within the Portuguese administration that the simplification effort should not be reduced to a simple add-on of isolated initiatives – like abolishing a certificate in a static context. Simplification should instead be guided by a joint vision, targeting the totality of procedures related to a workflow as experienced by the citizen or the company – like starting a business or buying a house. The 2008 programme is organised around events in the life of citizens or businesses which include several different procedures:

- clusters of procedures for businesses (concerning starting a business, managing and expanding a business, closing a business and selling goods);
- clusters of procedures for citizens (concerning health access; education, science, culture and sports; social security access; tax obligations; documents, house, security, citizenship, emigration and immigration).

For each cluster Simplex 2008 has defined priority areas for simplification and assessment. An assessment of progress will take place by the end of each year and at the end of the four-year cycle (governing cycle).[8]

In the initial phase of the Simplex programmes, the objective was to rapidly remove some of the main bottlenecks in the economy. There was not in the beginning a systematic and comprehensive approach to prioritisation and selection of the initiatives included in the programmes, based on an evaluation of their possible impact. Only now is the government starting to set priorities, for instance licensing in 2008. With the gradual move towards a stronger user focus and the use of life events as an organising principle, prioritisation has gradually improved. Following a more systematic approach is appropriate to continue to gain from the process, once the most obvious problems have been tackled.

Yet, the Portuguese government seeks to maintain a *double strategy* for the Simplex programmes.[9] In this double strategy, one tier of initiatives is open for suggestions from any ministry, agency or other public authority that may be ready to participate in the transformation process, or even to initiatives proposed by citizens during public consultation. With this broader line of action Portugal wants to create and maintain awareness of the simplification agenda throughout the public sector. This follows the initial spirit of Simplex that "better to get started, solving problems and creating momentum, than

wasting time for excessive planning". The political window of opportunity (economic challenges, etc.) existed and had to be exploited.

The Simplex programmes have also been experiencing an increasing focus on selecting initiatives that together will solve the most important problems in the economy and improve service delivery. This means that a second tier of initiatives in the programme is mainly selected top-down and aims at delivering on the main strategic goals of Simplex. The use of life events and the reduction of the number of initiatives have also become important organising principles.

Key points

- The Simplex programmes involve all ministries and collect a large number of initiatives from all economic agents, including the public sector, but also citizens, businesses, and associations, aiming at improving conditions for these target groups.
- There has been a gradual improvement in the prioritisation of initiatives. In Simplex 2006, there was no clear hierarchy of goals for the programmes, and it was not clear how the selection of initiatives was linked to the goals. By shifting to a user perspective and using life events as an organising principle, the selection of initiatives becomes more convincing.
- In the presentation of the programmes, a number of initiatives (30, 20, and 14 respectively) are highlighted. These initiatives demonstrate the range of instruments in use and the broad scope of contributing ministries and authorities.
- In the presentation of initiatives, every measure has a defined timeline for accomplishment. Their implementation is internally controlled every month, and normally publicised every three months, taking due account of the announced deadline for accomplishment.
- For Simplex 2008, an assessment of expected impacts has been made for every cluster.* An evaluation will take place by the end of each year and at the end of the four-year cycle (governing cycle).

* According to Portuguese officials (see Annex A4.1 on methodology).

Improving the quality of new regulation

With the launch of the Simplex programmes, the procedures for ensuring the quality of new regulation were further strengthened by the introduction of the so-called *Simplex Test*. Later in 2006, a general programme for ensuring the quality of new regulation, the *Better Law-making Programme*, was introduced.

Simplex 2006 introduced the Simplex Test, which is an instrument to assess the administrative burdens imposed by new legal rules. The Simplex Test is inspired by Belgium's "Kafka-test",[10] and is mandatory for all proposals and covers the effects for citizens and companies. It consists of four stages as described in Box 2.7.

Box 2.7. **The Simplex Test**

The Simplex Test aims at preventing administrative burdens when new regulation is being prepared. The test consists of four stages:

- *Identification of administrative burdens*. Assessment of whether or not new burdens will follow from the regulation. If yes, the kind of burdens and alternative solutions are assessed.
- *Cost assessment*. The burdens are quantified by the use of a method inspired by the Standard Cost Model methodology used in many OECD countries.
- *Evaluation of e-government practices*. Assessment of whether the new measure is in accordance with priorities and good practices of digital administration (dematerialising procedures and forms, sharing of information, etc.).
- *Evaluation of consolidation practices*. Promoting legislative consolidation to systematise and rationalise the output of the legislative process.

A summary of the test results – covering the number of people affected, the type of burden, and the expected time consumption for compliance – is included in the explanatory note that accompanies all legislative proposals presented to the Council of Ministers for approval. The explanatory note gives complementary information on the legal draft submitted for discussion and should give justification for the need for new regulation and highlight its expected impacts. Since 2006, a more detailed description of how the new regulation respects criteria of necessity, efficiency and simplification must be included. Finally, gender mainstreaming impact and social impact (improving accessibility and participation of handicapped people) have been included as mandatory elements in the explanatory note.

The Better Law-making Programme

As the functioning of the Portuguese society – like any modern society – relies heavily on formal legislation, achieving better regulation by improving existing legislation and legislative practices for adopting new legislation can significantly contribute to growth and welfare.

The Better Law-making Programme (*Legislar Melhor*) approved by the Council of Ministers and launched shortly after the launch of the first Simplex Programme in May 2006 is the first integrated programme for better regulation in Portugal and is included in Portugal's National Reform Plan (NRP) for meeting the Lisbon Strategy's reform goals. The programme covers all steps in the policy-making procedure, from initial conception to execution, and includes a number of quality assurance tools, such as consultation and impact assessment.

The Centre for Legal Studies (CEJUR) at the Presidency of the Council of Ministers has been given responsibility for implementing the Better Law-making Programme and gives legal support to the Council of Ministers and to the Prime Minister. A guide for regulatory drafting is under preparation; the aim is for it to be a reference tool that can ensure higher regulatory quality. Public consultation procedures have been promoted and reinforced, and the use of electronic resources is being prepared in order to make consultation more effective and open. Consolidation of legislative acts has been increased in order to improve access to legislation and consolidation is now mandatory for the most important legislative acts.

The secretaries of state meet every week to prepare the meetings of the Council of Ministers. The Cabinet of the Secretary of State for the Presidency of the Council of Ministers (SEPCM) organises these meetings and has a gate-keeping function with regard to the preparation of laws as it scrutinises the submitted Simplex Tests and explanatory notes. Proposals are rejected regularly because of a lack of compliance with the rules concerning the explanatory note and the Simplex Test. Several legislative proposals have also been rejected or changed because the principles of proportionality and consistency were not thought to have been met, and administrative burdens to citizens or companies were being introduced without proper justification.

There is no publication of the explanatory note nor of the results of the Simplex Test. Experience from other OECD countries shows that making this kind of information available to public scrutiny can increase awareness of the need to provide quality analysis and to take results into account.

Other aspects of the quality of new regulation

The Portuguese government is aware of the importance of risk analysis and is working on setting up a standard. Simplex 2006 addresses the issue of risk in regulation, promoting the principle that a risk-based approach can help reduce the compliance costs for low-risk businesses. It is also stated that if an obligation is disproportionately burdensome to citizens or businesses when compared to the protection it delivers, it must be removed. If the government does not trust the will and ability of its citizens to understand and comply

with regulation, it can lead to excessive regulation and multiple controls far beyond what would be economically efficient. For example, low-risk businesses could, from a cost-benefit perspective, have less compliance obligations and inspections than businesses with more dangerous activities or with a track record of lacking compliance. This new culture of trust is to be achieved through the elimination of prior licences, permits, and authorisations. Where the risks are greatest, inspection resources, data requests, and obligations should be reinforced. No procedures for systematic risk assessment of new regulation have yet been established in Portugal.

Key points

- Procedures for ensuring the quality of new regulation have been significantly strengthened since 2006 through the introduction of the *Better Law-making Programme* and the *Simplex Test*, and by giving the Secretary of State for the Presidency of the Council of Ministers (SEPCM) a clear gate-keeping function for ensuring quality and preventing legislative proposals from being overly burdensome to citizens or companies.
- There is a limited transparency of the achievements and considerations made by the government on administrative burden reduction, as the results of the Simplex Tests are not publicised.

Links to other public sector reform programmes

Achieving the overarching goals of administrative simplification and e-government as stated in the Simplex programmes depends on creating clear linkages to other programmes of public sector reform in general as simplification activities are cross-cutting and transformative by nature. It is therefore important to ensure that simplification objectives are not counteracting other goals of public sector reform, and that the concrete measures taken are pushing the transformation in the same direction.

The National Action Programme for Growth and Jobs (PNACE) was launched in 2005 as Portugal's national reform plan for 2005-2008 in the framework of the European Union's renewed Lisbon Strategy. The main strategic objectives of the plan were to: 1) strengthen budgetary balance; 2) promote economic growth; 3) increase competitiveness; and 4) reinforce social cohesion.[11] A number of the measures in the plan are linked to simplification efforts such as cutting red tape to ensure better conditions for free competition and a more attractive business climate. Public administration reform initiatives are also a key element in the plan.

PRACE, the Restructuring Programme for the State's Central Administration, was launched in 2005 as part of PNACE, and its core lines of action were adopted in 2006. The primary aims of PRACE were to reduce government spending and create an administration that is open to citizens, demand-oriented, and more efficient. It has been co-ordinated by the Ministry of Finance and the Ministry of Internal Administration.

The strategic guidelines in PRACE[12] were focused on:

- **Effectiveness and efficiency of public administrations and service delivery** such as restructuring and rationalising the function of public administrations, rationalising and possibly outsourcing functions and services, and breaking up stove-piped organisations by introducing new organisational structures supporting cross-cutting public projects and tasks, including the use of ICT.
- **Monitoring and evaluation** with a special focus on outcomes such as reinforcing strategic functions and following up on results achieved, strengthening the normative, regulatory and control functions of the state.
- **Sharing of services and resources** such as the development of shared services at the ministerial and inter-ministerial level, and clarifying and standardising public sector functions at the central and regional levels.
- **Simplifying access to public authorities** through deconcentration and decentralisation using a multi-channel service delivery approach and by establishing one-stop-shops for citizens and businesses.
- **Improving skills and competencies of civil servants**, as well as reviewing contracts, careers, and pay in the civil service.

The series of initiatives put into place through PRACE, such as the new organisational model for the state administration which came into force in 2007 and resulted in a 26% reduction in central government structures, have now been implemented. Additional measures included the creation, in every ministry, of a department for planning and evaluation, another for audit and control, and the creation of the Financial Controller.

The political intentions of the government's simplification efforts are also closely linked to the programmes *Technological Plan* and *Connecting Portugal – Mobilising the Information and Knowledge Society,*[13] both launched in 2005. The Technological Plan, consisting of 112 initiatives under the headlines of knowledge, technology, and innovation, is an essential part of the growth strategy. In *Connecting Portugal*, concrete measures to enhance the knowledge society include the promotion of digital inclusion, facilitating broadband connections to homes and schools, improving the availability of online public services, and advancing e-commerce.

The goals of the Simplex programmes are closely linked to those of the PRACE and the PNACE programmes, which since 2004 have been focusing on

long-recognised challenges in the Portuguese public sector. The Simplex programmes have taken over in terms of importance and political focus, the aim being to significantly change the administrative culture and make visible and concrete the improvement of the public service provision to citizens and businesses.

These challenges will be kept as priorities and are included in the Major Planning Options (*Grandes Opções do Plano* – GOP) for 2008 which will maintain the national overarching goals of administrative simplification and e-government on the government's agenda.

Key point

- The Simplex programmes are closely linked to other major reform initiatives such as *PRACE* – the Restructuring Programme for the State's Central Administration – aimed at reforming the state administration, *Technological Plan* and *Connecting Portugal* with the goal of improving Portugal's position as a knowledge and innovation economy.

Policies and strategies at the regional and local government level

Many of the central government's objectives are shared at the levels of regional and local government. Taking into account that the Portuguese constitution recognises that regions and municipalities have autonomy and independence from the central government in their areas of responsibility, the sharing of goals and means of central government programmes are based on incentives and best practices, and not on imposition (see Chapter 5 for additional information).

Central government bodies like SEAM (the Cabinet of the Secretary of State for Administrative Modernisation) and AMA (Agency for Administrative Modernisation) play an important role in encouraging regions and municipalities to share the vision of public sector reform through administrative simplification and e-government. As such, they function as important drivers for progress at the local level. The regions of Azores and Madeira are autonomous and are not obliged to follow the central government's policies on simplification. They have though locally developed their own programmes for simplification along the lines of the measures in the Simplex programmes.

A number of municipalities – especially the larger cities – have developed their own simplification programmes. Some measures have been recycled from the Simplex programmes. The municipalities are also involved in discussing monitoring and evaluation criteria with SEAM and AMA.

The regional level

Both Azores and Madeira have set up their measures for simplification in regional plans. Target areas include:[14]

- promoting and developing the portals of the regional governments with an integrated platform of services;
- the reorganisation of back-office arrangements through Citizen's Shops, shared service centres, and one-stop shops;
- elimination of duplication of procedures and tasks;
- qualification of human resources, especially of ICT skills.

The Azores have developed their own programme on simplification, *ProSiMA* which includes 210 initiatives, some of which are created by the Azores' administration and others of which are adapted from Simplex.[15]

The local level – municipalities

A number of different simplification activities take place at the municipal level: one example is *Digital Cities and Digital Regions* funded through UMIC with the support of EU structural funds. It consists of more than 32 projects, covering 96% of Portugal, involving e-government solutions for local governments, conditions for reinforcing the competitiveness of small and medium size enterprises and a variety of citizen-oriented services such as health, education, social support, culture, and safety. These projects have been an effective instrument to mobilise local actors and enhance their qualifications for managing joint local and regional development programmes based on ICT.

Other examples include the larger municipalities of Lisbon and Oporto that have their own simplification programmes aimed at improving service delivery (see Box 2.8).

Box 2.8. **Évora Digital Region**

Évora Digital Region is an example of one of the 32 digital regions and cities established in Portugal.

With a total investment of EUR 6.1 million over September 2004 to March 2007, the Évora Digital Region was established with the participation of 14 municipalities and the Municipal Association of the District of Évora (AMDE).

The larger initiatives in Évora Digital Region consist of:

- the creation of Websites with information on topics concerning the region, tourism, geography, business, innovation and research;

Box 2.8. **Évora Digital Region** *(cont.)*

- supplying broadband to local governments and creating Websites with online services from the municipalities;
- a Website for e-shopping to foster e-commerce and the creation of Wi-Fi service spots in public spaces;
- establishment of the Digital Technology Centre of Évora which is a data centre infrastructure to support technological projects.

Source: Évora Distrito Digital, 2007.

Key points

- The regions have their own simplification programmes similar to the Simplex programmes. The region of the Azores seems to be particularly advanced in its use of ICT to improve government functions.
- At the local level, there is a large amount of variation in relation to transforming the administration and improving service delivery to citizens and businesses. Some municipalities – mostly larger cities – have come a long way and are thinking strategically on how to transform, while others have done very little. This is to some extent – but not completely – linked to capacity problems (resources and skills) for implementation.
- As the Simplex programmes have been built to be central-level programmes, there is no institutional link between the Simplex programmes at the central level and the programmes and efforts to simplify and introduce e-government at the regional and local levels. There is no formal and specific mechanism for co-ordination of simplification and e-government efforts across levels of government, although close collaboration with municipalities is key for the effective implementation of many measures, such as licensing procedures.
- The European Union's Regional Development Funds are funding a number of initiatives at the local level. Funding from this source requires municipalities to group together and to introduce mechanisms for monitoring and evaluation.

Notes

1. Stated in the *Programme of the 17th Constitutional Government of Portugal* according to answers to the OECD survey on administrative simplification and e-government. Question 2.2.1.1.
2. *Simplex, Legislative and Administrative Simplification Programme*, Presidency of the Council of Ministers, Office of Public Services Reform, 2006.
3. In *Simplex 2006*, page 4, the stated objectives are to provide prompt and effective responses to the needs of citizens and businesses; increase people's trust in public services and servants; enable businesses to quickly obtain permits and authorisations; facilitate the rationalisation and efficiency of the public administration; and help Portugal become more competitive by reducing the costs of economic activities.
4. According to *Lisbon Strategy – Portugal Anew. Report on 1st Years Implementation*, October 2006, p. 11.
5. *Simplex 2006, Legislative and Administrative Simplification Programme*, Presidency of the Council of Ministers, Office of Public Services Reform, Lisbon (2006).
6. Questionnaire on administrative simplification and e-government, OECD 2007, response to Question 2.2.2.3, p. 89. Also listed in Simplex 2006.
7. See more on monitoring and evaluation in Chapter 6.
8. Selection of initiatives and use of the life event approach is further described in Chapter 3.
9. *SIMPLEX Double Strategy*, note from the Office of the State Secretary for Administrative Modernisation, 13 March 2008.
10. See *Cutting Red Tape: National Strategies for Simplification*, OECD (2006), p. 30, for a description of the Belgian Kafka Test.
11. *Lisbon Strategy – Portugal Anew, National Action Programme for Growth and Jobs 2005/2008*, October 2005.
12. Questionnaire on administrative simplification and e-government in Portugal, OECD 2007, answers to Question 2.2.1.2.
13. *Technological Plan for Growth – Towards a Knowledge Society*, Ministry of Science, Technology and Higher Education, Lisbon (2005) and *Connecting Portugal – Mobilising the Information and Knowledge Society*, Ministry of Science, Technology and Higher Education, Lisbon (2005).
14. Questionnaire on administrative simplification and e-government in Portugal, OECD 2007, answers to Question 2.2.2.3.
15. *Memorandum from the Regional Government of Azores* (2007).

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Chapter 3

Legal and Regulatory Context

Regulatory management and reform is a dynamic issue that aims at improving the legal and regulatory context in which businesses operate and citizens thrive. An analysis of efforts to improve the regulatory framework is something different from a static analysis of the quality of regulation at a given point in time. The latter can however be helpful in illustrating the need for reform and perhaps in pointing to areas where change is most imminent. Setting up the right legal and regulatory framework is important to ensure that administrative simplification and the development of e-government activities can take place without unnecessary barriers.

OECD country experience shows that the success of e-government programmes depends not only on the technical solutions provided for handling information, but also on the government's ability to ensure a proper legal context for its operational activities.[1]

This chapter analyses the legal and regulatory context for administrative simplification and e-government, including the different tools used for improving the regulatory framework, and addresses the following issues:

- **Quality of regulation:** Through the use of internationally accepted indicators, it is possible to obtain an overall impression of the current state-of-play in Portugal, even if it is beyond the scope of this review to assess the actual quality of regulation in Portugal.
- **Tools for better regulation:** Obtaining a more effective and efficient regulatory framework can be accomplished through a number of approaches and the use of a broad range of tools for administrative simplification. Has Portugal chosen a good approach to administrative simplification and how do the instruments used compare to the available toolbox and experience from other OECD countries?
- **Legal framework for e-government:** In most OECD countries, the legal and regulatory frameworks need to be adjusted to overcome legal barriers, *e.g.* on equivalence, and information and data sharing, in order to implement and harvest the full benefits of e-government. The key question is whether Portugal has made the necessary adjustments in the legal and regulatory frameworks to allow e-government solutions to fully contribute to achieving the goals of the Simplex programmes.

These three areas constitute the legal and regulatory context for simplification and they are essential to the success of the reform process commenced by the Portuguese government in 2005.

Quality of regulation

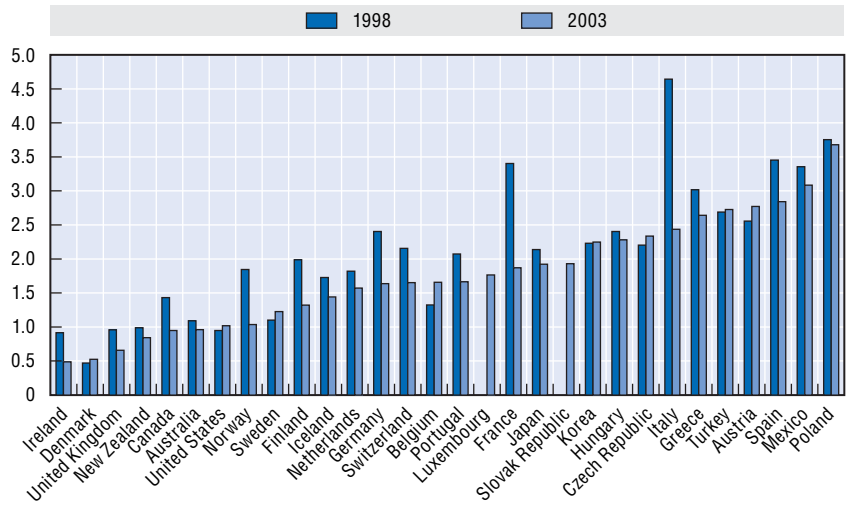
A range of international indicators can be used to provide a rough impression of how well the regulatory framework in Portugal is suited to stimulate entrepreneurship and private initiative. These indicators give an indication of the regulatory pressure – the burdens for businesses of complying with legislation – in Portugal as compared to other countries. The general picture from internationally recognised indicators on regulatory quality is that a few years ago, regulation in Portugal was imposing relatively high burdens on businesses and that regulatory pressure was perceived as an important obstacle to the private sector. It is against this background that the government decided to step up measures to improve the regulatory framework, notably with the launching of the Simplex initiative.

Based on the OECD *Product Market Regulation* (PMR) indicator, member countries can be divided into three groups: the relatively liberal (7 of the 30 OECD countries in 2003), the relatively restrictive (8 countries), and a middle group to which Portugal and 14 other countries belong. Most of the indicators in the PMR indicator system describe "economic regulation", whereas a few describe "administrative regulation". These are *Regulatory and administrative opacity* and *Administrative burdens on start-ups*. Based on the most recent data available (2003), Portugal at the time was ranked in the middle on both these indicators (see Figures 3.1 and 3.2). The figures also reflect that significant improvements were obtained between 1998 and 2003, most notably in relation to reducing regulatory opacity. An updated set of indicators is being developed in 2008.

In the *Doing Business Project*, the World Bank ranks 178 economies according to the ease of doing business. The rankings are based on 10 indicators of business regulation that track the time and cost to meet government requirements related to business start-up, operation, trade, taxation, and closure. The rankings do not reflect such areas as macroeconomic policy, quality of infrastructure, currency volatility, investor perceptions, or crime rates. In the latest available report,[2] Portugal is ranked as number 37 on the overall index on the ease of doing business, an improvement of 5 places compared to the previous year. Table 3.1 shows Portugal's rank on each of the 10 indicators included in the index.

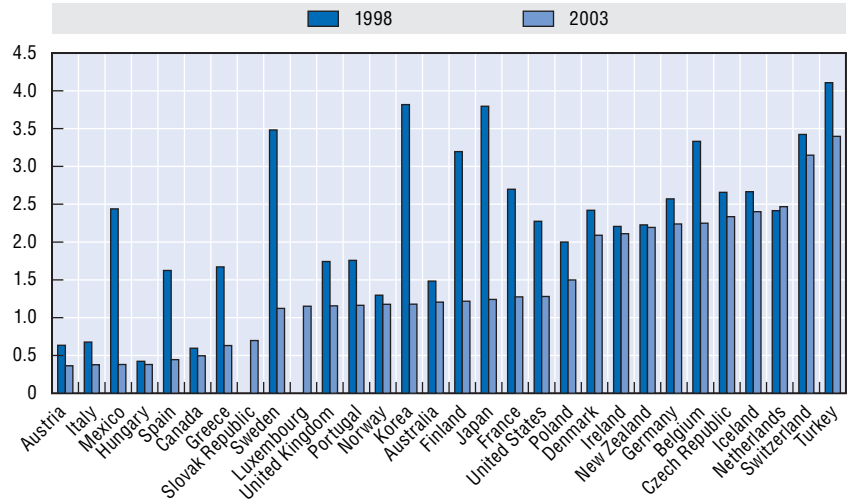
The number of procedures and the duration of the total process are taken into account for most of these indicators. As an example, under the indicator *Dealing with licenses,* the number of procedures to build a warehouse is 20 in

Figure 3.1. **Indicator of burdens on start-ups**



Source: Based on *Product Market Regulation* (PMR) data, see Conway, P., V. Janod, and G. Nicoletti (2005), *Product Market Regulation in OECD Countries, 1998 to 2003*, OECD Economics Department Working Paper, No. 419.

Figure 3.2. **Indicator of regulatory opacity**



Source: Based on PMR data, see Conway, P., V. Janod, and G. Nicoletti (2005), *Product Market Regulation in OECD Countries, 1998 to 2003*, OECD Economics Department Working Paper, No. 419.

Table 3.1. **Rank of Portugal on Doing Business indicators**

Indicator	Portugal's rank (among 178 countries)
Starting a business	38
Dealing with licenses	112
Employing workers	157
Registering property	65
Getting credit	68
Protecting investors	33
Paying taxes	66
Trading across borders	31
Enforcing contracts	49
Closing a business	20

Source: Doing Business 2008, Portugal, the World Bank and the International Finance Corporation (2007).

Portugal, compared with an OECD average of 14, and the duration of these procedures is 327 days in Portugal compared to an OECD average of 153. Under *Paying taxes*, it has been calculated that a medium-size company spends 328 hours a year on paying taxes, compared to an OECD average of 183 hours. Considering these aspects, Portugal has chosen licensing as one of the priorities of the Simplex programmes.

The *Doing Business 2008* report also reflects progress in Portugal in some areas: the duration for starting a business has dropped from 54 days in *Doing Business 2006* to just 7 days, and the duration for registering property has dropped from 83 to 42 days over the same period. In *2006 Doing Business* ranking, Portugal was considered a "top reformer" on starting a business. This was especially due to the "*Empresa na hora*" (On-the-spot-firm), with Portugal improving 80 ranking places with regard to the *Starting a business* indicator.

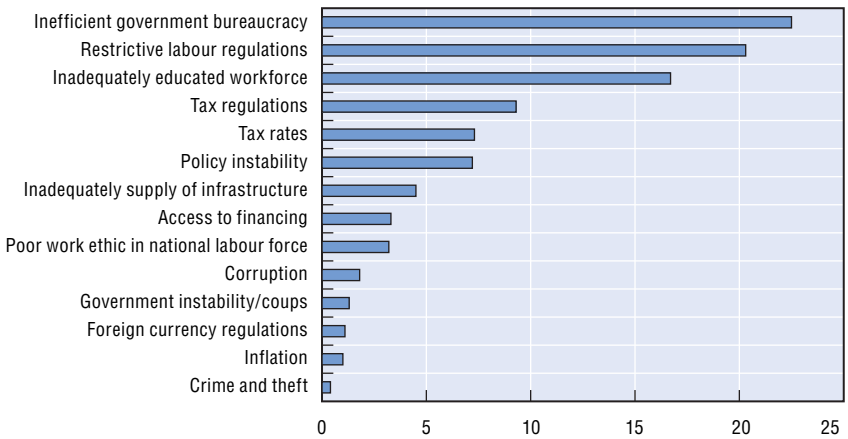
The World Economic Forum (WEF) has published annual reports on global competitiveness since 1979. Based on its *Global Competitiveness Index*, WEF analyses the factors that determine the ability to compete and develop for countries at different levels of development. Of the 131 participating countries, Portugal ranks at 40 in the most recent edition of the *Global Competitiveness Report*.[3] Of the 30 OECD member countries, Portugal is ranked 23.

Several sub-indicators are relevant to the discussion of administrative burdens and barriers to improving public sector service delivery. For the indicators *Time required to start a business*, *Burden of customs procedures*, and *Number of procedures required to start a business* Portugal is ranked 8, 36 and 37 respectively, and these areas are highlighted among Portugal's advantages.

Among the areas of concern highlighted in the report are *Wastefulness of government spending*, *Burden of government regulation*, and *Efficiency of legal framework*. For these indicators, Portugal ranks 63, 62, and 53 respectively.

As part of the study, WEF also asks respondents to identify problematic factors for the competitiveness of their economy. From a list of 14 factors, respondents were asked to select the five most problematic factors for doing business in their country and to rank them between 1 (most problematic) and 5. "Inefficient government bureaucracy" and "Restrictive labour regulation" come out as the two most problematic factors for doing business in Portugal (see Figure 3.3).

Figure 3.3. **World Economic Forum survey: most important problems in Portugal**



Note: The bars in the figure show the responses weighted according to their rankings.
Source: World Economic Forum: Global Competitiveness Index 2007-2008.

The Simplex programmes focus mainly on these identified problematic factors for doing business in Portugal – as also addressed in the public sector reform programmes mentioned in Chapter 2. This confirms the relevance of the Simplex programmes and their aim to improve the regulatory framework for businesses in order to improve competitiveness and attract foreign investment.

Tools for better regulation

There is a general trend in regulatory reform toward acknowledging the positive effects of regulation and abandoning the concept of *deregulation*. Instead, the main focus is on determining the best means of regulatory intervention. In other words, the focus is not on having *less* regulation, but on having *better* regulation. In this context, better regulation can be defined as regulation that effectively fulfils its aims, where costs are outweighed by benefits, and where costs are reduced to the extent possible.

Impact assessment and public consultation are some of the tools for improving regulatory quality. Simplification of existing regulation is another, and when done in a way that seeks to preserve the benefits of regulation, it is described as *administrative simplification*. OECD countries are increasingly directing their attention towards methods for improving the cost-effectiveness of regulation. This can be done with a number of different approaches and through the use of a broad range of tools. This section looks at how areas for simplification are selected in Portugal and in other OECD countries, and what tools are used for improving the regulation.

Selection of areas for simplification

Selecting areas for simplification can be done in many ways and depends on identifying the user needs and prioritising these needs according to the largest impact a simplification initiative can eventually result in. Portugal has tried to focus on selecting and prioritising simplification initiatives in areas with the largest possible impact, aiming at creating ripple effects in the entire public sector.

The three Simplex programmes have led to the presentation of a total of 757 individual initiatives (333 in Simplex 2006, 235 in Simplex 2007, and 189 in Simplex 2008). Some are large and cross-cutting initiatives that basically transform the infrastructure for exchanging information. Other initiatives are of limited reach, only marginally altering rules and regulations affecting a limited number of citizens or businesses. A smaller proportion of initiatives in each phase have been selected as *emblematic initiatives* and highlighted in the three Simplex publications (30, 20, and 14 respectively, see Annex F), being representative of the most important measures of each ministry.

Some initiatives are included in the Simplex programmes as a result of thorough analysis of what needs to be done to advance the Portuguese Information Society and obtain higher efficiency and user satisfaction through e-government. Other initiatives have been suggested by ministries or agencies, following an invitation from the co-ordinating unit (UCMA, and later SEAM). Finally, stakeholders have submitted suggestions for simplification based on their experience of problems and barriers. These suggestions have been examined by relevant authorities and included in the Simplex programmes when feasible. It is estimated that around a quarter of the ideas for initiatives in the Simplex programmes originate from external stakeholders.

In general, initiatives are thus generated *bottom-up* by asking stakeholders what they would like to see delivered or asking regulating authorities what they would like to supply. Apart from the main strategic measures related to e-government back-office development, there has been

very little *top-down* steering of the contents of the Simplex programmes. Nevertheless, strategic direction has been given by the stated strategic goals of the Simplex programmes (see Chapter 1) and top-down guidelines were released in order to be given priority to those measures enhancing competitiveness – that was the case of the import/export related measures or the licensing procedures. Guidelines to help services to organise their initiatives for Simplex programmes have also been issued by SEAM.

Further, strong political support has been given by the Prime Minister and other key players, clearly signalling to the public sector as a whole that transformation through simplification of public sector is a key priority for the government.

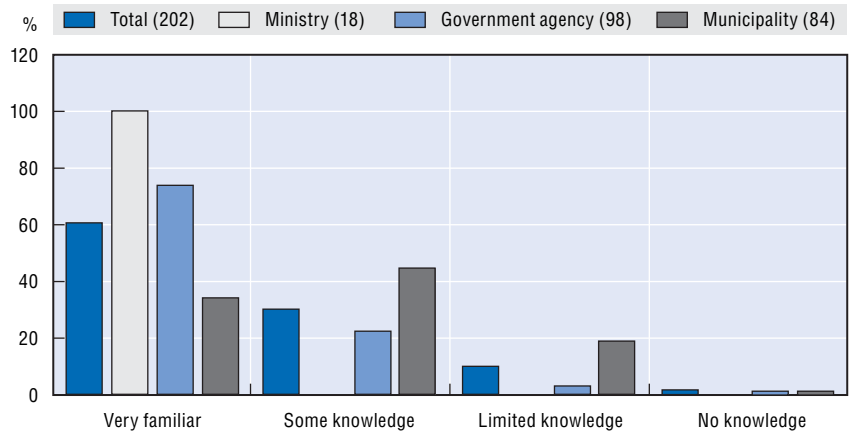
However, the strategic goals in the Simplex programmes are of a very broad nature and are effective tools for prioritisation of specific regulatory areas or sectors for simplification. A statement that "… competitiveness should be improved…" or "… trust in government increased…" will give some indication to stakeholders on what to expect and ask for, and to departments and agencies in which direction to go, but they can only be fully operational if accompanied by an analysis of where challenges to competitiveness or trust are to be found. To meet this challenge, Simplex 2008 has defined priority areas considering different life events, constituted by a cluster of procedures. When these areas have been chosen, the existence of initiatives already accomplished in previous years has been taken into consideration, and the complementation and consolidation of the specific area has been borne in mind. As an example, the priority areas for the business cluster of procedures are:

- licensing procedures;
- import/export procedures;
- trademark and firms registration procedures;
- human resources and working conditions procedures.

There is very widespread knowledge about the Simplex programmes within the Portuguese administration. Ministries and central government agencies are highly familiar with the purpose of the programmes and the main lines of action, whereas knowledge is somewhat more limited at the local level (see Figures 3.4 and 3.5).

Most of the ministries participating in the OECD survey have suggested initiatives, were responsible for initiatives, or have been involved in the implementation of initiatives in the yearly programme. A smaller proportion of participating government agencies report being directly responsible for initiatives, but most are involved in their implementation and expect to be affected by the resulting changes. The majority of participating municipalities

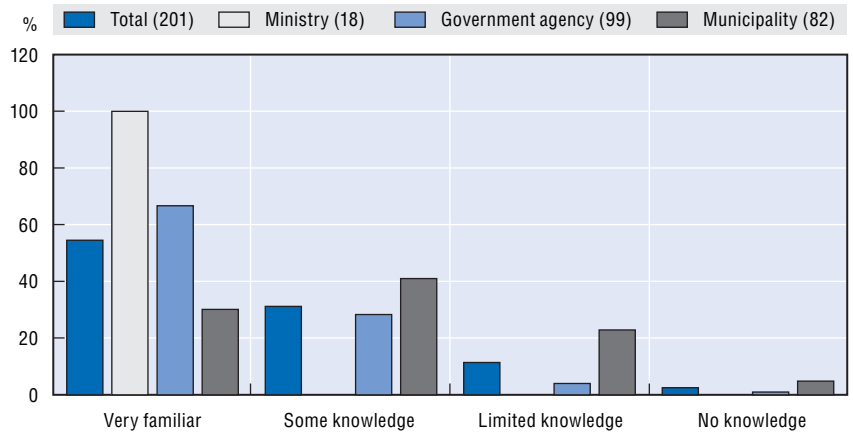
Figure 3.4. **Knowledge of the purpose of Simplex**



Note: N = 202 (5 answered "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Figure 3.5. **Knowledge of main lines of action**

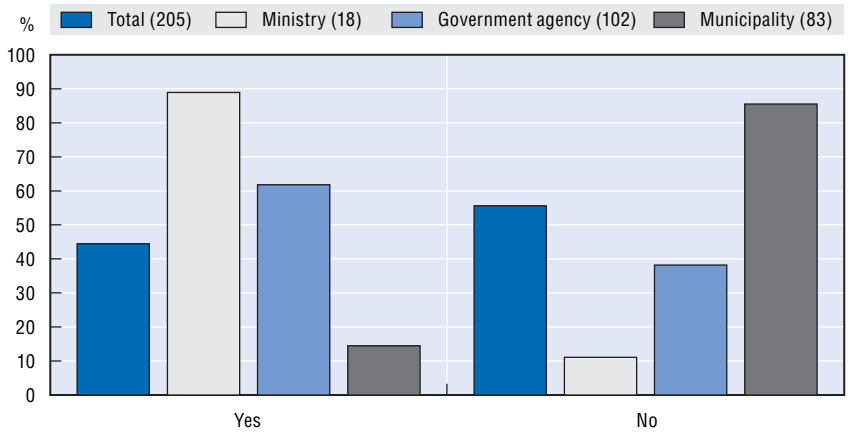


Note: N = 201 (6 answered "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

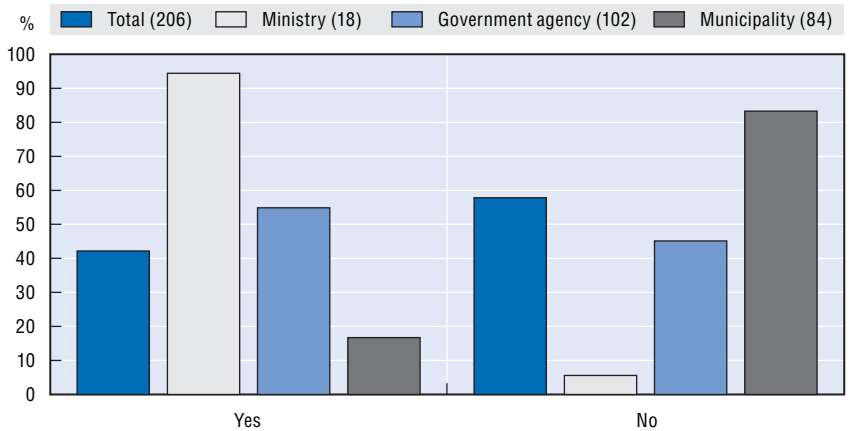
also expect to be affected by the changes resulting from Simplex initiatives, but, as the Simplex programmes are central government programmes, they are only rarely involved in their implementation and only in a few cases reported being directly responsible for initiatives or having suggested their inclusion in the programmes (see Figures 3.6-3.9).

Figure 3.6. **Institutions having suggested initiatives for Simplex**



Note: N = 205 (2 are missing values). Regions are included in the total, but are not shown as a category.
Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Figure 3.7. **Institutions responsible for Simplex initiatives**

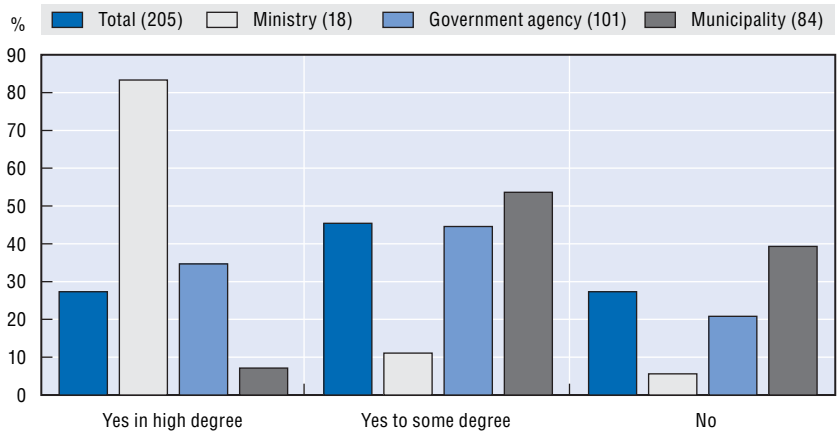


Note: N = 206 (1 are missing value). Regions are included in the total, but are not shown as a category.
Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

The Netherlands continues to be a leader in reducing administrative burdens, especially for companies. A recent OECD review confirmed this position and gave recommendations for further strengthening of the Dutch burden reduction programme (see Box 3.1). Other countries might benefit from the Dutch example.

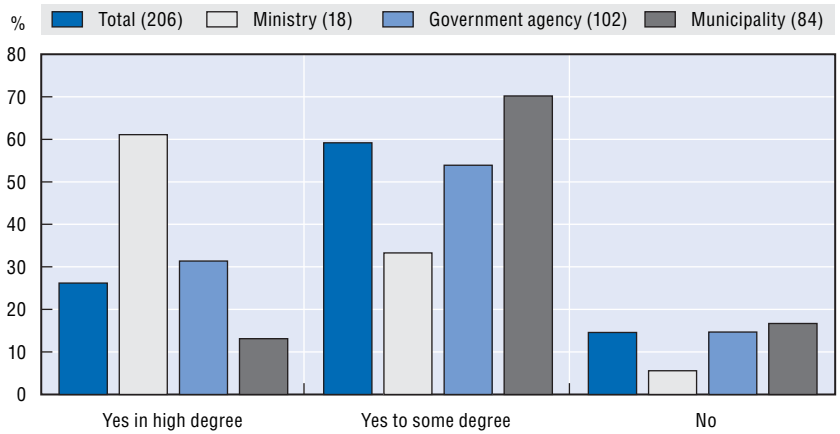
The OECD has undertaken analysis of the possibilities of comparing administrative burdens across countries through the *Standard Cost Model (SCM)*

Figure 3.8. **Institutions responsible for Simplex initiatives**



Note: N = 206 (1 are missing value). Regions are included in the total, but are not shown as a category.
Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Figure 3.9. **Institutions affected by Simplex initiatives**



Note: N = 206 (1 are missing value). Regions are included in the total, but are not shown as a category.
Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

method.[4] By using the same methodology and the same delineation of the sector for assessment (in this case the road freight sector) in simultaneous studies in the participating countries, it is in principle possible to undertake a benchmarking analysis of the results. Ideally, differences in the level of burden can be explained by differences in regulation or use of technology in the sector across countries, and countries with lower burdens can be examined in more detail in order to identify good practice examples as inspiration for regulatory modifications in other countries.

Box 3.1. **Administrative simplification in The Netherlands**

Reducing administrative burdens on companies has been a priority in The Netherlands for more than a decade. Results were however relatively meagre for many years, as improvements in the stock of regulation tended to be outweighed by an inflow of new burdens resulting from new regulation. In order to be able to monitor progress and to obtain a tool for scoping the distribution of burdens on individual laws, a method for measuring administrative burdens was developed in the 1990s (*MISTRAL* – **M**eet**I**n**STR**ument **A**dministrative **L**asten). When the new government took office in 2003, it was estimated that administrative burdens had been reduced by approximately 10% in the 1990s. The government decided to set a quantitative target of reducing administrative burdens by 25% before the cabinet term ended in 2007. Reaching this target was an unprecedented success that no other country has yet been able to duplicate.

In 2007, the OECD published a study of the Dutch programme for administrative simplification and found six factors which accounted for the success of the Dutch model:

- *Strong political commitment:* Reducing administrative burdens was given a prominent position in the government platform, and the programme was continuously given visible support from ministers and the Parliament.
- *Measurement:* The measurement tool made it possible to identify and target the most burdensome regulations and administrative procedures, and to continuously monitor progress and keep track of the net reduction of administrative burdens (as the effects of new regulation were taken into account).
- *A quantitative target:* Establishing and communicating a quantitative target made the government accountable not only for addressing the problem of administrative burdens, but also for achieving results of sufficient scale. Individual reduction targets were set for each ministry and for each year.
- *Strong co-ordinating unit at the centre of government:* A central unit (IPAL) was established in the Ministry of Finance with the sole purpose of co-ordinating the burden reduction programme. This included giving advice to ministries on how to simplify regulation, assessing risks in individual initiatives and assisting in finding appropriate corrective actions, and co-ordinating collective reporting to the political level twice a year.
- *Independent watchdog:* An advisory board (ACTAL) with external representation and a secretariat was established and given the mandate to assess new regulation and give advice on the overall burden reduction programme. By having an independent monitoring unit, the government effectively rid itself the possibility of meeting unsatisfactory progress with silence.

Box 3.1. **Administrative simplification in The Netherlands** *(cont.)*

- *Link to the budget cycle:* Progress on burden reduction initiatives are reported to the cabinet and the parliament within the budget process. This creates a possibility (threat) of linking the achievements of individual ministries to negotiations on their annual budget.

Even if the Dutch programme for reducing administrative burdens was considered very strong, the OECD recommended some possible improvements, including:

- maintaining the main defining characteristics of the institutional set-up, as summarised in the above-mentioned six points;
- enhancing co-operation across tiers of government;
- improving co-ordination between government programmes, including between administrative simplification and e-government;
- broadening the scope of the programme in order to include wider compliance costs;
- deepening the programme in order to obtain further reductions of administrative burdens, even if this would entail a reconsideration of the principle of political neutrality and increasing the efforts to consider the balance of benefits and costs in regulation and to consider how to better address the issues of risk and trust in regulatory regimes.

Following the election in the spring 2007, the incoming Dutch government launched a new phase of the burden reduction programme, incorporating most of the recommendations from the OECD. A target of reducing administrative burdens by a further 25% has been adopted, and a system for measurement of broader compliance costs has been put in place.

Source: Cutting Red Tape: Administrative Simplification in the Netherlands, OECD (2007) and *Action Plan – Reduction of Red Tape for Businesses*,The Netherlands 2007-2011, Regulatory Reform Group, Dutch Ministry of Finance (2007).

The study showed that it is a challenge to obtain a sufficiently consistent application of the method across countries to meet the requirements for comparing burdens directly. In some areas, comparison and identification of good practice was possible. In these cases, it was confirmed that reuse of data by government authorities, streamlining of licensing regimes and the use of ICT can lead to lower levels of administrative burdens.

Use of the Standard Cost Model method in Portugal

Portugal has decided to use the Standard Cost Model (SCM) method from 2008 onwards in order to strengthen its simplification efforts, as well as to

respond to the European Union's *Action Programme on Reducing Administrative Burdens 2008-2012*. Eight pilot projects were carried through in 2007 to test the methodology. The authorities aim to improve the standard SCM methodology so as to cover the burdens for citizens and to include full compliance costs, including the opportunity costs of waiting times and delays of the public administration in the burden concept. The pilot measurements were co-ordinated by the Cabinet of the Secretary of State for Administrative Modernisation at the Presidency of the Council of Ministers (SEAM), with the operational support of the Agency for Administrative Modernisation (AMA) and working closely (both at the strategic level, as well as at the operational level) with a national SCM network comprising teams from all eight ministries involved in the pilot measurements.

The results from the pilot measurements have been evaluated, and it has been concluded that the SCM, even in the customised version that was tested, still does not deal effectively with the two other key dimensions of simplification – administrative simplification and dematerialisation/use of ICT. Based on the results of the pilot measurements, it is the perception of the Portuguese administration that the SCM is rather limited as a systematic approach to support simplification efforts, and needs to include and/or be complemented with other methodological instruments, *e.g.* process mapping, measurement of delays and waiting times and also efficiency gains for the administration.

The results of the pilots and manual on the use of the SCM are available at *www.simplex.gt*. The Legislative initiative that sets quantitative reduction targets was adopted the 14th November 2008 by the Council of Ministers.

Since June 2007, Portugal has been participating in the SCM Network which consists of a number of primarily European countries using this method for measuring of administrative burdens.[5]

Tools for simplifying regulation

Tools for administrative simplification range *from* the removal of rules that are obsolete or disproportionately burdensome (in other words where costs are not justified by benefits) *to* streamlining rules and administrative procedures. This can include using ICT for communication and information sharing to mount information campaigns which explain how best to comply with regulation. The range of tools is illustrated in Box 3.2.

Use of different instruments in Portugal

Of the 50 "emblematic initiatives" in the first two phases of the Simplex programme, approximately 30 rely on the use or increased use of ICT and can be described as e-government initiatives. Simplex 2008 will be no exception. Very often, these initiatives also comprise elements of regulatory

Box 3.2. **Tools for administrative simplification and reduction of administrative burdens**

- Simplification of rules and regulations:
  - An administrative obligation for companies can be removed by lifting a regulation (or part of it).
  - Groups of enterprises can be exempt from an obligation (*e.g.* by the increase of thresholds or following risk assessments).
  - Frequency of reporting and/or inspection can be changed.
- Simplification of administrative procedures:
  - Information sharing between authorities (either across agencies or in partnerships across levels of government) can reduce requested information from businesses.
  - Reassessment of the need for information can lead to fewer reporting obligations.
- Use of ICT for easier compliance:
  - Possibility of electronic reporting with or without automatic generation of information from the businesses' own ICT systems.
  - Pre-printing available information in electronic reporting forms.
  - Online validation of entered information, help functions, etc.
  - Data-sharing between authorities through the use of advanced ICT solutions can make some reporting obligations simpler or completely obsolete.
- Better information and service:
  - Providing easier and faster help and guidance to companies.
  - Better guidelines for easy compliance.
  - Use of one-stop shops (physical or virtual) for single entry to authorities.
- Harmonisation:
  - Use of common definitions in different regulations can make reporting simpler (data can be re-used).
  - Harmonisation of dates for reporting or inspection.

Source: Cutting Red Tape: National Strategies for Administrative Simplification, OECD (2006).

simplification or harmonisation. An example of this is the system for online retirement (stated in Simplex 2007), which will make it possible to apply for pensions and other social benefits using electronic forms gathered at one single Website.

Key points

- There is generally good knowledge of the Simplex programmes in ministries and central government agencies, and in local governments.
- Due to their constitutionally imposed autonomy, regions and municipalities are not formally included in the Simplex programmes. Some initiatives affect local administrations, and some municipalities are engaged in simplification initiatives of their own. The two autonomous regions have their own programmes for e-government and administrative simplification, similar to the Simplex programmes for central government.
- There is not yet a systematic approach to assessing the need for simplification efforts at the local level. There is no institutional set-up for discussing co-ordination of initiatives at the central and local level. No established method for the central government to create incentives for local administrations to embark on simplification initiatives exists.
- However, the preparation of the *National Strategic Reference Framework* (NSRF – required by the European Commission as a condition for allocating structural funds) has triggered stronger collaboration between the central government, administrative regions* and municipalities.
- The two previous Simplex programmes have resulted in a large number of initiatives covering most ministries and many agencies, as well as a very broad range of administrative procedures affecting both citizens and businesses. It is evident that a good momentum has been achieved and that there is significant awareness of the purpose and importance of the Simplex programmes.
- A high proportion of initiatives – and especially of initiatives with broader reach – relies on e-government tools in order to achieve improvements in the regulatory framework. This can make good sense as successful e-government allows huge improvements at relatively low cost (investment, followed by savings) and no sacrifice of policy goals (it may even improve effectiveness of regulation). The prominent position of e-government tools may also be explained by the history of the Simplex programmes, which have grown out of former programmes for e-government.
- On the other hand, other tools for simplification (such as abandonment of regulation, see Box 3.2) also offer possibilities of large-scale improvements of the regulatory framework. The use of these simplification tools is of relatively limited proportion and scope, though with some significant exceptions – like the initiative for reduction of licenses, the simplification of local authority building permits, or company ledgers no longer being obligatory (see Box 2.4 on deregulation).

* Commissions for Regional Co-ordination and Development (called CCDR). The National Strategic Reference Framework is described in Chapter 5, section on collaboration and co-ordination.

There are also numerous examples of use of simplification tools and harmonisation. This includes the following initiatives:

- the initiative to promote communication between departments in order to remove the obligation for citizens to provide information already available at one public department to another (Simplex 2006);
- the simplified system for local authorities to issue building permits, which in some cases will dispense the need for assessment and licensing of architectural design.

Legal and regulatory framework for e-government

E-Government in OECD countries has been identified as a powerful tool to support and enhance simplification processes. Therefore, the legal and regulatory framework for e-government development and implementation is highly relevant when discussing how e-government can better become an even more effective tool for simplification activities in Portugal.

OECD countries face challenges in creating a legal and regulatory framework to ensure that e-government development and implementation can take place in the public sector. It is necessary to remove legal barriers in existing laws and regulations requiring paper-based processes as well as to ensure the privacy of electronic data (see Box 3.3).

Box 3.3. **Key barriers to legal and regulatory frameworks in OECD countries**

Equivalence: To establish the formal recognition of e-government processes, their standing *vis-à-vis* the equivalent paper process needs to be ensured. National implementation among European Union member states of the directive on electronic signatures regulates the ICT security infrastructure supporting the usage of digital signatures. As of 2006, 29 of the 30 OECD countries have passed legislation recognising digital signatures, though a much smaller number have actually introduced application beyond a pilot phase. In addition to electronic signatures, some OECD countries, including Portugal, have introduced smart-card-based electronic identification and authentication mechanisms.

Data sharing legislation versus privacy protection: OECD countries are transforming government through the use of ICT and ICT-enabled governance structures (*i.e.* sharing of information and data, processes and portals). Current regulation frameworks based on the assumption that agencies work alone can inhibit collaboration, and information and data sharing between organisations. Of particular relevance is privacy. A key question is whether countries have revised their legislation to allow for the sharing of information and data while maintaining appropriate privacy protection.

In Portugal, an adequate legal framework for e-government is a requirement for harvesting the potential benefits of the e-government based parts of the Simplex programmes. Over the past decade a number of legal measures have been taken in Portugal to incorporate European Union directives into Portuguese law thereby strengthening the legal and regulatory framework. As part of transposing directives into national legislation, important barriers have been overcome in establishing the legal framework for key e-government components such as electronic signature and electronic invoicing (e-invoicing). E-Procurement and e-commerce rules have also been implemented. Recently the directive on use and re-use of public data was transposed into Portuguese law (see Table 3.2).

Since the late 1990s, all Portuguese public services have been required to be able to be contacted by citizens and businesses by electronic means. Furthermore, they are obliged to have an e-mail address and Website with relevant and accurate information.

The legal and regulatory framework for electronic signatures is essential for e-government development in ensuring a safe and efficient use of electronic

Table 3.2. **Main European Union directives regarding e-government**

Legal topic	EU directive	Incorporation into Portuguese law
E-Procurement	EU directive on public procurement including article on e-procurement [2004/18/EC].	Public Procurement Code, Decree-law 18/2008, published 29 January.
Re-use of public data	EU directive on re-use of public data regulating the possibility of usage of public data [2003/98/EC].	Law 46/2007, published 24 August 2007.
E-Commerce	EU e-commerce directive [2000/31/EC].	Decree-law 7/2004, published 7 January 2004
E-Signatures	EU directive on electronic signatures regulating the framework for recognised electronic signatures [1999/93/EC].	Legal framework for electronic signatures, published 2 August 1999 under Decree-law 290-D/99, and adjusted by Decree-law 62/2003 of 3 April 2003, [1999/93/EC], Decree-law 165/2004, of 6 July, and Decree-law 116-A/2006, 16 June. The Portuguese State Electronic Certification System was adopted in 2006 under Decree-law 116-A/2006.
E-Invoicing (VAT collection)	EU directive on e-invoicing with regard to value-added tax collection regulating conditions for using e-invoicing within collection of value-added tax [2001/115/EC amending 77/388/EC].	Decree-law 256/2003 (for some public services), of 21 October. Council of Ministers Decision/Resolution 137/2005, of 17 August, determining the general adoption of using e-invoicing in the public sector.
Privacy	EU directive on privacy and electronic communications [2002/58/EC].	Law 41/2004, published 10 February 2004.
Data protection	EU directive on data protection regulating protection of personal data [95/46/EC].	Law 67/98, published 26 October 1998.

Source: Answers to OECD questionnaire on administrative simplification and e-government, 2007. Question 1.3.2.1.

communication within the public sector and between the public sector, and citizens and businesses. Portugal enacted legislation concerning the use of digital signatures in 1999, and it was reviewed in 2003, in 2004, and in 2006.

One of the most significant drivers of change in the use of electronic signatures was the creation of the *Electronic Certification System of the State* (SCEE) in 2006. The SCEE guarantees the electronic security of the state and provides the necessary authentication requirements for electronic transactions. Thus, Portugal has a functioning ICT security infrastructure[6] in place which is increasingly being used to provide a secure communication environment for accessing e-government services for citizens and businesses.

Legislation enabling the use of e-invoicing was approved in 2003 and is gradually being applied by public services. In 2005, the incoming government decided that e-invoices should be fully adopted in the public sector by the end of 2006. The Knowledge Society Agency (UMIC) published an *Electronic Invoice Guide* in 2006 and monitors the use of e-invoices.

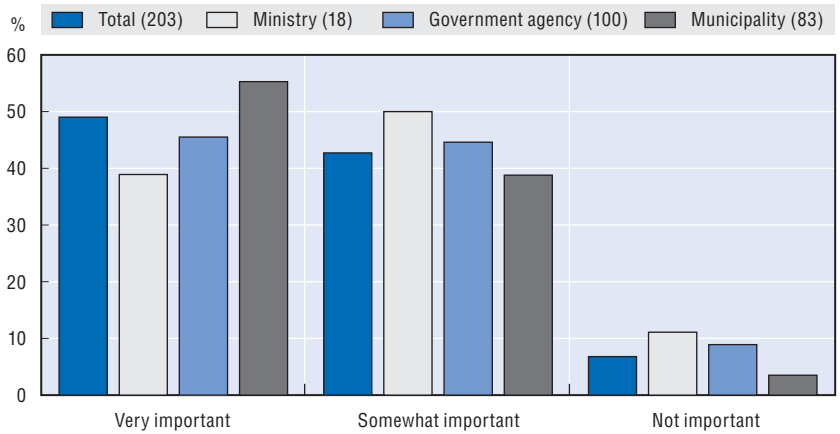
Measures to enable e-procurement and e-commerce have been important initiatives in the Central State Administration Reform Programme (PRACE) (see Chapter 2). E-Procurement measures have been implemented successively over the past five years. In 2002, an e-procurement regime based on an individual basis was established with the purpose of increasing transparency, reducing costs and eliminating administrative burdens. The regulation admitted electronic payments and contributed to the equivalence of paper-based processes to electronic processes. The Portuguese E-Procurement Programme (PNCE) was launched in 2003 with the aim of modernising public procurement by introducing ICT as a tool. In the following years UMIC developed a national programme for e-procurement with a common interoperability platform, and in 2007 the *National Procurement Agency (NPA)* responsible for implementing cross-ministerial procedures for E-Procurement was established. Recently, the Decree-law 18/2008 has transposed the new European Union directives from 2004 on procurement, by approving the Public Procurement Code. The initiative has transformed Portuguese public procurement into e-procurement. A public procurement portal has been created, working as an access point to all notices of all public contracts. All pre-contractual procedures take place electronically, including document consultation. Electronic communications between parts are the general rule, and several procedures were simplified.

The European Union directives on e-commerce, data protection and privacy have all been incorporated into Portuguese law. Concerns for privacy and the balance between data protection, and the use and re-use of public information and data mean that the legal challenges to accessing and sharing information and data between public authorities in Portugal have only

recently been removed. Privacy has been a widely discussed topic in relation to e-government initiatives which to some extent raises a demand for policies to increase trust and confidence in public authorities. Issues of privacy in relation to data exchanges between public authorities is (if not determined by law) dealt with by the National Data Protection Authority, an independent body supervising and monitoring the area of personal data protection.[7] Despite strong privacy concerns in parts of the society, it has been possible to reach feasible technical solutions on sharing information and data, as for instance with the project on the Citizen's Card.

The OECD survey shows that 92% of respondents find that legislation is complex and difficult to understand and is a challenge or barrier to implementation of simplification and e-government projects (see Figure 3.10).

Figure 3.10. **Challenges to implementation: complex legislation**



Note: N = 203 (4 have either answered "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

The Portuguese government has addressed the legal challenges on a step-by-step basis through the adoption of specific laws and regulations instead of introducing one single e-government law. Important measures have thus been taken to eliminate legal barriers to e-government.

Despite these efforts OECD interviews revealed that the legal and regulatory environment for e-government is still perceived as complex or not easily understandable. A culture of information and data sharing is gradually developing, which enables authorities to comply with Simplex measures – but there is still a long way to go.

Key points

- The Portuguese government has addressed the legal challenges on a step-by-step basis through the adoption of specific laws instead of introducing a single e-government law. Important measures have thus been taken to eliminate legal barriers to e-government.
- The legal and regulatory environment for e-government is perceived as complex or not easily understandable.

Notes

1. *The E-Government Imperative*, OECD (2003).
2. *Doing Business 2008*, the World Bank (2007).
3. *The Global Competitiveness Report 2007-2008*, World Economic Forum (2007).
4. The project "the Red Tape Assessment" (RTA) took place in 2004-2006 with the participation of 11 countries. The results were reported in *Cutting Red Tape: Comparing Administrative Burdens across Countries*, OECD (2007).
5. The SCM Network is described in Chapter 6.
6. An ICT security infrastructure is a coherent and robust security infrastructure to support the usage of digital signatures. The more technical term is: *Public Key Infrastructure*, or *PKI*. PKIs consist of three elements: *a)* a trusted third party – a *Certificate Authority,* or *CA* – which guarantees the identity of a person or entity between the sender and the receiver of a message; *b)* digital signatures, or *certificates;* and *c)* two keys, one for signing messages, and one for encrypting messages.
7. See *www.cnpd.pt*.

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Chapter 4

E-Government for Simplification

Most OECD countries view e-government as a lever for change, a key tool to support and enhance the implementation of policies in other areas. E-Government has proven its advantages in simplifying the public administration: it allows administrations to share information and data internally and with users more easily; it enables administrations to broaden the channels of service delivery to include e-government services; it provides administrations with tools to ensure integrated and "seamless" services. E-Government delivers a set of tools enabling the public sector to reconsider and simplify the regulatory context around public sector business processes, and to use this set of tools to create simpler business processes within public sector organisations or across organisational boundaries and levels of government.

Prerequisites for an efficient and effective e-government development and implementation are to ensure that e-government has a whole-of-public-sector perspective, and does not limit its scope to certain areas of the public sector. OECD country experiences[1] confirm the importance of keeping a whole-of-public-sector view on costs and benefits and seeing e-government as an investment into the entire public sector rather than a cost to a single public sector organisation where benefits might be limited or non-existent.

E-Government in Portugal is perceived as a necessary tool to support and enhance administrative simplification initiatives – and most of the initiatives in the Simplex programmes depend heavily on effective and efficient front- and back-offices to allow the development and implementation of coherent e-government services across the entire public sector.

This chapter analyses how e-government supports public sector simplification initiatives and whether or not existing or emerging common e-government collaboration frameworks are in place and in use across the public sector, regarding in particular: *i)* integrated back-office functionalities, such as the use of common business processes and enterprise architecture; *ii)* approaches to ensure interoperability and interconnectivity; and *iii)* the creation of an ICT security framework, including an infrastructure supporting the usage of electronic ID cards and signatures.

How does e-government support simplification?

Simplifying the public sector is a transformation process whereby countries strive to change a set of features of the public sector to comply with

a set of political goals and wishes for the development of the public sector. Experiences in several OECD countries show that transformation of the public sector depends on the use of e-government. Sharing resources is one of the prerequisites for transformation, and e-government enables governments to better achieve their simplification goals.[2]

The Simplex programmes mainly focus on improving front-office-oriented public sector business processes with direct impact on users (citizens and businesses) and how these simplification activities can make users' interaction with public authorities less burdensome (see Chapter 2). E-Government is a key engine for successful implementation of the Simplex programmes, as simplification of front-office business processes depends on obtaining an integrated and coherent e-government back-office.

As mentioned in Chapter 3, better regulation requires a number of monitoring tools (targeted indices measuring the quality of regulation) and tools for information and process management (see Box 3.1). These tools build directly or indirectly on coherent e-government services, which in turn depend on: an integrated back-office with commonly agreed business processes; standards for information and data storage, management and exchange; and a user-focused approach to service delivery in general. It is therefore important to ensure that e-government development and implementation is a fully integrated part of the overall regulatory-oriented simplification design and implementation to properly harvest the benefits of synergies between the two areas.

More specifically, e-government supports and enhances simplification by eliminating:

- **The necessity for rules and regulation through automation of business process value chains:** Automation of business process value chains eliminates the necessity for intermediary processes and procedures. The use of automation of partial or complete business process value chains reduces or removes tasks or series of tasks which otherwise should have been regulated.
- **Redundant procedures and regulations through resource sharing:** Sharing resources (sharing of information and data, business processes, and staff) by using electronic networks reduces the need for regulation. Redundancy occurs if processes and procedures are set in place to regulate the use of these resources.
- **Unnecessary regulation of semi-automatic or manual processes and procedures by linking services and data together through electronic networks:** A growing number of OECD countries link services across the public sector in order to establish end-to-end solutions for specific user groups. An

example is the social security sector, where complex laws and regulations govern the use of social support funds towards marginalised citizens.

An integrated back-office for simplification

OECD countries are increasingly developing common public sector organisational and technical platforms on which to implement e-government solutions – a key to ensuring horizontal and vertical integration, and a way of optimising efficiency and effectiveness of e-government service delivery across the public sector.

In Portugal, the Knowledge Society Agency (UMIC) has developed an *Interoperability Platform* for the public sector which, since May 2007, has been managed by the Agency for Administrative Modernisation (AMA). The platform defines an architectural standard with rules and procedures that enable interconnectivity and interoperability between e-government services. The platform is supported by a *Common Services Framework* (see Box 4.1).

Box 4.1. **The Common Services Framework in Portugal**

The Common Services Framework includes:

- an authentication system guaranteeing security and compatibility among several agents;
- identity federation ensuring that no system or public body knows all the different identities of citizens and businesses; *i.e.* private individuals and public authorities will both be guaranteed privacy, confidentiality and security of their data;
- electronic services and workflow management;
- transaction, message and e-payment engines.

The system consists of embedded individual identities based on random numbers. Unique identification numbers are not allowed according to the Portuguese constitution. The purpose of the platform is to improve workflows rather than share information and data. Each public authority decides on access criteria, for example cross-checks between tax and social security.

Source: Questionnaire on administrative simplification and e-government in Portugal, OECD 2007. Answer to Question 3.1.6.5.

When fully implemented, the platform will provide the public sector with a sharing tool allowing interconnectivity between independent systems and making multi-channel electronic services available.[3] The platform is built on a systems integration approach using open standards and therefore

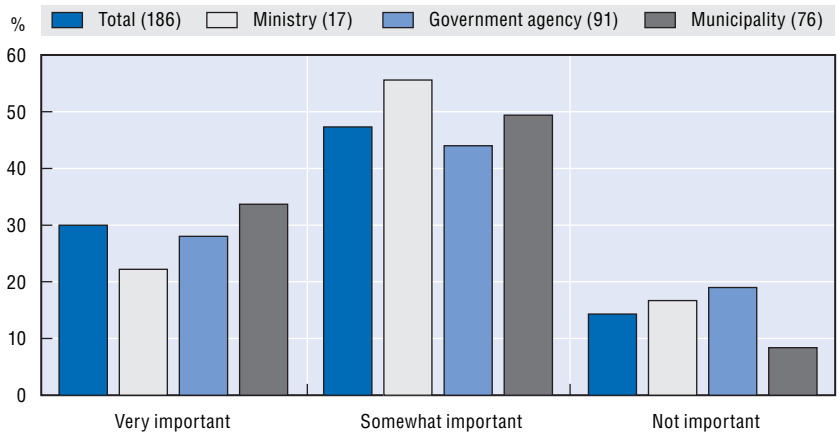
independent of proprietary technological solutions. A central design principle is the single sign-on, which means that citizens or businesses will only need to authenticate themselves once. Furthermore, the system is designed for multiple channels of communication such as Websites, mobile phones, Citizen's Shops (see Box 2.5) and contact points in public organisations. So far, the platform has been used to support the Citizen's Card project, and there are plans to use it to support several services through the Citizen's Portal and Business' Portal (see Box 2.2).

The Interoperable Platform and the Common Services Framework together could constitute the content of an enterprise architecture – they provide both the technical foundation for communication among government agencies and also open possibilities for rearranging and changing organisational structures and workflows.

Use of the Interoperability Platform and the Common Services Framework is mandatory for Portuguese central government organisations, but not for autonomous regions and municipalities. The Interoperability Platform is established in accordance with the *European Interoperability Framework for Pan-European e-Government Service*.[4]

The lack of a stated common public sector enterprise architecture is not considered to be a major impediment to the implementation of administrative simplification and e-government initiatives according to Portuguese officials; 48% of the respondents to the OECD Survey on Administrative Simplification and E-Government in Portugal consider it to be somewhat important while only 29% say it is very important (see Figure 4.1).

Figure 4.1. **Challenges to implementation: enterprise architecture**



Note: N = 186 (21 answered either "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Building the Interoperability Platform and applying it to some cross-cutting services (*e.g.* the electronic authentication system behind the electronic Citizens Card, On-the-spot-firm – creating a business within an hour, simplified business information, etc.)[5] was an important first milestone, but increasing its usage across the public sector remains a significant challenge.

Portugal follows a two-step strategy concerning the use of or compliance with the platform in regions and municipalities: the first step is to test and consolidate at the central level, and the second step is to make it available for the regional and local levels.

The lack of tools to ensure the common usage of the Interoperability Platform and the Common Services Framework could constitute a weakness in reaping the full benefits of an integrated and interoperable back-office supporting simplification activities throughout the public sector. However, under the umbrella of the *Quadro de Referência Estratégico Nacional* (Portuguese National Strategic Reference Framework – NSRF), a common understanding has been created, and common projects are rising.[6]

Key points

- Portugal has developed a common organisational and technical platform for back-office integration for simplification ensuring interconnectivity and interoperability of e-government services, and therefore supporting and enhancing administrative simplification. Following guidelines from the European Union, an enterprise architecture consisting of an *Interoperability Platform* and a *Common Services Framework* has been developed but is not yet broadly implemented in the public sector.
- Portugal follows a two-step strategy concerning the use of or compliance with the platform in regions and municipalities: the first step is to test and consolidate at the central level, and the second step is to make it available for the regional and local levels.

Data standardisation

Data standardisation is important for reaping the full benefits of simplification (see Box 3.1). Sharing information and data resources across organisational boundaries and levels of government ensures citizens and businesses that information and data collection processes are not repeated by different public authorities. The principle of "collect once, use many times" is a cornerstone for simplification efforts in most OECD countries, including Portugal.

Key foci are: achieving maximum reuse of the information and data already collected and stored in public databases, and development of intelligent e-government services with which citizens and businesses can contribute to their own case-handling through simplified processes.

It is important to build and maintain the trust of those who provide information and data. Many governments have come from an era where privacy was not a significant issue because layers between the owners and the users of personal information and data were relatively few. In the development of e-government services, trust and privacy can be seen as a compliance issue to be addressed as an add-on. Trust concerns, and the perception that the state is gaining more control over the lives of individual citizens may be contributing to the fall off in democratic participation.

In Portugal, the Constitution provides a definition of privacy protection in which information and data handling must take place. The public sector must share information and data in a secure and trusted way that protects personal information and data in general, and sensitive information and data in particular, as prescribed in the Portuguese Constitution, in European Union directives and under Portuguese law (see Chapter 3).

At a minimum, an agreement across the public sector on common definitions of data standards for developing e-government services is central to securing compatibility and interoperability of logical data structures and technical solutions (like software programs and hardware platforms). Portugal has only just taken the first steps towards organising a common approach to data standards to ensure the standardisation of data-related objects in the public sector:

- **Legal standardisation of data definitions.**

  Legal standardisation of data definitions will ensure common terminology and designations across laws regulating registers and databases. OECD interviews did not reveal a systematic effort to ensure legal standardisation of data definitions. The Simplex Test, while not directly aimed at data standardisation, does evaluate draft legislation for "e-government practices" and "legislative consolidation".[7] Also, the Portuguese Data Protection Authority contributes to this standardisation, due to its powers of previous consultation when data protection rules are to be approved, and to its role in authorising and defining rules for data procedures.

- **Standardisation of data structures and interface descriptions – organisational considerations.**

  Technical standardisation of data structures and interface descriptions at the organisational level is essential to establishing a proper model for data exchange in Portugal. An example involving the tax authorities, registers, the Statistic National Institute, and the Portuguese National Bank has been

established through the so-called *IES – Simplified Company Information*. It provides one single access point where businesses deliver standardised data to be shared among the authorities involved.[8] Companies can file accounts and submit annual accounting, statistical, fiscal and financial information to the public authorities by using a single online form available at *www.ies.gov.pt*. OECD interviews did not reveal any common systematic approach to the organisation of the standardisation of data structures and interface descriptions.

- **Standardisation of data structures and interface descriptions – technical considerations.**

  The technical considerations for data structure standardisation and interface descriptions are essential in linking e-government services and databases. The interoperability platform provides technical standardisation for the deployment of services using standardised data. The first version of the canonical data model is a result of the work developed for the Citizen Card life-cycle system.

Key point

- Portugal has begun working towards a common systematic public sector approach to data standardisation ensuring the legal, organisational, and technical standardisation of data. The first version of the canonical data model was a result of the implementation of the Citizen Card-life cycle.

ICT security framework

Securing public sector information systems and electronic networks against logical and physical attacks is imperative to the protection of information and data, and hence to e-government services for citizens and businesses. ICT security has increasingly become necessary to maintain confidentiality, integrity, and availability of information and data, ICT systems, and electronic communication networks. Establishing secure and trusted means for citizens and businesses to access e-government services is important to the successful implementation of the Simplex programmes – which also aim to increase trust in public sector service delivery.

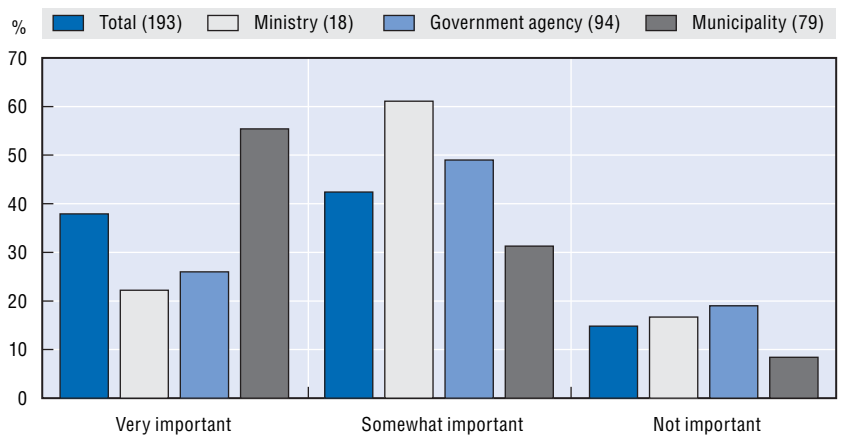
Portugal has begun to develop an ICT security framework supporting increased use of ICT in the public sector and in Portuguese society. The security framework consists of:

- *A CERT function*[9] operated by the Portuguese Foundation for National Scientific Computing (CERT.PT).

- A national *Citizen's Card* (an electronic ID card) issued to Portuguese citizens as of March 2007. It replaces four sector identification cards: the civil identification card, the taxpayer card, the National Health Service users' card, and the social security card. The voter's card will also be replaced by the Citizen's Card.
- An *ICT security infrastructure* supporting the use of the electronic ID card and digital signatures. The ICT security infrastructure was created in 2006 and is operated by the Electronic Certification System of the State (SCEE).

In the OECD Survey on Administrative Simplification and E-Government, 38% of the respondents considered the lack of a secure electronic authentication system as a very important challenge. Another 42% identified it as a somewhat important challenge to the implementation of simplification projects (see Figure 4.2). The OECD interviews confirmed the importance of a secure electronic authentication system, but seemed to indicate that the implementation and dissemination of the Citizen's Card from March 2007 and its supporting ICT security infrastructure have been an important step. The use of the electronic authentication system still seems to be limited, but creating the system has already led to improvements.

Figure 4.2. **Challenges to implementation: secure ICT**



Note: N = 193 (14 answered either "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Like the Interoperability Platform and the Common Services Framework, the use of the electronic authentication system is not mandatory throughout the public sector. Nevertheless, even though the use of the Citizens' Card is still in its early stages, it is already an important milestone for different public authorities to develop and implement e-government services integrating

authentication components using the Citizen's Card as a secure token. The OECD interviews did not reveal how the use of this security component would be disseminated to different organisations within the public sector. But information has been given that many central and local government institutions, private institutions and universities are already using the card as an internal authentication tool. The recent approval of the Public Procurement Code will also work as an important driver for its use as a secure identification and authentication token in the framework of mandatory electronic pre-contractual public procurement procedures, and for contract signatures. Industrial and tourist licensing procedures and urban building procedures are being transformed into electronic simplified processes requiring authentication and electronic signature using the Citizens' Card. The card will also be necessary for several services already available – like the online company incorporation, online registrations and other procedures such as social security and driving license procedures, as they will all imply electronic authentication and/or signature.

Key points

- Portugal has created different components of an ICT security framework including a CERT function organisation, an electronic Citizen's Card, and an ICT security support infrastructure. These framework components form a basic security foundation for the development of e-government services. It is however still unclear whether the individual components will be integrated into a common, coherent public sector security framework ensuring a trusted e-government environment for simplification.
- Like the Interoperability Platform and the Common Services Framework, use of the electronic authentication system is not mandatory throughout the public sector. Nevertheless, a growing number of central and local government institutions, private institutions and universities are already testing the Citizen's Card as an internal authentication tool. However, concrete incentives or tools to impose or ensure the use of developed ICT security components seem to be lacking.

Notes

1. *OECD e-Government Studies – Finland*, OECD, 2004. *OECD e-Government Studies – Norway*, OECD, 2005. *OECD e-Government Studies – Mexico*, OECD, 2005. *OECD e-Government Studies – Denmark*, OECD, 2006. *OECD e-Government Studies – Turkey*, OECD, 2007. *OECD e-Government Studies – Hungary*, OECD, 2007. *OECD e-Government Studies – The Netherlands*, OECD, 2007.

2. OECD (2007), *E-Government as a Tool for Transformation*, [GOV/PGC(2007)6], 28 March 2007, OECD, Paris, France.
3. Presidency of the Council of Ministers: Common Services Framework, 2007.
4. The *European Interoperability Framework for Pan-European e-Government Service, Version 1.0* (see the link: *http://ec.europa.eu/idabc/servlets/Doc?id=19529* – accessed 2 January 2008) was adopted and approved in 2004. The European Commission is revising the Framework and will publish Version 2.0 early 2008.
5. Answers to the OECD Questionnaire on Administrative Simplification and E-Government, 2007. Question 3.3.1.3.
6. See Chapter 5 on collaboration and co-ordination.
7. Answers to the OECD Questionnaire on Administrative Simplification and E-Government in Portugal, 2007, Question 1.3.1.3.
8. Answers to the OECD Questionnaire on Administrative Simplification and E-Government in Portugal, 2007, Question 3.1.6.5.
9. A CERT function (Computer Emergency Response Team – CERT) – also known as a Computer Security Incident Response Team (CSIRTs) – is an organisation that provides incident response services to victims of attacks (*e.g.* virus and other attacks on computer systems), publishes alerts concerning vulnerabilities and threats, and advises users on how to respond to threats or how best to recover from cyber attacks. Over time, the CERTs extended their services from being a reaction force to providing more complete security services, including preventive services (*e.g.* alerting) or security management services.

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Chapter 5

Implementation Tools

Implementing simplification in the public sector requires a broad range of management tools; these tools change operational framework conditions, a prerequisite for successful implementation of simplification initiatives with a lasting impact across the public sector as a whole. Operational framework conditions cover a broad range of public management areas such as financial management, human resource management, management of processes and organisations including collaboration and co-operation, and administrative culture.

Simplification activities impact public organisations and how they interact; analysing the use of different public management tools is important to understand the dynamics of implementation. This chapter evaluates the tools used to implement initiatives in the Simplex programmes:

- **Budgetary tools:** Budgetary tools are essential for ensuring proper implementation of initiatives. The key questions are: are the right mechanisms in place for prioritisation of simplification and e-government projects? Is funding adequate?
- **Human resource tools:** Human resource tools – such as training, individual performance contracts and monetary incentives – are important elements in public sector reforms in OECD countries. In the face of challenges which include an ageing population and increased fiscal pressure, human resource tools are becoming increasingly important for improving efficiency and effectiveness. The key question is: which human resource tools are used in relation to the Simplex programmes?
- **Business process re-engineering:** Simplification can be achieved through processes that do not involve ICT, *e.g.* deregulation, thresholds, harmonisation, streamlining, regulatory alternatives, risk-based regulation, scrap-and-build, and information. The key question is: how and to what extent are these tools for business process re-engineering used in the Simplex programmes?
- **Collaboration and co-ordination:** Because of "sector silos", collaboration and co-ordination on simplification and e-government projects is a challenge in many OECD countries. However, it is necessary to work together to reap the full benefits of seamless service delivery. The key question is: are the right mechanisms and frameworks for collaboration and co-ordination between central and local governments in place?

- **Administrative culture:** Successful implementation requires organisational and management change in the administrative culture. The key question is: which administrative culture tools have been used in relation to the Simplex programmes?
- **Public consultation:** Public consultations improve implementation by engaging citizens and business. Getting input from stakeholders makes policies more user-oriented, improving the quality of decision-making processes. The key questions are: what public consultation mechanisms have been conducted in relation to the Simplex programmes? What have the results been?

Budgetary tools

Portugal experienced severe budgetary problems in the early 2000s, with a widening of the fiscal deficit to 6% of GDP in 2005, followed by a marked improvement in 2006 and 2007. The main factor contributing to the deterioration of public finances has been the upward trend in current primary spending over the years, reflecting inadequate control and erratic consolidation efforts. In addition, the quality of public services did not increase in line with spending, pointing to inefficiency issues.[1] In 2005, faced with an unsustainable fiscal situation that was in breach with the EMU stability and growth pact, the government introduced a consolidation programme and the deficit decreased to below 3% of GDP in 2007. Public administration reform is an important pillar of the strategy to control public spending and increase government efficiency. The reform of human resource management, which seeks to reorganise local and regional services, is an important component of this strategy. Furthermore, there is ongoing work to improve budgeting and public finance management.

Portugal faces the same challenges as other OECD countries of establishing budgetary principles and procedures for simplification and e-government projects. The Portuguese budgetary system is based on a traditional bottom-up process where central government ministries and agencies submit their budget proposals within spending ceilings prepared by the Ministry of Finance and Public Administration[2] and decided by the Council of Ministers (see Box 5.1).

In March 2007, the Minister of Finance nominated a commission charged with preparing the legal and operational conditions for the adoption of programme budgeting.[3] It will lead efforts to change the budget process and move towards performance budgeting with a stronger link between appropriations and activities. The new system is expected to be better suited at handling cross-cutting projects.

Special funding mechanisms have not been established for simplification projects. Investments in such projects are part of the budget preview for the *Central Government Investment and Development Plan (PIDDAC)*, which includes

Box 5.1. **The Portuguese state budget process**

The Portuguese budget process begins in May-June, when the Ministry of Finance presents the main budget guidelines for the following year to the Council of Ministers. This estimate takes into account the forecasted evolution of the major macroeconomic aggregates, commitments to the European Union, and expected taxation revenues. It is used to settle running cost ceilings, as well as the corresponding annual funding for multi-year public investment projects and some specific expenditure such as transfers to the National Health Service and pensions for civil servants. Some expenditure is determined by law, such as fund transfers to regional and municipal administrations.

Based on these general guidelines, the General Directorate of the Budget in the Ministry of Finance prepares an internal circular, which provides detailed guidelines for the elaboration of the budget and sets the deadline for the delivery of each service's budget typically in August.

After submission of these budget proposals, the Ministry of Finance verifies and identifies possible divergences from the general guidelines settled by the Council of Ministers. The Ministry of Finance then holds informal meetings with each ministry to address problems; if this approach is unsuccessful, the necessary arrangements are settled in a new meeting of the Council of Ministers.

The draft budget proposal and the report on the budget are finalised and presented to the parliament before 15 October. The parliament has power to alter the draft proposal; according to the Government Budget Fundamentals Act, the draft proposal or an amended version must be approved by parliament before 30 November.

According to the framework law for the state budget, it is approved annually. For multi-year expenditures, the data on future years are only indicative, and are revised every year with the approval of the new budget act.

Source: Questionnaire on Administrative Simplification and E-Government in Portugal, 2007. Answers to Question 3.3.3.1.

both national investments and European Union Structural Funds. PIDDAC contains two specific programmes in this area:[4]

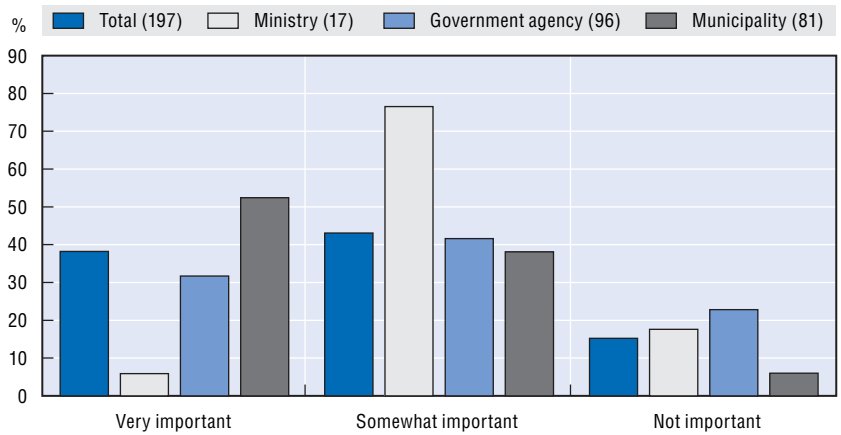
1. "Information Society and e-Government" (4.8% of total expenditure) allocated for ICT initiatives to improve the quality of public services. These include contribution to effectiveness of the public administration, promotion of digital culture and economy, promotion of broadband use in safe environments and interoperability of networks, enhancement of e-democracy, and creation of content.

2. "Modernisation and Qualification of Public Administration" (0.6% of expenditure) targeted at public administration reform such as systems and procedures modernisation, improvement of public services and front-office services, and training of human resources.

Although many of the measures in the Simplex programmes are cross-cutting and involve several ministries and agencies, investments in and savings from Simplex initiatives are treated the same way as any other expenditure or investment in the budget process. Initiatives are thus funded on an *ad hoc* basis from each ministry's regular budget allocations. Estimates on expenditures and savings from some of the larger projects in the Simplex programmes have been carried out (*e.g.* for the Online-permanent-certificate, Electronic Official Gazette; Electronic Employment Bulletin, online starting a business procedures, and others), but an overview of overall expenditure and savings from the more than 500 initiatives of Simplex 2006 and Simplex 2007 is not yet available. According to Portuguese officials, the monitoring programme will address this issue in a more in-depth manner in 2008.

OECD interviewees did not reveal lack of funding as a major challenge in central government, although the budgetary situation seems to be a strong driver for simplification projects which may create savings and efficiency gains. This is confirmed by the OECD survey, which shows that lack of funding and lack of long-term funding for multi-year projects are perceived as significant challenges to implementation of simplification projects, particularly in municipalities (see Figures 5.1 and 5.2).

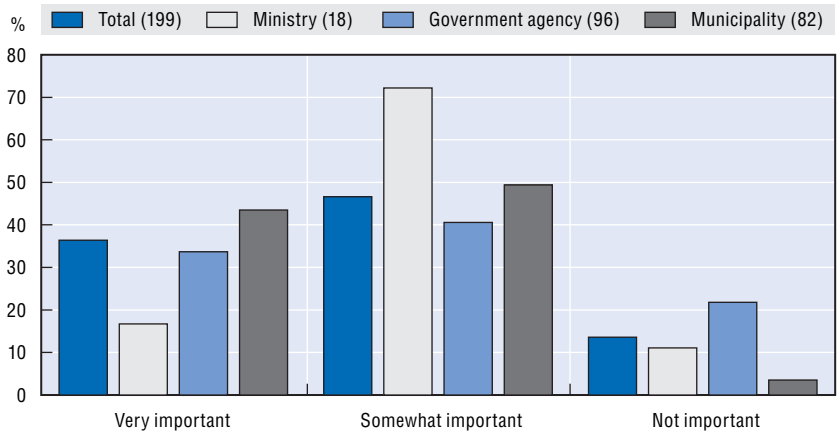
Figure 5.1. **Challenges to implementation: funding**



Note: N = 197 (10 have either answered "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Figure 5.2. **Challenges to implementation: long-term funding**



Note: N = 199 (8 have either answered "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Simplification measures are a high priority issue for the government, and many OECD interviewees cited European Union Structural Funds as an important funding source. In the period 2000-2006 it was possible for Portugal to use these funds for Information Society purposes (computer equipment, training, Internet access for the general public and schools, modernisation of administrations, etc.).[5] The same parameters are expected to apply for the next programme period 2007-2013.

As a condition for allocation of cohesion funding (Structural Funds), the European Commission must approve a National Strategic Reference Framework (NSRF) from the member state in question (see Box 5.2). For the period 2007-2013, special funding lines for administrative modernisation projects have been created both at the national, and at the regional and local levels. As a way to improve co-ordination and coherence in simplification and modernisation efforts between the different levels of administration, these funding lines have common basic rules nationwide, which were defined as part of a joint effort. An operational network comprising elements of both levels of administration has been established for this purpose and is expected to be working as a co-ordination platform until the end of the programme period.

OECD interviews revealed that a budgetary mechanism for joint funding of cross-cutting projects involving several ministries and agencies has not been created. Furthermore, no systematic procedures are in place to harvest savings and long-term efficiency gains from simplification projects and there is no policy on whether ministries and agencies can keep saved funding for other simplification projects or other purposes. According to OECD interviews,

Box 5.2. **Portugal's National Strategic Reference Framework (NSRF 2007-2013)**

After the European Council decided in spring 2005 to focus on re-launching the Lisbon Strategy, the Community Strategic Guidelines for Cohesion (CSG) were adopted in 2006 and required future cohesion policy to target resources on three priorities: improving the attractiveness of member states, regions and cities; encouraging innovation, entrepreneurship, and the growth of the knowledge economy; and creating more and better jobs. In response, all member states have been preparing a National Strategic Reference Framework (NSRF), which describes how each country proposes to implement these priorities on its own territory.

The European Commission approved Portugal's NSRF on 2 July 2007. Portugal will receive 21.5 billion EUR of European Union cohesion funding over the 2007-2013 programming period.

The Portuguese NSRF proposes five national strategic priorities: to improve the population's skills; to promote sustainable growth; to guarantee social cohesion; to ensure the development of the territory and the cities; and to improve governance efficiency. Five structural principles of investment will apply: concentration; selectiveness; economic viability and financial sustainability; territorial cohesion; and strategic monitoring.

The five national strategic priorities will be implemented through a set of Operational Programmes, some of which are thematic and others targeted at geographic areas (7 Regional Operational Programmes, one for each NUTS 2 region, including the autonomous regions; 2 Regional Operational Programmes, one for each autonomous region; and 6 Territorial Co-operation Operational Programmes (cross-border, transnational, interregional). The preparation of these Operational Programmes has been undertaken in close co-operation among all levels of government.

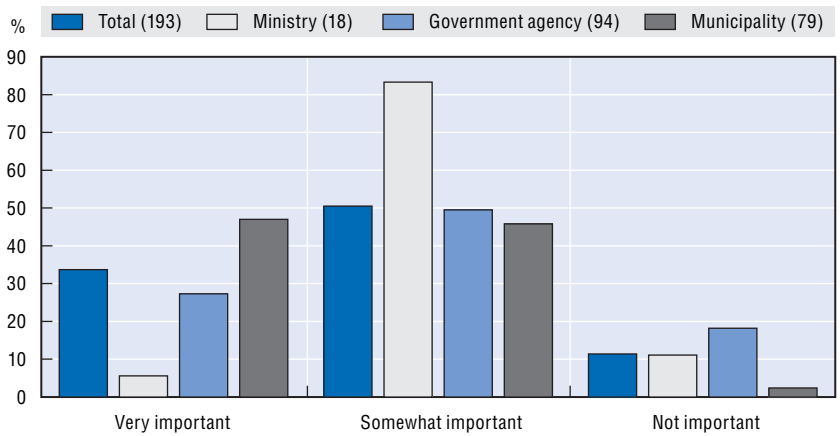
Source: OECD Territorial Review of Portugal (2008).

taxation is a special case: the improvement in tax collection and controls has contributed to the increase in budget revenue, in turn helping reduce the fiscal deficit to below 3% of GDP in 2007.

As the simplification reform progresses, and if savings are generated through efficiency gains, especially in joint projects, the issue of who is allowed to harvest the gains and benefits spread among several organisations will have to be addressed. If not, the lack of common guidelines could weaken the incentives to engage in cross-cutting projects such as sharing e-government services.

84% of respondents to the OECD survey consider the lack of mechanisms for shared/joined funding across organisations an important or somewhat important challenge to implementation (see Figure 5.3).

Figure 5.3. **Challenges to implementation: shared funding**



Note: N = 193 (14 have either answered "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

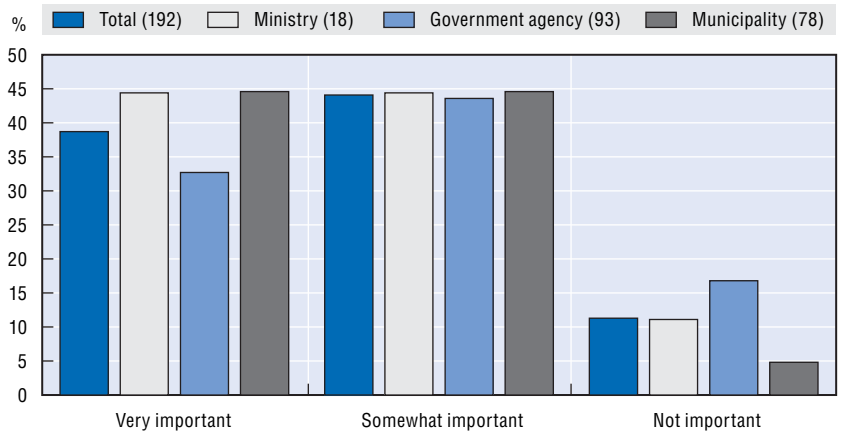
Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

An improved multi-year perspective on both expenditures and savings, and the development of clear guidelines and procedures on how efficiency gains are handled would strengthen the role of budgetary considerations in the preparation and implementation of the Simplex programmes. This could facilitate prioritisation and increase ministries' and agencies' incentives for engaging in simplification. Performance budgeting will contribute, but clear guidelines on efficiency gains and a multi-year perspective would increase accountability and improve planning and incentives.

Stronger instruments for budgetary planning and prioritisation should be accompanied by systematic use of cost-benefit and business case analyses of big budget simplification projects. Only 20% of OECD survey respondents say they have guidelines on cost-benefit analysis, and 85% consider the lack of common instruments for cost-benefit analysis as a challenge for the implementation of simplification projects (see Figures 5.4 and 5.5).

The consequence is a lack of instruments for monitoring and evaluation, which weakens the background for decision making and prioritisation among projects. An important first step would be to develop a set of common, mandatory evaluation tools to be used for major projects across the public sector.

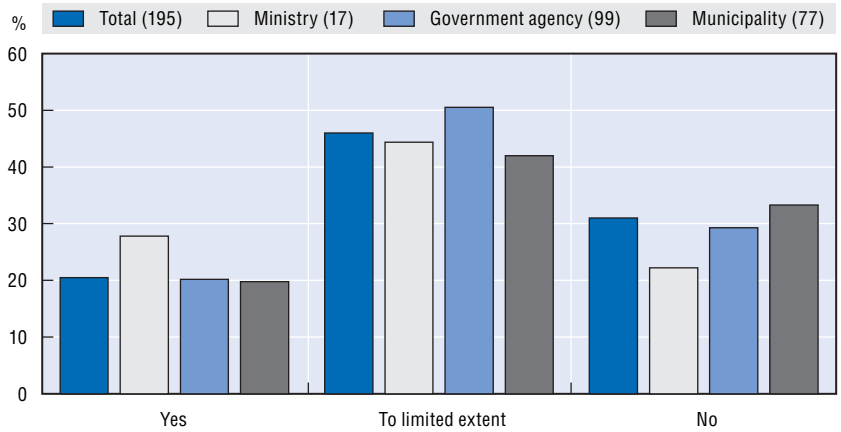
Figure 5.4. **Challenges to implementation: cost-benefit analysis**



Note: N = 192 (15 have either answered "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Figure 5.5. **Guidelines for cost-benefit analysis**



Note: N = 195 (12 have either answered "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Key points

- The Portuguese system does not have a budgetary mechanism for joint funding of cross-cutting projects involving several ministries and agencies, and there is no systematic procedure to harvest savings and long-term efficiency gains. Clear guidelines and procedures could improve prioritisation.
- For the period 2007-2013, special funding lines for administrative modernisation projects have been created both at national and at regional/local levels. To improve co-ordination and coherence between the different levels of administration, these funding lines have common basic rules nationwide, which were defined in a joint effort by central and local administration in *Quadro de Referência Estratégico Nacional* – the Portuguese National Strategic Reference Framework (NSFR).
- Budgetary considerations could also be stronger in preparation and implementation of the Simplex programmes, for example through an improved multi-year perspective.
- Better instruments for budgetary planning and prioritisation could be achieved through systematic use of robust cost-benefit and business case analyses of more costly simplification projects.

Human resource management

Human resources constitute an important element in any public sector reform. Achieving better service delivery requires more service-oriented and better qualified public employees. Facing an ageing population and increased fiscal pressure, OECD countries have started using human resource tools such as training, individual performance contracts, monetary incentives, and decentralisation of management responsibilities to increase efficiency and effectiveness in the public sector.

Many of the 757 initiatives in the Simplex programmes change working procedures for public employees. It is important that employees feel comfortable with these new procedures and, if possible, be involved in the redefinition of working procedures. New working procedures may require training, new skills and competencies, and may even lead to mobility of staff in some organisations.

ICT skills and competencies are of particular importance when using e-government solutions for both front- and back-office systems, but increased service-orientation and an improved cultural understanding of simplified and more user-focused working methods are also important. Equally essential for managers are skills, competencies, and capacity in project management, *e.g.*

project selection and planning, cost-benefit analysis, business process re-engineering, and monitoring and evaluation.

Training to improve simplification skills and competencies

Training of public employees is one of the most important human resource tools. A survey conducted by the Knowledge Society Agency (UMIC)[6] shows that 69% of all employees in central government institutions took general training courses in 2007, 23% of which were ICT training. The survey also showed that 15% of central government institutions promoted distance learning (e-learning) training courses. Improving public sector staff's ICT skills and competencies has been a priority of many OECD countries. For example, in 2007 Australia finalised a strategy for improving and ensuring future ICT skills in the Australian public service (see Box 5.3).

Portugal has specialised training centres for public sector staff offering several degrees and training. Universities also provide training to meet increasing demand for ICT expertise; the most important is the National Institute for Administration (INA), which is responsible for the development of training courses, formal certification courses, and academic-oriented education in the Portuguese public administration, including a variety of online degrees in areas such as Information Systems Science and Electronic Business Science.[7]

Box 5.3. **ICT skills in Australia**

In **Australia**, a special task force has developed a strategy for ensuring future ICT skills in the Australian public service. Improving ICT skills in project management, business processes and security is necessary to implement the government's e-government strategy. In order to build agencies' service delivery capability, employees' skills must be increased.

The strategy includes a number of initiatives:

- steps to increase staff mobility;
- accreditation, mentoring and apprenticeship programmes;
- training and workshops in ICT skills;
- development of workforce plans;
- skills and resource sharing between agencies;
- additional remuneration for staff increasing their ICT skills.

The strategy also includes establishing a permanent ICT skills group to plan future work on ICT skills in the Australian public service.

Source: Australian Government (2007), *Meeting the Demand for ICT Skills in the Australian Public Service – Today and for the Future. Report of the ICT Professional and Skills Development Taskforce.*

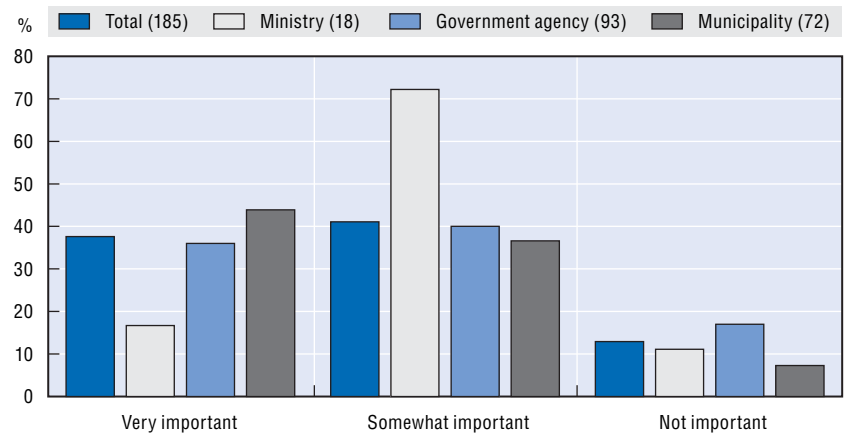
General staff training programmes also exist to reinforce competencies and skills – a number of these are targeted at managers and other senior staff, aiming to improve management and leadership skills. Furthermore, ICT skills are improved through *ad hoc* training workshops, *e.g.* conducted by SEAM and AMA on tools and approaches for simplification.

Special staff training programmes are also organised by ministries themselves. One example is the Ministry of Justice, which has trained almost 10 000 employees in relation to the initiatives on notaries. For the tax administration as well, a number of training programmes have been conducted – some as e-learning courses – according to OECD interviews.

At the local government level, ICT training takes place in connection with projects in the Digital Cities and Regions.[8] One example is the Aveiro Digital Programme, which includes special training programmes for employees in municipalities such as teachers and health and social security workers, as well as citizens wanting to improve their ICT skills. OECD interviews indicated that a low level of competencies and skills are considered one of the most significant challenges to better and more efficient service delivery in the public sector and effective implementation of the Simplex programmes.

Thirty-nine of the OECD survey respondents and 54% of respondents in municipalities cite lack of ICT skills and competencies as a very important challenge to implementation of simplification and e-government projects (see Figure 5.6).

Figure 5.6. **Challenges to implementation: ICT skills and competencies**

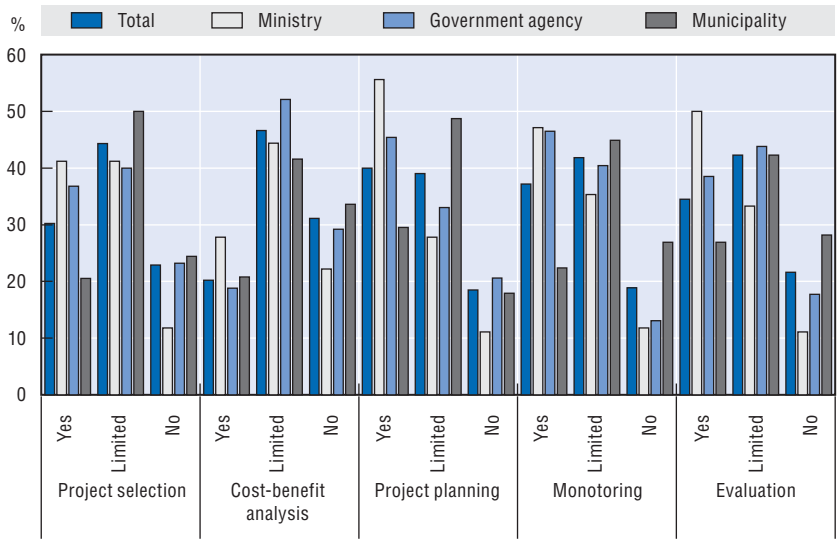


Note: N = 185 (22 have either answered "don't know" or "not applicable": or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

The OECD survey also shows that guidelines and toolkits for project management (project selection, cost-benefit analysis, project planning, and monitoring and evaluation) are limited in the public sector (see Figure 5.7).

Figure 5.7. **Existence of guidelines and toolkits within organisations**



Note: N ranges from 197 to 201. Regions are excluded.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Development and implementation of simplification programmes could be further professionalised, especially at the local government level where there is limited capacity to deliver simplification solutions and therefore a particular need for staff training programmes.

Mixed training programmes among levels of government could have the benefit of creating shared knowledge – this option could be further explored. Incorporating staff training measures more explicitly in planning and implementation of Simplex measures could also be considered, as well as training programmes targeted at management and aimed at improving project management skills.

Other human resource tools

Another important human resource tool used for simplification efforts is changing the legal status of employment conditions to promote and reward performance and reinforce management skills, competencies, and leadership.

Today, there are close to 1 470 different professional careers, with almost automatic career progress and pay rise mechanisms independent of

professional performance. A new system of binding contracts, careers and remuneration for public administration employees is currently under implementation, following parliamentary approval of a new law in July 2007. It will introduce some elements of performance-related pay and increase individualisation of employment policies.[9] It will also establish a new evaluation system for public institutions, managers and civil servants. Furthermore, the number of careers will be substantially reduced and career progression will no longer be automatic. The new system is focused on performance, merit, and the principles of management by objectives.

OECD interviews showed that there was a need to improve the performance and incentive systems, which suggests that the government should move ahead in the implementation of the present strategy for human resource management in the public sector. Elements of a performance appraisal system are already in place.[10] From 2008, results-based pay will be introduced in the public sector. This should motivate the civil service to take further steps to recognise good work; steps such as prizes or awards but also competition and benchmarking (possibly linked to measurement of user satisfaction with new services). These instruments could be directly linked to the Simplex programmes by a more coherent integration of human resource tools and simplification policies. This would require stronger and more formalised co-ordination of civil service and simplification policies, *i.e.* between the Ministry of Finance and SEAM/AMA.

Key points

- Portugal has specialised training centres for public administration staff and special training programmes are organised by ministries.
- Low skills and competencies seem to be one of the most significant barriers for more efficient service delivery in the public sector. Simplification development and implementation could be further professionalised, especially at the local government level. Incorporating or co-ordinating staff training measures more explicitly in the implementation of Simplex measures could be considered.
- Elements of a performance appraisal system are already in place. From 2008 results-based pay will be introduced in the public sector.
- Further steps to recognise good work might motivate the civil service. Such instruments could include prizes or awards, along with competition and benchmarking (possibly also linked to measurement of user satisfaction with new services). These instruments could be directly linked to the Simplex programmes by a more coherent integration of human resource tools and simplification policies, *i.e.* through connecting policy and implementation.

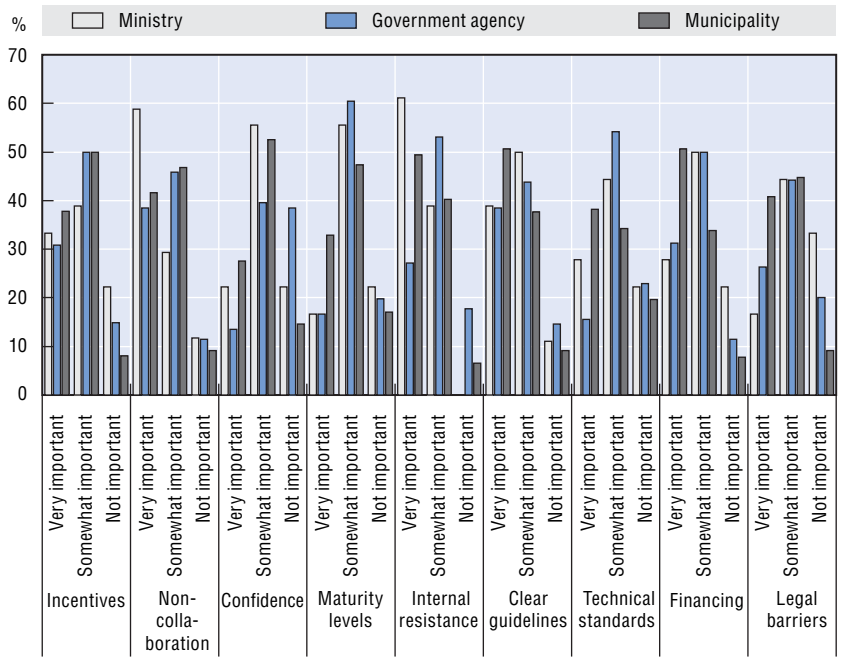
Collaboration and co-ordination tools

Governments in OECD countries are generally characterised by "stove-pipe" structures, where each organisational unit has its own area of responsibility and control. This makes collaboration and co-ordination on simplification projects a challenge; collaboration and co-ordination are, however, necessary to realise the potential benefits of seamless service delivery, and reduce inconsistencies and duplication within and across levels of government.

Collaboration and co-operation across levels of government also contribute to developing services focused on user needs. Users do not care which organisation from what level of government delivers a particular service; rather, they seek convenient access to high quality services.

In Portugal, the main challenges to collaboration and co-operation to deliver simplification solutions are considered to be: lack of clear guidelines; habit of non-collaboration; lack of financing mechanisms for shared funding; and internal resistance to change (see Figure 5.8).

Figure 5.8. **Importance of challenges in preventing co-operation**



Note: N ranges from 186 to 199. Regions are excluded.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Co-ordination and collaboration within central government

SEAM and AMA are responsible for co-ordination of the Simplex initiatives at the central government level. Collaboration and co-operation among ministries takes place through the networks for simplification (see Chapter 1) and *ad hoc* inter-ministerial task forces or working groups. OECD interviews revealed that collaboration and co-operation at the central government level generally works well, although there is room for improved co-ordination between Simplex and other programmes and activities for public sector reform, *i.e.* SEAM/AMA and Ministry of Finance.

At the political level the Simplex measures are followed by the Council of Ministers via regular status reports. This has a strong disciplinary effect, preventing project delays and keeping them on track. Further, it seems to foster healthy competition among ministries in implementing programmes.

Because Simplex measures enjoy political attention from the highest level, ministries feel a strong incentive to comply with the initiatives and implement them on time. This political favour also seems to have positive effects on collaboration and co-ordination. Some OECD interviews indicated that an effort to cluster simplification projects, *e.g.* through a life event approach, should be considered. This could contribute to breaking down organisational silos and ensure a more coherent and consistent set of projects with stronger user-focus. This is the exact direction that has now been taken with Simplex 2008.

Co-ordination and collaboration across levels of government

In Portugal, the two autonomous regions and the 308 municipalities are becoming the main entrance to the public sector for citizens and businesses. Today, collaboration and co-ordination between central and local governments are required on a range of initiatives that involve both levels of government. An example is the Citizen's Shops where central services (social security services, tax services, health services, register and notary services, vehicles services, etc.), local government services (retail licensing, camping licensing, building licensing, taxi licensing, etc.), and private services (banking, electricity, gas or cable TV), in a number of areas are offered in one (physical) space. Municipal governments depend mainly on central government for funding, technical support, etc., for these joint projects.

Frameworks for collaboration and co-ordination in Portugal are influenced by the regional and municipal autonomy in a range of areas. Despite Portugal's long tradition of a centralised public sector, deconcentration is increasingly discussed, and further steps to decentralise decision-making power is on the agenda.

The Secretary of State for Local Governments has overall political responsibility for the co-ordination of the central government's initiatives towards local governments. For concrete Simplex measures, collaboration and co-ordination with regions and municipalities have usually been carried out by each ministry; however, SEAM/AMA have a co-ordinating role as concerns cross-cutting projects and is responsible for the overall dialogue with regions and municipalities on simplification matters.

Relations between central and municipal governments on simplification policies and projects have been characterised by the following:

- As the Simplex programmes are targeted at central administration, regions and municipalities have not been systematically involved in their preparation. Some have been involved on an *ad hoc* basis in individual initiatives; for example, the electronic Citizen's Card was first issued as a pilot project in the Azores.
- Many digitisation and simplification projects are carried out jointly among several municipalities in order to reach the "critical mass" required to obtain funding via European Union Structural Funds (Digital Regions and Cities are the best examples).
- Regions and municipalities have been involved in cross-cutting projects, such as the Interoperability Platform and the Common Services Framework (see Chapter 2), only to a limited extent. Although they are mandatory for central government organisations, municipalities have been left to build their own e-government services and develop their own skills, competencies, and capacities.
- The Association of Municipalities (ANMP)[11] has been involved in collaboration between central and local governments. ANMP can sign agreements with central government, but they are not binding for municipalities and the commitments made cannot be imposed. ANMP has also provided some assistance to municipalities on Simplex measures, such as the Digital Regions and Municipalities initiative.

SEAM/AMA's role towards municipalities has mostly been sharing best practices and technical solutions. A "*Common Knowledge Network*" has been established to collect experiences on transformation, innovation, and simplification initiatives and make them available to all public organisations.[12] Municipalities are thus encouraged to share the central government vision of simplification.

OECD interviews confirmed that sharing knowledge and guidance on simplification is of interest to municipalities and could be developed further. Empowering local government by transferring knowledge and technical solutions would also benefit central government. Benchmarking and publishing performance rankings might also increase competition and

incentives to perform among municipalities. It is expected that municipalities will seek to catch up with the advanced developed local governments in order to deliver the same level of service to their constituencies. (Examples of collaboration and co-operation across levels of government in OECD countries are described in Box 5.4.)

Box 5.4. **Collaboration and co-ordination across levels of government**

Collaboration and co-ordination across levels of government on administrative simplification and e-government can be challenging. Collaboration is a prerequisite for realising seamless services and reaping the full benefits of e-government services. Local and regional governments are increasingly at the forefront of service delivery to citizens and they are expected to deliver user-friendly services. Their capacity to deliver varies considerably, raising issues of equity for citizens. How can governments raise the capacity of local governments that lag behind to improve overall efficiency in public sector service delivery?

Relations between central and local governments vary among OECD countries depending on type of state (federal or unitary), constitutional constraints, culture, and tradition. In some countries collaboration and co-operation are organised in formalised institutional set-ups and agreements.

In **Denmark**, with 5 regions and 98 municipalities, e-government policies are co-ordinated through a formalised institutional agreement between central government and the associations of municipalities and regions, particularly a joint e-government management board with the participation of a number of ministries and the associations of municipalities and regions. The work of the board is supported by a digital taskforce situated in the Ministry of Finance, staffed with secondees from central, regional, and local government organisations. Major e-government initiatives are included in the yearly budget agreements between central and local governments.

There are 12 provinces and 458 municipalities in the **Netherlands**. E-Government policies are co-ordinated via three groups with participation of central government, provinces and municipalities. A statement agreed upon by central government and the associations of regional and local government sets up a strategic framework and outlines the division of responsibilities between central and local governments. Tasks like communication, monitoring and support, and financing are also covered.

Other countries primarily base collaboration on diffusion of best practices and technical solutions.

Box 5.4. **Collaboration and co-ordination across levels of government** *(cont.)*

In **New Zealand**, the government has set up an e-Government Interoperability Framework (the "e-GIF") to help public sector institutions achieve electronic interoperability through common policies and standards. The e-Gif is a collection of policies and standards which: 1) helps government agencies more easily work together electronically; 2) makes systems, knowledge and experience reusable among agencies; and 3) reduces the effort required to deal with government online by encouraging consistent approaches. State-level agencies are required to use e-GIF, and local governments are invited to do so.

The government in **Australia** facilitates access to open source solutions already developed in government agencies, a practice known as "white branding". Generic services (*e.g.* portals, identity management) are made available for local governments to use and to "brand" with their own regional or local identity. The purpose is to increase interoperability and make content management functionalities available to government agencies with less complexity and lower cost.

Source: OECD, 2007.

Collaboration and co-ordination between central government and local governments on simplification policies in Portugal can generally be characterised as *ad hoc*, not systematically organised. No formal body for dialogue among the parties exists and the central government approach differs from case to case.

Furthermore, the central government primarily uses "soft" management tools, such as *ad hoc* dialogue, diffusion of best practices, and, to some extent, benchmarking. These tools have no formal or legal impact for the parties involved; it could be questioned whether they are the most efficient tools for co-ordination and leadership, particularly for raising standards in less-developed areas with limited experience in administrative simplification and e-government.

The central government could consider developing a framework for collaboration and co-ordination with local governments to replace the existing *ad hoc* stand-alone approach. A formalised and systematic approach to dialogue with regions and municipalities could strengthen a "whole-of-public-sector" perspective.

Key points

- Collaboration at the central government level works well, although simplification projects could be clustered better among several ministries. This would contribute to breaking down organisational silos and ensure a more coherent and consistent set of projects with citizens and businesses at the centre.
- The autonomous regions and municipalities have only been involved in Simplex measures to a limited extent, and some of them have developed their own simplification programmes.
- AMA/SEAM's role towards local governments has mostly been sharing best practices and diffusion of technical solutions to municipalities. Sharing knowledge and guidance on simplification might be developed further.
- Collaboration and co-ordination on simplification between central, regional and local governments is *ad hoc* and not systematically organised. No formal body for dialogue among the parties exists and the central government approach differs from project to project.
- It is important to note that the interaction between central, regional and local levels has become stronger as a consequence of the Portuguese National Strategic Reference Framework (NSFR). In the process of preparing the NSFR, the goals were agreed upon as part of a common framework, and a common regulation has been established.

Administrative culture

Understanding the administrative culture – norms, values, behaviour, and "mind-sets" – is key to achieving the goals of the Simplex programmes. For example, attitudes towards citizens will significantly influence users' perception of and satisfaction with public sector interaction and services. Furthermore, the administrative culture impacts the outcome of collaboration processes among multiple authorities on simplification initiatives. Finally, regulatory quality will be affected by the degree to which public authorities are aware that individual regulations will both contribute to fulfilment of the goals underlying the regulation and also very likely have unintended and negative side effects (for example, a law aiming to protect the environment imposes administrative burdens on companies).

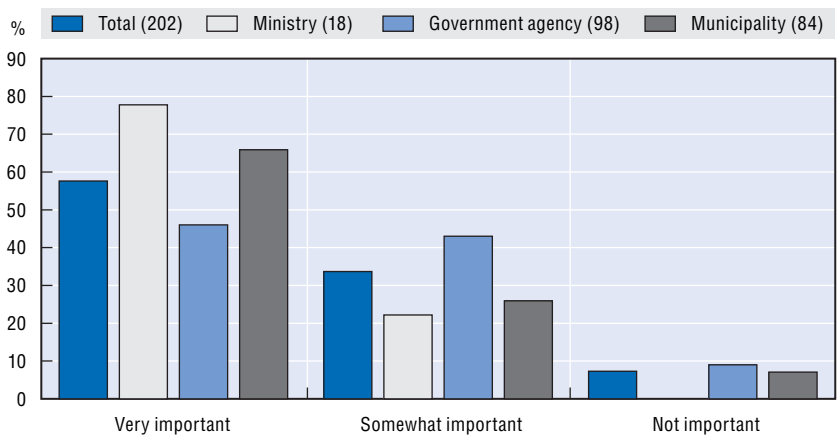
Ideally, the Simplex programmes will lead to positive new experiences for civil servants in Portugal. They will have to break out of compartmental thinking and collaborate more across ministries, as more initiatives are of a cross-organisational nature. Examples of these cross-organisational initiatives are those integrated in life events (clusters of procedures) defined in

Simplex 2008, multi-integrated services geared towards certain events or processes (*e.g.* "I lost my wallet" desk, "Casa pronta" desk (Fast-track Home Buying Scheme), On-the-spot-firm desk, "Single Vehicle Document" desk, "Retirement" desk; "Divorce" desk, "Succession and Inheritance" desk, or "Born Citizen" desk). This enhanced collaboration across ministries will gradually change the culture in the direction of a stronger willingness to collaborate and co-operate across organisational boundaries.

Similarly, positive or negative experiences drafting new regulation (positive co-operation with stakeholders, negative reactions and even sanctions if new regulation has not been sufficiently scrutinised in order to reduce burdens) will over time influence understanding of and attitude towards the role of regulation in society. This has been the case in the Netherlands, where ACTAL, the independent Dutch Advisory Board on Administrative Burdens,[13] has created several projects aiming to change the administrative culture. ACTAL has also commissioned annual assessments of the administrative culture, examining civil servants' knowledge of the simplification programme, their attitude towards simplification, and their behaviour *vis-à-vis* good regulatory practice.[14]

The OECD survey supports the overall perception that organisational change is a major challenge to simplification (see Figure 5.9).

Figure 5.9. **Challenges to implementation: organisational change**



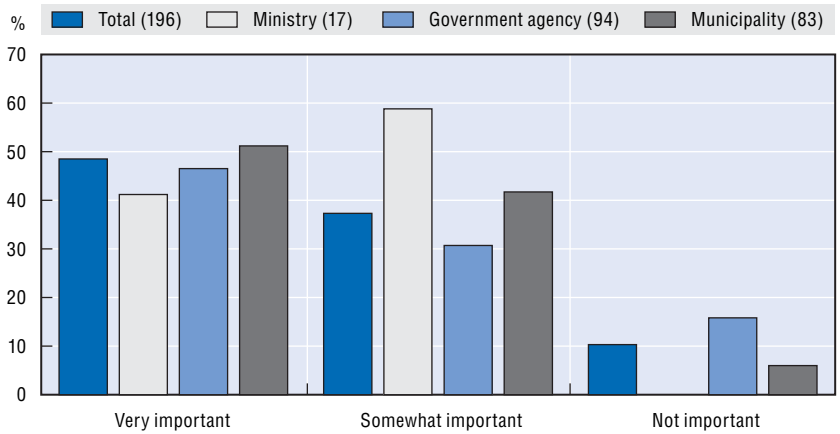
Note: N = 202 (5 have either answered "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Ninety one per cent of the total number of respondents identified organisational change as "Very important" or "Somewhat important", while 86% cited the lack of a coherent strategy as a major challenge (see Figure 5.10). This

supports OECD interviewees' statements supporting central government efforts to transform the public sector and improve coherency in strategy and approach.

Figure 5.10. **Challenges to implementation: coherent strategy**



Note: N = 196 (11 have either answered "don't know" or "not applicable" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Key point

- Portugal sees cultural change within the public administration as key to the success of simplification efforts. Traditional compartmental thinking and silo-based reactive attitudes are recognised as major challenges.

Public consultation: engaging stakeholders

Public consultations are a means to improve policy by engaging citizens and business to gain their input and support. OECD governments are becoming more responsive and transparent, taking steps to include stakeholder views; they realise that listening to stakeholders and adjusting policies makes policies and their implementation more effective.

Consultation mechanisms allow governments to learn about user needs and integrate this information into policies, improving the quality of decision-making processes. Public consultation is not mandatory and systematic in Portugal, and no formal public consultations were held in preparation for Simplex 2006. However, some simplification measures that required new legislation were submitted to consultation as part of the legislative procedure. The Ministry of Justice included stakeholder participation in the *De-formalisation*

Commission which conducts prior consultations on all Simplex initiatives related to businesses, registers, and notaries.[15]

In preparation for Simplex 2007, an open and systematic consultation process was conducted to collect suggestions for initiatives from widespread sources.[16] All proposed measures were available for consultation on the Internet. Table 5.1 shows that 274 suggestions were made by citizens, businesses and associations; 86 measures became part of the final version of Simplex 2007, which contained 235 initiatives in total.

Table 5.1. **Results of public consultation on Simplex 2007**

Measures that were taken up:	Measures
Suggestions included in the final version of Simplex 2007	86
• As new measures	13
• As a contribution to improve measures already proposed	24
• By merger with measures that already were part of the programme	49
Measures that were not taken up:	
Suggestions not included in the final version of Simplex 2007	153
• Because they were not simplification measures (complaints, personal matters)	85
• Because they had already been implemented within Simplex 2006	47
• Because their implementation was not feasible	21
Measures to be considered in further programmes:	
Remained under study	35
• Because they require more time to assess	5
• Because they require articulation between various ministries	10

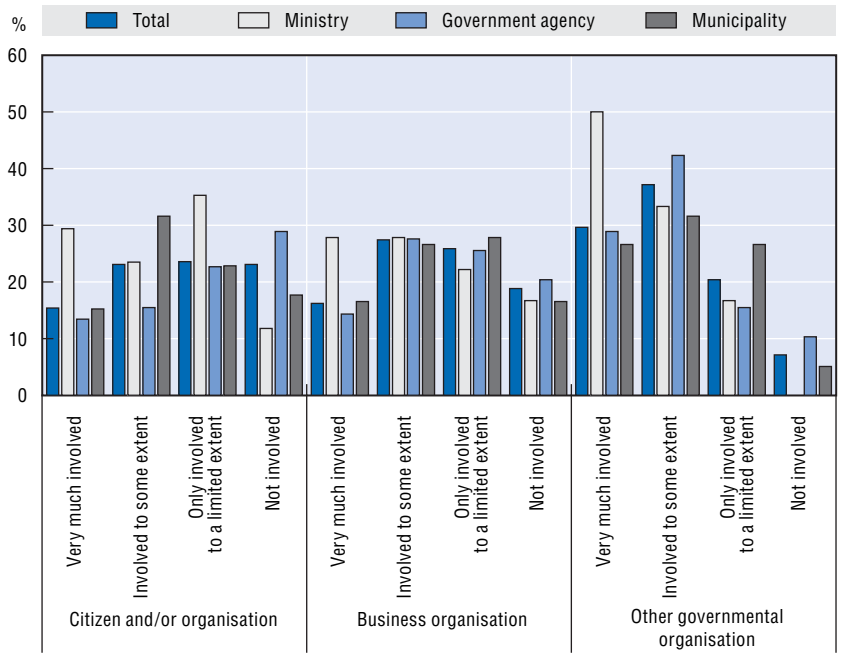
Source: Presidency of the Council of Ministers: Simplex 2007.

In Simplex 2008, a total of 775 contributions were received. Of these, 54% were comments or suggestions made by citizens, businesses and associations on already-proposed measures. After being taken into consideration, more than 60 measures became part of the final version of the Simplex programme, which contained 189 initiatives in total.[17]

OECD interviews indicated that regions, municipalities, civil society, and business organisations would have liked to be consulted more on the Simplex programmes. The OECD survey shows that central government tends to involve stakeholders, citizens and businesses, more than municipalities in policy consultation (see Figure 5.11).

Inclusion of citizens and business organisations in Simplex initiatives should be continued and even strengthened. Public consultation provides stakeholders with an opportunity to impact policies, and provides government with guidance on effective solutions while lowering compliance costs for citizens and businesses. Furthermore, steps to increase openness and transparency would improve government's accountability and legitimacy.

Figure 5.11. **Involvement of external stakeholders**



Note: N ranges from 172 to 191. Regions are included in the total, but are not shown as a category.
Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Key points

- Public consultation provides stakeholders with an opportunity to impact policies – and provides government with guidance on effective solutions while lowering compliance costs for citizens and businesses.
- Public consultation was not conducted prior to Simplex 2006, but a public consultation process was carried out in preparation for Simplex 2007 and for Simplex 2008.

Notes

1. OECD, *Economic Survey of Portugal*, 2006 and forthcoming.
2. The Ministry of Finance and Public Administration consists of four departments: Treasury, Tax, Budget and Public Administration.
3. Programme or performance budgeting is a form of budgeting where funds allocated are related to measurable results.

4. Answers to the Questionnaire on Administrative Simplification and e-Government in Portugal, Question 3.3.3.1.
5. See the "Information Society" Operational Programme for Portugal, a programme which falls within the 3rd Portuguese Community Support Framework (see also the link: *http://ec.europa.eu/regional_policy/country/prordn/details.cfm?gv_PAY=PT&gv_reg=ALL&gv_PGM=1999PT161PO004&LAN=5*, accessed 3 January 2008).
6. UMIC, Survey on ICT usage in Central Public Administration, 2000-2006, *www.osic.umic.pt/publicacoes/CapIII_G_Electronico_port_eng.xls* (accessed 3 January 2008).
7. Answers to the OECD Questionnaire on Administrative Simplification and E-Government, 2007, Question 3.1.2.1, and the Website of the National Institute for Administration (INA), see the link: *www.ina.pt* (accessed 20 January 2008).
8. *Cidades e Regiões Digitais* (Digital Cities and Regions) are projects funded through UMIC with the support of EU Structural Funds and involving formalised co-operation between associations of municipalities. All together there are 32 projects, which cover 96% of Portugal, involving e-government solutions for local governments, conditions for reinforcing the competitiveness of small and medium sized enterprises and a variety of citizen-oriented services such as health, education, social support, culture and safety. These projects have been an effective instrument to mobilise local actors and enhance their qualifications for managing joint local and regional development programmes based on ICT.
9. Answers to the OECD Questionnaire on Administrative Simplification and E-Government, Question 3.1.2.1.
10. Christoph Demmke (2007), *Performance Assessment in the Public Services of the EU Member States, Study for German Presidency,* European Institute of Public Administration, Maastricht. See the link: *www.dgaep.gov.pt/docs_down/actividadeinternacional/alemanha/performanceassessment.pdf* (accessed 3 January 2008).
11. The Association of Municipalities (ANMP) is an association with the purpose of assisting municipalities on a range of policy areas and providing technical assistance.
12. Presidency of the Council of Ministers (2007), *Better Portugal – e-Government Strategy*.
13. See the link: *www.actal.nl* (accessed 25 January 2008).
14. *Cutting Red Tape: Administrative Simplification in the Netherlands*, OECD (2007) and *Internalisation of Administrative Burdens: Co-ordinating Report*, IOO bv, Institute for Research on Public Expenditure, Leiden (2005).
15. On 11 July 2005, the Ministry of Justice established the Commission for the Simplification of Registry and Notary Acts, also known as the *De-formalisation Commission*. Its members represented the users of the registry and notary services and were given the mandate to suggest administrative simplification initiatives to the Ministry of Justice. From 2005 to 2008, the Commission has been meeting on a monthly basis, having held 26 meetings by March 2008 and is seen as a permanent and important monitoring element of administrative simplification initiatives.
16. Presidency of the Council of Ministers: *Simplex 2007*.
17. As described in the Simplex 2008 programme.

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Chapter 6

Performance Tools

Administrative simplification and e-government initiatives require a set of performance tools to monitor the outcomes of implementation for full impact. Although an increasing number of OECD countries are developing performance tracking frameworks, only a limited number have put them into operation. The aim is to enable governments to evaluate simplification activities and introduce any necessary corrective adjustments to meet their political and strategic goals.

This chapter analyses the tools for performance management in relation to the Simplex programmes. The key questions are:

- **Monitoring and evaluation:** OECD countries are increasingly using systematic monitoring and evaluation methodologies for performance management of simplification projects. They can follow performance, measure if policy goals are met, and spot possible future problems. Are the right tools for monitoring and evaluation in place and being used?
- **Outcomes and impact:** Do the Simplex programmes lead to the expected outcomes and have the expected impacts compared to the goals of the reform? Are users' expectations of the new and simplified services met? What is the impact of reforms, and are there unexpected outcomes of policy implementation?
- **Communication:** Communication is an important tool to ensure correlation between goals of the Simplex programmes and stakeholder expectations. Are the outcomes adequate and sufficient?

Monitoring and evaluation

Frequent and accurate monitoring and evaluation is essential to manage performance and implementation, and identify possible future problems with e-government projects and programmes in OECD countries. Standard tools to monitor and evaluate tasks and activities in projects, risk management or analysis of economic impact include cost-benefit analysis, business case methodology, return-on-investment calculations, etc.

Indicators for strategic steering and for monitoring progress

Basic indicators describing project status and development are necessary to measure administrative simplification and e-government progress. These may include measures of costs and benefits, as well as qualitative and quantitative

measures of progress towards stated policy goals. For Portugal, indicators have not yet been accepted as an integrated tool for managing administrative simplification and e-government activities, and tracking progress.

Indicators on regulatory quality

Measuring quality of regulation is not simple and will require selection of indicative representative parameters for overall regulatory quality. A number of institutions are developing indicators of this kind and using them for regular measurement, the results of which are presented in benchmarking studies. In this section, three such indicator exercises will briefly be presented: the *Product Market Regulation (PMR) Indicators* from the OECD, the *Doing Business Indicators* from the World Bank, and the *Global Competitiveness Indicators* from World Economic Forum (WEF).

These rankings have proven to be excellent drivers of reform. The centre of the Portuguese government is aware of the development in Portugal's ranking and is seeking for improvement. Hence, the initiative On-the-spot-firm was structured to improve the Portuguese position in the indicator of starting a business and Simplex 2008 contains priority areas centred on licensing procedures; import/export procedures; trademark and firms registration procedures; and human resources and working conditions procedures. There are, however, no clear and quantitative public goals for improvement as concerns these indicators.

The Product Market Regulation (PMR) Indicators are a comprehensive and internationally comparable set of indicators that measure the degree to which policies promote or inhibit competition in areas of the product market where competition is viable. They report the economy-wide regulatory and market environments in OECD countries in (or around) 1998 and 2003, allowing comparisons across time and countries. A new update will be done by the OECD in 2008. The methodology for constructing the indicators is briefly explained in Box 6.1.

The methodology used by the World Bank in the Doing Business Project is briefly explained in Box 6.2.

The methodology used by the World Economic Forum for computing the Global Competitiveness Index is explained in Box 6.3.

Indicators on user satisfaction

A programme aiming at improving service delivery and increasing citizen trust could also be guided by indicators of general user satisfaction. Portugal is measuring user satisfaction with the *European Customer Satisfaction Index* (ECSI) methodology on an annual basis, to ensure that data on customers' expectations and habits are up-to-date.

Box 6.1. **OECD's indicators on Product Market Regulation (PMR): methodology**

The PMR indicator system includes 16 base-level indicators and one overall top-level indicator of product market regulation. Each low-level indicator captures a specific aspect of the regulatory regime. The low-level indicators are attributed weights (according to the proportion of cross-country variation explained by the component) and aggregated into higher-level indicators. At one of the highest levels, the following three indicators are found:

1. state control;
2. barriers to entrepreneurship;
3. barriers to trade and investment.

Barriers to entrepreneurship is an aggregation of (weights in brackets):

- Regulatory and administrative opacity (0.48):
  - Licenses and permits system (0.55).
  - Communication and simplification of rules and procedures (0.45).
- Administrative burdens on start-ups (0.30):
  - Administrative burdens for corporation (0.36).
  - Administrative burdens for sole proprietor firms (0.30).
  - Sector specific administrative burdens (0.34).
- Barriers to competition (0.22):
  - Legal barriers (0.30).
  - Antitrust exemptions (0.70).

The main sources of information used to construct the PMR indicators are the responses of OECD governments to the Regulatory Indicators Questionnaire and data published by the OECD and other international organisations. All these data are extensively checked by OECD and government experts.

Source: Conway, P., V. Janod, and G. Nicoletti (2005), *Product Market Regulation in OECD Countries, 1998 to 2003*, OECD Economics Department Working Paper, No. 419.

Measuring user satisfaction is part of a clear user-focused vision for administrative simplification and e-government allowing public administration to become more aware of customers' needs.[1]

Indicators on administrative burdens

Over the last decade, a growing number of countries have focused on reducing the administrative cost of complying with regulation for businesses. Attempts to measure these burdens have included survey methods, interviews and modelling. One of the most ambitious programmes was

Box 6.2. **The World Bank's indicators on Ease of Doing Business: methodology**

The Doing Business indicators are based on factual information concerning laws and regulations in force. The focus is domestic, primarily small- and medium-sized, companies. The methodology builds on extensive and detailed information on regulations, collected by local partners in each of the 178 countries included in the study.

The overall index is calculated as the ranking of the simple average of country percentile rankings on each of the ten topics covered in Doing Business 2008:

- starting a business;
- dealing with licenses;
- employing workers;
- registering property;
- getting credit;
- protecting investors;
- paying taxes;
- trading across borders;
- enforcing contracts;
- closing a business.

The ranking on each topic is the simple average of the percentile rankings on its component indicators. For example, the ranking on starting a business is the average of the country percentile rankings on the procedures, time, cost and paid-in minimum capital requirement to register a business. In Iceland it takes five procedures, five days and 3% of annual income per capita in fees to open a business. The minimum capital required amounts to 14% of income per capita. On these four indicators Iceland ranks in the 6th, 2nd, 10th and 55th percentiles. So on average, Iceland ranks in the 18th percentile – the average of the four percentiles – on the ease of starting a business. Higher ranks indicate simpler regulation and stronger protections of property rights.

Source: World Bank (2007), *Doing Business 2008*.

MISTRAL,[2] developed and implemented in the early 1990s in The Netherlands. The method, which is now widely known as the Standard Cost Model (SCM) method, is still in use and has spread to a large number of countries, mainly in Europe.

The SCM method is a way of modelling the total administrative burdens on companies in an economy. Administrative burdens are defined as "the

Box 6.3. **World Economic Forum's Index on Global Competitiveness: methodology**

Since 1979, the World Economic Forum has published annual reports concerning the factors enabling national economies to achieve sustained economic growth. The methodology developed over the years, and the Global Competitiveness Index (GCI) was introduced in 2004 and now covers and ranks 127 countries. The index seeks to take microeconomic and macroeconomic foundations for national competitiveness into account, and competitiveness is defined as *the set of institutions, policies, and factors that determine the level of productivity of a country*.

The index seeks to take the many components that determine competitiveness into account. These are weighted and grouped into "12 pillars of competitiveness", which include institutions, infrastructure, macroeconomic stability, education, market efficiency, labour market efficiency, technological readiness, business sophistication, innovation, etc.

The GCI is composed of 113 variables, of which 79 come from the World Economic Forum's annual Executive Opinion Survey. For the latest survey, 11 127 senior business leaders responded to the questionnaire. The remaining variables are "hard data" from a number of sources providing comparable data across the participating countries.

The score on each of the 12 pillars, as well as on the 113 variables, is presented in the report. This allows a selection of variables relative to policy purpose. In relation to the Simplex programmes, it could *inter alia* be relevant to look at Portugal's ranking on "Wastefulness of government spending" (number 63 of 131 countries), "Burden of government regulation" (62), "Efficiency of legal framework" (53), "Time required to start a business" (8), "Burden of customs procedures" (36), "Number of procedures required to start a business" (37), and "Laws relating to ICT" (23).

Source: World Economic Forum (2007), *The Global Competitiveness Report 2007-2008*.

costs to the businesses of complying with the information obligations resulting from government-imposed legislation and regulations. This also includes the obligation to provide information to third parties (for example consumers)."[3]

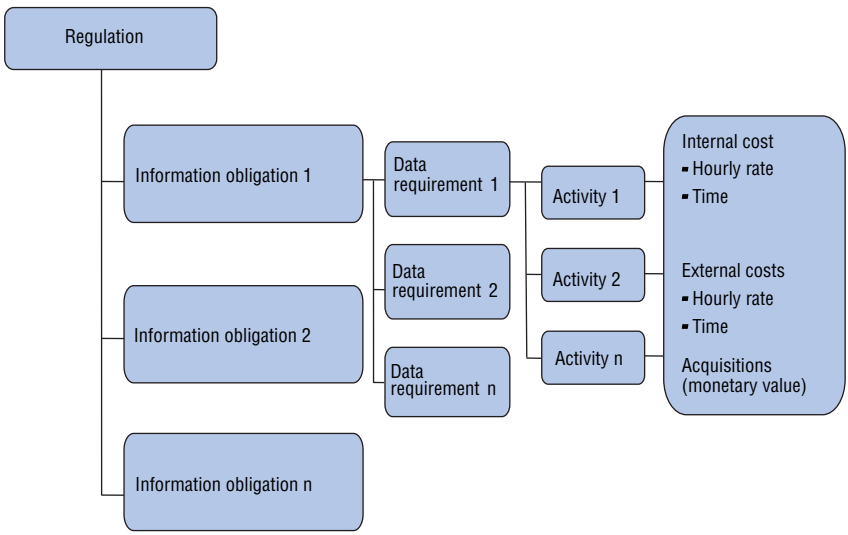
The method consists of a qualitative and a quantitative dimension:

1. As the definition begins with information obligations, the first step is to find such obligations in the legal texts. In principle, every law is examined to determine where businesses are obliged to deliver information to public authorities (or to third parties, as for instance in regulation on price labelling). The specifics of the obligation (data requirements) are then

described in more detail by examining *inter alia* forms, mapping the exact information that the individual company must supply in order to meet the information obligation. Next, the necessary activities for providing this information are described, using a standard typology of activities (see Figure 6.1).

2. The quantitative dimension builds on this qualitative breakdown of information obligations by first determining the number of companies that have to comply with the obligation, and then fixing a standard cost for the individual company. This is done by determining how much time a normally efficient company will spend on the necessary activities and the underlying frequency. The concept of the normally efficient company has been introduced in an attempt to make the assessment more objective, as there is a risk of bias and subjectivity in assessments made by survey. The standardised time consumption and unit prices (hourly wages, etc.) are fixed by interviewing a limited number of companies and consultants with special knowledge in the field. Some kind of clearance is normally made through business organisations.
3. The aggregated annual burden is calculated by multiplying the total cost (time consumption times hourly wage plus overhead) for the individual company (the sum of time spent on each activity and each piece of information) by the number of companies affected and the annual frequency of the obligation.

Figure 6.1. **Structure of the Standard Cost Model (SCM) method**



Source: The International SCM Manual: Measuring and Reducing Administrative Burdens on Businesses, SCM Network, October 2006.

The validity or precision of the method can be questioned, as the normally efficient company is not a statistically derived unit. Rather, it is a proxy of a real-life business, established by examination of legal obligations (under the assumption of full compliance) and by modelling standard time consumption on administrative activities, informed by qualitative interviews with a smaller number of companies and business service providers. The main advantage of the method is that it can give an indication of the total level of administrative burdens and of the relative burden of individual laws or regulations and of individual information obligation within each law, and that it can be used to model the effect of changes in the regulation (*ex ante* as well as *ex post*).

The method is well suited for establishing an index that can be used to follow the development in total administrative burden over time. It is being used in this way in a number of countries that have established quantitative targets for reduction of administrative burdens. The Netherlands, Austria, the Czech Republic, Denmark, Germany, Italy, Spain, Sweden, and the United Kingdom all have similar targets. The European Commission has communicated a target of 25% reduction of administrative burdens and has encouraged its member states to adopt similar targets. Other OECD countries are using the SCM method without having quantitative reduction targets (Norway and Poland), or are preparing or considering the use of the method (Korea). Countries using the SCM method have created the SCM Network, where the methodology is further refined and experiences in its use – and in the subsequent use of measurement results in simplification programmes – are exchanged.[4]

Portugal has chosen to use the standard SCM methodology, although it is seeking to improve it in order to also incorporate the burdens for citizens and to cover full compliance costs, including the opportunity costs of waiting times and delays of the public administration in the burden concept. Like other OECD countries, Portugal adopted the 25% reduction of administrative burdens target (to be reached in 2012) suggested by the European Commission.

Existing monitoring in Portugal

In Portugal, the start of the Simplex programmes constituted a change regarding monitoring and evaluation. Before the Simplex programmes, there was little systematic monitoring and evaluation of initiatives for public sector transformation (only in relation to initiatives on e-government). This is gradually changing, even if a full-fledged monitoring and evaluation system is not yet in place. It is a widespread conviction that monitoring and evaluation of the Simplex programmes must be strengthened. As one OECD interviewee said: "if you cannot evaluate a system, you cannot control it". It has been stated by the Portuguese administration that Simplex 2008 will be an important step in this direction.

Monitoring and evaluation can be seen in connection with the general Simplex programmes – where progress can be measured against the general goals for the programme. It can be seen looking to single initiatives – where more specific evaluation standards can be applied. Or it can be seen in relation to clusters of initiatives, such as the life events, allowing the assessment of integrated measures. In the following sections, the current use of monitoring and evaluation tools in Portugal is examined on each of these levels.

Monitoring and evaluation of the overall Simplex programmes

There is reason to believe that programmes for public sector transformation (including administrative simplification and e-government) will have higher impact and sustainability if they are guided and monitored by clear indicators on what is to be achieved. This implies two things:

- Strategic goals for public sector transformation should be defined and made operational.
- Indicators for identifying problems and monitoring progress should be defined.

The risk in not having clear and operational strategic goals is that it will become difficult to obtain and maintain a clear focus on relevant lines of action and initiatives that will contribute to reaching political goals. As time passes, focus may gradually slide in the direction of what can be delivered with less effort and/or risk. By steering towards very broad concepts such as *competitiveness* and *trust*, it will be difficult to distinguish significant initiatives from insignificant or even irrelevant ones. In other words, the number of initiatives in future phases of the Simplex programme may still be in the hundreds, but the reach of the new additions may gradually decrease.

Aiming to avoid this, Simplex 2008 has defined priority areas of simplification based on life events, constituted by clusters of procedures. This will allow measurement of results not only on single initiatives, but also considering clusters of procedures, *e.g.* import/export procedures.

SEAM (and previously UCMA – see Chapter 1) is responsible for overseeing the progress of the overall Simplex programme. Progress reports are compiled annually and every three months for internal and external monitoring, and every month for internal monitoring only. Ministries report to SEAM on progress and delays, and the overall progress report is given to the Council of Ministers and later published on SEAM's Website. The monitoring report for 2006 shows that 280 of 333 initiatives had been executed according to plan and that 15 were partially executed.[5] A similar evaluation for the first trimester of 2007 shows the status for 27 measures that were to be accomplished before 1 May 2007. Of these, 19 had been fully executed, 2 partially executed, and 6 were late or had been rescheduled. The yearly

report on 2007 Simplex shows that 183 of 235 initiatives were fully implemented.

Even if the 2006 and 2007 form of monitoring was very crude and only scored initiatives nominally, there is clear evidence that Simplex programmes and the organisational set-up around them led initiatives to be implemented on schedule.

In 2007, a Monitoring Panel was established[6] for the Simplex programmes. It is meant to monitor progress and bring forward suggestions, and to give an external view of the yearly programme. All Simplex evaluation reports and documentation are sent to panel members on a regular basis. The members of the panel have been given individual assignments such as businesses, consumers, macroeconomy, etc. There is not yet clear evidence regarding the reporting and the impact of the work of the Monitoring Panel, which had only convened twice at the time of writing this report.

There is still no overall evaluation of the extent to which the Simplex programmes fulfil their goals – an overall assessment will be made at the end of the four-year cycle (governing cycle). However, use of the Standard Cost Model (SCM) method for measuring administrative burdens is under preparation in Portugal.[7] Based on pilot projects conducted in the last part of 2007, a new evaluation methodology will be used from 2008 onwards. It will be a quantitative methodology with some variations to the standard SCM methodology and complemented with other methodological instruments, which aims to measure the stock and development of administrative burdens. The measurement will be co-ordinated by SEAM/AMA and will be accompanied by quantitative reduction targets. It should be noted that Portugal is aiming at not only measuring and reducing the administrative burden of regulation for enterprises, but also the burdens incurred by citizens, as well as the burdens of administrative procedures, including wider compliance costs, namely waiting times and public administration delays.[8]

A significant driver to start measuring administrative burdens with the SCM method[9] was the March 2007 decision of the European Council to aim for a 25% reduction in the administrative burden in the European Union. It is the recommendation to member states to set similar targets.[10]

Portugal is aiming at improving the standard SCM methodology so as to cover the burdens for citizens and to include full compliance costs, including the opportunity costs of waiting times and delays of the public administration in the burden concept. The results from the pilot measurements have shown that SCM in the customised version tested still does not deal effectively with the two other key dimensions of simplification – administrative simplification and dematerialisation/use of ICT. The results have shown that SCM is rather limited as a systematic approach to support simplification efforts and that there is a

need to include and/or complement with other methodological instruments, *e.g.* process mapping and measurement of delays and waiting times.

From monitoring and evaluation of individual action lines to monitoring and evaluation of life events

Simplex 2006 operated within six key areas, but these are no longer used for structuring or overseeing the programmes. With Simplex 2007, and especially with Simplex 2008, the main focus turned to the organisation, communication, and monitoring of integrated life events/clusters of procedures. These clusters are expected to enhance consolidation and assessment of integrated measures, and an overall assessment is planned to take place by the end of the governing cycle (four years).The six main instruments for achieving the programmes' goals defined in 2006 continue to be used as simplification tools inside of each life event/cluster of procedures, even if they were abandoned as a systematisation method for Simplex initiatives. As an example, when establishing new licensing procedures, all these tools will be considered. The six main instruments are:

- eliminating certificates;
- simplification/de-bureaucratisation;
- eliminating paper/dematerialisation;
- deregulation;
- easier access to public services;
- harmonising and consolidating sets of rules.

The life event/cluster monitoring and evaluation will counteract the risk of goal displacement, where more difficult or controversial measures are "forgotten" and others are given more importance. This will help to fight the risk of a lower degree of success as each of the measures will contribute to realising the overall goals of the programmes in a life-event context. With this method, *e.g.* attempts at deregulation – where obsolete or superfluous regulation is removed – will not be given less attention even when there is a heavy focus on using ICT to improve communication within the administration and between the administration and external stakeholders (businesses and citizens). On the other hand, with this method, each measure will contribute – within its life-event context – to the overall goals of improving efficiency, reducing regulatory pressure, and increasing user satisfaction. This life-event monitoring system is expected to put sufficient pressure on participating organisations to ensure that all possibilities for improving the regulatory framework are sought.

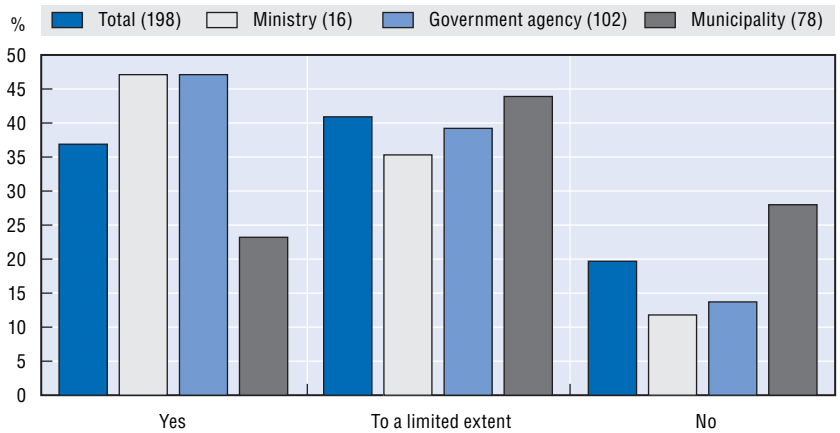
Monitoring and evaluation of individual initiatives

Responses to the OECD survey shows that guidelines for monitoring and evaluation exist to a limited extent at the institutional level. Almost 80% of respondents say that they have some guidelines. Guidelines seem to be most developed in ministries and government agencies, and less developed at the local level (see Figures 6.2 and 6.3). Evaluation is performed most frequently by ministries, followed by government agencies. Half of the municipalities participating in the survey report that they conduct evaluations at least annually (see Figure 6.4).

Many initiatives in the Simplex programmes have built-in monitoring and evaluation systems. Very often, these measure costs and user satisfaction before and after the implementation of new solutions. They usually include qualitative targets aiming for *improvement* – but do not state exactly how much improvement should be expected or delivered.

User satisfaction surveys are essential for meeting users' demands and learning how to improve services so they are better aligned with user preferences. The Simplex programmes could have systematically contained indicators to measure user satisfaction; greater user satisfaction should be an important goal in any public sector reform. Setting up indicators, including metrics, on user satisfaction could be further explored as a supplement to better instruments for evaluation and monitoring.

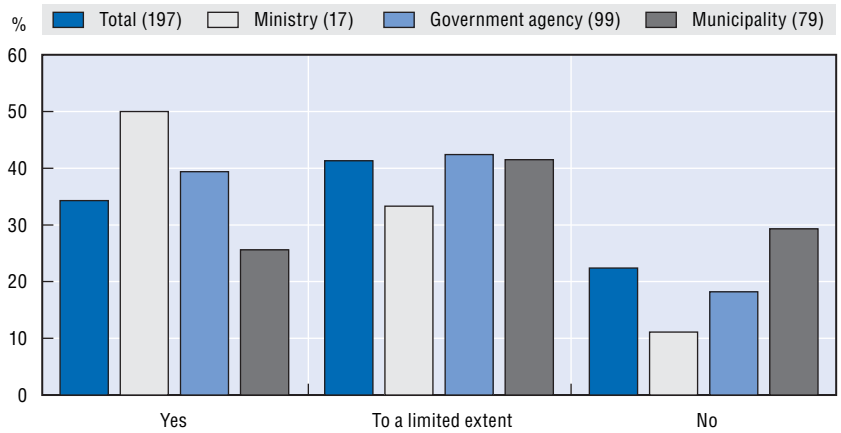
Figure 6.2. **Existence of guidelines for monitoring**



Note: N = 198 (9 have answered "don't know" or are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

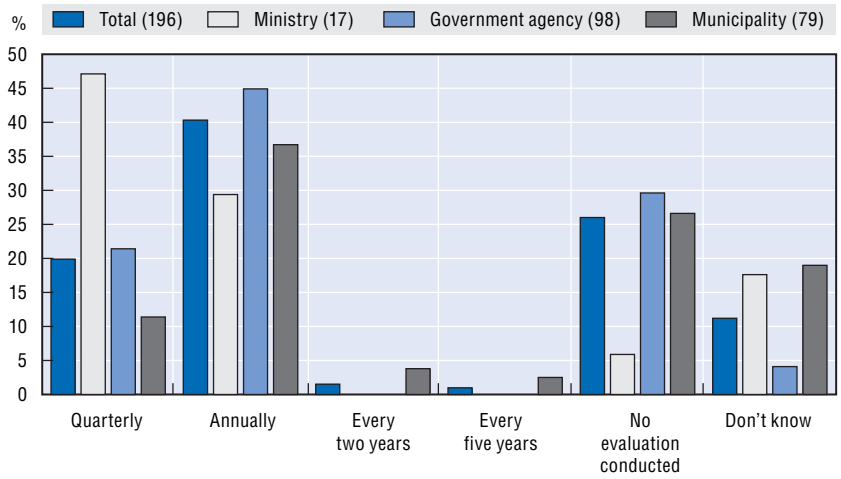
Figure 6.3. **Existence of guidelines for evaluation**



Note: N = 197 (10 have answered "don't know" or are missing value). Regions are included in the total, but are not shown as a category

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Figure 6.4. **Frequency of evaluation**



Note: N = 196 (11 are missing value). Regions are included in the total, but are not shown as a category.

Source: OECD Survey on Administrative Simplification and E-Government in Portugal, 2007.

Until 2007, the Portuguese government did not carry out any global user satisfaction surveys covering the entire public sector. A first global user satisfaction survey on public services using the European Costumer Satisfaction Index (ECSI) methodology has been implemented and the first survey was conducted in 2007. It is the intention to conduct these surveys on a yearly basis to ensure that knowledge on user expectations and satisfaction is up to date.

The results are expected to improve public service delivery by providing additional input on how to meet users' needs and identify improvements.[11]

Other user satisfaction measurements have been performed, *e.g.* by Deloitte for the General Directorate of Taxation within the Ministry of Finance. Using a survey of companies, the tax services were evaluated in 2006. It was found that 86% of the companies considered the online tax service better than the previous year.

User satisfaction with the Citizen's Shops is measured on a regular basis. AMA has annual data on attendance, complaints, and satisfaction from all Citizen's Shops since 2002. According to interviews, another goal is setting up Citizen's Shops in each municipality by 2013 (where today there are only 10 Citizen's Shops in the most important cities, one of which is a second-generation Citizen's Shop).

The Social Security services also measure user satisfaction; in 2006, 98.2% of respondents were satisfied or very much satisfied with the services.

In 2007-2013, Simplex measures will be evaluated using indicators set up by each responsible ministry in addition to the following shared indicators with the national monitoring system for the European Union Structural Funds:[12]

- number of single points of contact created (including the percentage of multi-channel points);
- reduction in per cent of average waiting times (before and after the initiative is implemented);
- reduction in per cent of the average number of interactions between the citizen/company and the public sector (before and after the initiative is implemented);
- increase in per cent of the use of public services (by citizens and enterprises) through non-in-person channels (telephone, Internet);
- public services available online;
- increase in per cent in the use of electronic invoices within the public sector;
- reduction of communication costs achieved;
- number of interoperable systems within the public sector;
- percentage of employees trained in relevant areas for administrative modernisation (front office, ICT, knowledge management, etc.).

Monitoring performance on the above-mentioned indicators from 2007 seems to be a step in the right direction, but efforts to set up clear and ambitious tracking indicators could be improved. To meet this goal, the use of a method for measuring administrative burdens is under preparation in Portugal. It is a quantitative methodology with some variations on the

standard SCM methodology and is complemented with other methodological instruments. The aim is to measure the stock and development of administrative burdens for enterprises, but also those burdens incurred by citizens, as well as the burdens of administrative procedures, including wider compliance costs, namely waiting times and delays of public administration. (See Box 6.4 for examples of evaluation and monitoring in OECD countries.)

Key points

- The Simplex programmes have led to an increased focus on monitoring and evaluation of public sector modernisation initiatives.
- Common tools for evaluation and monitoring in the public sector – at both the central and local levels – should be established. Portugal will use the Standard Cost Model (SCM) method for measuring administrative burdens. A new evaluation methodology will be used, complemented with other methodological instruments.
- Making more detailed monitoring and evaluation information accessible to the general public will increase pressure on performance by allowing external stakeholders to hold government and the administration accountable to public sector modernisation goals.

Box 6.4. **Evaluation and monitoring in OECD countries**

Facing pressures to deliver projects on time and within budget, OECD countries are increasingly using analysis of costs and benefits, and other methods to evaluate and monitor e-government and simplification projects.

In **Germany**, the federal administration has used the WiBe Economic Efficiency Assessment methodology to assess ICT projects since 1998. The latest version of the methodology (WiBe 4.0) includes four elements:

- costs and benefits in monetary terms;
- urgency of measure;
- qualitative and strategic importance of project;
- external effects.

The method uses a net present value method to assess 1), which represents the economic efficiency in a monetary sense, while 2)-4) are assessed according to a benefits analysis, providing parameters of extended economic efficiency. E-Government projects should always include an assessment of external effects.

Box 6.4. **Evaluation and monitoring in OECD countries** *(cont.)*

In **France**, the former Electronic Administration Development Agency (ADAE) developed in 2005 a methodology to assess the value of public sector transformation projects. The MAREVA method (méthode d'analyse et de remontée de la valeur) is used for selecting, monitoring and evaluating projects. It has been developed in parallel to introduction of results-based budgeting.

The MAREVA method consists of:

- standard calculations of return on investment;
- assessment of value;
- presentation format using a radar diagram to portray values.

It considers projects' external benefits to users as well as internal benefits to employees and administration. Furthermore, it measures risk and necessity. The advantage of MAREVA compared to other evaluation and monitoring tools is that it provides a standard and consistent method for selecting and appraising projects.

Source: a) Koordinierungs- und Beratungsstelle der Bundesregierung fur Informationstechnik in der Bundesverwaltung im Bundesministerium des Innern (2004): WiBe 4.0. Recommendations on Economic Efficiency Assessments in the German Federal Administration, in Particular with Regard to the Use of Information Technology. OECD (2007): Benefits Realisation Management. *b)* OECD (2006), Benefits Realisation Management, [GOV/PGC/EGOV(2006)11/REV1], 29 March 2007, Paris, France.

Outcomes and impacts

As the first initiatives in the Simplex programmes were launched in 2006 and their implementation is barely finalised, it is still too early to evaluate the general outcomes and impacts of these simplification activities in Portugal. However, specific areas and sectors have made significant progress in providing e-government services, a prerequisite for many of the simplification initiatives in the Simplex programmes.

An additional difficulty in analysing outcomes and impacts is the limited use of tracking indicators, and monitoring and evaluation tools that could provide policy makers feedback on how simplification initiatives have actually achieved their stated goals. Simplex 2008 is expected to have significant impact on monitoring and evaluation as it establishes a new approach for these matters. Bearing this in mind, this section will describe and analyse the following aspects of outcomes and impacts:

- Which e-government services are available for citizens and business?
- To what extent are they used?
- How can challenges to user take-up be explained?

E-Government services for citizens and businesses

In recent years Portuguese government agencies have increasingly put services online. The central government's e-government services can be accessed through two main portals: the Citizen's Portal and the Business Portal.

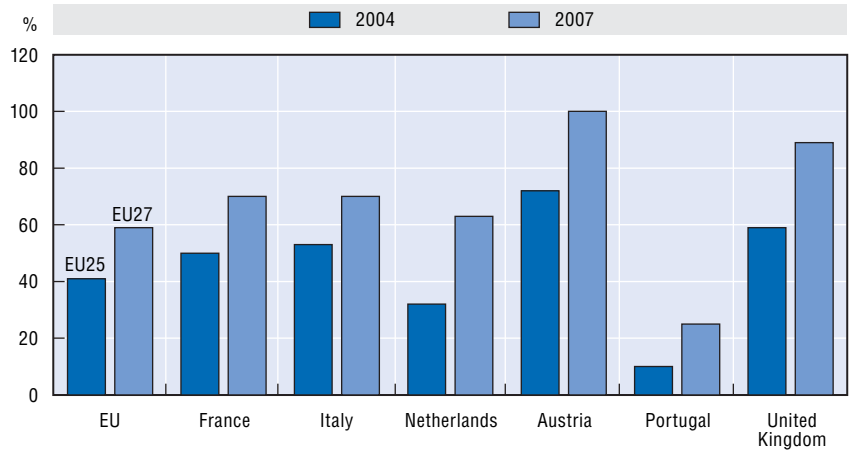
The Citizen's Portal is the main electronic contact point between government and citizens. It has 820 services from 130 entities and half a million regular visitors. The most popular services are information services, certification request services, tax return services, and address change services. Since 2005, SMS messaging and mobile portal services have been available as well. The Business Portal is organised according to a "Business Life Cycle" concept with areas for creation, management, expansion, and dissolution of a company. It brings together 480 company-oriented services and includes a "Reserved Area" where different types of certification, registration, and declaration can be made. For services requiring strict authentication of identity, such as the fully online creation of a company, advanced digital signature certificates are used for digital authentication: the Citizen's Card or alternative digital signature certificates recognised by the state such those carried by lawyers. Even though the Citizen's Card deployment was initiated in February 2007, lawyers can act as representatives of people wishing to create a company or of enterprises for operations requiring strong authentication of identity as they carry advanced digital signature certificates that have been recognised by the state for several years. A number of e-government services can be accessed on individual agency Websites, *e.g.* social security, civil service retirement, health, and taxes online.

With respect to full online availability of basic e-government services, Portugal ranks third amongst European countries, after Austria and Malta (see Figure 6.5 regarding online availability in selected countries).[13] According to the ranking, 90% of Portugal's services are fully online and is approaching its goal of 100% availability in 2010. This position represents a major leapfrog from 2004 when Portugal ranked eleventh in the EU15, with only 40% of its services fully online; it now ranks well above the EU average.

Use of e-government services

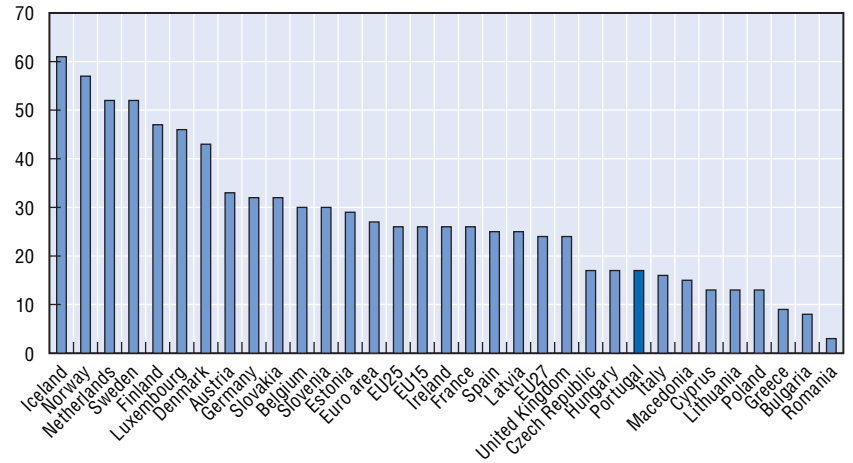
The Portuguese government's strong commitment to e-government development has led to a significant improvement in the number of services provided online. But Portugal faces the same challenge as other OECD countries: low user take-up of these services. Figure 6.6 shows the proportion of the population using the Internet to interact with public authorities (obtaining information, downloading official forms or sending filled-in forms). It shows that use of e-government services is quite low in Portugal, indeed, below average. A notable exception to this is electronic tax returns, which have been very successful as in other OECD countries

Figure 6.5. **Percentage of e-services fully available online**



Source: OECD compilation of EUROSTAT data: 2004, 2006, 2007 in selected countries.

Figure 6.6. **Use of e-government by individuals**



Source: OECD compilation of EUROSTAT data, 2006 all available countries.

(see Box 6.5). Several Portuguese e-government services have high use.[14] The picture is the same for businesses (see Figure 6.7), where Portugal is slightly below average.

Although Portugal performs well, providing public online services, as well as on their use by businesses, there is a considerable gap regarding the actual use of online services by individuals. This could indicate that citizens and businesses are not regular Internet users.[15]

Box 6.5. **Electronic tax returns in Portugal**

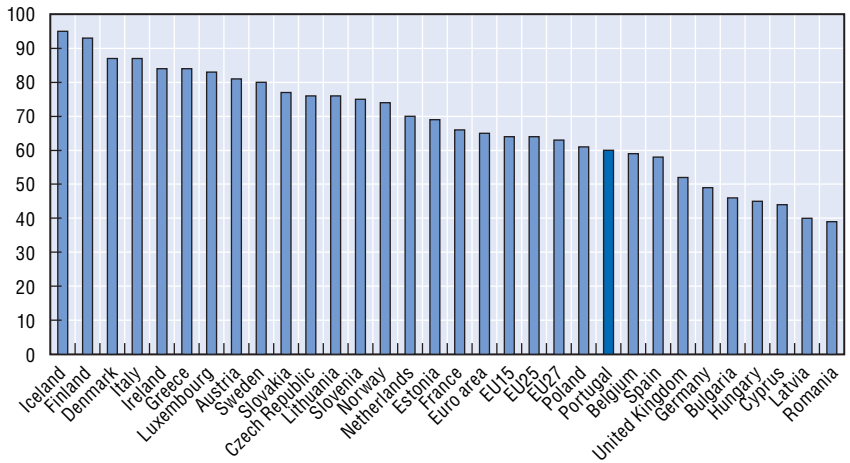
In 1997, a first version of a system for electronic tax returns was developed in Portugal. Since then, a number of services have been added to the system. Today it is a full transactional service, including filing, inquiries, and payments based on online operability and multi-channel communication. Functionalities in the system include pre-completed income tax declarations and a tax complaint system.

About 60% of Portuguese taxpayers submitted their income tax declarations by Internet in 2007. This represents a significant number considering that only 40% of the households in Portugal have Internet access at home. Furthermore, following introduction of the online tax system revenue collection for the state has improved, tax fraud is expected to have decreased, and considerable savings in the tax administration have been accomplished.

The Electronic Tax Returns system was evaluated in 2006 by Deloitte. Of the companies surveyed, 86% said that online tax services had improved in 2006 and 65% considered pre-completed electronic income tax declarations a good simplification measure.

Source: Answers to the OECD Questionnaire on Administrative Simplification and e-Government in Portugal, 2007. Question 3.3.1.2.

Figure 6.7. **Use of e-government by businesses**



Source: OECD compilation of EUROSTAT data, 2006 all available countries.

However, the On-the-spot-firm *(Empresa na Hora)* initiative has made it possible to form a company in less than one hour using a single contact point. Between July 2005 and December 2007, more than 45 500 companies were formed through this service, each taking an average of 51 minutes to create[16] (and in January 2008 this average was down to 45 minutes).

The public authorities in specific sectors are also providing users with integrated and seamless services. For example, the e-government portal for citizens and businesses for Social Security (*Segurança Social Directa*) has become more interoperable with different entities in the Portuguese administration including the Employment and Professional Training Institute, and had more than 2 million online accesses from January to September 2007.[17] Sharing data makes it possible to terminate unwarranted unemployment benefits. The estimated savings from this amounted to EUR 20 million in 2006 and EUR 12 million in 2007.

The focused development of e-government services has enabled Portugal to leapfrog the development of many other countries in recent years – though user take-up of these services remains low. Efforts could be made to increase take-up.

Reducing the digital divide

To reap the benefits of e-government solutions, citizens and businesses need to use the digital channels. But questions remain about the digital divide in Portugal, and what policies and strategies are in place to bridge it. Although Portugal has a high level of government services available online, and user take-up of these services by enterprises and individuals with at least secondary education is high, with individuals having less than a secondary education it seems to be rather low.

Compared with other countries, the proportion of Internet users in Portugal is low. Although the proportion of regular Internet users has gone up in recent years (35% in 2007) it is still significantly below the EU27 average of 51% (see Table 6.1). The overall low use of the Internet is due to a high proportion of people without secondary education: Portuguese with secondary and higher education are among the top users of Internet in the European Union (81% of people with secondary education, and 90% of people with higher education).

Only 6% of the Portuguese population have bought goods or services using the Internet (through forms provided in usual browsers), compared to an EU27 average of 20%.[18] The percentage of enterprises that have received orders online is about half the European Union average of 15%.

The percentage of households with Internet access has gone up from 26% in 2004 to 40% in 2007. This represents significant progress but is still considerably below the EU27 average of 54%.

Table 6.1. **Internet usage and access in Portugal and the EU27**

	2004	2005	2006	2007	EU27 (2006)	EU27 (2007)
% of individuals regularly using the Internet	25	28	31	35	45	51
% of individuals who ordered/bought goods or services for private use over the Internet in the last three months	3	4	5	6	20	23
% of enterprises that received orders online (10 employees or more)	6	9	7	9	14	15
% of households with Internet access at home	26	31	35	40	49	54
% of enterprises with access to the Internet	77	81	83	90	92	93
% of households with a broadband connection	12	20	24	30	30	42

Source: EUROSTAT, Information Society Indicators (accessed 24 October 2007).

The percentage of enterprises that have access to the Internet is 83%, closer to the EU27 average of 92%, while the share of households with a broadband connection in 2007 was 30% compared to 42% on average in the EU27.

Portugal has launched a number of policies in an attempt to bridge the digital divide. In 2005, the government launched the *Technological Plan* and *Connecting Portugal – Mobilising the Information and Knowledge Society*. The Technological Plan is a growth strategy with initiatives related to knowledge, technology, and innovation. Connecting Portugal is one of the strategic components of the Technological Plan. Connecting Portugal includes a number of targets to be reached by 2010 to enhance the knowledge society.[19] They include:

- doubling the number of regular Internet users;
- tripling the number of households with broadband access;
- increasing the number of computers in schools to reach one per five students;
- ensuring that the price of permanent broadband access is among the three lowest in the EU;
- increasing employment in the ICT sector to 3% of total employment, representing 44 000 new jobs;
- increasing the percentage of workers using computers linked to the Internet to at least 40%;
- extending regular use of e-commerce to at least 25% of the population;
- ensuring online availability of all basic public services.

Connecting Portugal focuses on wider mobilisation of the Information Society and increasing the use of ICT in society in general. The policies to reach these goals include a tax deduction on the cost of computers for families with students, making computers available for students with poor financial resources through a national system of financial aid, increasing the number of

public locations with free broadband Internet access, and a range of initiatives to promote ICT in the education, research, and development sectors. (See Box 6.6 on strategies for digital inclusion in selected OECD countries.)

Box 6.6. **Strategies for digital inclusion in selected OECD countries**

The digital divide has become an issue of concern in many OECD countries. The term "digital divide" is used to characterise a polarisation phenomenon in society – a gap between those who have access to and use ICT, and those who do not. A range of countries have developed strategies to promote digital inclusion that typically consist of initiatives to: 1) improve access *e.g.* by reduced prices, 2) improve capability or skills, or 3) increase motivation.

In **Belgium** the strategy comprises all three elements. The federal and regional governments have launched a strategy to reduce the digital divide by one-third by 2010 using different initiatives to raise awareness, increase training, and improve access:

- The Flemish Region government has set up a global project, eFl@nders, to stimulate the use and acceptance of ICT by both individuals and businesses, through various action projects and campaigns.
- The Walloon Region government has launched training programmes to improve diffusion of ICT to people aged 50 and over. It also introduced the "Digital Public Spaces" programme, which enhances municipalities' efforts in providing free Internet access in public locations such as town halls.
- The Brussels-Capital Region government has placed emphasis on providing computers and Internet connections in schools and has investigated the possibility of implementing a free wireless network throughout the region.
- The federal level has a wider range of actions aimed at raising awareness and promoting access to and use of ICT. These include the "Internet for All" initiative, which offers financial incentives for buying computers, facilitates access to computers and the Internet in public places, and promotes the reuse of outdated computers from the public administrations.

In countries like **Mexico** and **Hungary,** where the digital divide reflects a regional divide with lower Internet access and use in rural than in urban areas, strategies to reduce the digital divide have been focused on providing public Internet spaces. Mexico has pursued a strategy of establishing Digital Community Centres across the country targeted towards people who do not have access to ICT. The centres provide assisted access to the Internet and information on health, economy, education, and government services at all levels, enabling people to use the Internet regardless of their educational level and local language.

Box 6.6. **Strategies for digital inclusion in selected OECD countries** *(cont.)*

Hungary's strategy to reduce the digital divide has also to a large extent been based on establishing public Internet spaces. "Tele-cottages" offer access to ICT and a range of services, including assistance in using ICT. Originally they were meant to function as a kind of community centre for the rural population, and they maintain a role in promoting local life and community values.

Korea, which has one of the world's highest penetration rates of broadband services and proportions of Internet users, has followed a different path. Korean governments have pursued a deliberate strategy of building a broadband infrastructure through private and also large government investments. Korean governments have successively used ICT infrastructure as a platform for creating growth and innovation while targeting the digital divide.

In the **United Kingdom**, the government has a strategy to make the United Kingdom the first country to close the digital divide (Cabinet Office: Connecting the UK: the Digital Strategy, 2005). Besides initiatives to improve access and skills, it also contains a range of measures to raise motivation, *i.e.* to increase interest in using the Internet. These include initiatives to improve security and to help foster the right environment for creation of content, which is considered the main driver increasing the effective use of ICT.

In 1999, the first Citizen's Shop was set up in Portugal with the purpose of providing a range of public as well as private (utilities, banking, and communication sectors) services in the same building.[20] The idea was to establish a single point of contact for citizens and businesses, though in a departmentalised manner. As of 2007, there are 10 Citizen's Shops located in areas with high population density (one of which is the first of many second-generation Citizen's Shops), 77 Citizen's Contact Points typically located in local town halls and 11 Company Formality Centres (business shops). All these initiatives further the concept of the "single contact point" with users. Citizen's Shops services concerning tax, social security, and civil documentation are in greatest demand.

The plan is to expand the network, and from 2007 start establishing second-generation Citizen's Shops characterised by:

- *a new customer service model:* citizens can get answers from all services;
- *channel integration:* in person, phone or Internet based on "single sign-on";
- *quality assessment procedures:* framework for assessing customer satisfaction indicators.

The aim of the government is to provide all districts with Citizen's Shops before 2013. The new generation of Citizen's Shop is intended to be the in-person contact point *par excellence* between people, businesses and public administration.

Access to the Internet remains a significant challenge to user take-up of e-government services in Portugal. Reducing the digital divide is not only necessary from an Information Society perspective, but it also affects prioritisation of service delivery strategies. So far, the government has placed strong emphasis on providing online services and improving access. At the same time, a strategy is in place for expanding and improving the existing network of Citizen's Shops.

Key points

- Outcomes and impacts of simplification in Portugal are difficult to evaluate, as initiatives have not yet become known and experienced. However, Portugal has for a number of years prioritised the development of the Portuguese Information Society and focused on putting public sector services online. This has resulted in a significant improvement in the European Union e-government benchmarkings regarding accessibility of e-government services.
- Physical one-stop-shops – the so-called Citizen's Shops – have progressively been set up throughout Portugal with an aim of full national coverage in 2013. The next step is to digitise the services provided by the Citizen's Shops.
- Portugal faces a significant challenge in bridging the digital divide and suffers, like most OECD countries, from limited user take-up of online services.

Communication and dialogue

An important tool for cultural change is basic communication and dialogue with stakeholders affected by simplification activities. According to OECD interviews, the biggest challenge in implementation of the simplification initiatives is changing attitude and perception about how the public sector should function and its goals. Communication and dialogue within the public sector and with citizens and businesses is important; experiences in the Netherlands show the importance of making the process and results known and to engage stakeholders internally and externally.[21]

The administrative culture in the Portuguese public sector has for decades been based on a traditional perception of a public authority which acts in its own right and pace within its legal and regulatory foundation. This traditional perception of a public authority's role and how it should work and

interact is harder to accept today – the public sector is an integral part of national policy goals and a country's societal development. Portugal is in the midst of this transformation process and has committed politically to carry through: Portugal sees the public sector as a necessary engine for the transformation of Portuguese society and as a key component to increased competitiveness. Changing the administrative culture parallel to administrative simplification and further e-government development is imperative for the success of the public sector transformation underway since 2005 (featuring the launch of the Simplex programmes in 2006).

Tools for changing administrative cultures (as mentioned in Chapter 5) include new organisational structures and individual and collective incentives through new human resource policies, budgetary incentives, and managerial and political attention and priority. Communication and dialogue is an additional but important tool which often has been under-prioritised and whose impacts are often underestimated.

Portugal has engaged a broad selection of communication and dialogue tools including traditional conferences and seminars, informal *ad hoc* meetings, top-level political attention and systematic follow-ups, and the creation of public awareness through traditional public relations work (*e.g.* press conferences, press releases, etc.).[22] OECD interviews revealed a significant general knowledge of the Simplex programmes, and ministries in central government seem to have both political and top-management focus on the simplification process and the importance of contributing to and carrying through Simplex initiatives. It is evident from OECD interviews that regional and local governments are also attentive to the political priorities in central government and seem to initiate similar initiatives. Simplification activities enjoy attention in the media, in parliament and among interest groups. Awareness of the Simplex programmes is high.

OECD interviews indicated that communication could be improved in terms of expectation management. This is needed to address any discrepancy between the government's goals for the programme and expected outcomes and impacts, in terms of immediate improvements on the one hand and citizens and business' expectations on the other.

Notes

1. Answers to the OECD Questionnaire on Administrative Simplification and E-Government in Portugal, Question 3.3.1.1.
2. *MeetInSTRument Administratieve Lastendruk*, Measurement Instrument for Administrative Burdens.
3. From the Dutch Cabinet letter *More Leeway for Businesses Thanks to Fewer Burdens – From Producing Burdens to Reducing Burdens*, 8 April 2004.

4. The network was established in 2003 by a number of European countries that were committed to using the SCM method for measuring administrative burdens. The network has since been expanded and counted 22 countries in January 2008. The homepage of the network offers background documents and updates of developments in participating countries, see *www.administrative-burdens.com*.
5. *Relatório Simplex*.
6. Answers to OECD Questionnaire on Administrative Simplification and E-Government in Portugal, Question 3.2.1.1.
7. Reply to OECD questionnaire, p. 157.
8. Most countries using the Standard Cost Model (SCM) method only measure the administrative burden on businesses. Some countries, including The Netherlands, also include burdens on citizens. The Netherlands is currently seeking to expand the reach of the methodology to cover wider compliance costs.
9. Answers to the OECD Questionnaire on Administrative Simplification and E-Government, Question 3.2.1.1.
10. Council of the European Union, *Brussels European Council, 8/9 March 2007 – Presidency Conclusions*, paragraph 24: "The European Council underlines that reducing administrative burdens is an important measure for boosting Europe's economy, especially through its impact on SMEs. A strong joint effort significantly to reduce administrative burdens within the EU is necessary. The European Council therefore agrees that administrative burdens arising from EU legislation should be reduced by 25 % by 2012. Taking into account the different starting points and traditions the European Council invites Member States to set their own national targets of comparable ambition within their spheres of competence by 2008."
11. Answers to the OECD Questionnaire on Administrative Simplification and E-Government, Question 3.3.1.1.
12. Answers to the OECD Questionnaire on Administrative Simplification and E-Government, Question 3.2.2.1.
13. European Commission (2007), *The User Challenge. Benchmarking the Supply of Online Public Services. 7th Measurement*. Prepared by Capgemini.
14. In 2007, 65% of individual income tax declarations were submitted online. All VAT is handled through the Internet since 2005. On average, 5.7 companies were created fully online per day in December 2007, and 90% of enterprises used the Simplified Enterprise Information (IES) system to report their accounts through the Internet in 2007, in the first year of operation (from September 2006 to September 2007). 368 500 electronic passports were issued to individuals. 22% of individuals use the remarkably extensive integrated ATM network for electronic payments to the government.
15. The digital divide is probably part of the explanation of this problem. As a matter of fact, Portuguese citizens with secondary or higher education are among the top users of Internet in the European Union (81% of citizens with secondary education, the fifth highest in the EU27, and 90% of citizens with higher education, the seventh highest in the EU27), and the comparatively low values for overall Internet users result from a high percentage of the population without secondary education.
16. *Better Portugal*, page 17.

17. Answers to the OECD Questionnaire on Administrative Simplification and E-Government in Portugal, Question 3.2.1.1.
18. However, 33% of the Portuguese population search for information about goods and services on the Internet and a very high percentage uses the extensive unified ATM network (also operated over the Internet), namely 51% for mobile phones top up, 38% for payment of utilities, 9% for payments of purchases by catalogue, 7% for payment of purchases ordered through the Internet, 7% for buying tickets for performances, and 6% for buying transportation tickets.
19. Ministry of Science, Technology and Higher Education: *Connecting Portugal*, 2007.
20. Presidency of Council of Ministers (2007), *Better Portugal*, New Public Service Distribution Model, and the Presidency of Council of Ministers (2007), *Better Portugal. E-Government Strategy*.
21. OECD (2007), *Administrative Simplification: Review of the Netherlands*, [GOV/PGC/REG(2007)1], 17 April 2007, Paris.
22. Answers to the OECD Questionnaire on Administrative Simplification and E-Government, 2007. Question 2.2.2.1 (on e-government policies and strategies) and Question 3.3.3.1 (on how goals and results are communicated).

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ANNEX A

Economic and Social Background

Box A.1. **Portugal**

Official name: Portuguese Republic.

Founding of the Portuguese state: 1143.

Founding of the republic: 1910.

Political system: Democracy; moved from authoritarian rule to parliamentary democracy following the 1974 military coup.

Government type: Parliamentary-Presidential Republic.

Constitution: Approved 2 April 1976, entered in force in 25 April 1976.

Political parties represented in the (unicameral) parliament: Socialist Party, Social Democratic Party, Portuguese Communist Party, Popular Party, Left Block and the Ecologists Party *Os Verdes*.

Territorial organisation: Two autonomous regions, (Azores and Madeira), and 18 county/districts on the mainland (strictly geographic), 308 municipalities, 4 260 parishes.

Capital: Lisbon.

Area: 92 090 km^2.

National symbols: National flag and national hymn.

Language: Portuguese; Mirandese (only locally used).

Currency: Euro (divided into 100 centimes).

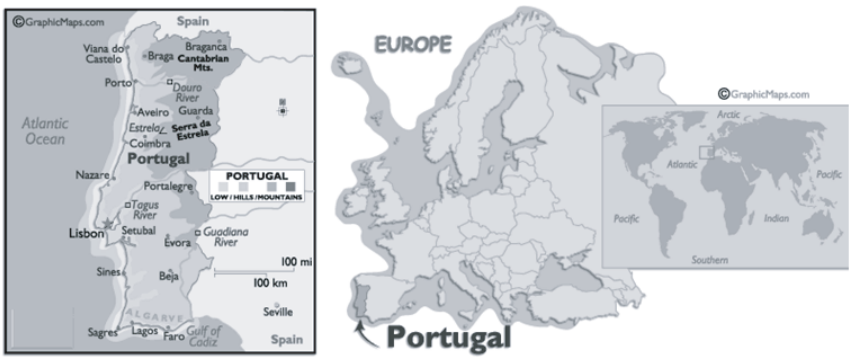
Affiliations: Founding member of OECD.

Entered the European Community (EC, now the European Union, EU) in 1986.

Geography

Portugal is a European country geographically located on the south-western part of Europe, in the western point of the Iberian peninsula, lying west of Spain, and facing the Atlantic Ocean (see Figure A.1). The Azores and Madeira archipelagos, both in the Atlantic Ocean, are part of the Portuguese territory.

Figure A.1. **Map of Portugal**



Source: GraphicMaps.com.

Social background

The Portuguese Republic has 10 599 095 inhabitants (2006, INE) with a population density of 115.1 inhabitants per square km (last data available: 2006, INE). Foreign legal residents (foreign with a residence permit) inhabiting Portugal number 332 137 (INE and SEF, 2006), their main origin being: 129 806 from Africa (121 423 of which from Portuguese speaking countries – PALOP), 124 901 from Europe, and 48 586 from South America.

Portugal is a homogeneous country from a cultural, religious and ethnic point of view. Nevertheless, the existing minorities have constitutional and legal protection. Portuguese is the official language and it is spoken throughout the country.

The illiteracy rate was 9.03% in 2001 (considering people over 10 years old that cannot read nor write, INE, 2001), the majority being older people.

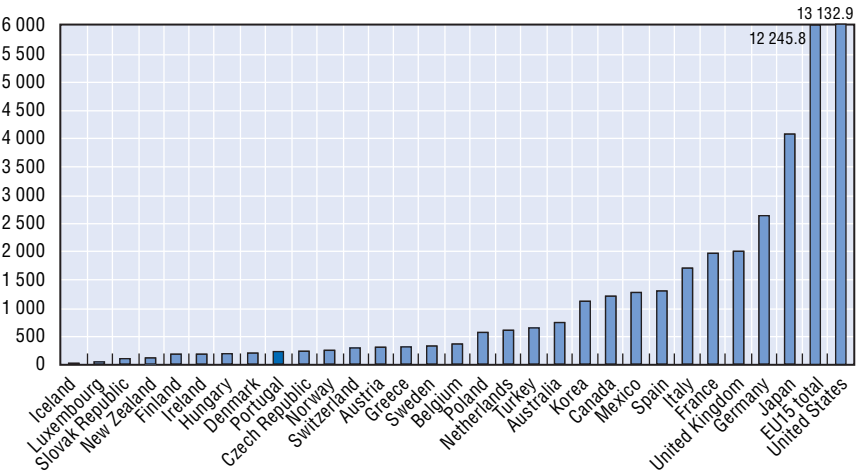
In 2006, the ratio of population aged 65 and over to the total population was 17.3% (2006, INE).

Economic background

General view

The most recent economic OECD indicators show Portugal as a country under the European and OECD countries' average on GDP (see Figure A.2 and Table A.1).

Figure A.2. **Gross domestic product**



Note: Billion USD, current prices and PPPs, 2006 or the latest available
Source: OECD Factbook 2008.

Table A.1. **Demand, output and prices**

	2004	2005	2006	2007	2008	2009
	Current prices € billions	Percentage changes volume (2000 prices)				
Private consumption	92.3	2.2	1.1	1.3	1.4	1.8
Government consumption	29.7	2.2	–0.5	–0.5	–0.9	–1.2
Gross fixed capital formation	32.6	–3.3	–1.6	2.5	3.8	4.3
Final domestic demand	154.7	1.0	0.2	1.2	1.5	1.8
Stockbuilding	0.7	–0.2	0.0	–0.2	–0.1	0.0
Total domestic demand	155.4	0.8	0.2	1.0	1.4	1.8
Export of goods and services	41.0	1.2	8.9	6.2	5.6	6.1
Import of goods and services	52.2	1.9	4.3	3.3	3.5	4.6
Net export	11.3	–0.4	1.0	0.7	0.5	0.2
GDP at market prices	144.1	0.5	1.3	1.8	2.0	2.2
GDP deflator	–	2.8	2.9	2.8	2.4	2.1

Source: OECD *Economic Outlook No. 82 database.*

Portugal is a service-based economy, with service activity being responsible for the main part of GDP growth. The trade balance of services has been favourable to Portugal (OECD data 2001-2005, extracted from country statistic profiles 2007), while the trade balance of goods is traditionally negative (2001-2005, idem). The latest General Government Accounts show a global balance of –3.9% of GDP (see Table A.2), and economic reforms are currently being implemented to address this problem.

Table A.2. **General government accounts**

	2003	2004	2005	2006
Current revenue (% of GDP)	42.2	42.7	43.1	42.9
Tax and social security contributions revenue (% of GDP)	35.7	34.9	36.1	36.8
Current expenditure (% of GDP)	44.7	46	47.7	46.7
Primary expenditure (% of GDP)	41.8	43.2	44.9	43.9
Global balance (% of GDP)	–2.9	–3.4	–6.1	–3.9
Gross debt (% of GDP)	56.9	58.3	63.7	64.8

Source: Bank of Portugal, INE, Ministry of Finance and Public Administration and Ministry of Social Security and Labour, September 2007.

Gross domestic product (GDP) and other economic indicators

According to OECD data, Portugal's GDP in 2006 was 220.6 (billions USD, current prices and PPPs), ranking 22nd among 30 OECD countries. Figure A.2 shows how the GDP of Portugal compares with that of other countries.

Other recent indicators provided by *OECD Economic Outlook No. 82 databases* are represented in Tables A.1 and A.3.

Table A.3. **Real GDP, percentage change from previous year**

	Average 1983-93	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Portugal	3.2	1.0	4.3	3.6	4.2	4.8	3.9	3.9	2.0	0.8	–0.7	1.5	0.5	1.3	1.8	2.0	2.2
Total OECD	3.1	3.3	2.6	3.0	3.6	2.6	3.3	4.0	1.1	1.6	1.9	3.1	2.6	3.1	2.7	2.3	2.4

Source: OECD Economic Outlook No. 82 database.

Other indicators were provided by Portuguese authorities (see Tables A.2 and A.4).

Table A.4. **Labour market**

Items	Unit	2003	2004	2005	2006	2007
Labour force	Thousands	5 460.3	5 487.8	5 544.8	5 587.3	5 618.3
Total employment	Thousands	5 118.0	5 122.8	5 122.6	5 159.5	5 169.7
Employment rate (15-64 years)	In %	68.0	67.8	67.5	67.9	67.8
Unemployment rate	In %	6.3	6.7	7.6	7.7	8

Source: Bank of Portugal, INE, Ministry of Finance and Public Administration and Ministry of Social Security and Labour, September 2007.

General government accounts

The development on the national indicator on GDP (as described above, see Table A.2) demonstrates that the consolidation effort carried from 2002 through 2004 did not succeed in lastingly reducing the budget deficit, and with a deficit of 6.1% of GDP in 2005, Portugal was again submitted to the excessive deficit procedure in the framework of the EU's Stability and Growth Pact.

In 2005, against a background of an even more deteriorated economic situation, the authorities launched a new corrective programme with a commitment to keep the budget deficit under 6% in 2005; to gradually bring it below 3% in 2008; and to reach a structural balance of at least –0.5% of GDP in 2010. According to information released by INE (26 March 2008), the deficit was 2.6% of GDP in 2007. In 2008 the government expects to bring down the deficit to 2.2% of GDP.

The fiscal consolidation programme was underpinned by a wide range of structural reforms, embodied in the National Action Programme for Growth and Jobs (PNACE), addressing the structural weaknesses of the Portuguese economy so as to restore competitiveness and revive growth.

OECD Economic Outlook

Results of reforms are starting to show in Portugal: the latest available *OECD Economic Outlook (No. 82)* demonstrates that the expansion has become more broadly based in 2007. The current expansion began in 2005 and gathered momentum in 2007, with annual growth around 1.8%. GDP growth is projected to increase further, reaching 2.2% in 2009.

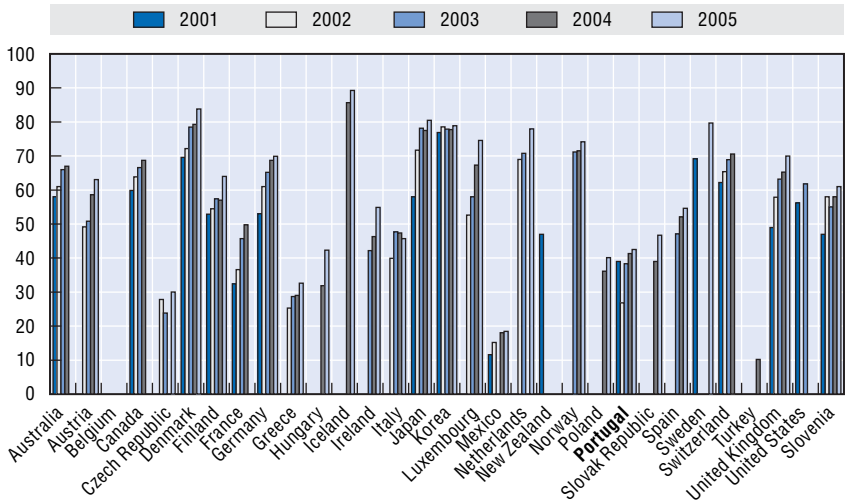
Following a period of buoyant export growth, investment is now picking up. Growth is expected to strengthen further in 2008 and 2009, largely driven by domestic demand. The still-large negative output gap should drive inflation down in 2009. Nevertheless, though gradually declining, unemployment remains high and, as a result, wage increases are set to be moderate.

Science and technology references

Households with access to home computers and Internet

According to OECD data, the share of Portuguese households with access to home computers was 42.5% in 2005. Portugal ranked 18th among OECD countries on this indicator (see Figure A.3).

Figure A.3. **Households with access to home computers**



Source: OECD Factbook 2007.

According to the most recent Eurostat information on households with access to a computer (2006, consulted March 2008), Portugal with a share of 46% still ranks below the EU27 average of 61%.

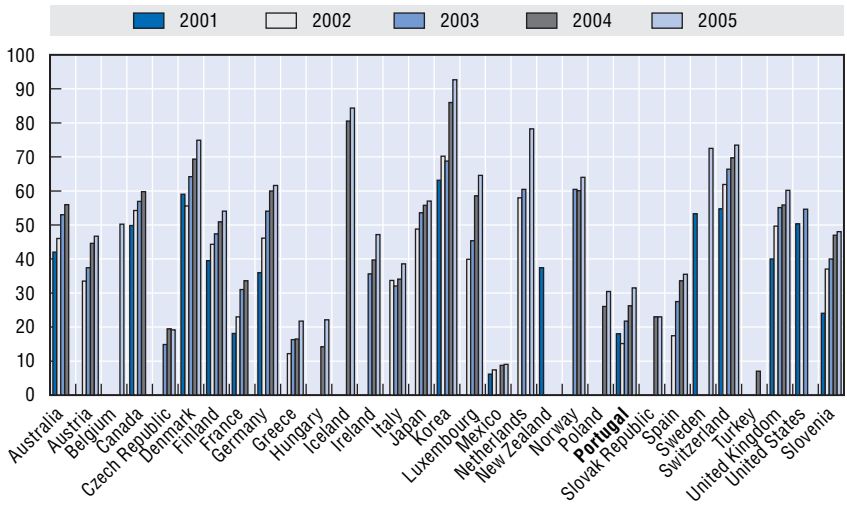
With 31.5% of households having access to the Internet in 2005, Portugal ranked 19th among OECD countries (see Figure A.4).

The most recent Eurostat information on households with access to the Internet (2007, consulted March 2008) shows Portugal with 40%, below the EU27 average of 54%.

Individuals using Internet for interacting with public authorities

According to Eurostat, the share of individuals using Internet for interacting with public authorities in Portugal is growing. The share of individuals aged 16 to 74 who over the last 3 months have used the Internet for interaction with public authorities[1] was 17% in 2006, growing to 19% in 2007. Nevertheless, this is still below the EU27 average (24% in 2006, and 30% in 2007).

Figure A.4. **Households with access to the Internet**[1]



1. Households with access to the Internet 2000-2005, percentage of all households, via any device (desktop computer, portable computer, TV, mobile phone, etc.).

Source: OECD Factbook 2007.

A closer look at the different forms of interaction with public authorities shows that the comparative performance of Portugal improves with the sophistication of the interaction, even being above the EU27 average for sending filled-in forms through the Internet:

- Share of individuals using Internet for obtaining information from public authorities' Websites: 14% of individuals in 2006; growing to 16.8% in 2007. In the same year, the EU27 average was 26.9%.
- Share of individuals using Internet for downloading official forms: 10.7% of individuals in 2006; 12.5% in 2007. In 2007, the EU27 average was 17.8%.
- Share of individuals using Internet for sending filled-in forms: 11.5% of individuals in 2006; 13.1%, in 2007. The EU27 average was only 12.6% in 2007.

These aggregated data – showing Portugal generally below the EU27 average on individuals' use of the Internet for interacting with public authorities – must be understood by looking at disaggregated data, as Portugal is among the leading group in the EU27 in Internet use by people with secondary (fifth in EU27) or higher education (seventh in EU27). In fact, the digital divide in Portugal is mostly connected with having achieved secondary education or not, and secondarily with age in each educational attainment bracket (see Table A.5).

Usage of the Internet is also very high among students, actually showing the positive impact of policy measures for reducing the digital divide through actions in schools.

This is well documented by Eurostat data disaggregated by education level (see Table A.5).

Table A.5. **Use of Internet by individuals (by education level)**

	EU27	Portugal
Total of individuals (%)	57	40
Individuals with **low** formal education (%)	36	24
Individuals with **medium** formal education (%)	63	81
Individuals with **high** formal education (%)	86	90

Source: Eurostat, 8 February 2008. Percentage of individuals who used the Internet in the last 3 months by level of education (accessed 26 February 2008).

This educational gap deepens when older persons' use of Internet is taken into account, which is also documented by disaggregated Eurostat data (see Table A.6).

Table A.6. **Use of Internet by individuals (by education level and age)**

Age/education	EU27	Portugal
16-24 years, **low** education	81	78
16-24 years, **medium** formal education	87	95
16-24 years, **high** formal education	96	100
25-54 years, **low** formal education	38	24
25-54 years, **medium** formal education	66	77
25-54 years, **high** formal education	91	95
55-74 years, **low** formal education	13	5
55-74 years, **medium** formal education	35	53
55-74 years, **high** formal education	66	63

Source: Eurostat, 8 February 2008. Percentage of individuals who used the Internet in the last 3 months by age and level of education (accessed 26 February 2008).

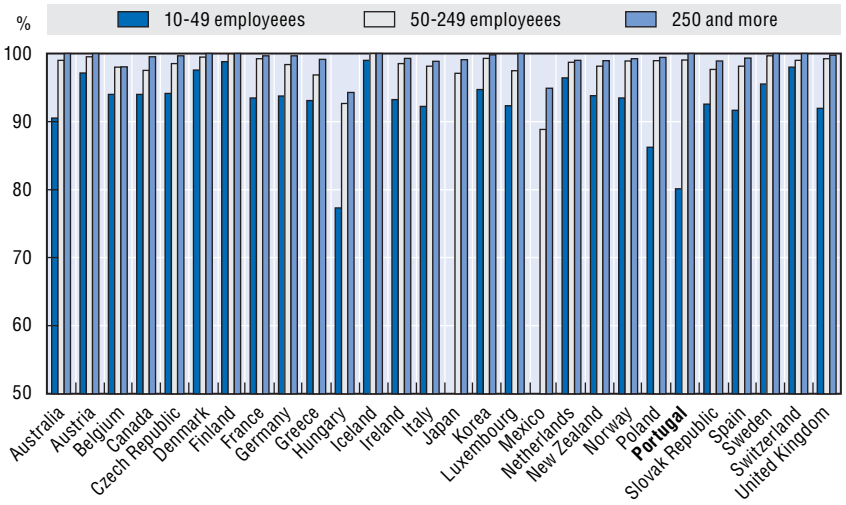
Internet penetration among businesses

In Portugal, Internet penetration among businesses is very good as far as large companies are concerned (see Figure A.5):

- companies having 250 or more employees: 100%;
- companies having 50 to 249 employees: 99.1%.

Following the general tendency in OECD countries, Internet penetration is relatively low in small companies (10-49 employees: 80.1%).

Figure A.5. **Internet penetration for businesses with 10 or more employees (by size)**



Source: OECD, *ICT database* and Eurostat, Community Survey on ICT Usage in Enterprises, April 2007.

Businesses using Internet for interacting with public authorities

According to Eurostat, the share of enterprises in Portugal using the Internet to interact with public authorities[2] in 2007 was 72%, which is above the EU27 average of 65%. In 2006, the share of enterprises using the Internet for interacting with public authorities in Portugal was 60%, according to Eurostat. In 2007 it was 72%, well above the EU27 average of 57%.

Several indicators may be considered separately. When looking at all businesses, available data shows that Portugal was well above the EU27 average on all indicators (see Table A.7):

- use of Internet for obtaining information from public authorities' Websites: 53% in 2006, 66% in 2007 (the EU27 average was 57%);
- use of Internet for downloading official forms: 53% in 2006, 65% in 2007 (the EU27 average was 58%);
- use of Internet for sending filled-in forms: 54% in 2006, 66% in 2007 (the EU27 average was 45%).

When only looking at large businesses, the Portuguese performance improves: 95% of these businesses use Internet for obtaining information, downloading forms and sending files, which is well above the EU27 average (see Table A.7).

Table A.7. **Use of Internet by businesses for interacting with public authorities**

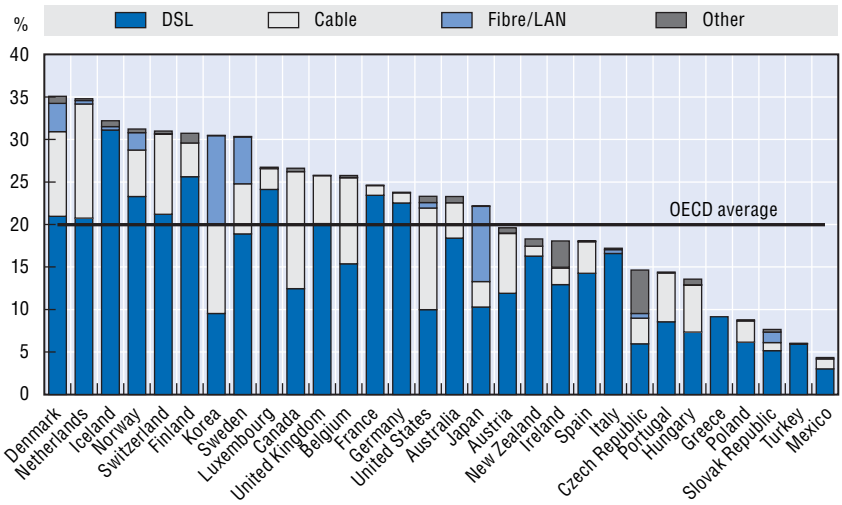
	EU27	Portugal
Share of business using Internet	57	72
All (more than 10 employees)		
For obtaining information	57	66
For downloading forms	58	65
For sending files	45	66
Large (more than 250 employees)		
For obtaining information	79	95
For downloading forms	79	95
For sending files	72	95

Source: Eurostat, 8 February 2008. Percentage of businesses using Internet to interact with public authorities (accessed 02/26/2008).

Broadband access

In terms of broadband access, Portugal ranked 24th among the 30 OECD countries in December 2006 (see Figure A.6). Portugal had a broadband access of 13.8 per 100 inhabitants, compared with 16.9 per 100 inhabitants in OECD countries and 18.6 per 100 inhabitants in the EU15 countries. Nevertheless, the rate of growth for the period 2000-2005 was well above that of other OECD countries (see Table A.8).

Figure A.6. **OECD broadband subscribers per 100 inhabitants, by technology (Dec. 2007)**



Source: OECD Communications Outlook 2007 and *www.oecd.org/sti/ict/broadband* (data extracted on 08/08/2007).

Table A.8. **Broadband access, growth**

	Growth 2000/2005 %	Per 100 inhabitants (2005)	Per 100 inhabitants (Dec. 2006)	OECD ranking Dec. 2006
Portugal	117.0	11.5	13.8	22
OECD	62.3	13.5	16.9	–
EU15	–	14.2	18.6	–

Source: *OECD Communications Outlook 2007* and *www.oecd.org/sti/ict/broadband* (data extracted on 08/08/2007).

Initiatives like *Connecting Portugal* (launched in July 2005) are the response of the Portuguese government to the challenge of stimulating "...the perception of the Portuguese citizens regarding the relevance of ICT, making it easier for them to use computers and the Internet, namely by promoting, wherever necessary, mediators to combat info-exclusion". It also aims "...to guarantee that all citizens have access to the Information and Communication Technologies, reducing communication costs, providing better means of access, promoting public information on the characteristics and quality of the services provided in the market, and expanding the mechanisms of protection of consumers' rights of telecommunication services".

Schools connected to Internet

School connection to the Internet has been a priority in Portugal since 1997. In 1997, all the 5th to 12th grade schools were connected to the Internet (through ISDN). In 2001, all the 1st to 12th grade schools were connected to the Internet (through ISDN). In January 2006, all 1st to 12th grade public schools in Portugal were connected by broadband to the Internet.

Individuals' level of computer skills

Eurostat data for the share of individuals aged 16 to 74 who have carried out some computer related activities (low difficulty, medium difficulty, and high difficulty activities) reveals that, in 2007, Portugal is very close to the EU27 average for high level of computer skills, but far below the EU27 average on medium and low computer skills (see Table A.9). In high skill level, the

Table A.9. **Level of computer skills, individuals aged 16 to 74**

%

Skill level	Portugal	EU 27
Low	9	13
Medium	16	24
High	22	23

Source: Eurostat.

evolution of the EU27 average is closely followed by Portugal (2005: 22% and 21% respectively; 2006: both 21%; 2007: 23% and 22% respectively).

Implementing the Portuguese Technological Plan, the government has launched some measures willing to overcome this condition, namely involving education reinforcement and training in computer skills.

Human resources in science and technology

The Eurostat indicator on human resources in science and technology as a share of the economically active population shows Portugal (22%) below the EU27 average (38.6%) in 2006. This indicator gives the share of the total labour force in the age group 25-64 that is classified as human resources in science and technology, *i.e.* having either successfully completed an education at the third level in a science and technology field of study or is employed in an occupation where such an education is normally required.

In 2005, the Eurostat indicator *Tertiary graduates in science and technology per 1 000 of population aged 20-29 years* also places Portugal (12) below the EU27 average (12.9). Nevertheless, there is a clear upward tendency when comparing to previous years. Regarding Portugal, this indicator includes new tertiary graduates in a calendar year from both public and private institutions completing graduate studies compared to an age group that corresponds to the typical graduation age in most countries.

When it comes to doctorate students in science and technology fields (students participating in a second stage of tertiary education in the educational fields science, mathematics and computing and engineering, manufacturing and construction science, as a percentage of the population 20-29 year-olds) – Eurostat rated Portugal 0.37 in 2005.

The Technological Plan and the initiative *A Commitment to Science for the Future of Portugal* are the main programmes with measures to improve the overall situation of Portuguese human resources concerning science and technology.

Maturity of online public service delivery

To test the maturity of online public service delivery, the *Web Based Survey on Electronic Public Services – Report of the 7th Measurement* (September 2007) prepared by Capgemini for the European Commission considers:

- online sophistication – the level of online availability of the basic public service;
- fully available online services – the total number of basic public services that are fully (= 100%) available online.

According to this report, Portugal is now ranks fourth among European countries on public services as online sophistication reaches 90% of full sophistication. All of the business services attain 100%, while citizen services stand at 84%.

In the same survey, referring to full availability of public services online, Portugal has leapfrogged from 60% in 2006 to 90% in 2007, now standing third in this ranking.

Portugal as a "top reformer"

Portugal is using ICT and e-government (in close connection with administrative simplification) as tools to overcome a difficult economic situation. A good indication of the achieved improvements was given by the World Bank, which in its *Doing Business in 2007* report highlighted Portugal as a "top reformer" on starting a business (see Table A.10). This was especially due to the *Empresa na hora* (On-the-spot-firm).

Table A.10. **Portugal as a top reformer**

Ease of...	2006 rank	2005 rank	Change in rank
Doing business	40	45	+5
Starting a business	33	113	+80

Source: Doing Business in 2007, the World Bank (2006) and *www.doingbusiness.org*.

The EIU e-readiness ranking

In 2007, Portugal was ranked 27th among 69 countries on the e-readiness ranking of the Economist Intelligence Unit. The ranking is built upon the following criteria: consumer and business adoption; connectivity and technology infrastructure; business environment, social and cultural environment, government policy and vision; and legal and policy environment.

In the country profile on Portugal it is stated: "Although Portugal is below the EU average on most ICT-related criteria, its online services for businesses score high and the ICT sector is growing at a respectable speed."

i2010 Annual Report – Portugal

Table A.11 is extracted from the European Commission's i2010 Annual Report and refers to Portugal. It covers broadband, Internet usage, places of access, e-government indicators, ICT in schools, e-commerce, e-business, employment and skills, indicators on growth of ICT sector, and R&D. Portugal ranks above average of EU25 countries on the following indicators:

- DSL coverage;

- e-government, when considering the share of basic public services fully available to citizens online;
- e-government, when considering the share of basic public services fully available to enterprises online (Portugal ranks third);
- e-government, when considering the share of the population using e-government services for returning filled in forms;
- e-government, when considering the share of enterprises using e-government services for returning filled in forms;
- share of schools with broadband connections;[3]
- e-commerce as share of total turnover of enterprises;
- ICT sector growth;
- R&D expenditure in ICT by the business sector, as percentage of total R&D expenditure.

Table A.11. **i2010**

Broadband	2003	2004	2005	2006	EU25	Rank
Total DSL coverage (as % of total population)	84.0	92.0	92.6		87.4	9
DSL coverage in rural areas (as % of total population)			79.0		65.9	9
Broadband penetration (as % of total population)	4.1	7.2	10.8	13.5	15.7	14
DSL penetration (as % of total population)	1.4	3.3	6.1	8.4	12.8	14
Predominant download speed			1-2 Mbps			
Households having broadband (as % of those having access to the Internet at home)	36.3	47.0	62.7	68.3	62.1	12
% of enterprises with broadband access	31.0	48.6	62.8	65.9	74.5	18
Number of 3G subscribers per 100 inhabitants			9.0		5.0	3
Digital television in households			20.2		30.6	9
Music: number of single downloads per 100 inhabitants			6.9			12
Internet usage						
% population who are regular Internet users	21.9	25.1	27.8	31.4	46.7	24
Take-up of Internet services (as % of population)						
Sending e-mails	19.9	23.7	25.8	28.8	43.8	24
Looking for information about goods and services	21.0	23.2	25.9	29.8	42.9	21
Internet telephoning or videoconferencing	2.5	3.1	3.2	5.5	7.1	22
Playing/downloading games and music	11.1	13.3	14.1	16.2	18.2	21
Listening to the web radio/watching web TV	5.9	8.1	9.0	10.7	11.8	16
Reading online newspapers/magazines	12.7	14.7	16.4	15.8	19.0	21
Internet banking	6.1	7.6	8.4	9.8	22.0	21
E-Government indicators						
% of basic services for citizens fully available online	18.2	25.0		41.7	36.8	11
% of basic services for enterprises fully available online	62.5	62.5		87.5	67.8	3
% of population using e-government services of which for returning filled-in forms	5.2	12.5 7.6	14.0 9.0	16.5 11.5	23.8 8.1	18 10
% of enterprises using e-government services of which for returning filled-in forms	42.5	57.2 50.1	57.9 52.5	60.3 53.7	63.7 44.8	19 12

Table A.11. **i2010** *(cont.)*

Broadband	2003	2004	2005	2006	EU25	Rank
ICT in schools						
Number of computers connected per 100 pupils				5.4	9.9	25
% of schools with broadband access				73.0	67.0	16
% of teachers having used the computer in class during the last 12 months				69.5	74.3	17
E-Commerce						
E-Commerce as % of total turnover of enterprises	1.6	4.9		8.2	11.7	11
% of enterprises receiving Internet orders	2.1	6.0	6.3	5.4	13.9	22
% of purchasing on the Internet		16.1	19.4	19.6	37.9	20
E-Business, % of enterprises						
With integrated internal business processes	21.3	33.1	36.7	28.1	37.3	16
With integrated external business processes					13.5	
Security: % of enterprises using secure services	34.8	28.8	18.4	21.5	41.0	19
% using digital signature for authentication	7.6	5.4	9.3	9.7	14.3	19
Employment and skills						
% employees using computers connected to the Internet	17.8	18.8	21.4	24.5	36.1	23
% of persons employed with ICT user skills	12.1	13.4	12.4	12.3	18.5	25
% of persons employed with ICT specialist skills	2.2	2.1	2.2	2.7	3.1	19
Indicators on growth of ICT and R&D						
ICT sector share of total GDP	4.5				5.5	18
ICT sector share of total employment	1.7				4.0	19
ICT sector growth (constant prices)	2.7				3.6	10
R&D expenditure in ICT by the business sector, as % of GDP	0.1				0.3	14
R&D expenditure in ICT by the business sector, as % of total R&D expenditure	21.5				25.7	10

Source: http://ec.europa.eu/information_society/eeurope/i2010.

Notes

1. For example, having used the Internet for one or more of the following activities: obtaining information from public authorities' Websites, downloading official forms, sending filled-in forms.
2. For example, having used the Internet for one or more of the following activities: obtaining information, downloading forms, filling in Web-forms, or fully electronic case handling.
3. The Portuguese administration has noted that data regarding ICT in schools is flawed due to methodological difficulties. For instance, regarding connection of schools in broadband these data report 73%, whereas Portugal considers the actual value to be above 95% due to the fact that all public schools already had broadband connections. Accordingly, Portugal should be in the top group within the EU on this indicator, reflecting the high priority given to promote ICT in schools. Similar reservations apply to the reported number of computers connected to the Internet.

ANNEX B

Public Governance Structure in Portugal

Portugal was a monarchy between the twelfth century and 1910, when the first republic was established. It was overthrown in 1926 and Portugal experienced a period of authoritarian dictatorship until 1974. In this period the state managed the political and economic activities of the country. Decision-making power was highly centralised in a small state apparatus.

A democratic government came with the 1974 revolution. The constitution of the Portuguese Republic, approved in 1976, established Portugal as a mixed parliamentary and presidential system.

In 1986, Portugal became a member of the European Union.

The president

The head of state in Portugal is the President, who is elected for a five-year term. He is charged, insofar as the government is concerned, with appointing the Prime Minister, following a hearing of the political parties with a seat in the parliament and taking the results of parliamentary elections into account, and then with appointing or exonerating other members of the government, by proposal of the Prime Minister. He also has the power to remove the government and to discharge the Prime Minister, in circumstances specified by the constitution.

The current president is Anibal Cavaco Silva (formerly PSD), who was elected in 2006 as an independent candidate. Cavaco Silva is a former Minister of Finance (1980-1985) and Prime Minister (1985-1995).

The President does not hold any executive power but may interfere in political actions, when necessary, by using some of the powers granted by the constitution. They include the power of veto over legislation, the power to dismiss the government and the power to dissolve the Parliament.

Parliament

The Portuguese Parliament (*Assembleia da Republica*) has one chamber, with 230 members elected for four-year terms under a proportional representation regime. The last elections were held in February 2005 and led to the formation of a government led by Prime Minister Jose Socrates Carvalho Pinto de Sousa (PS), based on a majority of 121 seats.

The Parliament is entrusted with the power to legislate on all matters, except for those which are the exclusive responsibility of the government. The Parliament exercises its legislative powers according to three types of legislative competencies:

1. *Exclusive competence*, meaning matters which can only be legislated by the parliament.
2. *Partial exclusive competence*, meaning that the Parliament can legislate, but it can also delegate the legislative power to the government by means of a law of legislative authorisation. The government then approves a decree-law which must respect the object, purpose, extent and term of the authorisation.
3. *Shared competence*, meaning that both the parliament and the government may enact legislation about some matters.

Legislation can be initiated by individual members of parliament, by parliamentary groups and by government. Legislative proposals must be preceded by a short justification of the grounds for the bill. Bills proposed by the government are to be accompanied by the following:

- a description of the social, economic, financial, and political situations to which the bill applies;
- information on the benefits and consequences of its application;
- a digest of the current legislation on the matter in question.

When a bill has been admitted, the President of the Parliament refers it to the competent parliamentary committee for consideration. Following two or three readings in plenary sessions, the successful decree will be enacted by the Parliament and forwarded to the President of the Republic for promulgation. If there is no presidential veto, the bill will then be signed by the Prime Minister and published in the legal gazette (*Diário da República*), after which it can enter into force.

Regional parliaments exist in the Azores and Madeira.

The government

The government is appointed by the President following the result of a general election, is headed by the Prime Minister and comprises a variable

number of ministers and secretaries of state (distributed over the government departments). The Prime Minister chooses the ministers and secretaries of state and proposes them to the President for appointment.

The Council of Ministers is a unit composed by the Prime Minister and the ministers. Among its main tasks – defined by the constitution – is to identify the outlines of government policy and its implementation, to present draft laws and resolutions to the Parliament, and to pass decree laws.

The current government is constituted by the Prime Minister and 16 ministers. There are presently 37 secretaries of state, who act on the basis of a delegation of powers from a minister.

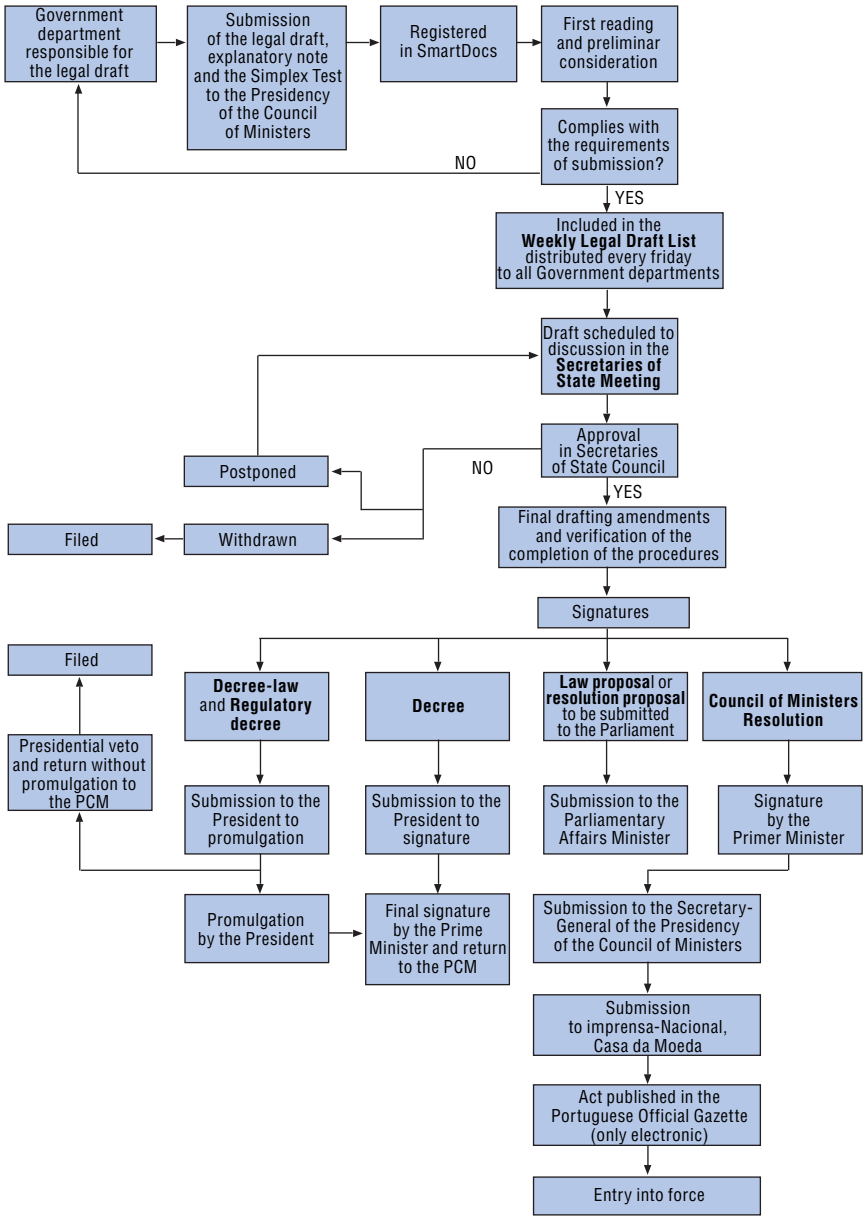
The government's decision-making structure

Legislative proposals are submitted by the government departments – by the corresponding minister's office – to the Secretary of State for the Presidency of the Council of Ministers, and are accompanied by an explanatory note and the Simplex Test (see Chapter 2). The purpose of the explanatory note is to provide complimentary information on the legal draft. It includes information on the legal framework of the matter being regulated, a cost-benefit analysis, and information on consultations that have been made. The Simplex Test was introduced to improve the quality of policy making and aims at providing information on administrative burdens.

The Secretary of State for the Presidency of the Council of Ministers includes the proposal in the weekly legal drafts list which is distributed to all government departments every Friday. The departments can send questions, comments or suggestions, as well as amendment proposals to the department responsible for the proposal. The legal draft is then debated in the Secretaries of State Meeting, which consists of a secretary of state from each government department and is chaired by the Minister of the Presidency of the Council of Ministers. After approval here, the proposal will be presented for discussion in the Council of Ministers.

The legal act (decree-law, regulatory decree, decree, resolution, law or resolution proposal to be submitted to the parliament), is then signed by the Prime Minister and the relevant other ministers. Decree-laws and regulatory decrees, which are subject to the President's promulgation, as well as decrees, are then sent to the president's office. Figure B.1 illustrates the decision-making procedure.

Figure B.1. **The Portuguese government's legislative procedure**



Source: Response to the OECD questionnaire.

Legislation

Portugal is a civil law country and thus has the classic sources of law: constitution, international treaties, ordinary legislation, administrative regulations, jurisprudence and doctrine (practice). The legal and administrative regime in Portugal makes use of seven different types of national regulation:

- constitutional laws – amendments to the constitution, only approved by the Parliament;
- laws – approved by the Parliament;
- decree-laws – approved by the government in the Council of Ministers;
- regulatory decrees – approved by the government in the Council of Ministers;
- resolutions – approved by the government in the Council of Ministers or by the Parliament;
- decrees – approved by the government in the Council of Ministers;
- administrative circulars and orders – approved individually or collectively by the members of government (Prime Minister, ministers and secretaries of state).

In addition to this, the autonomous regions of the Azores and Madeira are mandated to issue regional decree-laws (approved by the parliaments of the autonomous regions) and regional regulatory decrees (approved by the governments of the autonomous regions). These are limited to matters of regional scope and address matters set out in the Political and Administrative Statute of the Autonomous Region in question.

Government legislative procedures have been simplified since 2005 by means of dematerialisation and a shift from a paper-based system to an exclusively electronic one. In the pursuit of quality of legislation and the efficiency of the government law-making procedure, technological innovation has been combined with institutional reform and improved tools, such as the Simplex Test.

All legislation and regulatory acts are published in the Portuguese official gazette (*Diário da República*), which is published only on the Internet (since 2006).

The regulation of public administration regulation itself is currently much discussed, and reforms are underway. A new system of binding contracts, careers and remuneration for public administration workers, and the revision of the evaluation system for administration workers will be defining performance-related pay and more individualisation of employment policies, and professional and wage evolution to merit evaluation. The new

system is more focused on performance. These laws were discussed in parliament in July 2007.

Autonomous regions, municipalities and parishes

The public sector structure is also composed by autonomous regions and local self-government (municipalities and parishes, as decentralised structures), all of them having a high degree of political and administrative autonomy, defined by the constitution and by law.

There are two **autonomous regions**, Azores and Madeira, which both have special administrative, political and legislative powers. They have large administrative powers in general matters regarding their specific local lives, economic and social development. Except for these overseas territories, the regions are not a relevant feature of the administrative structure.

The 308 **municipalities** are politically and administratively independent from central government and have the power to plan, govern and make investments in a range of areas. They play an important role in delivering services and goods to citizens and businesses in areas such as water supply, drainage network, urban waste disposal, parks and gardens, street repairs, social and cultural facilities, primary schools (apart from teachers' pay) and municipal road network. They also have responsibilities concerning health, social protection, urban planning and environment. Municipalities' revenue comes largely from grants from the central government and property taxes.

Municipalities also have responsibilities for licensing several activities connected to these issues, to verify the compliance of citizens and businesses with the rules governing these activities, and to give financial support to citizens and businesses in connection to them.

Citizens and businesses interact with both municipalities, regions (in the case of the Azores and Madeira) and central government units. The latter are in many cases situated locally, as deconcentrated state authorities. The several deconcentrated services are not geographically distributed according to the same uniform criteria. Ministries have different criteria for the distribution of local services – at present, more than 30 different criteria have been found. Apart from the use of de-concentrated services, people can also use the Citizen's Shops for interaction with public administration.

ANNEX C

*History of E-Government in Portugal**

As in other OECD countries, the development of e-government in the Portuguese public sector started in the early 1990s. Since then a number of e-government programmes and initiatives have been launched.

The first major e-government initiative in Portugal was INFOCID, the Interdepartmental Information System for the Citizen, created in 1991 and gradually made available in multimedia kiosks distributed all over the country. It was launched on the Internet in 1995. INFOCID was an integrated database with information from government agencies. It was re-launched in 2001 as a portal for citizens and businesses providing a single entry point to public information.

In 1995, the first Minister for Science and Technology was appointed. The first major government programmes addressing the development of e-government were the *National Initiative for the Information Society,* published in 1996, and the Green paper on the *Information Society in Portugal*, launched in 1997. The programmes contained initiatives to develop the use of ICT in education, research, public administration, and the business sector. The main goals of the programmes included making the public sector more user-oriented and public services better and more efficient through the use of ICT.

The *Action Plan for the Information Society* with a separate *e-Government Action Plan* was published in 2003 serving as the overall strategic plan for development of the Information Society. The plan aims at:

1. building an Information Society for all;
2. building new capacities, *e.g.* early acquisition and lifelong learning;
3. improving quality and efficiency in public services;
4. better citizenship, *e.g.* through electronic participation;
5. attractive contents for citizens.

**e-Government in Portugal*, European Commission, 2007 and response to OECD Survey.

In 2004, INFOCID was replaced by the Citizen's Portal (*Portal do Cidadão*) which today functions as a contact point between the government and citizens. Is has 820 services from 130 entities and half a million regular visitors. The most popular services are information, certification requests, tax revenues and address change. Since 2005, SMS messaging and mobile portal services are available as well.

In 2006, a separate Business' Portal (*Portal da Empresa*) was established. Among other things, it includes a facility, *Empresa on-line*, which makes it possible to register a new company online in less than one hour.

The new government that took office in early 2005 launched the *Technological Plan: Mobilising the Information and Knowledge Society* and *Connecting Portugal* in 2005. The Technological Plan is a growth strategy with initiatives related to knowledge, technology, and innovation.

Connecting Portugal, which is part of the Technological Plan, sets up a number of targets to be reached by 2010 to enhance the knowledge society. The goals include increasing the number of Internet users and households with access to broadband. In Connecting Portugal focus is on mobilisation and enhancing the use of ICT, but e-government is increasingly also seen as a means for cost savings and increased efficiency.

In 2006 and 2007 a large number of e-government initiatives were launched as part of the Simplex programme.

ANNEX D

Methodology

This is the first OECD country study to assess both administrative simplification and e-government. The peer review of administrative simplification and e-government in Portugal was conducted on the request of the Portuguese government.

The main objectives of the review are:

- to provide the Portuguese government with a report based on the OECD analysis framework on policies and strategies for administrative simplification and e-government in Portugal in order to further enhance its good governance objectives;
- to develop the OECD analysis framework and provide data for cross-country comparisons in future country study processes.

As the first step in a country study, the OECD Secretariat develops an agreement with review country authorities concerning the objectives, analytical framework and timeline of the study. The terms of reference set out and structure the areas to be studied to provide an overarching view of implementation and impacts.

Definition of the analytical framework

The methodology used for this country study was developed by the OECD.

The analytical framework for the study can be found in the OECD publications *Cutting Red Tape: National Strategies for Administrative Simplification*, *The e-Government Imperative* and *e-Government for Better Government*[1] and in the country study conducted by the OECD on regulatory reform and e-government in recent years.

The methodology for the review was based on the OECD methodology for peer reviews, following the protocols laid out in *Peer Review: an OECD Tool for Co-operation and Change*.[2] Development of the OECD peer review methodology is an ongoing process, but the general framework will be preserved to allow for

comparability among countries and the OECD will continue to ensure that the methodology used is updated and as relevant as possible for OECD countries.

Inputs

The review of Portugal is primarily qualitative in nature, presenting a combination of observations, analysis and judgements gleaned from reports and official documents, survey responses and interviews.

The review has five main inputs:

- reports and official documents;
- the OECD questionnaire;
- the OECD survey;
- interviews with government officials and others;
- peer review meeting with OECD members.

Reports and official documents

The study drew upon a range of government documents which provided insights into the way that public management and policies, strategies and initiatives are planned, co-ordinated and implemented in Portugal. Information was also drawn from recent relevant reports and reviews of Portugal from the OECD, other international organisations, consulting firms, and other sources. The review also drew on academic research and journal articles.

OECD questionnaire

A questionnaire was sent to the Ministry for the Presidency of the Council of Ministers in July 2007 and was received back at the OECD in August 2007. It contained questions on issues as the public governance structure in Portugal, the organisation of simplification and e-government policies, descriptions of major initiatives and cases as well as an outline of key elements in the tools used in Portugal for implementation and performance management of initiatives in the Simplex programmes.

OECD survey

In November-December 2007 a survey was conducted with Portuguese central and local government organisations. The survey was targeted at officials with responsibilities relevant to simplification and e-government, who were asked to present their organisations' responses to the survey, rather than respond in their capacity as individuals. The survey sample was jointly selected by the OECD and the Portuguese government.

The overall response rate to the survey was considered satisfactory, but as the response rate among municipalities is below 50, some caution should be applied to the interpretation of the data from this group. (See Table D.1.)

Table D.1. **Responses to the OECD survey**

	Total public sector units	Response rate %
Central government (including ministries, subordinate departments, agencies, etc.)	169	71
Municipalities	308	28
Autonomous regions	2	100
Total	**479**	**43**

The survey asked representatives of central, regional, and local government organisations for their opinions regarding:

- knowledge of the Simplex programme;
- attitudes towards Simplex;
- perception of challenges to implementation;
- existence of guidelines and toolkits for project management;
- frequency of evaluation;
- challenges to collaboration.

Interviews with government officials and others

The review team conducted two sets of interviews with Portuguese government officials and other commentators from relevant interested bodies and industry associations in Portugal. All interviews were scheduled by the Portuguese government, with approval from the OECD. The mix of organisations and interviewees was selected to show a broad and representative insight into the main issues and problems regarding administrative simplification and e-government in Portugal.

The first set of interviews, which took place 9-10 May 2007, involved exploratory discussions designed to help the OECD understand the key elements of administrative simplification and e-government in Portugal. The OECD team held twelve interviews and four focus group interviews with several participants from civil society, business and autonomous regions and municipalities. These exploratory interviews were not meant to be comprehensive, but to assist the OECD in developing an understanding of areas that merited further research.

The second set of interviews took place 1-4 October 2007. These in-depth interviews were carried out by four members of the OECD Secretariat and three peer reviewers from the governments of OECD countries: Luigi Carbone

(Italy), Jean-Jaques Leandri (France) and Kees Keuzenkamp (The Netherlands). The interview team undertook 17 interviews. In addition, five focus group interviews, involving several participants from autonomous regions and municipalities, academic institutions, civil society organisations and businesses were held.

All interviews, which were strictly confidential, followed a structured set of questions, covering each of the main themes of the report.

Peer review meeting

In the assessment phase of an OECD country study, the main findings of the study are discussed in a plenary meeting of the body or bodies responsible for the review. The examiners lead the discussion, but the whole body is encouraged to participate extensively. Following discussions, and in some case negotiations, among the members of the body, including the reviewed country, the final report is adopted, or just noted by the whole body. Generally, approval of the final report is by consensus, unless the procedures of the particular country study specify otherwise (see *Peer Review: an OECD Tool for Co-operation and Change*, OECD, 2003).

The report has been presented and discussed at the following meetings:

- meeting of the OECD Network of Senior E-Government Officials, The Hague, The Netherlands, 7 March 2008;
- meeting of the Working Party on Regulatory Management and Reform, Paris, France, 7 April 2008.

Countries took this opportunity to use their own expertise to provide insightful commentary on the review.

Independence, neutrality and verification of inputs

Within a framework agreed upon with the Portuguese government, the OECD conducted this study with its own staff and independent peer reviewers. The review was conducted with guidance and financing from the Portuguese government which did not bias the study or influence the final conclusions in any way.

The report was drafted by the OECD Secretariat with the input of the three peer reviewers from Italy, France, and the Netherlands. The OECD regularly briefed the Cabinet of the Secretary of State for Administrative Modernisation within the Presidency of the Council of Ministers on the progress of the review. The text also benefited from fact-checking and feedback from the Cabinet of the Secretary of State for Administrative Modernisation.

Notes

1. OECD (2007), *Cutting Red Tape: National Strategies for Administrative Simplification*, Paris. OECD (2003), *The e-Government Imperative*, Paris. OECD (2005), *e-Government for Better Government*, Paris.
2. OECD (2003), *Peer Review: an OECD Tool for Co-operation and Change*, Paris.

ANNEX E

Survey on the Simplex Programmes, October-December 2007

1. Please indicate which type of government your organisation belongs to

Table E.1. **Responses: Type of government**

Type of government	Frequency	%
Ministry	18	8.7
Government agency	102	49.3
Autonomous region	2	1.0
Municipality	85	41.1
Total	207	100.0

2. Please indicate your knowledge of the Portuguese government's SIMPLEX programme for administrative simplification and e-government

Table E.2. **Question 2.1: The overall purpose of the programme**
In per cent

Type of government	Very familiar	Some knowledge	Limited knowledge	No knowledge	Not applicable	Total
Ministry	100.0 (18)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	73.5 (72)	22.4 (22)	3.1 (3)	1.0 (1)	0.0 (0)	100.0 (98)
Autonomous region	100.0 (2)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	34.1 (29)	44.7 (38)	18.8 (6)	1.2 (1)	1.2 (1)	100.0 (85)
Total	59.6 (121)	29.6 (60)	9.4 (19)	1.0 (2)	0.5 (1)	100.0 (203)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.3. **Question 2.2: The main lines of action in the SIMPLEX programme**

In per cent

Type of government	Very familiar	Some knowledge	Limited knowledge	No knowledge	Not applicable	Total
Ministry	100.0 (18)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	66.7 (66)	28.3 (28)	4.0 (4)	1.0 (1)	0.0 (0)	100.0 (99)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	30.1 (25)	41.0 (34)	22.9 (19)	4.8 (4)	1.2 (1)	100.0 (83)
Total	54.5 (110)	31.2 (63)	11.4 (23)	2.5 (5)	0.5 (1)	100.0 (202)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.4. **Question 2.3: Initiatives in SIMPLEX 2006**

In per cent

Type of government	Very familiar	Some knowledge	Limited knowledge	No knowledge	Not applicable	Total
Ministry	55.6 (10)	38.9 (7)	5.6 (1)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	46.0 (46)	41.0 (41)	8.0 (8)	5.0 (5)	0.0 (0)	100.0 (100)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	21.7 (18)	39.8 (33)	33.7 (28)	3.6 (3)	1.2 (1)	100.0 (83)
Total	36.9 (75)	40.4 (82)	18.2 (37)	3.9 (8)	0.5 (1)	100.0 (203)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.5. **Question 2.4: Initiatives in SIMPLEX 2007**

In per cent

Type of government	Very familiar	Some knowledge	Limited knowledge	No knowledge	Not applicable	Total
Ministry	82.4 (14)	17.6 (3)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (17)
Government agency	52.5 (52)	35.4 (35)	9.1 (9)	3.0 (3)	0.0 (0)	100.0 (99)
Autonomous region	50.0 (1)	0.0 (0)	50.0 (1)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	16.7 (14)	44.0 (37)	33.3 (28)	4.8 (4)	1.2 (1)	100.0 (84)
Total	40.1 (81)	37.1 (75)	18.8 (38)	3.5 (7)	0.5 (1)	100.0 (202)

Note: Percentages are within each type of government. In parentheses is the frequency.

3. Please indicate to what degree your own institution is affected by the SIMPLEX programme

Table E.6. **Question 3.1: My own institution has suggested initiatives for SIMPLEX**

In per cent

Type of government	Yes	No	Total
Ministry	88.9 (16)	11.1 (2)	100.0 (18)
Government agency	61.8 (63)	38.2 (39)	100.0 (102)
Autonomous region	0.0 (0)	100.0 (2)	100.0 (2)
Municipality	14.5 (12)	85.5 (71)	100.0 (83)
Total	44.4 (91)	56.6 (114)	100.0 (205)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.7. **Question 3.2: My own institution is responsible for initiatives included in SIMPLEX**

In per cent

Type of government	Yes	No	Total
Ministry	94.4 (17)	5.6 (1)	100.0 (18)
Government agency	54.9 (56)	45.1 (46)	100.0 (102)
Autonomous region	0.0 (0)	100.0 (2)	100.0 (2)
Municipality	16.7 (14)	83.3 (70)	100.0 (84)
Total	42.2 (87)	57.8 (119)	100.0 (206)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.8. **Question 3.3: My own institution is involved in implementation of SIMPLEX initiatives**

In per cent

Type of government	Yes, to a high degree	Yes, to some degree	No	Total
Ministry	83.3 (15)	11.1 (2)	5.6 (1)	100.0 (18)
Government agency	34.7 (35)	44.6 (45)	20.8 (21)	100.0 (101)
Autonomous region	0.0 (0)	50.0 (1)	50.0 (1)	100.0 (2)
Municipality	7.1 (6)	53.6 (45)	39.3 (33)	100.0 (84)
Total	27.3 (56)	45.4 (93)	27.3 (56)	100.0 (205)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.9. **Question 3.4: My own institution is affected by SIMPLEX initiatives**

In per cent

Type of government	Yes, to a high degree	Yes, to some degree	No	Total
Ministry	61.1 (11)	33.3 (6)	5.6 (1)	100.0 (18)
Government agency	31.4 (32)	53.9 (55)	14.7 (15)	100.0 (102)
Autonomous region	0.0 (0)	100.0 (2)	0.0 (0)	100.0 (2)
Municipality	13.1 (11)	70.2 (59)	16.7 (14)	100.0 (84)
Total	26.2 (54)	59.2 (122)	14.6 (30)	100.0 (206)

Note: Percentages are within each type of government. In parentheses is the frequency.

4. How important is administrative simplification and e-government for achieving the following policy goals?

Table E.10. **Question 4.1: To modernise public administration**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	88.9 (16)	11.1 (2)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	94.1 (95)	5.9 (6)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (101)
Autonomous region	100.0 (2)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	89.2 (74)	10.8 (9)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (834)
Total	91.7 (187)	8.3 (17)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.11. **Question 4.2: To improve efficiency and lower costs of the public administration**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	83.3 (15)	16.7 (3)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	90.1 (91)	9.9 (10)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (102)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	84.5 (71)	15.5 (13)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (84)
Total	86.8 (178)	13.2 (27)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (205)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.12. **Question 4.3: To reduce the number of civil servants**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	22.2 (4)	55.6 (10)	16.7 (3)	0.0 (0)	5.6 (1)	100 (18)
Government agency	23.0 (23)	61.0 (61)	12.0 (12)	1.0 (1)	3.0 (3)	100 (100)
Autonomous region	0.0 (0)	0.0 (0)	50.0 (1)	0.0 (0)	50.0 (1)	100 (2)
Municipality	16.5 (14)	58.8 (50)	17.6 (15)	5.9 (5)	1.2 (1)	100 (85)
Total	20.0 (41)	59.0 (121)	15.1 (31)	2.9 (6)	2.9 (6)	100 (205)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.13. **Question 4.4: To enhance the trust of government**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	33.3 (6)	66.7 (12)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	49.5 (49)	45.5 (45)	4.0 (4)	1.0 (1)	0.0 (0)	100.0 (99)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	43.5 (37)	45.9 (39)	10.6 (9)	0.0 (0)	0.0 (0)	100.0 (85)
Total	45.6 (93)	47.5 (97)	6.4 (13)	0.5 (1)	0.0 (0)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.14. **Question 4.5: To improve service delivery from central and local government to citizens**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	83.3 (15)	11.1 (2)	5.6 (1)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	77.2 (78)	20.8 (21)	1.0 (1)	0.0 (0)	1.0 (1)	100.0 (101)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	68.2 (58)	30.6 (26)	1.2 (1)	0.0 (0)	0.0 (0)	100.0 (85)
Total	73.8 (152)	24.3 (50)	1.5 (3)	0.0 (0)	0.5 (1)	100.0 (206)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.15. **Question 4.6: To improve service delivery from central and local government to businesses**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	77.8 (14)	16.7 (3)	5.6 (1)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	78.2 (79)	17.8 (18)	3.0 (3)	1.0 (1)	0.0 (0)	100.0 (101)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	70.6 (60)	25.9 (22)	3.5 (3)	0.0 (0)	0.0 (0)	100.0 (85)
Total	74.8 (154)	21.4 (44)	3.4 (7)	0.5 (1)	0.0 (0)	100.0 (206)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.16. **Question 4.7: To improve the business environment**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	61.1 (11)	38.9 (7)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	65.7 (65)	30.3 (30)	2.0 (2)	1.0 (1)	1.0 (1)	100.0 (99)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	51.2 (43)	42.9 (36)	6.0 (5)	0.0 (0)	0.0 (0)	100.0 (84)
Total	59.1 (120)	36.5 (74)	3.4 (7)	0.5 (1)	0.5 (1)	100.0 (203)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.17. **Question 4.8: To improve Portugal's competitiveness**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	83.3 (15)	16.7 (3)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	73.0 (73)	24.0 (24)	2.0 (2)	0.0 (0)	1.0 (1)	100.0 (100)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	74.1 (63)	24.7 (21)	1.2 (1)	0.0 (0)	0.0 (0)	100.0 (85)
Total	74.1 (154)	23.9 (49)	1.5 (3)	0.0 (0)	0.5 (1)	100.0 (205)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.18. **Question 4.9: To improve co-ordination between levels of government (state, regions, and municipalities)**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	38.9 (7)	55.6 (10)	5.6 (1)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	49.0 (49)	40.0 (40)	6.0 (6)	2.0 (2)	3.0 (3)	100.0 (100)
Autonomous region	0.0 (0)	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	62.4 (53)	34.1 (29)	3.5 (3)	0.0 (0)	0.0 (0)	100.0 (85)
Total	53.2 (109)	39.0 (80)	5.4 (11)	1.0 (2)	1.5 (3)	100.0 (206)

Note: Percentages are within each type of government. In parentheses is the frequency.

5. How important are the following challenges and barriers to implementation of projects for simplification and e-government?

Table E.19. **Question 5.1: Legislation is complex and difficult to understand**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	38.9 (7)	50.0 (9)	11.1 (2)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	45.5 (46)	44.6 (45)	8.9 (9)	0.0 (0)	1.0 (1)	100.0 (101)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	55.3 (47)	38.8 (33)	3.5 (3)	2.4 (2)	0.0 (0)	100.0 (85)
Total	49.0 (101)	42.7 (88)	6.8 (14)	1.0 (2)	0.5 (1)	100.0 (206)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.20. **Question 5.2. Legislation preventing collaboration with other actors**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	22.2 (4)	66.7 (12)	11.1 (2)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	23.0 (23)	52.0 (52)	20.0 (20)	4.0 (4)	1.0 (1)	100.0 (100)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	32.9 (27)	54.9 (45)	7.3 (6)	3.7 (3)	1.2 (1)	100.0 (82)
Total	27.2 (55)	54.5 (110)	13.9 (28)	3.5 (7)	1.0 (2)	100.0 (202)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.21. **Question 5.3: Lack of funding**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	5.9 (1)	76.5 (13)	17.5 (3)	0.0 (0)	0.0 (0)	100.0 (17)
Government agency	31.7 (32)	41.6 (42)	22.8 (23)	3.0 (3)	1.0 (1)	100.0 (101)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	52.4 (44)	38.1 (32)	6.0 (5)	3.6 (3)	0.0 (0)	100.0 (84)
Total	38.2 (78)	43.1 (88)	15.2 (31)	2.9 (6)	0.5 (1)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.22. **Question 5.4: Lack of long-term funding for multi-year projects**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	16.7 (3)	72.2 (13)	11.1 (2)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	33.7 (34)	40.6 (41)	21.8 (22)	3.0 (3)	1.0 (1)	100.0 (101)
Autonomous region	50.0 (1)	0.0 (0)	50.0 (1)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	43.5 (37)	49.4 (42)	3.5 (3)	3.5 (3)	0.0 (0)	100.0 (85)
Total	36.4 (75)	46.6 (96)	13.6 (28)	2.9 (6)	0.5 (1)	100.0 (206)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.23. **Question 5.5: Lack of mechanisms for shared/joint funding across organisations**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	5.6 (1)	83.3 (15)	11.1 (2)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	27.3 (27)	49.5 (49)	18.2 (18)	4.0 (4)	1.0 (1)	100.0 (99)
Autonomous region	50.0 (1)	0.0 (0)	50.0 (1)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	47.0 (39)	45.8 (38)	2.4 (2)	3.6 (3)	1.2 (1)	100.0 (83)
Total	33.7 (68)	50.5 (102)	11.4 (23)	2.5 (7)	1.0 (2)	100.0 (202)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.24. **Question 5.6: Lack of common instruments for cost/benefit analysis**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	44.4 (8)	44.4 (8)	11.1 (2)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	32.7 (33)	43.6 (44)	16.8 (17)	2.0 (2)	5.0 (5)	100.0 (101)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	44.6 (37)	44.6 (37)	4.8 (4)	6.0 (5)	0.0 (0)	100.0 (83)
Total	38.7 (79)	44.1 (90)	11.3 (23)	3.4 (7)	2.5 (5)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.25. **Question 5.7: Lack of common public sector enterprise architecture**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	22.2 (4)	55.6 (10)	16.7 (3)	5.6 (1)	0.0 (0)	100.0 (18)
Government agency	28.0 (28)	44.0 (44)	19.0 (19)	7.0 (7)	2.0 (2)	100.0 (100)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	33.7 (28)	49.4 (41)	8.4 (7)	6.0 (5)	2.4 (2)	100.0 (83)
Total	30.0 (61)	47.3 (96)	14.3 (29)	6.4 (13)	2.0 (4)	100.0 (203)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.26. **Question 5.8: Lack of secure electronic identification and authentication**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	22.2 (4)	61.1 (11)	16.7 (3)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	26.0 (26)	49.0 (49)	19.0 (19)	4.0 (4)	2.0 (2)	100.0 (100)
Autonomous region	50.0 (1)	0.0 (0)	50.0 (1)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	55.4 (46)	31.3 (26)	8.4 (7)	4.8 (4)	0.0 (0)	100.0 (83)
Total	37.9 (77)	42.4 (86)	14.8 (30)	3.9 (8)	1.0 (2)	100.0 (203)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.27. **Question 5.9: Lack of ICT skills**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	16.7 (3)	72.2 (13)	11.1 (2)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	36.0 (36)	40.0 (40)	17.0 (17)	5.0 (5)	2.0 (2)	100.0 (100)
Autonomous region	50.0 (1)	0.0 (0)	50.0 (1)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	43.9 (36)	36.6 (30)	7.3 (6)	11.0 (9)	1.2 (1)	100.0 (82)
Total	37.6 (76)	41.1 (83)	12.9 (26)	6.9 (14)	1.5 (3)	100.0 (202)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.28. **Question 5.10: Resistance to organisational change**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	77.8 (14)	22.2 (4)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	46.0 (46)	43.0 (43)	9.0 (9)	2.0 (2)	0.0 (0)	100.0 (100)
Autonomous region	100.0 (2)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	65.9 (56)	25.9 (22)	7.1 (6)	1.2 (1)	0.0 (0)	100.0 (85)
Total	57.6 (118)	33.7 (69)	7.3 (15)	1.5 (3)	0.0 (0)	100.0 (205)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.29. **Question 5.11: Lack of coherent policies and strategies**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	41.2 (7)	58.8 (10)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (17)
Government agency	46.5 (47)	30.7 (31)	15.8 (16)	3.0 (3)	4.0 (4)	100.0 (101)
Autonomous region	100.0 (2)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	51.2 (43)	41.7 (35)	6.0 (5)	1.2 (1)	0.0 (0)	100.0 (84)
Total	48.5 (99)	37.3 (76)	10.3 (21)	2.0 (4)	2.0 (4)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

6. Does your organisation have guidelines and toolkits for the following tasks related to project management?

Table E.30. **Question 6.1. Project selection**

In per cent

Type of government	Yes	To a limited extend	No	Don't know	Total
Ministry	41.2 (7)	41.2 (7)	11.8 (2)	5.9 (1)	100.0 (17)
Government agency	37.8 (37)	38.8 (38)	23.5 (23)	0.0 (0)	100.0 (98)
Autonomous region	0.0 (0)	50.0 (1)	50.0 (1)	0.0 (0)	100.0 (2)
Municipality	19.5 (16)	50.0 (41)	24.4 (20)	6.1 (5)	100.0 (82)
Total	30.2 (60)	43.7 (87)	23.1 (46)	3.0 (6)	100.0 (199)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.31. **Question 6.2: Cost-benefit analysis**

In per cent

Type of government	Yes	To a limited extend	No	Don't know	Total
Ministry	27.8 (5)	44.4 (8)	22.2 (4)	5.6 (1)	100.0 (18)
Government agency	20.2 (20)	50.5 (50)	29.3 (29)	0.0 (0)	100.0 (99)
Autonomous region	0.0 (0)	0.0 (0)	100.0 (2)	0.0 (0)	100.0 (2)
Municipality	19.8 (16)	42.0 (34)	33.3 (27)	4.9 (4)	100.0 (81)
Total	20.5 (41)	46.0 (92)	31.0 (62)	2.5 (5)	100.0 (200)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.32. **Question 6.3: Project planning**

In per cent

Type of government	Yes	To a limited extend	No	Don't know	Total
Ministry	55.6 (10)	27.8 (5)	11.1 (2)	5.6 (1)	100.0 (18)
Government agency	46.0 (46)	32.0 (32)	21.0 (21)	1.0 (1)	100.0 (100)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	28.0 (23)	48.8 (40)	18.3 (15)	4.9 (4)	100.0 (82)
Total	39.6 (80)	38.6 (78)	18.8 (38)	3.0 (6)	100.0 (202)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.33. **Question 6.4: Monitoring**

In per cent

Type of government	Yes	To a limited extend	No	Don't know	Total
Ministry	47.1 (8)	35.3 (6)	11.8 (2)	5.9 (1)	100.0 (17)
Government agency	47.1 (48)	39.2 (40)	13.7 (14)	0.0 (0)	100.0 (102)
Autonomous region	0.0 (0)	50.0 (1)	50.0 (1)	0.0 (0)	100.0 (2)
Municipality	23.2 (19)	43.9 (36)	28.0 (23)	4.9 (4)	100.0 (82)
Total	36.9 (75)	40.9 (83)	19.7 (40)	2.5 (5)	100.0 (203)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.34. **Question 6.5: Evaluation**

In per cent

Type of government	Yes	To a limited extend	No	Don't know	Total
Ministry	50.0 (9)	33.3 (6)	11.1 (2)	5.6 (1)	100.0 (18)
Government agency	39.4 (39)	42.4 (42)	18.2 (18)	0.0 (0)	100.0 (99)
Autonomous region	0.0 (0)	50.0 (1)	50.0 (1)	0.0 (0)	100.0 (2)
Municipality	25.6 (21)	41.5 (34)	29.3 (24)	3.7 (3)	100.0 (82)
Total	34.3 (69)	41.3 (83)	22.4 (45)	2.0 (4)	100.0 (201)

Note: Percentages are within each type of government. In parentheses is the frequency.

7. What is the frequency of evaluation of simplification and e-government projects within your organisation?

Table E.35. **Question 7.1: Evaluations are done**

In per cent

Type of government	Quarterly	Annually	Every two years	Every five years	No evaluations conducted	Don't know	Total
Ministry	47.1 (8)	29.4 (5)	0.0 (0)	0.0 (0)	5.9 (1)	17.6 (3)	100.0 (18)
Government agency	21.4 (21)	44.9 (44)	0.0 (0)	0.0 (0)	29.6 (29)	4.1 (4)	100.0 (98)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	11.4 (9)	36.7 (29)	3.8 (3)	2.5 (2)	26.6 (21)	19.0 (15)	100.0 (79)
Total	19.9 (39)	40.3 (79)	1.5 (3)	1.0 (2)	26.0 (51)	11.2 (22)	100.0 (196)

Note: Percentages are within each type of government. In parentheses is the frequency.

8. How important are the following challenges in preventing co-operation with other organisations to deliver simplification solutions?

Table E.36. **Question 8.1: Lack of incentives to work together**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	33.3 (6)	38.9 (7)	22.2 (4)	0.0 (0)	5.6 (1)	100.0 (18)
Government agency	32.3 (32)	49.5 (49)	14.1 (14)	0.0 (0)	4.0 (4)	100.0 (99)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	38.3 (31)	50.6 (41)	7.4 (6)	2.5 (2)	1.2 (1)	100.0 (81)
Total	35.0 (70)	49.0 (98)	12.0 (24)	1.0 (2)	3.0 (6)	100.0 (200)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.37. **Question 8.2: Habit of non-collaboration**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	58.8 (10)	29.4 (5)	11.8 (2)	0.0 (0)	0.0 (0)	100.0 (17)
Government agency	38.6 (39)	44.6 (45)	11.9 (12)	0.0 (0)	5.0 (5)	100.0 (101)
Autonomous region	100.0 (2)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	39.3 (33)	50.0 (42)	8.3 (7)	1.2 (1)	1.2 (1)	100.0 (84)
Total	41.2 (84)	45.1 (92)	10.3 (21)	0.5 (1)	2.9 (6)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.38. **Question 8.3: Lack of confidence in other actors**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	22.2 (4)	55.6 (10)	22.2 (4)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	13.9 (14)	38.6 (39)	37.6 (38)	1.0 (1)	8.9 (9)	100.0 (101)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	26.5 (22)	54.2 (45)	13.3 (11)	3.6 (3)	2.4 (2)	100.0 (83)
Total	20.1 (41)	46.6 (95)	26.0 (53)	2.0 (4)	5.4 (11)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.39. **Question 8.4: Different maturity levels**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	16.7 (3)	55.6 (10)	22.2 (4)	0.0 (0)	5.6 (1)	100.0 (18)
Government agency	16.8 (17)	61.4 (62)	18.8 (19)	0.0 (0)	3.0 (3)	100.0 (101)
Autonomous region	0.0 (0)	100.0 (2)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	30.1 (25)	50.6 (42)	15.7 (13)	2.4 (2)	1.2 (1)	100.0 (83)
Total	22.1 (45)	56.9 (116)	17.6 (36)	1.0 (2)	2.5 (5)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.40. **Question 8.5: Internal resistance to change**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	61.1 (11)	38.9 (7)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	26.7 (27)	53.5 (54)	16.8 (17)	0.0 (0)	3.0 (3)	100.0 (101)
Autonomous region	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	48.8 (41)	41.7 (35)	6.0 (5)	2.4 (2)	1.2 (1)	100.0 (84)
Total	39.0 (84)	47.3 (97)	10.7 (22)	1.0 (2)	2.0 (4)	100.0 (205)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.41. **Question 8.6: Lack of clear guidelines**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	38.9 (7)	50.0 (9)	11.1 (2)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	38.6 (39)	42.6 (43)	14.9 (15)	0.0 (0)	4.0 (4)	100.0 (101)
Autonomous region	100.0 (2)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	48.8 (41)	40.5 (34)	8.3 (7)	2.4 (2)	0.0 (0)	100.0 (84)
Total	43.4 (89)	42.0 (86)	11.7 (24)	1.0 (2)	2.0 (4)	100.0 (205)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.42. **Question 8.7: Incompatible technical standards**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	27.8 (5)	44.4 (8)	22.2 (4)	0.0 (0)	5.6 (1)	100.0 (18)
Government agency	14.9 (15)	54.5 (55)	22.8 (23)	1.0 (1)	6.9 (7)	100.0 (101)
Autonomous region	0.0 (0)	100.0 (2)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	36.1 (30)	34.9 (29)	21.7 (18)	4.8 (4)	2.4 (2)	100.0 (83)
Total	24.5 (50)	46.1 (94)	22.1 (45)	2.5 (5)	4.9 (10)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.43. **Question 8.8: Lack of financing mechanisms for shared service**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	27.8 (5)	50.0 (9)	22.2 (4)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	30.7 (31)	50.5 (51)	10.9 (11)	1.0 (1)	6.9 (7)	100.0 (101)
Autonomous region	50.0 (1)	0.0 (0)	50.0 (1)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	48.8 (41)	35.7 (30)	7.1 (6)	6.0 (5)	2.4 (2)	100.0 (84)
Total	38.0 (78)	43.9 (90)	10.7 (22)	2.9 (6)	4.4 (9)	100.0 (205)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.44. **Question 8.9: Legal barriers**

In per cent

Type of government	Very important	Somewhat important	Not important	Don't know	Not applicable	Total
Ministry	16.7 (3)	44.4 (8)	33.3 (6)	0.0 (0)	5.6 (1)	100.0 (18)
Government agency	26.0 (26)	44.0 (44)	19.0 (19)	2.0 (2)	9.0 (9)	100.0 (100)
Autonomous region	0.0 (0)	100.0 (2)	0.0 (0)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	38.6 (32)	45.8 (38)	9.6 (8)	6.0 (5)	0.0 (0)	100.0 (83)
Total	30.0 (61)	45.3 (92)	16.3 (33)	3.4 (7)	4.9 (10)	100.0 (203)

Note: Percentages are within each type of government. In parentheses is the frequency.

9. To what extent are external stakeholders involved in your organisation's efforts to improve service delivery to citizens and businesses?

Table E.45. **Question 9.1: Citizens or citizens' organisations**

In per cent

Type of government	Very much involved	Involved to some extent	Only involved to a limited extent	Not involved	Not applicable	Total
Ministry	29.4 (5)	23.5 (4)	35.3 (6)	11.8 (2)	0.0 (0)	100.0 (17)
Government agency	14.0 (14)	15.0 (15)	22.0 (22)	29.0 (29)	20.0 (20)	100.0 (100)
Autonomous region	0.0 (0)	50.0 (1)	0.0 (0)	50.0 (1)	0.0 (0)	100.0 (2)
Municipality	15.7 (13)	31.3 (26)	24.1 (20)	16.9 (14)	12.0 (10)	100.0 (83)
Total	15.8 (32)	22.8 (46)	23.8 (48)	22.8 (46)	14.9 (30)	100.0 (202)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.46. **Question 9.2: Businesses or businesses' organisations**

In per cent

Type of government	Very much involved	Involved to some extent	Only involved to a limited extent	Not involved	Not applicable	Total
Ministry	27.8 (5)	27.8 (5)	22.2 (4)	16.7 (3)	5.6 (1)	100.0 (18)
Government agency	14.9 (15)	27.7 (28)	24.8 (25)	19.8 (20)	12.9 (13)	100.0 (101)
Autonomous region	0.0 (0)	50.0 (1)	0.0 (0)	50.0 (1)	0.0 (0)	100.0 (2)
Municipality	16.9 (14)	27.7 (23)	27.7 (23)	15.7 (13)	12.0 (10)	100.0 (83)
Total	16.7 (34)	27.9 (57)	25.5 (52)	18.1 (37)	11.8 (24)	100.0 (204)

Note: Percentages are within each type of government. In parentheses is the frequency.

Table E.47. **Question 9.3: Other governmental institutions (including local government)**

In per cent

Type of government	Very much involved	Involved to some extent	Only involved to a limited extent	Not involved	Not applicable	Total
Ministry	50.0 (9)	33.3 (6)	16.7 (3)	0.0 (0)	0.0 (0)	100.0 (18)
Government agency	30.0 (30)	41.0 (41)	15.0 (15)	10.0 (10)	4.0 (4)	100.0 (100)
Autonomous region	0.0 (0)	50.0 (1)	50.0 (1)	0.0 (0)	0.0 (0)	100.0 (2)
Municipality	26.5 (22)	33.7 (28)	25.3 (21)	4.8 (4)	9.6 (8)	100.0 (83)
Total	30.0 (61)	37.4 (76)	19.7 (40)	6.9 (14)	5.9 (12)	100.0 ()

Note: Percentages are within each type of government. In parentheses is the frequency.

ANNEX F

Main Initiatives in Simplex 2006-2008

Together, the Simplex programmes 2006, 2007 and 2008 contain 757 initiatives.

Thirty initiatives in Simplex 2006, twenty initiatives in Simplex 2007 and fourteen initiatives in Simplex 2008 are highlighted as the most important. They are shown in the boxes below.

Box F.1. **Thirty initiatives highlighted in Simplex 2006**

1. Electronic version of the Official Gazette (*Diário da República*).
2. On-the-spot-firm.
3. Once-and-for-all registration for basic and secondary education.
4. Electronic applications for higher education and electronic registrations.
5. Electronic booking of hospital appointments (appointments when you need them).
6. Single contact point for job offers and requests.
7. Simplified municipal building permits.
8. Electronic complaints to the Inspectorate General of Planning (IGAT).
9. Pre-filled electronic income tax declaration.
10. Simpler tax complaint system.
11. Electronic application for benefits and pensions.
12. Virtual consulate for citizens living abroad (Portugal Online).
13. Streamlining of residence and work permit system (related to immigrants).
14. Creation of a reception centre for immigrants (multi-channel, multi-language).
15. Equivalences for foreign academic qualifications (transfer of responsibility from Ministry of Education to education establishments).
16. Elimination of certificates proving non-existence of debts.
17. Simplified building fire safety system.
18. Electronic declaration of trading.
19. Simplification of industrial licences and permits.
20. Simplification of retail licences.
21. Electronic filing of export declarations.
22. Online application for aid under the Common Agricultural Policy (CAP).
23. Reconciliation of the ecological balance and the development of the populations living in national ecological reserve (REN) areas.
24. Virtual Single Contact Point for port authorities (Single Virtual Porthole).
25. Removal of obligation for corporate notarised deeds.
26. Removal of obligation for company ledgers (related to book-keeping).
27. Easier and faster company dissolution and liquidation.
28. Single filing of accounts and other information requirements.
29. Electronic mailbox for all citizens.
30. On-the-spot-trademark.

Box F.2. **Twenty initiatives highlighted in Simplex 2007**

1. Centralised register of licences and prior authorisations.
2. "I Lost My Wallet" desk (integrated service at a single contact point for re-issuing of identity documents).
3. Removal of certificates for public authorities (by improving communication within public administration).
4. Electronic legislative procedure.
5. Electronic complaints to security and police services.
6. Online system for locating Portuguese citizens abroad.
7. Online retirement (electronic application for pensions and other social benefits).
8. Internet access points with help for taxpayers at tax offices.
9. One-stop-Home (single contact point for purchase/sale of property).
10. Single contact point for inheritance (official acts linked to a person's death).
11. Simplification of planning processes (town and countryside).
12. Simplification of procedures for inspection of liquid gas and fuel systems.
13. Winegrowing Online.
14. Single Logistical Window for the Maritime/Port System.
15. Online version of the "Work and Employment Bulletin".
16. Electronic booking of hospital appointments [continuation of initiative from Simplex 2006].
17. Electronic Student's Card.
18. Online information on higher education graduates – benchmarking of institutions.
19. Cultural Website.
20. Streamlining of procedures related to the military census.

Box F.3. **Fourteen initiatives highlighted in Simplex 2008**

1. Dematerialisation of waste monitoring forms.
2. Simplification and dematerialisation of procedures for applying for support from CAP (European Union's Common Agricultural Policy).
3. Simplification and dematerialisation of procedures for mandatory deposit of publications.
4. Simplification of the process for licensing of Enterprise Location Areas (ALEs).
5. "Networked Library" project under Ministry of Defence.
6. Bilingual Trade Registry.
7. Creation of a Public Announcement Website.
8. New Website for the electronic edition of the public gazette (*Diário da República*).
9. Simplification and dematerialisation of procedures for payment of VAT (IVA) on imports.
10. ADSE – access to beneficiaries' current accounts.
11. E-Diary for interaction with the health sector.
12. Driving licence (electronic application for renewal, etc.).
13. Dematerialisation and creation of user reception points for Borders and Immigration Service (SEF).
14. Improve user contact with the social security system (multi-channel contact centre, etc.).

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FURTHER READING

OECD e-Government Studies
Netherlands
Turkey
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Cutting Red Tape
Comparing Administrative Burdens across Countries
Administrative Simplification in the Netherlands
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