

How to Reform? Managing support

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Support... What do we mean?

- Success: “Policies that have endured, met their aims and secured the acquiescence of those who initially opposed them”
 - McCourt and Bebbington “Statecraft in the South: A Framework for Understanding Public Policy Successes in Developing Countries”, University of Manchester, 2005 cited by Merilee Grindle, 2005

Theory predicts Policy Entrenchment

- New policies create beneficiaries who use their influence to “lock in place” new benefits. In time, these beneficiaries resist efforts to revise previously good policies that need reform.
- At the same time, those who might benefit from change tend to be less powerful, less organized and less aware.
- The politics of “rent-seeking”

But DB reveals substantial policy change....

- Explanations that rely on the interplay of interests and on the role of institutions explain well how factors that defend status quo emerge....
- They explain policy entrenchment but not how new agendas are defined, new policies are designed, adopted and implemented and how new stakeholders, capacities, and balances emerge.
- In our perspective, policy reform creates interests and institutions

Policy change cannot be explained without reform leadership

- Understanding the dynamics of change means understanding not only **interests and institutions**, but also the **strategic use of resources** by **policy entrepreneurs** in **specific contexts**.
- The State is not a passive recipient of pressures, and is not absolutely constrained by existing institutions. State is an active player who creates interests and institutions.

My own inventory of strategic resources

- Crisis (changes in public opinion, allow new agendas)
- Media: TV or newspapers? The elites and internet...
- Creating stable, coordinated, balanced cabinet groups
- "Commutative trust (Links to Churches, Civil Society, Private Sector, International Community)
- Understanding bureaucratic pride and prejudice (hidden meritocrats, penalties for non-compliance. focus)
- Able to call in "world leading analysis"
- Appeal to good old times, custom
- Elicit sub-national, regional pride or local champions who are building a national reputation...
- Highly personalized political parties makes them more flexible, accessible
- Time is reformer's most precious asset
 - The first 100 days: everybody expects change
 - Do it before you leave

Context and History

- Policy entrepreneurship, interest mobilization and institutional biases always constrained by particular contexts.
- Change not only constrained by short-term contexts, but also by longer Historical processes affecting existing institutions, structures of power and national capacities

Development as the capacity to generate new ideas and processes of change

- Policy process:
- Setting a new agenda depends crucially on interests and institutions (Constitution, parties, composition of Congress...)
- The adoption, design and implementation of specific reforms depend more on reformers, policy champions, good teams.
- Sustainability depends more on emergence of new stakeholders, alliances and ability to manage long term conflict.

Granting support:

- Be focused: need to provide guidance on the **relative importance and possible sequences of reform**. (Governance reforms grew from 45 in 1997 to 116 in 2003!) Deal with bottlenecks not with huge packages!
- Learn **History**: Highly contextual interaction of interests, institutions and reform champions. Most of them in the midst of historical processes, only a few times actually “making history”. History of power, bureaucratic culture and institutional biases is central.
- Learn from what is already working. Be able to **see the future in the present tense**

■ Registro de la Propiedad

- Se cambio el sistema de cómputo (consultas en línea)
- Tecnificación del personal y mejora en la asignación (aleatoria) de operaciones
- Tiempo de registro (promedio) se redujo de 69 a 37 días

■ Apertura de Empresas

- Implementación de la Ventanilla Ágil que redujo el tiempo de inscripción a 24 horas (reducción del 97% en comparación con el tiempo anterior)
- Simplificación: en un solo paso hasta 11 trámites – Incremento del 20% en inscripción de empresas superando las 12,000 en cuatro meses

■ Trámite de licencias

- Simplificación trámites en Ventanilla Construcción Municipalidad de Guatemala
- Aprobación ambiental se redujo de 450 a 120 días

■ Rigidez Laboral

- Dictamen Min. Trabajo que indica que se puede contratar por jornadas menores a ocho horas pagando el salario en forma proporcional (por hora)

■ Comercio Transfronterizo

- Implementación de Aduana Móvil: rotación del personal para mantener la transparencia
- Profesionalización: los nuevos administradores seleccionados por procesos transparencias y con capacitación universitaria
- Implementación de Declaración Única Aduanera y Manifiestos Electrónicos de Carga: reducción del tiempo de "clareo" y eficiencia vía menos trámites
 - De 3-5 días a 1 día en fronteras y puertos marítimos
 - De 24 horas a 2 horas en el Express Aéreo

■ Pago de Impuestos

- Agilización de la Devolución del Crédito fiscal (el tiempo se reduce de un máximo de 35 días a 15 días (aplicación del Dto. 20-2006)
- Pagos de impuestos por medio de los bancos y en línea (reducción del tiempo a 12 horas/año por impuesto)

■ Empleando trabajadores

- Impulso de una política única de inspección por medio de un cuestionario para la auto-evaluación del cumplimiento de los derechos laborales
- Impulso para la ratificación del convenio 175 OIT sobre el trabajo a tiempo parcial

■ Registro de la Propiedad

- A partir de diciembre de 2006 se está dando trámite al 80% de los documentos en tiempos que, en promedio, se acercan a siete días

■ Inscripción de Empresas

- Una empresa (Sociedad Anónima) puede iniciar operaciones en 17 días, mientras una individual en 3 días
- Asistencia en línea (8 horas, 4 operadores): chat que permite obtener información completa