



REPUBLIC OF SLOVENIA  
MINISTRY OF THE INTERIOR

QUALITY OF PUBLIC ADMINISTRATION  
DIRECTORATE



# **ACTION PLAN FOR THE IMPLEMENTATION OF BETTER LEGISLATIVE REGULATION POLICY**

**September 2012**

## **CONTENT**

<b>1 PURPOSE AND GOAL OF THE ACTION PLAN</b> .....	<b>3</b>
<b>2 CURRENT SITUATION</b> .....	<b>3</b>
<b>2.1 Permanent inter-ministerial working group</b> .....	<b>4</b>
<b>2.2. The Resolution on Legislative Regulation and implementing provisions</b> .....	<b>4</b>
<b>2.3 The EAB programme and the commitment to reduce administrative burdens by 25% in the 2012-2013 period ("Minus 25%" programme)</b> .....	<b>5</b>
<b>2.4 Reports of the Court of Auditors</b> .....	<b>6</b>
<b>2.5 Other reports and reactions of the public</b> .....	<b>7</b>
<b>2.6 Summary of the report on introducing better legislation principles (for 2011)</b> .....	<b>7</b>
<b>3 EU AND OECD POLICY</b> .....	<b>13</b>
<b>4 ORGANISATION AND METHOD OF WORK OF THE PERMANENT INTER-MINISTERIAL WORKING GROUP</b> .....	<b>14</b>
<b>4.1 Organisation</b> .....	<b>14</b>
The Strategic Council .....	15
Coordination and Steering Group .....	15
<b>4.2 Method of work</b> .....	<b>16</b>
<b>5 PROGRAMME GOALS AND ACTIVITIES</b> .....	<b>16</b>
<b>5.1 Implementation of projects/programmes of unburdening</b> .....	<b>16</b>
A) "Minus 25%" programme.....	16
B) Evaluation of realised/proposed measures.....	17
C) Deregulation of entry conditions (activities/professions) .....	17
D) The PSC project .....	18
Deadline for implementation: .....	19
E) Good practices of implementing EU legislation – "Europe can do better" .....	19
<b>5.2 The implementation of assessments of the results of the impacts of regulations (including the cooperation with the public)</b> .....	<b>20</b>
A) Raising awareness and compliance with the provisions of the Resolution and the Rules of Procedure of the Government of the Republic of Slovenia.....	20
B) Preparation and use of methodologies .....	20
C) Implementation of assessments of impacts on the economy (SME test) .....	21
D) Cooperation with the public .....	23
<b>5.3 Ex-post evaluations of adopted regulations</b> .....	<b>23</b>
A) Implementation of evaluations on the basis of the provision of the Rules of Procedure.....	23
<b>6 INDICATORS</b> .....	<b>23</b>
<b>7 REPORTING</b> .....	<b>24</b>

# 1 PURPOSE AND GOAL OF THE ACTION PLAN

This Action Plan is a document which, on the basis of existing regulations, stipulates operative activities, programme goals and indicators, which will be used to measure the success rate of introducing and implementing the principles and provisions of better legislation. It contains the situation assessment of legislation in the Slovenian public administration and the public, and briefly highlights the development and efforts on the international level. Technically, as a managing body, it determines a permanent inter-ministerial working group which is composed of the Strategic Council and the Coordination and Steering Group. This duality ensures significant **political support** and **efficient operations** in the public administration itself and presents the way to **stricter respect for the principles and provisions of better legislation policy**.

**By enforcing better legislation, the following impacts can be achieved:**

- **Enhancement of competitiveness of companies/the economy;**
- **Enhanced openness of the market;**
- **Improved living standards, and**
- **Increased transparency.**

**The aforementioned impacts are reflected in:**

- **Reducing the costs of companies;**
- **Encouraging the business sector;**
- **More efficient legislative regulation, and**
- **Better legislation ensures improved fulfilment of commitments.**

## 2 CURRENT SITUATION

Similarly to other European countries, through the prism of the financial and economic crisis, numerous weak points in existing systems have also become evident in Slovenia; therefore, drastic structural changes are necessary for recovery, and this will also stimulate economic activity and increased growth. **A regulatory framework**, whereby the **economy can function efficiently**, is essential for the quality implementation of public services. **Transparent legislation** is also a **condition for ensuring companies a good environment for their operations**. The preparation of better regulations, elimination of administrative barriers, reduction of legislative burdens and simplification of procedures are the key elements for achieving a competitive economy and establishing an efficient public administration.

Within the scope of its improved legislation policy, the Republic of Slovenia has begun to deal with the active implementation of principles of better regulation preparation in order to achieve a higher level of competitiveness for small and medium-sized companies, as well as increase the satisfaction of citizens who interact with the state due to various life-related events. The basic principles for the better preparation of regulations comprise the **assessment of the impacts of regulations and policies** and well-implemented analyses of economic, environmental and social impacts, which are of key importance in the quality formation of proposals for regulations; **cooperation with the public** is intended to ensure the appropriate inclusion of expert and other interested public in the earliest possible phase of the process of preparing proposals for regulations; the **elimination of administrative barriers** involves processes of reducing, eliminating or preventing administrative burdens, including the assessment of administrative costs of business entities or citizens caused by the current legislation; the **simplification of legislation** includes methods of abolition,

codification and merger of various laws or unwritten legal provisions into a unified (legal) text, the reform of legislation on the basis of amendments and codifications of specific acts and changing directives with decrees.

**The implementation of the Resolution on Legislative Regulation (Official Gazette of the RS, no. 95/2009) has shown many problematic factors with regards to supervision, qualifications, coordination and political support, whereas the legal bases are appropriate; however, problems occur in implementation. The significance of developing the preparation of better regulations and a more efficient legislative environment is highly prioritised in the EU and all Member States.**

## ***2.1 Permanent inter-ministerial working group***

In April 2007, the Government of the Republic of Slovenia formed a permanent inter-ministerial working group for the better preparation of regulations and elimination of administrative barriers. This group involved representatives of all ministries and some governmental offices. The main task of the working group was to introduce mechanisms for the better preparation of legislation, i.e. the simplification and accessibility of legislation, assessment of impacts, elimination of administrative barriers and consultations with the public. Member of this group cooperate in various ad hoc working groups in relation to numerous special projects.

## ***2.2. The Resolution on Legislative Regulation and implementing provisions***

The Ministry of Public Administration and the Office of Legislation in 2009 in cooperation with the relevant ministries prepared the Resolution on Legislative Regulation, which is the fundamental legal and political document for better legislation policy. The **Resolution** is a programme-related act and is a politically binding document prepared in accordance with the current legal regulations that stipulate the procedure for adopting regulations. Consequently, at the beginning of 2010, several activities were initiated for the revision of the Rules of Procedure of the Government of the Republic of Slovenia and the Instruction No. 10 for Implementing the Provisions of the Rules of Procedure of the Government of the Republic of Slovenia. The Rules amending the Rules of Procedure of the Government of the Republic of Slovenia were adopted on 8 April 2010 and entered into force on 4 May 2010. The contents of the aforementioned amendments and supplements follow the directives of the Resolution on Legislative Regulation and specifically regulate the implementation of the assessments of the consequences of proposals for regulations, and specifically define the cooperation and consultations with the public. The technical or implementation aspect of these provisions was included in the text of the Instruction No. 10 for Implementing the Provisions of the Rules of Procedure of the Government of the Republic of Slovenia that was adopted on 26 May 2010 and entered into force on 4 June 2010. The Instruction specifically defines the components of letter and the content of government materials, as well as the method of their preparation. As a tool in the preparation of a proposal for regulation and thereafter in the preparation of the letter added to the contents of the materials, the Ministry of Public Administration in cooperation with other ministries prepared the **Manual for the Implementation of Assessments of the Consequences of Regulations and Policies** which was presented and disseminated at training sessions and is accessible on the Ministry's website. The **Manual** will be supplemented, mostly with specific methodologies, and amended with regard to specific circumstances and the requirements of ministries.

On 1 April 2010, the IPP system entered into its production phase; this system covers all significant steps in the process of adopting regulations and enables the inclusion of contributions of the interested public to the contents of regulations. The connection of the support system with the online sub-portal E-democracy enables simplified monitoring of valid legislation and legislation in the preparatory stage at one location, since the provisions of the Resolution, Rules on Procedures, and the Instruction as well as the Act on the Access to Information of Public Character demand require that ministries and governmental offices publish all regulations and regulations in the preparatory stage on their websites with the purpose of informing and cooperating with the public.

### **2.3 The EAB programme and the commitment to reduce administrative burdens by 25% in the 2012-2013 period ("Minus 25%" programme)**

On the basis of preliminary findings resulting from analyses based on the [primary Programme](#) for the elimination of administrative barriers and a range of new initiatives set by the expert and interested public, in **July 2012** the [renewed Action Programme](#) for the **Elimination of Administrative Barriers and Reduction of Legislative Burdens for 2012 and 2013** was prepared; it focuses on unburdening the economy and citizens, and it also has an important impact on reducing public administration costs.

The renewed Action Programme is the fundamental strategic document for reducing administrative burdens and eliminating administrative obstacles, thus integrating new thinking related to the preparation of better regulations, including the elimination of administrative burdens and simplification of procedures.

**The renewed Action Programme comprises 269 measures, of which 136 were transferred from 2011, since they were not realised in that year, as well as an additional 133 measures according to individual priority areas.**

The Action Programme **focuses** on so-called 'curative' ; however, **prevention** is also very important. The assessment of impacts is also required in the process of adopting regulations; therefore, it is necessary to find the best solutions and to communicate with the public and key stakeholders.

Most emphasis is put on the **process of relieving the environment and space, the wide area of labour law, cohesion** (drawing European funds), **finance** (taxes and levies as well as other duties) and the **economy** (status related legal affairs and business or financial reports).

The Action Programme is comprised of several phases. Phases I, II and III have been implemented. Phase IV involves the process of implementing normative amendments to regulations on the basis of adopted measures; in the final phase V the Ministry of Justice and Public Administration in cooperation with other ministries and external expert public will perform an evaluation and measure the impacts of the programme for individual line ministries, which will occur on the basis of the realisation of measures. It is very important that on the one hand results are measured on the basis of a standard international methodology; on the other hand, it is even more important that **positive impacts of changes are experienced by the stakeholders** who will actively participate in the evaluation.

In accordance with the [common methodology for measuring administrative costs prepared according to the SCM international methodology](#), which is a tool for calculating the estimate

of administrative costs that enables a systematic, precise and detailed distribution of the regulation, in [Phase II](#) measurements were implemented on **14 areas, 71 laws and 3528 executive laws were reviewed, whereby 996 of them burden the administration.** The analysed regulations result in **EUR 1.449 billion in administrative costs** on the economy and citizens. **In order to realise the Minus 25% goal, these costs must be reduced by EUR 362 million.**

The Ministry of Justice and Public Administration manages, coordinates and harmonises the implementation of the Action Programme and is also monitoring the implementation by special agents at individual ministries of the measures as stipulated in the Action Programme in accordance with the adopted decisions.

**The Ministry of Justice and Public Administration manages, coordinates and harmonises the implementation of the better legislation programme and the Action Programme for the Elimination of Administrative Barriers.** A **Permanent inter-ministerial working group** for the preparation of better regulations and for the elimination of administrative barriers was founded for a **more efficient and successful realisation of the programme.** It is composed of the **Strategic Council**, which is involved in the strategic development of the preparation of better regulations and the elimination of administrative barriers, and of the **Coordination and Steering Group** that prepares the work action plan, is responsible for realising decisions adopted by the Strategic Council and prepares reports on the realisation of measures and forwards them to the Strategic Council of the Permanent inter-ministerial group.

Special agents of the inter-ministerial group will be responsible for implementing measures according to individual areas. In cooperation with the agents, the Ministry will prepare regular quarterly reports on the implementation of the programme. The Government and the public will be informed of the realisation of the programme via the [www.minus25.gov.si](http://www.minus25.gov.si) portal. The Ministry of Justice and Public Administration will actively participate in individual measures which have priority in improving the business environment for the economy.

In cooperation with individual line ministries' agents, special attention will be dedicated to preventing new administrative barriers in such a way that in the case of inappropriate legislative solutions which unnecessarily burden citizens or business entities, the Ministry of Justice and Public Administration will warn the competent line ministry and, if necessary, also the Government. It is very important that modified or new regulations relieve the administration and that they do not add new unnecessary burdens.

On the basis of adopted government decisions the Ministry of Justice and Public Administration will continue to review new executive acts of individual line ministries, and in the case of inappropriate solutions, issue a negative opinion to the line ministry involved.

Intensive communication will be held with the public via the "Minus 25%" portal; other activities focused on the reduction of bureaucracy or realisation of measures that are not included in the Action Programme, will be implemented on a daily basis. Special emphasis will be put on e-services projects and the implementation of activities in the field of deregulation or renewal of the legislation on regulated activities and professions.

## **2.4 Reports of the Court of Auditors**

The Court of Auditors of the Republic of Slovenia implemented the first audit entitled "Do we verify the impacts of proposed regulations on the society in Slovenia? (1)" for the period from

1 January 2003 to 5 January 2007 (issued on 7 March 2007), and emphasised that only 30% of act proposals include information on the consequences of the act on society (general) and that there is a fear that the assessment of impacts would be treated only as administrative burden. The Court also warned about the insufficient monitoring of the impacts of regulations and insufficient monitoring of cooperation with the public. In a subsequent report, "Do we verify the impacts of proposed regulations on the society in Slovenia? (2)" for the period from 1 January 2006 to 30 May 2012 (issued on 24 August 2012), the Court of Audit established that the procedure for adopting regulations still does not contain efficient controls that would guarantee the preparation of a regulation according to the stipulated procedure, as well as quality prepared materials for the proposal of the regulation. The report also states that a few positive changes were made in 2010, i.e. when the provisions of the resolution entered into force.

## ***2.5 Other reports and reactions of the public***

The Ombudsman's office also warns about problems in the field of improving legislation, especially with regard to enabling cooperation with the public. The same issue has been emphasised by the chambers of commerce, crafts and trade, which contacted the responsible Ministry, the National Assembly and other public administration bodies. Representatives of non-governmental organisations were also dissatisfied with the level of compliance with the provisions on cooperation with the public. The intensity of incentives further increased in 2012.

## ***2.6 Summary of the report on introducing better legislation principles (for 2011)***

The Ministry of Justice and Public Administration which monitored the implementation of the Resolution on Legislative Regulation (hereinafter referred to as: the Resolution) and consequently also the amendments to the Rules on the Procedure of the Government of the RS and the Instruction No. 10 of the Secretary General of the Government for the implementation of the provisions of governmental Rules of Procedure. 10 (hereinafter referred to as: Instruction No. A report was drafted for the aforementioned activities. The monitoring of realisation phases was implemented from 4 June 2010 when the new Instruction No. 10 entered into force. This Instruction was the final act necessary for a specific legal basis for the provisions of the Resolution, which is a legal and political act. In Section VII, the Resolution determines the indicators for the realisation of its provisions. With regard to its competences, the Ministry monitored: the fifth indent, which refers to the implementation of the entire assessment of consequences; the tenth and eleventh indents, which refer to the achievement of the most extensive consent possible on the necessity of regulations and to encouraging and ensuring the cooperation of the public in the preparation and monitoring of the implementation of regulations; the seventeenth indent, which refers to the submission of drafts of executive acts.

209 government materials for the proposals of acts, which were accessible at the IPP collection or at the collection of government materials, were reviewed. For the proposals of acts that are deemed for urgent procedures, the Rules of Procedure of the Government in Paragraph 5 of Article 8b stipulate that only those components determined by the Rules of Procedure of the National Assembly are mandatory. The same paragraph also stipulates that bodies preparing the proposals should prepare a report on the assessment of consequences on individual areas two years after the entry into force of acts, and such report must be sent to the National Assembly as a courtesy copy after it has been discussed by the Government, and that it must also be published on the appropriate websites (the list of laws is attached in

Appendix 3). By considering the provisions on exceptions in the Rules of Procedure of the Government (proposals for acts that are adopted by urgent procedure), the number of relevant materials in the review of assessments and cooperation with the public was reduced to 165, with the procedure type in the field of verifying the submission of drafts not being relevant.

### **The implementation of a complete assessment of consequences**

The assessment of consequences is implemented on the basis of Article 8 of the Rules of Procedure of the Government in the following fields of work: the economy, administrative consequences, and the environment, which includes spatial and protection aspects; the assessment of consequences in the social field; the assessment of consequences with regard to development planning documents; the assessment of financial consequences for the national budget and other public financial funds. Financial consequences are stipulated by the competent line ministry and also monitored by the line ministry. Financial consequences are also consequences which have the longest tradition and are completely established for all types of acts. Financial consequences were not specially monitored at the review of government materials for the aforementioned reasons.

**Table 1: The number of laws with (non)implemented assessment of consequences**

<b>ASSESSMENTS</b>	<b>YES</b>	<b>NO CONSEQUENCES</b>	<b>NO</b>	<b>TOTAL</b>
ORDINARY PROCEDURE	51	26	12	89
SUMMARY PROCEDURE	36	32	8	76
<b>TOTAL</b>	<b>87</b>	<b>58</b>	<b>20</b>	<b>165</b>

**Table 2: The number of assessments by areas**

<b>ASSESSMENTS</b>	<b>NUMBER</b>	<b>RELATION TO IMPLEMENTED</b>
Administrative consequences	72	82.75%
Consequences for the economy, SME, competitiveness	38	44%
Consequences for the environment, spatial planning, protection aspect	6	6.89%
Consequences on the social area	30	34.48%
Consequences with regards to development planning documents	8	9.19%

### **Findings:**

The quality of assessments varies – from problem studies to assessment in a few sentences. Obviously, the government materials with Instruction No. 10 increased in complexity, also with added item 6, where the areas of assessment are explained in greater detail and presented as points of registration. Some persons preparing the documents find the completion of forms (according to the mentioned points) unnecessary extra work, and therefore do not desire any upgraded methodologies for individual line ministries. This is also the reason that ‘profound’ integrated assessments were practically not implemented. There were some good experiments; however, an integrated assessment lacked the summary of all consequences and a proposal for supporting one of the alternative solutions and statements of evaluation criteria. Some fields of work already enable numerical assessments on the

basis of methodologies, which the persons preparing proposals of acts did not use. The methodology for the impact on budgetary funds has been established for the assessment of administrative consequences; the methodology for the assessment of impacts on the economy as well as the environment with an emphasis on SME is in the preparatory phase.

The function of supervising **data in government materials** is also an important aspect, since such supervision should be implemented by each appropriate line ministry (inter-ministerial harmonisation). If this function were used as initially anticipated, it would offer the widest supervision apparatus in comparison with other EU Member States and the OECD. The reasons for its non-implementation are mostly lack of personnel and time for implementation.

Furthermore, the provision that the obligation of the implementation of assessment applies to all acts (all laws; and if the regulations and other executive acts are not attached to the law, the provision also applies for them) with adopted amendments, namely without any real transitional period or pilot case, is one of the reasons this provision has not been complied with to a greater extent.

Despite the implemented training and presentation of resolutions and other documents among the representatives of line ministries and persons preparing regulations, the implementation of "detailed" assessments has not been noticed. It has also been established that training sessions were attended by persons preparing regulations, while decision-makers (e.g. general directors, state secretaries etc.) showed little interest. The main reason for this was the expressed lack of methodologies, personnel and time.

**The problem of the inconsistent engagement of key ministries:** the basis for an integrated assessment of consequences is the "intertwinement" of assessed fields of work. The implementation of an integrated assessment has shown the awareness of the fact that what is good for one field of work is not necessarily good or bad for another. The purpose is to study the consequences for various areas, to connect the results and establish findings about the results of proposed changes in order to make a political decision more easily and transparently. A mechanism whereby line ministries verify the statements of persons preparing regulations during the inter-ministerial harmonisation period at the latest has not been established in the Slovenian system because we do not have sufficient experts to perform these tasks within a special body, others would be responsible for preparing the policies at line ministries. A form for government materials which contains the points of registration has been prepared to assist persons preparing regulations as well as supervisors. The Manual for the Assessment of Consequences, which provides the basic guidelines that would be supplemented with the methodologies proposed by the line ministries was also prepared. Line ministries did not respond to such an agreement for quite some time; in 2011 the activities for the preparation of the methodology for the territorial impact assessment (TIA) started, and at the end of the year, the preparation of the methodology for the assessment of consequences on the economy also started.

#### **Proposals**

- A gradual introduction of a comprehensive integrated assessment is proposed in such a way that in the procedure for the preparation of the governmental work programme only one law at a time is determined (or any other appropriate regulation – possibly strategy) per line ministry, regarding which it is stipulated in advance as to when an assessment must be implemented, as well as further implementation dates. In this way, consistent implementation of an assessment would be ensured on the basis of methodologies which could be tested and, if necessary, supplemented or amended. After the pilot projects are implemented, a requirement for basic integrated assessment that would contain data from the form of government materials, summary and main content, that would be proposed for regulations that are proposed for adoption by urgent procedure and summary procedure; for regulations

that would be proposed according to ordinary procedure, and that would present an additional intervention or a completely new act, a comprehensive integrated assessment would be required, since it would contain numerical assessments measured according to individual methodologies.

- A group for the supervision of implementing assessments or a special committee at the Government or group within the Secretariat General should be established, since dispersed supervision produced no results (despite training and letters).

- Nonetheless, further training and presentation to officials and decision-makers are proposed.

### **Cooperation with the public**

Cooperation with the public was integrated into Article 9 and 9a of the Rules of Procedure of the Government, as well as Instruction No. 10, which stipulates that the procedure for cooperation with the public is described in the introductory part of the materials; the core of the materials should contain the summary of cooperation. Exceptions are determined in Paragraph 6 of Article 9 of the Rules of Procedure of the Government (when the nature of matters does not enable such cooperation (measures adopted in urgent procedures, measures that need to be adopted and taken immediately, on an exact date without prior notification of the public) and in Paragraph 7 of Article 9 of the Rules of Procedure of the Government, where the exceptions are enumerated.

The Ministry monitored the following:

- publication of a proposal of a regulation for at least 30 days, i.e. on own website or e-democracy web portal;

- publication on the e-democracy web portal – was considered if the file with the proposal was published;

- if the portal contained at least a short summary of the cooperation with the public (also possible on the form).

**Table 3: Cooperation with the public**

	NO. OF MATERIALS	NO. OF EXCEPTIONS	PUBLICATION MIN. 30 DAYS	PERCENTAGE OF PUBLICATIONS FOR MIN. 30 DAYS	PUBLICATION ON E-DEMOCRACY	PERCENTAGE OF PUBLICATIONS ON E-DEMOCRACY	SUMMARY OF CONSULTATIONS	PERCENTAGE OF SUMMARIES
ORD. PROCEDURE	89	0	66	74%	48	54%	63	71%
SUMM. PROCEDURE	76	3	33	45%	32	44%	33	45%
TOTAL	165	3	99	61%	80	49%	96	60%

Cooperation with the public is implemented in two forms: providing information and cooperation; the difference is in the purpose and results of cooperation.

**Informing:** means the possibility of the public being informed on proposals or new regulations. Some progress was made with the introduction of the IPP, which enables the public to follow the procedure for preparing regulations (in the sense of modifying statuses on e-democracy) of all line ministries and acquiring information on theses, drafts, proposals, assessments (if the file is attached) of assessments of all line ministries at one site. The results of the review show that the provision on the publication of proposals for at least 30 days was considered in only 61% of cases; the table also shows that more proposals were published on the websites of ministries than on e-democracy, where the publication percentage is only 49% (by considering the fact that the ministries publish on their websites

"regulations in preparation"). In reviewing e-democracy, we noticed the problem that ministries do not attach files with regulations (so the public cannot see the text of the regulations); therefore, it was considered that the laws that did not contain attached files were not provided with information to the public appropriately.

**Cooperation:** means the cooperation of, and the contribution of, the public (expert and general) in the process of preparing regulations. Cooperation evolves in the earliest phase, where the public helps to identify problems and solutions; and in the process of adoption, the public also provides specific propositions. Persons preparing proposals can invite a specific (e.g. expert) member of the public individually to the working group; the public can also cooperate online in ways that have been enabled. The basis for these decisions is already stipulated in the Rules of Procedure of the Government, which, however, is subsidiary in comparison with special provisions (*lex specialis*) and does not intervene in regulated relations. The problem of renewing drafts also occurs in this form of cooperation, since the persons preparing proposals do not attach the newest drafts; therefore, the public comments on provisions which have already been amended or eliminated.

Cooperation with the public was also monitored via summaries of reports on cooperation, which present the mandatory element of government materials. "At least a brief summary" was set as a criterion, i.e. containing the following information: when, for whom, and the content of the proposals which were adopted and why, and which were not adopted and why. The review results show that only 60% of government materials contained the summary of cooperation.

#### **Proposals:**

- A 'firmer' form of obligation is proposed, namely that the publication be made via the IPP on E-democracy (with the purpose of establishing a common information point). The Decision of the Government of the Republic of Slovenia no. 38200-12/2009/5 as at 19 November 2009 (Information on IT support for procedures for preparing regulations project - IPP) does not suffice; the letter as of October 2010 did not have the anticipated impact.

- Supervision of informing and cooperating - if supervision is appropriate, line ministries would be forced to implement the provisions of the Resolution and the Rules of Procedure of the Government of the Republic of Slovenia.

- Further cooperation, i.e. technically in the IPP system, where drafts will be published on E-democracy and commentaries will be enabled, as well as on the bases and techniques of cooperation with the public.

- Further 'development' of the online E-democracy sub-portal with the purpose of making the website more transparent and user-friendly, enabling the functions of applying for newsletters, and enabling access to 'older' files on the same regulation without searching through "Archives";

- Enhanced promotion of the E-democracy online sub-portal, so that the public is informed on the possibilities and ways of cooperation.

#### **Submission of drafts of executive acts**

The provision on the realisation of the Resolution by submitting drafts of executive acts is integrated into Paragraph 2 of Article 8b of the Rules of Procedure of the Government.

#### **Criteria:**

- Are the executive acts anticipated
- Attached drafts

**Table 4: Number of (un)attached drafts**

NO. OF MATERIALS	ATTACHED DRAFTS	NO DRAFTS	EXECUTIVE ACTS ARE NOT ANTICIPATED
209	58	28	123

Out of 209 reviewed materials, only 58 had drafts of executive acts attached; the contents of 123 materials did not anticipate executive acts; no legally anticipated acts were attached to 28 materials. By considering the fact that this is a completely new provision, the results show progress, since in 58 out of 86 cases (67%) of materials where executive acts were anticipated, the latter were also attached. The fact that this provision as determined in the Rules of Procedure is monitored (also by the Secretariat General) is also evident from some governmental decisions that stipulate that the materials must be supplemented with the drafts of executive regulations.

The fact that drafts are not always attached during the inter-ministerial harmonisation phase, but as late as in the discussion phase at a Government session is of some concern. Therefore, it is proposed that ministries and especially the Secretariat General of the Government of the Republic of Slovenia and the Office of Legislation during inter-ministerial harmonisation put special emphasis on the attachments of proposals of government materials, and already in this phase warn about drafts of executive acts that are lacking.

### **Conclusion**

The report concludes that progress in the process of preparing regulations has been established, and this is mostly evident in the quite consistent consideration of provisions on the submission of drafts of executive acts. By enforcing the IPP mechanism, informing the public and the possibility of cooperation with the public are increasing, which has also been noticed; however, there is still quite a high number of cases where cooperation was limited only in regard to informing the public and not to the bi- or multilateral exchange of opinions. The greatest improvement can be made in the field of implementing assessments of the results of regulations. The reasons for this are mostly in the very short tradition of requirements and the process of adapting (e.g. speeding up processes) regulation adoption with the purpose of defying the crisis. Along with the review of realising provisions, the report also offers specific measures for a more consistent and transparent implementation of the provisions of the Resolution on Legislative Regulation.

The list of laws adopted in urgent procedures also forms an important part of the report. Article 8b of the Rules of Procedure of the Government stipulates for laws adopted in urgent procedures that the assessment of results must be performed subsequently, i.e. the evaluation of impacts of regulations is therefore performed.

## Appendix: 2012

Progress in the field of methodology development was noticed in 2012. Already towards the end of 2011, the so-called SME test or assessment of results in the economy was initiated within the Action Plan for the implementation of the SBA act. This also includes some macroeconomic issues. It is assumed that the renewed methodology for measuring costs which is stipulated by the legislation for subjects, the SME test, the instructions for passing this test, the timeline for implementation and the administration of the implementation of the SME test will be adopted and approved by the Strategic Council in September, and then confirmed by the Government of the Republic of Slovenia.

A new methodology for the assessment of financial impacts caused by modified budget forms is also being prepared by the Ministry of Finance. The draft of the methodology will be in preparation until 1 January 2013, whereupon it will also be tested as a pilot project.

The Ministry of Agriculture and Spatial Planning is also very active in the field of methodologies, and also cooperates on several European projects in which territorial impact assessment methodologies are being developed (TIA).

The general and expert public have already warned about the problem of cooperation in the preparation of regulations. Other line ministries also face the same problems, since they are informed on certain proposals at committee meetings or Government sessions. In most cases of proposals, the inter-ministerial harmonisation, for which the Rules of Procedure of the Government stipulate a 14-day period, was **unreasonably short and thus aggravated**. Many times the deadline was **one to three days**. This practice leads to imprudent and non-harmonised solutions that are followed by non-conforming legislation and a decline in legal safety.

## **3 EU AND OECD POLICY**

Also in the European Union, the preparation of better regulations is also an important measure aimed at guaranteeing the conditions for the efficient operation of the internal market and a tool that leads to achieving the medium- and long-term goals of the Lisbon Strategy. The strategy for better regulations is based on the fact that Member States should achieve/prepare legislation that is efficient, transparent, proportional and responsible, thus enabling growth and the development of the business sector, especially for small and medium-sized companies, as well as the creation of a legislative environment that is friendly to citizens.

The initiative for rational legislation has come to life, and considering the fact that rational legislation is one of the key priorities of the EU 2020 strategy, it is undoubtedly necessary to ensure the continuity of the realisation of efforts by realising appropriate and ambitious legal bases and institutional regulations. At the level of European institutions, the aforementioned mostly means "closing the regulative cycle" at the European Commission, where the well-enforced system of performing assessments of impacts was upgraded by introducing evaluations of the impacts of adopted acts; an important step was also taken by the European Parliament, which established the unit for assessing the impacts of relevant amendments; the pressures in the Council of the European Union are also growing stronger, since the latter has the task of studying the possibilities of introducing a similar system for adopting decisions at this institution.

At the level of Member States, the mentioned goals could be achieved with close cooperation between Member States mostly by exchanging good practices in the field of preparing

regulations in individual Member States. For this purpose, ad hoc working groups with national experts for the field of better legislation and a working group for the elimination of administrative barriers were established. The High Level Group of Independent Stakeholders on Administrative Burdens, managed by Dr Stoiber, has a great impact on the work of the group for the elimination of administrative barriers, and this High Group also proposed the basic programme for eliminating the administrative burdens of European regulations.

Some European countries and OECD members in the 1990s started monitoring processes of adopting decisions and preparing regulations; they mostly became aware of the need to place more attention on citizens who use the regulations. As the first international organisation, the OECD presented the common findings of its members in the Recommendation on Quality Regulation Policy of 1995. This document was followed by other documents on the macroeconomic and other areas. The last was the renewed document from 1995 and 2005, which was adopted on 22 March 2012 by the OECD Council (Recommendation of the OECD Council on Regulatory Policy and Governance). This recommendation stipulates that members must report on the level of compliance with recommendations.

The tasks of OECD also comprise reviews of members as well as of "observers". In one of these projects – the SIGMA project – Slovenia was evaluated in 2006, wherein the majority of recommendations included the adoption of a national regulatory policy and the establishment of a common supervisory system at governmental level. At the time when Slovenia was joining the OECD, the Resolution on Legislative Regulation was recognised as an appropriate document and the integration of provisions into the legal order was welcomed, while the supervision system was viewed with scepticism, since according to the experience of OECD members, results can be achieved only by introducing common supervision. Further development will be monitored on the basis of several reports based on OECD documents, as well as with various ordinary and extraordinary reviews.

## **4 ORGANISATION AND METHOD OF WORK OF THE PERMANENT INTER-MINISTERIAL WORKING GROUP**

By establishing a permanent inter-ministerial working group for the preparation of better regulations and for the elimination of administrative barriers in national administration, the Republic of Slovenia is one step closer to fulfilling the common obligation of Member States and European institutions. The group was established by a Government decision, which also stipulates the structure of bodies and their tasks.

The goal is to enable the better preparation of regulations and consequently to improve the legislative process and legislation itself, as well as to reduce administrative costs, which has a great impact and has positive impacts on a higher level of transparency, rationality and the economy of national administration operations, a higher rate of legal safety and acceptability of regulations for citizens, as well as greater responsibility of the national administration to the economic sector.

### ***4.1 Organisation***

The permanent inter-ministerial group is comprised of:

- the Strategic Council,
- the Coordination and Steering Group – agents,

- if necessary, expert committees for priority areas.

## **The Strategic Council**

The Strategic Council prepares strategic guidelines for further development in the field of preparing better regulations and eliminating administrative barriers; it approves action plans and other implementation documents; it considers the quarterly report on realisation; it supervises the work of the Coordination and Steering Group, and if necessary, the work of established expert committees for priority areas, and it rejects or approves the proposals of members of expert committees for priority areas. If necessary, it appoints members of expert committees for priority areas, who can also be members of the Coordination and Steering Group or employed in individual line ministries, or they can be external members, representatives of the expert public, chambers, associations and similar.

## **Coordination and Steering Group**

The Coordination and Steering Group prepares the work action plan; it is involved in realising the decisions adopted by the Strategic Council at line ministries and in governmental offices; it prepares reports on the realisation of measures and forwards them to the Strategic Council.

**Agents and their deputies** as members of the Coordination and Steering Group perform their tasks within the scope of the regular duties of their work. These tasks include:

- coordination of tasks in the field of preparing better regulations on each area at the line ministry;
- the preparation and implementation of the strategic plan for the implementation of the better preparation of regulations (specific activities, indicators);
- cooperating closely with the Administrative Processes Directorate at the Ministry of Justice and Public Administration;
- implementing projects/elimination of burdens programmes (e.g. "Minus 25%" programme, the PSC project – deregulation, good practices of implementing EU legislation – "Europe Can Do Better", etc.);
- implementing the assessment of the results of the impacts of regulations (impacts on the economy, the SME test – pilot projects in 2012); assessment is performed by an individual entity preparing the proposals, the agent is responsible for reviewing, assistance with regards to contents and the coordination of implementing assessments;
- implementing ex-post evaluations of adopted regulations; evaluation is performed by an individual entity preparing the proposals; the agent is responsible for reviewing and the coordination of implementing assessments;
- reporting to the head of the Coordination and Steering Group on activities implemented in accordance with the determined tasks.

If expert committees for priority areas are established, they are responsible for preparing implementation documents in connection with the realisation of the Action Plan, and these documents are forwarded to the Strategic Council. The establishment of expert committees according to key priority areas is foreseen by the end of September:

I. FINANCE AND THE ECONOMY

II. ENVIRONMENT AND SPATIAL PLANNING

### III. LABOUR LAW AND SOCIAL AFFAIRS

#### IV. DEREGULATION

The role of the boards will be to provide the reactions of the public and information from the field (problems of implementing legislation in individual fields) with the goal of enabling the better implementation (use in practice) of legislation and eliminating the difference between the enforced legislation and its implementation in practice. It is important to achieve simplicity and transparency of legislation for business entities to the maximum possible extent.

#### **4.2 Method of work**

The Strategic Council normally convenes twice a year. The Coordination and Steering Group normally convenes four times a year. The meetings of established expert committees for priority areas are held regularly on a monthly basis or when required.

The permanent inter-ministerial working group performs its work in correspondence meetings by using information and communication services.

The business secretary of the permanent inter-ministerial working group coordinates the meetings. The meetings of established expert committees for priority areas are coordinated by the head of the working group or his/her deputy.

## **5 PROGRAMME GOALS AND ACTIVITIES**

### **5.1 Implementation of projects/programmes of unburdening**

#### **A) "Minus 25%" programme**

The Ministry of Justice and Public Administration in cooperation with the general public and other ministries or competent line ministries prepared the renewed Action Programme for the Elimination of Administrative Barriers and Reduction of Legislative Burdens for 2012 and 2013 with the aim of achieving a better quality legislative environment, to stimulate the competitiveness of the economy and to ensure the efficient provision of the services of the public administration for citizens and companies.

The new programme of measures that have not been realised so far (from 2011) also includes the Government's commitments that arise from the Contract for Slovenia 2012-2015. The Government of the Republic of Slovenia adopted the programme on 5 July 2012, thus obliging line ministries to realise the measures within the anticipated time frames.

The renewal of the programme was urgent, since, considering the findings of analyses and the scope of new incentives issued by the expert and interested public, it was evident that the proposed action plan from 2011 with the goal to reduce the costs in the amount of EUR 362 million or 25% of all established burdens within the scope of 71 analysed laws would not be achieved. *The renewed Action Programme comprises **269 measures**, of which **136 were transferred from 2011**, since they were not realised in that year, as well as **additional 133 measures** according to individual priority areas.*

On 5 July 2012, the Government of the Republic of Slovenia adopted the renewed Action Programme for the Elimination of Administrative Barriers and Reduction of Legislative Burdens for the 2012-2013 period, thus **stipulating that line ministries realise the programme within the time frames determined for each individual action.**

The Government of the Republic of Slovenia engaged **the Ministry of Justice and Public Administration**:

- to manage, coordinate and supervise programme implementation,
- to manage and coordinate the work of the inter-ministerial working group,
- to cooperate on the implementation of individual measures,
- to train agents and other public servants, and to offer professional help to line ministries in the implementation of the programme,
- to prepare quarterly reports on the realisation of the programme in cooperation with competent line ministries or agents and to forward these reports to the Government,
- to update the programme with additional measures in cooperation with competent line ministries or agents and the general public,
- to implement the evaluation of impacts in cooperation with the general expert public and competent line ministries or agents for individual areas (phase 5 of the "Minus 25%" Action Programme).

**Deadline for implementation:**

Line ministries are obliged to realise the programme within the set time frame as stipulated for each individual measure, and by the end of 2013 at the latest.

**B) Evaluation of realised/proposed measures**

It is necessary to ensure better implementation (use in practice) of legislation – do legislative demands actually realise the goals which are followed with norms – the difference between the set legislation and its implementation in practise. It is important to achieve simplicity and transparency of legislation to the maximum possible extent for business entities; therefore the introduction of the verification of impacts of adopted legislation after a specific period (1 year) with the aim of ensuring VISIBLE impacts for the entities concerned is urgent.

**Deadline for implementation:**

Permanent task of **all line ministries**.

**C) Deregulation of entry conditions (activities/professions)**

According to the level of regulation of activities and professions (at least 300 activities and over 300 professions), Slovenia ranks at the top in Europe; therefore, our goal is to renew legislation in this area and contribute to improving the competitiveness of the economy; for this purpose, we established an **inter-ministerial group for the renewal of legislation in the field of regulating entry conditions for individual activities and regulated professions**.

The Ministry of Justice and Public Administration on 28 June 2012, in accordance with the Decision of the Government of the Republic of Slovenia No. 01000-4/2012/6 as at 24 May 2012, established the **inter-ministerial working group for the renewal of legislation in the field of regulated activities and professions** (hereinafter referred to as: the group for the renewal of professions and activities – GRPA), which comprises representatives of the Ministry of Justice and Public Administration, the Ministry of Economic Development and Technology, as well as the Ministry of Labour, Family and Social Affairs. In cooperation with other line ministries, the group will study the regulations and prepare proposals for measures for:

- an appropriate and comprehensive implementation of the Services Directive,

- an appropriate and comprehensive implementation of the Professions Directive,
- the renewal or improvement of legislation, conditions and procedures for performing activities and professions, i.e. in order to eliminate administrative barriers,
- deregulation if it is established that the conditions are not harmonised with EU legislation or the practice of Member States,
- the standardisation and simplification of procedures for the efficient implementation of the PSC2 project.

The Government of the Republic of Slovenia has already adopted the **first package of measures** (construction industry, crafts and tourism); by the end of the year, it will prepare the **second package** (veterinary medicine, real property, legal profession, detectives, employment agencies, driving schools, chimney sweeping services, cemetery and burial services – **more than 150 regulated professions and activities will be processed this year**).

#### **Deadlines for implementation according to areas:**

- **By 30 June 2012** – crafts, tourism, construction industry;
- **By 30 December 2012** – veterinary medicine, real property, legal profession, detectives, employment agencies, driving schools, geodesy activity, chimney sweeping services, cemetery and burial services;
- **By 31 May 2013** – (healthcare, social services, protection and security, trade, justice, the environment, transport and logistics, catering and accommodation);
- **By 31 December 2013** – (energy sector, finance, education, sport, culture, agriculture, other personal and business services);
- **By 30 September 2014** - other regulated professions and activities (according to the list of general activities or PSC codebook).

## **D) The PSC project**

The PSC project is an important content-related and technical upgrade of the e-VEM project. This is a common entry point that will be available for foreign and domestic entrepreneurs who want to do business in Slovenia. An important part of the upgrade is connected to the conditions for performing various activities.

In July 2010, the Government of the Republic of Slovenia thus adopted the Action Plan for Establishing the PSC portal - point of single contact to support procedures for obtaining permits to practise regulated activities in the Republic of Slovenia (hereinafter referred to as: the PSC), which, in addition to the implementation of Directive on services in the internal market in the Republic of Slovenia, constitutes the realisation of important national goals in the field of simplifying the business environment for domestic and foreign business entities, setting up a uniform and transparent database of regulated activities/professions and presenting demanding legal contents in a transparent and structured manner. The establishment of the PSC business portal is an important upgrade of the content of the domestic **e-VEM portal** for domestic entities and the establishment of a completely new portal for foreigners. The goal of the PSC is not only to establish a portal and publish information on the conditions for work in the Republic of Slovenia, but mainly to focus on rationalisation, simplification and deregulation.

Due to the complexity of the PSC project, it was divided into two parts:

- PSC1 (information function) – **web portal – foreigners** – will offer all information (in English) on conditions and permits (with an emphasis on cross-border provision and

conditions), administrative procedures and costs in the Republic of Slovenia to service providers and users in any Member State at a single point in a simple and transparent way; **web portal – domestic** – will offer information regarding business conditions in the Republic of Slovenia, the establishment of companies, the acquisition of permits and business operations in the Republic of Slovenia, and will link domestic companies with other EU Member States and provide information on cross-border operation – **to be implemented in June 2012;**

- **PSC2** (process function) – the information selected on a qualitative basis on the PSC1 portal will present the basis for the implementation of electronic support for procedures related to the issuing of various permits; the PSC2 web portal site will allow providers of services from any EU Member State to perform all formalities and procedures defined by the Services Directive; return decisions of the body will also be submitted electronically; **the first electronic submissions of applications will be enabled in 2013.**

Within the PSC1 sub-project, the EUGO web portal was tested and published in June 2012: (Slovenia business point – foreigners / PSC – domestic – [www.eugo.gov.si](http://www.eugo.gov.si)), which enables publication and access to information at one site. Within the scope of the PSC2 project, this portal will guarantee electronically supported procedures that have to base on renewed and, if necessary, on regulated legislation that will simplify the business environment.

Within the scope of the PSC1 project, a critical analysis of the conditions and procedures for performing an activity and professions in the Republic of Slovenia is necessary, along with the transparent publication of information on the conditions and procedures online; on this basis, a package of 400 to 500 regulations will be required.

#### **Deadline for implementation:**

##### **PSC1:**

1. The analysis and list of conditions for the performance of service activities included in the Services Directive (including professions); the conditions and procedure for acquiring permits by the end of April 2012,
2. Analysis and the list of requirements for activities in the field of other service activities by the end of December 2012,
3. Full production of the PSC portal in June 2012,
4. The analysis and list of requirements for activities in other fields and updating of changes from 2013 on.

##### **PSC2:**

1. Obtaining the operation for drawing European funds in May 2012,
2. First remote submissions of applications in 2013 (legislation needs to be modified in order to realise the PSC2 project).

## **E) Good practices of implementing EU legislation – "Europe can do better"**

**In the process of preparing assessments of the consequences of impacts on regulations, it is necessary to make a comparison of European requirements with existing or prepared requirements at the national level. It is necessary to ensure that the measures adopted by the EC at the EU legislation level (Minus 25% programme at the EU level) will actually be implemented at the national level.**

The president of the High Group (High Level Group of Independent Stakeholders on Administrative Burdens) for the elimination of administrative burdens, Dr Edmund Stoiber in April 2012 in Brussels presented the report 'Europe Can Do Better', which contains cases of the best EU legislation implementation practices in individual Member States, which are minimally burdening from the administration aspect.

The High Group for the elimination of administrative barriers is an independent consulting group established in 2007 for the purpose of consulting the European Commission in the implementation of the Action Programme for the Elimination of Administrative Burdens of EU legislation by 25% by the end of 2012.

The report shows that there are **many possibilities and methods for the more impactful implementation of EU legislation** in individual Member States, since almost one third of administrative burdens that arise from EU legislation do not originate from the same inefficient legislation, but mostly due to the **non-optimal implementation of EU legislation at the national level**. Optimum implementation and avoiding excessive regulation of EU requirements and standards therefore present the key element to more impactful operations and increasing the competitiveness of companies.

At the national level, Member States would enhance the efforts to include the principles of smart regulation in legislative procedures and enable a structured approach to implementing the assessment of the results of the impacts of regulations and policies. Furthermore, in the preparation of regulations, it is necessary to include the key stakeholders in the earliest phase possible and to encourage a change of culture in state bodies by placing more emphasis on focusing on final users.

**Deadline for implementation:**  
Permanent task of **all line ministries**.

## ***5.2 The implementation of assessments of the results of the impacts of regulations (including the cooperation with the public)***

### **A) Raising awareness and compliance with the provisions of the Resolution and the Rules of Procedure of the Government of the Republic of Slovenia**

The implementation of the Resolution on Legislative Regulation (Official Gazette of the RS, no. 95/2009) has shown many **problematic factors with regards to supervision, qualifications, coordination and political support**, whereas the legal bases are appropriate; however, problems occur at implementation.

The **coalition partners** have shown an awareness of the mentioned problems in the **Contract for Slovenia 2012-2015** and are committed to working toward ensuring better quality regulations (item 5 of the section "Organisation and Operations of the Government). These regulations would be ensured by upgrading the standards of consulting the interested public (chambers, unions etc.) in the preparation and adoption of regulations. Improved quality regulations will be achieved with the consistent implementation of assessments of the impacts of regulations, which will ensure the decision making of the Government on the basis of facts and evidence.

- Activities (MJPA): training, including contents in training for general directors, presentations of novelties for ministers and cabinets,
- activities (all agents): participation; guaranteeing the participation of target groups; (possible coordination at line ministries);
- timeline: permanent task of all line ministries.

### **B) Preparation and use of methodologies**

It is also necessary to systematically continue to introduce **tools for adopting quality and impactful regulations**.

- Activities (MJPA): manages meetings and cooperates in the preparation of methodologies
- activities (competent agent of the line ministry): cooperates with the MJPA
- activities (all agents): cooperate on pilot cases, Coordination and Steering Group adopts the methodology and forwards it to the Strategic Council for further approval
- activities (all agents): ensure implementation at line ministries
- timeline: permanent task of all line ministries.

### **C) Implementation of assessments of impacts on the economy (SME test)**

Measures that support the development of small and medium-sized companies (SME) and entrepreneurship are integrated in the framework of implementing the Small Business Act for Europe, the purpose of which is to improve the general approach of policy to entrepreneurship, the integration of the principle of "Think Small First" in policy making and encouraging the growth of SME by resolving problems that halt their development and the development of the business environment.

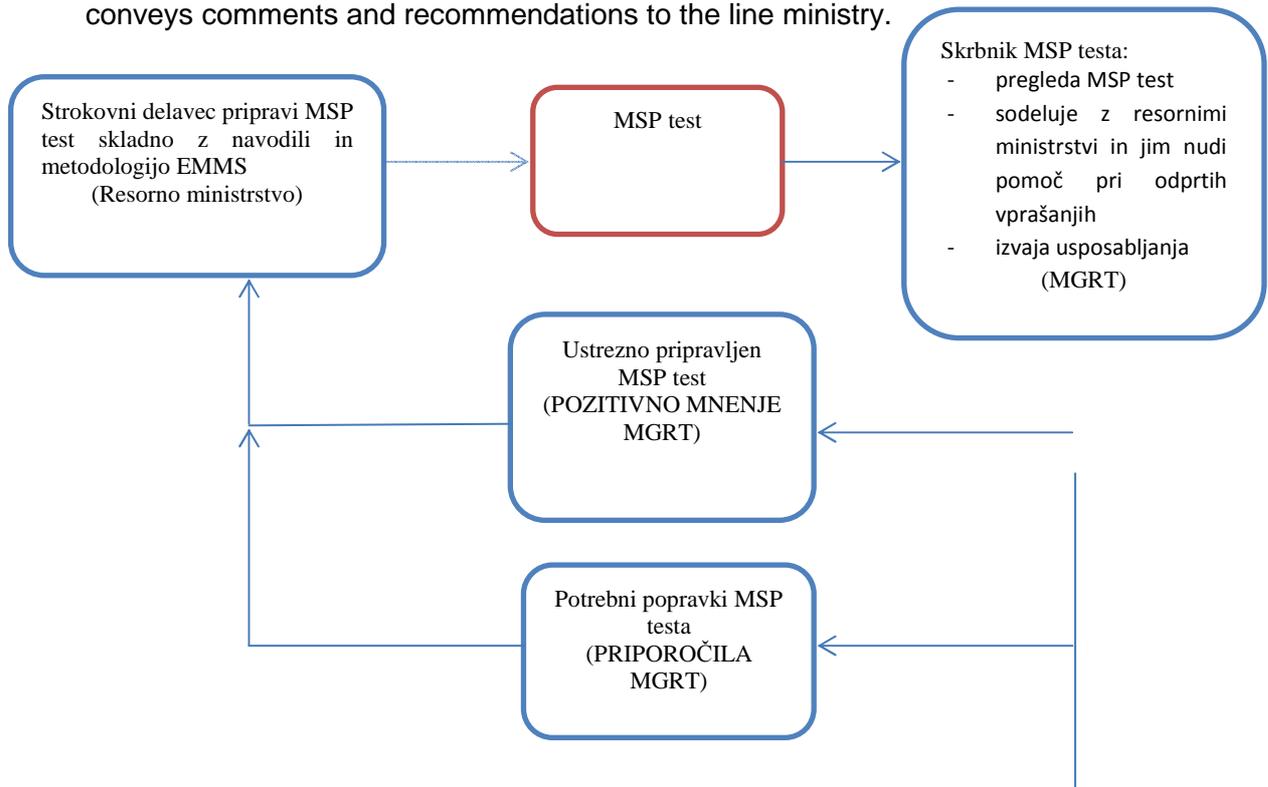
The third principle of the Act encourages Member States and the EU as a whole to prepare regulations in accordance with the principle of "Think Small First" by considering the characteristics of SME in the preparation of legislation and simplification of the regulatory environment.

Member States were asked to ensure the realisation of policy results by simultaneously reducing the costs and burdens for companies through a complete programme of reducing administrative burdens and to specially assess the impact of future impacts of regulations on the economy (SME test). The Ministry of Economic Development and Technology and the Ministry of Justice and Public Administration has set the so-called SME test even more ambitiously, i.e. as a test for assessing the impacts of regulations on the entire economy. In this way, Slovenia has actually taken the SME test as a complete assessment of impacts on the economy. The SME test is part of a comprehensive assessment of regulations which will include the impact on the economy in the future, as well as the impact on society and the environment.

In this way, Slovenia will promote **the systematic introduction of tools for adopting quality and impactful regulations**. The year 2012 will start with pilot projects of impacts on the economy – the SME test (this involves the realisation of the Action Plan for small companies (the competence of the Ministry of Economic Development and Technology). On the basis of such assessment, we will be able to prevent unnecessary burdens on small companies. The relevant aspects here are:

1. The administrator of the SME test is the Ministry of Economic Development and Technology
2. The preparation of the SME tests is the responsibility of line ministries.
3. A SME test is prepared for each individual regulation.
4. An SME test is prepared so that expert workers may fulfil it without any special prior knowledge on the basis of instructions and the uniform methodology for measuring administrative costs.
5. Expert workers at line ministries prepare the entire SME tests. When assessing impacts, the external expert public is also included.
6. An SME test serves *inter alia* as a tool of communication with expert publics (for example, chambers), Thus it is important for it to be prepared prior to public discussion or prior to being sent for inter-ministerial coordination at the latest.
7. When a line ministry prepares a proposal for a regulation and conducts the SME test, it forwards these to the administrator of the SME test.

8. The administrator of the SME test performs technical and substantive reviews of the test, and confirms that it is suitably prepared; in the contrary case, the administrator conveys comments and recommendations to the line ministry.



9. The task of the administrator of the SME test is also cooperation with line ministries and assistance with possible open questions.
10. The administrator of the SME test regularly performs training for the accurate preparation of the SME test.
11. The administrator of the SME test annually updates Appendix 5 (the code table for the SME test), which is a constituent part of the Instructions for completing the SME test.
12. Each regulation impacting the economy must be coordinated with the administrator of the SME test prior to being submitted to the procedure for adoption by the government (inter-ministerial coordination).
13. The SME test is part of the government material – in its core and introductory part.

#### Timeline for implementation:

1. The concept of assessing the impacts on the economy, "SME test" and the materials, are to be adopted by the Strategic Council by the **end of September 2012** at the latest.
2. MIPA together with the MEDT implements the presentation of the SME test within the scope of workshops organised by the MIPA (including case studies) – anticipated **in November 2012**.
3. Within the scope of workshops prepared by the MIPA which will be held in November, the MEDT prepares a concept for presenting the SME test – **by 15 October 2012**.
4. MED as the leading ministry verifies the concept with the pilot regulations of each line ministry and together with line ministries (ex post) in the period **by 1 September 2013**.
5. After the pilot introduction, the SME test is corrected **by December 2013**.

6. The SME test must be implemented for each law that is adopted in ordinary legislative procedure – **1 January 2014**.
7. The interim results of the implementation of the SME test are presented at the next session of the Strategic Council.

## **D) Cooperation with the public**

It is necessary to continue **upgrading the standards of consulting the interested public (chambers, unions, associations etc.) in the preparation and adoption of regulations.**

A very important aspect of enabling the cooperation of the public is the strict requirement to publish all drafts of regulations, which must be **presented at one site, i.e. on the e-Democracy web portal (<http://e-uprava.gov.si/e-uprava/edemokracija.euprava>)**. A common entry point was established in 2010 with the purpose of including the general public in procedures for preparing regulations. Problems are emerging in the implementation phase; therefore, the Government should decide that all line ministries would be obliged to **publish regulations** and provide a rational deadline for the responses of citizens and the economy.

- Activities (MJPA): presentation of methods (regarding the Rules; e-Democracy)
- activities (all agents): enable implementation (cooperation; obligatory report);
- timeline: permanent task of all line ministries.

## **5.3 Ex-post evaluations of adopted regulations**

### **A) Implementation of evaluations on the basis of the provision of the Rules of Procedure**

- activities (all agents): manage the implementation of evaluations of regulations on the list prepared by the MJPA and approved by the Government.

## **6 INDICATORS**

**Programme goal:** Implementation of projects/programmes of unburdening

- The number of realised measures
- Realised savings
- The number of performed evaluations of measures
- Savings according to measures/areas
- The number of entry conditions
- The number of regulated activities and regulated professions
- Establishment of a web portal
- The number of analysed and listed requirements for performing activities and professions
- The amount of published information on the conditions for performing regulated activities and professions
- The number of applications submitted remotely
- The number of implemented good practices
- The amount of implemented coordination for the implementation of good practices

**Programme goal:** The implementation of assessments of the consequences of the impacts of regulations (including cooperation with the public)

- The number of newly trained persons (SME, elimination of administrative barriers, better regulation) – possibly the connection to permanent training in the field of better regulation (5 modules) within the UA

- The number of repeatedly trained persons in the field of better regulation – here, we defined some indicators within the scope of the preparation of development planning documents
- Percentage of positive/negative opinions in the review of regulations with regards to administrative consequences
- The number of performed SME tests/line ministry
- Percentage of consents/rejections of prepared SME tests provided by SME tests administrator (MEDT)
- Percentage of rejections due to inappropriate analysis in the quantitative part of the preparation of the SME test
- Percentage of rejections due to inappropriate analysis in the qualitative part of the preparation of the SME test
- Percentage of rejections due to unattached executive acts
- Percentage of performed consultations
- The number of published proposals for regulations on the e-Democracy portal (percentage with regards to the number of regulations submitted according to the ordinary legislative procedure)

**Programme goal: implementation of ex-post evaluations of adopted regulations**

- The number (percentage) of evaluations performed

## **7 REPORTING**

The report on the realisation of goals will be prepared by the Coordination and Steering Group and forwarded for review and approval to the Strategic Council.

The report on the realisation of tasks will be sent by the Strategic Council of the permanent inter-ministerial working group to the Government of the Republic of Slovenia by **28 February of each year**.