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DAV Dienst Administratieve Vereenvoudiging

ASA Agence pour la Simplification Administrative

OECD WORKSHOP ON MEASURING PROGRESS IN REGULATORY REFORM
Measuring Outcomes: The Use of Perception Surveys in OECD Countries

Session 1: Experiences in Belgium

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Content

- Focus of this presentation
  - How do countries design surveys so that they identify key areas for reform and solutions?
  - What lessons can be drawn from existing survey tools? How can countries improve questionnaires and project design?
- Overview of Belgium's approach
- KAFKA-model of ASA to measure Administrative Burden
  - Structure
  - Use
- KAFKA-model for perception studies in the field of Administrative Burden
  - Concepts
  - Indicators
- Case studies making use of the KAFKA-model for perception studies
  - Tax-on-web
  - Belgian general practitioners

Overview of Belgium's approach

Fields of activity

- Belgium is active in measuring administrative burden on different levels and in different ways:
  - Macro-level: f.i. Bi-annual study among companies & self-employed persons on the perception of administrative burdens and quality of regulation, with a particular focus on the areas of tax, environment and labour (employment , social security , ..) by Agency for Administrative Simplification (ASA) together with the Bureau Federal du Plan (BFP)
  - Meso-level: f.i. Customer Satisfaction Surveys on satisfaction towards service received, ultimate objective being the improvement of service level (several ministries of have such surveys like the Federal Ministry for Staff & Organization, the Federal Ministry of Employment/Labour or Ministry of Finance).
- These surveys traditionally generate valuable indexes used in high level reports, but give little or less input to
  - Identify key areas for reform and solutions
  - Measure the effect of actual policy implementations
  - Give input to develop real policies on specific domains
- Therefore the Agency for Administrative Simplification (ASA) developed methods to perform measurements in micro-levels

KAFKA-model for Administrative Burden

Structure of the model

- The KAFKA-model of ASA is
  - Based on a Standard Cost Model
  - Easy to understand and use
  - Easy to explain to other involved parties
  - With clear indications for future action plans

- The KAFKA-model has 2 main goals:
  - To measure the (possible) impact or progress as a result of specific regulatory reforms to reduce the administrative burden
  - To identify key areas & possible solutions

***KAFKA-model**: <AB (Administrative burden)> = <T (time) x Ps (Price service) + Po (Price out-of-pocket)> x <Q (number x frequency)>*

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KAFKA-model for Administrative Burden

Using the model

- The model is easy to use when
  - The information can be withdrawn out of existing governmental databases
  - The circumstances and services which are being measured are well defined and well understood
  - When the population or target group is well defined
- The model was difficult to use when:
  - The aim is to measure key areas & possible solutions in circumstances with a large number of uncertain factors
  - When (some of the) data is not available in (public) databases
  - Attitudinal measurements where needed
  - It was needed to measure the real impact of a regulatory reform quickly after the implementation (or after a pilot) to be able to adjust or fine-tune impact results
- Therefore the Agency for Administrative Simplification (ASA)
  - Developed a method with Indigov that enables them to perform large scale quantitative perception surveys on a micro-level based on the agency's model of administrative burden
  - Applied the method on some first cases as to validate the instrument

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KAFKA-Model for perception surveys

Model consists of 7 main concepts

1. Who?
2. What?
3. How?
4. Why?
5. Q-factor (Frequency)
6. T-factor (Time)
7. P-factor (costs)

Administrative burden

Each concept is divided into:

- different main indicators
- different sub-indicators (or variables)

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1. Who?

Profiling and segmentation of user groups and types

Socio-demographic

"hard" features

- Citizens
  - language
  - age
  - educational degree
  - ...
- Companies
  - sector
  - number of staff
  - Revenue
  - ...
- Governments
  - level
  - number of staff
  - ...

Behaviouristic

Contextual behavioural characteristics

- ICT-user profiles
  - access vs. non-access
  - user vs. non-user
  - light vs. heavy user
  - skilled vs. non-skilled
  - high vs. low user expectations
- Role and frequency of contact or interaction with the government in general
  - private
  - professionally

Pyscho-graphic

Attitudinal and motivational characteristics

- General motivational profile (lifestyle)
- Attitudes regarding ICT
  - Need vs. no need
  - Like vs. dislike
  - Trust vs. distrust
- Trust in government
- Specific motivational profile regarding the topic or problem

2. What?

Process or live event in a specific sector, domain, service,...

Life event A

For example: buying a car

- Administrative process A
  fe. Registration application
  - Administrative acts
- Administrative process B
  fe. Pay road taxes

Life event B

For example: become ill

the “live event approach” enables us to take into account a whole process rather than one single isolated action

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3. How?

Electronic versus non-electronic

Non-electronic

Offline channels

- Movement needed
  - Distance (in km)
    - Destination
      - Civil service
      - Town/city hall
      - Post office
    - Transportation
      - By foot
      - By bike
      - By car (motorized)
      - Public transport

⇒ Customer Satisfaction Index
⇒ reasons for use
⇒ reasons for non-electronic use (barriers)

Electronic

Online interaction types/levels

- E-mail communication
- Information
- Downloads
- Uploads
- Transactions
- Pro-active services

⇒Customer Satisfaction Index
  ⇒Quality parameters (user experience & perceptions)
    ⇒Performance
    ⇒Importance
⇒Reasons for electronic use (motivators)
⇒Perceived costs & benefits

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4. Why?

Attitudinal indicators

Towards administrative burden

Attitudinal scales towards

- Administrative burden
- Administrative Simplification

Towards specific service of supplier

Attitudinal scales towards

- The specific service or live event
- The service supplier itself

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5. Q-factor

Q-factor = number x frequency

- Number = number of citizens/companies using a specific service
  fe. 1,5 million registration applications a year: measured by use or non-use in surveys

- Frequency = how often?
  fe. 1 time every other 4 to 5 years (average citizen)
  - Frequency administrative acts

6. T-factor (Time)

Time spent / standard times

Time spent directly related to obtain the service

Time spent **Direct** (in minutes)

- Preparation time
  - Print or copy document
  - Sign document
  - Post document
  - Fax document
  - E-mail document
  - Execute payment order (electronic/non-electronic)
- Waiting time
- Operating time
  - Archive paper/electronic document
  - Add document to letter/e-mail
  - Reception of document/e-mail

Time spent indirectly related to obtain the service

- Time spent **Indirect** (in minutes)
  - Travel time (foot, bike, Public transport,...)
  - Call for information / placing order
  - Navigate to a website
  - Download and print form
  - Create an online account
  - Login (via account/eID/token)
  - Batch preparation
  - …

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7. P-factor

Price / Standard rates

Direct costs

Direct costs are all service rates

Out-of-pocket costs

- Print or copy document
  - Black/white
  - Colour
- Archive
- Communication costs
  - Post
    - Envelopes
    - Stamps (in bulk)
    - Registered mail
  - Telephone
  - Internet
- Relocation costs
  - Car (motorized)
  - Parking charges
  - Public transport
- Charges for courier services
- Charges for payment orders
- Other

Some examples

2 case studies

- Measuring real impact:
  - The Agency for Administrative Simplification (ASA) performed a perception survey among Belgian Citizens to measure the impact of reforms in the income tax administration (Tax-on-web) to see whether the implementation of an online possibility to fill in personal taxes online had a positive influence on the administrative burden
- Identify key areas where policy reforms are wanted
  - The Agency for Administrative Simplification (ASA) performed a perception survey among Belgian general practitioners to identify key areas where reforms could have high impact

Some results

Case study Tax-on-web

- Survey : Representative sample of the Belgian internet population (N = 1779)
- Aim
  - Impact measurement of online vs. offline tax declaration
  - Use, Satisfaction and time spent on paper versus online decalaration via Tax-on-Web
  - Identifications of barriers and reasons for non-use of Tax-on-Web
  - Satisfaction and estimation future usage
- Results:
  - XXX € savings

Some results

Case study Belgian general practitioners

- Survey: Representative sample of the Belgian population (N = 395)
- Aim was to measure :
  - Administrative burden
  - Attitudes en needs towards burden and simplification
  - To identify key areas of possible policy reforms by listing administrative duties which have high impact on T & Q factor
  - Identify processes where the Federal government can have influence on and where simplification can have a considerable impact on the objective burden and the subjective feeling of burden
  - To gather data which can be used in the ASA-model: P-factor, Q-factor, T-factor, …
- Result
  - High attention in media and on the political agenda
  - Identification of key areas
  - Gathering of valuable data for the ASA-model which was not available in official databases

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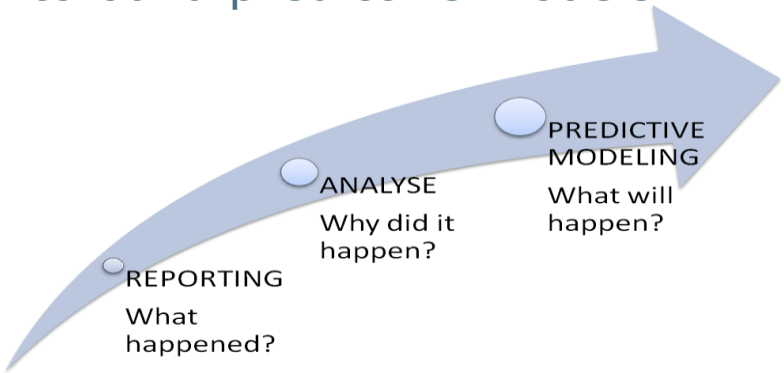
Conclusions

- KAFKA-model for perception surveys
  - Enables the ASA to now perform measurements for services and with populations it previously had no information about
  - Gives them an instrument they can easily use at relatively low costs to identify key areas and to measure possible impact
  - Gives the ASA a change to be very closely to the actual implementation of a reform (or even to measure the impact of test cases)
  - Uses a standardized method and as a result builds op a benchmark database, thereby creating the possibility in the long term to build predictive models