

# Chapter 24

Good Governance, Institutional Development & Human Rights in Development

## 24-1) Background

The main challenge to the development process in Syria is in materials management, institutional development and running, and the necessity to connect planning of economic reform to administrative reform. This alone can provide public management that is productive, capable, transparent, initiative, with future development vision, responsible, active, open to forces in the society and directed towards serving the citizen and supporting national economy. The concept of provision of public services and merchandise is no longer restricted to the state, but rather a combined effort whereby the private and peoples sector participate in addition to the government. This new trend represents a manifestation towards transformation to social market economy.

Currently the state apparatus and the civic service sector suffer from obvious inflation which does not correspond to renewable economic resources (nor petroleum) base. The result of this inflation is the lowering of real wages and hence a decline in performance incentive and staff productivity, hence lowering of administration capacities and quality of rendered services.

By reviewing the available data, the total employees at public sector has reached 909000 employees in 2014, that is about 7% of the population are employed by the state. The acuteness of the inflation is evident when comparing to international percentages. The average for African countries is more than 2%, at south and east Asia it is 2.6% and 3% for Latin America. For Eastern European countries that inherited full employment law the percentage reaches 5.7%. Comparing to some Arab countries that have data one finds the percentage to be 1.6 in Jordan, 2.75 in Morocco, 3% in Tunisia and 5.7 in Egypt which still observes the laws of providing a job opportunity to each graduate.

In fact, the public administration problems go back to the nature of the development trend that prevailed during the past few decades. Work was focused on achieving the welfare state and attention was primary given to economic and social development projects and investments in production and services sectors. No adequate importance was given to upgrade the administrative development and development management. The main emphasis in a country with limited resources, like Syria, should be on developing the administrative capacities for the optimum employment and the most efficient management of resources via cross linking the economic-social development and upgrading the civic service sector. Hence, the current

weakness in economic performance is a meaningful reflection of the weakness of civic service establishments.

As a consequence of lack of the cross linking between economic development and administrative development, the civic service sector was viewed as a tank to absorb unemployment and to provide job opportunities for newcomers to the labor market. Hence, the employment was not based on demand criteria nor economic considerations of merit and productivity. It was characterized by social nature and benefits which led to decline in professionalism and increase bureaucracy.

On the other hand, lack of communication between economic planning and administrative planning was the reason for failure of all attempts to set up effective national plans for work force and provide a data base mapping the civic service sector which will be used to draw options, alternatives and set out a clear system for managing and developing the human resources, adopting a controlled employment cadre, accurate criteria for choice and replacement and to follow a national plan for professional career development which takes into account incentives and rewards based upon production and returns criteria.

#### **24-2) Performance of government administration sector at 9th FYP**

The 9<sup>th</sup> FYP did not include certain targets and work programs for administrative reform. It rather set up a strategic objective to activate the public administration and use of recent techniques at all levels.

Since the objective is rather generalized, it is difficult to define accurate standard criteria for implementation. On the other hand several practical measures to improve the situation of public administration were taken over the past five years, which can be summarized as follows:

- Simplify administrative procedure and decrease paper work at many government departments, particularly related to investment (one window concept).
- Several government departments have adopted continued training and rehabilitation programs. Some have already commenced projects to automate their administrative systems, some partially completed.
- A set of deputizing resolutions from higher level to lower levels were issued, particularly from Ministers to Governors and Directors General. The majority of these resolutions were issued with the government trend to hold Governors conference held weekly during the second half of 2005.

Furthermore, many resolution were passed during the 9<sup>th</sup> FYP aimed at simplifying the ways of administrative work and upgrading many existing instructions, policies and legislations. However, though they were important as such they were not taken within the concept of administrative reform and were limited to some administration appearances and processes and did not touch developing the administration thinking or the essence of the mechanisms of the administrative work itself. The majority of the procedures came to support

the bureaucracy mechanism of the central system. This was clearly manifested at the merger operations, for example. They were merely mechanical collection processes that were not changed or amended to be more feasible or more efficient, alterations have collided with personal interests in addition to being abused.

When the 9<sup>th</sup> FYP launched the reform process and set up the time limit 2001-2003 for its implementation, there were no alternate visions nor detailed plans to follow up the implementation. Also lacking were plans for change management from the current situation to the target situation. The change management is considered one of the most important requirements for implementing reform. Inadequate attention to it has affected the efficiency of the reform process, particularly administrative reform. It also affected the speed to reach the expected result, within the context of lack of any indices or measurements to evaluate the success of reform programs in general and administrative reform in particular, which give rise to the situation that there are no tangible and real results backed by accurate statistics.

On the other hand, the administrative reform process was not accompanied with tangible improvement programs whether at policy level, government establishments or individuals via supporting integrated training and qualification schemes to develop human resources and system to evaluate performance based upon providing sufficient incentive for employees from one side and deterrents against corruption and complacency from the other side in order to expedite the reform process.

In addition to tangible shortcomings of the commitment to the administrative reform process at important articulate points of many government departments at different ministerial, central and branch authorities levels whether due to lack of unified vision to implement or due to weakened will to reform, the administrative reform process was met by resistance and rejection from important administrative parties, particularly beneficiaries and government bureaucrats either for their own account because it will diminish their local and central authorities or because the reform differs from their accustomed way of work.

### **24-3) Sector Problems and challenges**

The most prominent challenge before developing the government administration sector is lack of competitive thinking that is on one hand capable of advancing administrative tools, and on the other hand enlarge the domain of the government administrative services and improve their quality. The problems resulting from this challenge are divided into two parts: one related to the organization structure and institutional body of the government administrations and the second relates to the work mechanism that govern the relations within the government administration and with others and taking into account that administrative units constitute a link within the hierarchy of the whole government administration.

The evaluation results of some reform initiatives within the administrative sector confirmed the above conclusions since they did not lead to tangible radical transformations. Hence the pre-requisites to transform to social market economy require a new methodology for reform and administrative development, benefiting from openness to the outside world, making use of successful trials and from the European Association Agreement that will create chances for achieving administrative, economic and legal reforms that are linked towards free economy whereby benefit can be made of the experiences of European countries and their trials, particularly eastern European in the fields of administrative and economic reform.

*Scientifically speaking, there are several challenges that must be faced by the new methodology for administrative reform:*

- Organization structures that depend on central administration and over stress bureaucracy, red-tape, repetition, lack of effective hierarchy, commitment, delegation and close monitoring. This does not correspond to institutional thinking of the new administration and the need to satisfy citizen needs, particularly regarding performance, efficiency and high quality. All of which are contrary to the methodology of strangling the government administrations with regulations and laws that are inflexible and do not facilitate procedures and actions.
- Ambiguity regarding the role of the government administration and its function mechanisms, particularly in the context of the requirements of social market economy. Many theoretical and practical issues must be clarified for building effective system for new government administration that is accompanied with setting policies and legislations that are required by the economic reform capable environment. This must also include setting comprehensive plans for change management to limit the resistance and rejection to administrative development and reform. And to prepare effective communication plans and intensive training courses to build awareness and understanding by employees, citizens and business community regarding the principles of this economy and the right way to reach this objective, without which serious consequences will affect the development of national economy and delay reform goals.
- The presence of customs and residues from the old central bureaucratic system which are deeply rooted in the Syrian administrative customs at all levels, and in the way employees do their assignments. Thus the launch of the administrative reform process shall be tied up as far as the presence and commitment of experiences in the new administration which depend on initiatives, teamwork and the leading role in changing customs and residues.
- Unclear boundaries for responsibilities and authorities within the government administration and also in its relations with other establishments and individuals. This is a result mainly of the ambiguity of the administrative resolutions and circulars and executive instructions and their contradiction occasionally. This is manifested in the presence of multiple competent authorities and administrative references, which deviate them from their basic mission that is direction prior to committing

mistakes, rather than searching for problems with the purpose of punishing the offenders. The administrative staff is unwilling to take responsibilities fearing accountability and the pressures of the monitoring agencies. This leads to shortage as far as provision of services, quality, professional capabilities and administrative skills in addition to weakened sense of responsibility, communication and initiative teamwork.

- Slow reconsideration of applicable current policies, laws, administrative systems and their amendment. This opens the door wide for corruption due to interpretation and nullifies the positive interaction with citizens, particularly regarding difficult and complex matters that require flexibility in decision-making. Also, inefficient administrator infiltrate into decision-making centers which weakens the citizen confidence in government administration and invite grave slackness regarding implementing administrative orders.
- Severe shortage regarding rehabilitation and training programs for developing the capacities and skills of human resources at public departments, which leads to shortages in performance and productivity and weakness in providing the services at the required quality and lack of incentives for continuity in work progress. The monotonous staff evaluation and promotion process according to specified criteria that do not constitute an incentive to increase their administrative knowledge and skills and limit their initiatives, all of which has promoted leak of efficient and experienced administrators outside the government administration, mainly due to lower monetary incentive and ceilings for salaries, rewards and incentives. All of this means lack of scientific method of evaluating staff performance, particularly at first circle, whereby all workers are equal when getting promotions and benefits.
- Inadequacy of public sector income levels with the livening requirements of the employees which paves the way for corruption, under commitment and direction towards additional work outside office hours. This exacerbates the unemployment problem and also leads to shortage in the performance and productivity at public departments. Labor and staff laws must be reconsidered to close the gaps, provide suitable salaries, incentives and rewards that are adequate to secure decent living for public sector staff. This also raises the levels at the private sector and strikes balance in income and creates more work opportunities to limit unemployment.
- Weakness in public relations between public departments and coordination with the private sector and citizen community, which results in their non collaboration in economic, social and administrative development.
- Weak use of technology and software. Though they are rather rare, they are not used optimally due to wide spread computer illiteracy between most workers at public departments, lack of network connection between government departments and their subordinate parties and other ministries and establishments. This leads to weak administration mechanism, complicate bureaucratic procedures, deep and organized corruption at all levels, lower professionalism of most staff and the level of services they render. This issue is considered on of the biggest challenges to develop an administrative system that is slim, practical, effective and stable.

- A large domain of the administrative reform does not depend on continuity and continuous fixed commitment from administrators at all levels and their subordinated staff in order to keep their interests or fearing from additional responsibilities or unwilling to change current conditions and the way decisions are made, This weakened commitment can not achieve effective and complete reform.
- Most government departments lack an effective planning authority. In many cases unqualified staff ( department accountant-director of administrative affairs) are assigned this mission. In addition to lack of communication between the planning department, or whoever is assigned this mission, and the upper management. In general, planning directors are not represented in boards of management at governments departments and establishments.

#### **24-4) Visions**

To build a public sector that is based on an institutional system organizing the relationship within the government department and with other individuals and establishments, in clear, transparent and governing mechanisms for all segments of the administration structure that take into account differentiation between the council of minister as the apex of the administrative pyramid, coordinating the administrative units and between the establishments and commissions that are administration and financial independent units and specialized social organizations on one hand , and on the other hand establishing the principle of participation between the government administration and the counterpart organization at the civic society, NGO and private sector which will ensure that all efforts are tangled towards the comprehensive national development process since all parties are components of the Syrian society and they have combined responsibility for its development and prosperity.

#### **24-5) Long term Objectives**

To set out a long term strategy for administrative reform and development for 10 years to arrive to achieve the following:

- Confirm that good governance is institutionalized and make the public administration competitive, less costly, honest, directed towards development and steering the sustained economic development process and control of poverty, and centralized around serving the citizen.
- Re-engineering the organization structures of government departments far from centralization and focus on re-structure the administrative sector based upon accurate job description, outputs, required experiences which will be basis for evaluation and foster the institutional role as far as flexibility and performance. Re-distribution of authorities and responsibilities within single department and between different departments to ensure clear and practical delegation and continued implementation monitoring.

- Reform and modernize the legal and legislative environment to accompany the transformation stage to the social market economy and provide social justice at all levels.
- Build practical, technical and administrative inter-connection between all government department and parties ad provide best performance and submit best services to the citizens and businesses far from corruption.
- Reach the highest level of capacities, experiences and skills at all government roles and functions and at all levels through scientific, practical, technical and administrative development training programs that include continued training and qualifications, with support from highly qualified and experienced professionals, particularly at leading positions.
- Build a system for wages, salaries, bonuses and incentives that encourages self development of public sector staff skills and professional efficiency. The system shall ensure a satisfactory living status and also include practical and fair evaluation mechanisms for performance and personal skills, and submission of bonuses and incentives that are suited to results, in addition to provision of work pre-requisites and maintain the stability, comfort, security and safety of employees in order to be able to perform their best.
- Reform and modernize the administration procedures to be more flexible, effective and transparent. Unify the reference and monitoring agencies in a way the will enable them to control and amend the administrative and legal dysfunction before happening and to eradicate corruption by setting radical solutions to dry its roots and get rid of it at all levels.
- Apply new financial mechanism supported by unified financial system that controls all expenditures, restrictions and accounting issues at government department.
- Apply the most recent information and communication technologies to support the economic and administrative reform and modernization. This includes application of complete systems of electronic government and government web sites on the internet, work flow, managing administrative and financial affairs and linking all government parties with the private sector.

## **24-6) 10<sup>th</sup> FYP**

### **A- Objectives**

- 1- The 10<sup>th</sup> FYP plan objective regarding good governance is defined in linking between the economic reform, administrative reform and the provision of an effective administration for the development process, procedures and relation with citizens. That is\to ensure the availability of public administration that controls and steers resources efficiently and enjoys a great deal of transparency and accountability.
- 2- The 10<sup>th</sup> FYP plan objective regarding human rights is to activate Constitution articles and provide the institutional frame to defend human

rights within Syria's international obligations according to ratified agreements and conventions.

### **B- Strategy**

The strategy adopted by the 10<sup>th</sup> FYP in order to transform objectives into practical reality includes setting detailed plans to manage change including evaluating ability to change, plans for participation of relevant staff from all levels in all tasks, plans for communication and strategy for training and evaluation of results. Regarding priorities and within the Plan time frame to start improving and modernizing some government services that do not require efforts or resources in analysis and design and does not require high costs nor long time to apply, provided that all sufficient financial and human resources to perform all reform programs are provided and to set up units comprising of work teams at public department levels to supervise and apply reform through unified criteria, standards and methodology.

*We outline below the strategies that the 10<sup>th</sup> FYP adopt:*

- Administrative Reform (connected to first target)
  - 1- Reform and modernize the organization structures to all state departments: ministries, commission and establishments and transform them into slim, effective and practical.
  - 2- Modernize policies, legislative and legal agencies and decision-making mechanism and implementation mechanism.
  - 3- Modernize the administrative procedures and the government services that the state provides to citizens and businesses to be more flexible, effective, transparent and less time and money consuming.
  - 4- Develop human resources, capabilities and personal skills at all levels through awareness programs, training courses and administrative development that are coupled with a fair and accurate system to evaluate performance along with suitable incentives and deterrents, all supported by legislations and policies that ensure proper implementation. The development includes improving the salaries and incentives to state employees.
  - 5- Reform managing the public funds through developing and applying new fiscal mechanism supported by a unified and coordinated financial system that is applied at all government parties.
  - 6- Apply the most recent communication technologies to support the economic and administrative modernization and reform processes.

### **D- Policies and Work Plan**

- Set up detailed plans for administration development (association to strategy 1).

- Set up a work program and stage concepts for change management in order to facilitate reform processes and transfer from the current situation to the expected situation in the near, medium and far future. The willingness for change shall be evaluated and also the commitment of the state, the politicians and technicians to change and to outline the boundaries and limits of training plans and direct effective development at the new situation. In addition to plans regarding communications with citizens and businessmen, and support and strengthen media and information distribution to ensure contact regarding progress of reform processes and inform them about their roles regarding reform process and combating corruption.
- A high level committee will be formed headed by the prime minister to supervise the institutional and administrative reform.
- Re-engineering the organization structures of the selected government administration units such as ministries, commissions and establishments. Defining their basic functions and assignments, distribution of responsibilities and authorities according to administration hierarchy which is studied, practical and realistic, taking into consideration avoiding conflict or repetition of jobs or similar outputs.
- Considering assigning social organizations, NGOs and private sector to perform some of the tasks that the central government is doing in order to relieve it from increasing pressures.
- Transform into non-centralized government administration with the setting of necessary policies and legislations and provision of actual authorities for implementation, with due follow up and monitoring. In this context, many central functions will be distributed to local establishments and commissions to relieve the pressures on central administration and to secure the government functions and services at all governorates. Authorities for taking and implementing decisions at the local level will be granted. Reference to central authorities will be possible in case of escalations or matters that require high level legislation.

On the other hand, the central authority will prepare and train all parties and relevant resources at the community level to perform their new tasks and assume responsibilities for decision making and implementation.

- The fair, scientific and practical distribution of business, without work pressures nor outside pressures that affect the decision making.
- Follow modern administrative methodologies that depend on delegation, coordination and follow-up within government departments and establishments, with setting out of necessary indicators and measurements to measure productivity and performance.
- Detailed job descriptions and statement of output for each job and relation to other jobs, in addition to defining measurement methods to assess their effect in career development for each employee and his training and development needs.

- Develop strategy and plans to amend government jobs according to need and for transfer of employees between government parties.
- Modernizing legislations, laws and mechanisms for decision making and implementation (association to strategy 2)
- Reform the ministries, government commissions and public committees that legislate and organize financial policy, monetary policy, financial markets, real estate, science and technology, provision of labor market and services.
- Develop and modernize procedures for decision making, release mechanism, implementation and monitoring.
- Implementation of law and policies by the government administration and its staff according to responsibilities and approved authorization.
- Reform the administration procedures to guarantee legality, efficiency and transparency and provision of fairness in department procedures. Performance indicators to be set out including proper incentives and bonuses for good and distinguished performance, and penalties for offenders, each according to his role, responsibilities and expected outputs.
- Modernizing the Administrative procedures and government services (association to strategy 3)
- Re-engineer all procedures, particularly where the government provide services to citizens and businesses, to be more transparent, effective and controlled and at lower cost and less time and effort consuming and to be characterized by quality and good handling between the government employees and citizens and business men. High efficiency work teams will implement the re-engineering of the organization structures and procedures according to unified methodologies and change management plans.
- Develop work places and logistics to provide safety, security and comfort and best interaction between government staff and visitors regarding procedures and services.
- Set up the "one stop" system to provide services to employees and modernize communication centers for civic service.
- Set up work flow system to facilitate the processing of applications and follow up of requests. Such systems are also beneficiary to ensure employee efficiency and measure productivity and evaluate the performance.
- Set up mechanism for complaints and how to be handled and followed up.
- Set out indicators and measurements to assess performance and productivity at all levels.
- Human resources and skills development for employees at all levels (association with strategy 4)

- A long term employees policy will be set out to enable the strengthening of civic service and increase its morale and responsibilities, foster careers and elevate the level of performance and professionalism in public service and public matters.
- Modernize the way to manage staff at various levels of public parties via evaluating the qualifications, experiences and capabilities of each employee to know where are the experiences to be developed and distribute them according to needs and functions whereby the best performance and productivity can be met at the level of the department in particular and all departments in general.
- Reform the salary system and develop incentive policies that will guarantee quality improvement and submission of better services. The salary level must be consistent with the needs of employees for a proper life. The improvement of salaries will encourage Syrian expatriates to return to Syria to contribute in the economic and social development. It also includes the application of a unified system for performance evaluation in a scientific, fair and practical manner, whereby incentives will only be given for those who deserve them and will handle those who do not provide or do not add benefit to the state.
- Consideration will be given to re-formulate the labor laws in order to improve income and provide social safety networks and social and health insurance. In addition to facilitate employment and transfer between state jobs according to requirements.
- Train and develop state employees via training and qualification programs that employ the best practices and provision of monitoring systems and means for measuring efficiency. The training courses will be extended according to the needs of state employees to be able to perform their basic functions. Programs to develop careers for distinguished staff will be provided which will include training on administrative development, time management, human resources management, delegation and follow up, communication with staff and follow up. Also included is training on recent technologies to lower the costs of procedures, improve performance and communication with others. There will also be training on foreign languages which is important in the modernization process, handling technological changes and dealing with foreign investments and foreign and countries particularly when applying the Association Agreement with EU. It is advisable to construct state institutes and contract with effective and honest teaching resources to provide best training levels, services and results.
- Set up high caliber work teams to assist in the reform processes regarding the use of unified training curricula and train certain selected trainers for these functions.
- Assisting in the spread of modern management culture and improve the performance of staff and management at public parties to guarantee their readiness, commitment and bear responsibility at their functions.
- Setting out effective monitoring and follow-up means to combat organized and ad hoc corruption and provide proper support from

authorities at all levels to combat corruption and open the door for all citizens and employees of public and private sectors at all levels and to business men to file complaints, verify them for proper handling by the concerned authorities in order to achieve the expected results.

- Setting a fair and efficient system to evaluate the performance of state employees which includes performance criteria and suitable incentives and deterrents and the authority to apply them within the applicable laws and regulations.
- Reform public funds management and application of new financial mechanism (association with strategy 5)
- The weak management of funds poses a great threat towards squandering public funds and opening doors for corruption. The chapter regarding total economy in the FYP this matter in detail whereby the public spending will be reviewed and the state budget will be revised according to new financial systems.

From administrative point of view, the policies and work plan require the following:

- Installing honest and decent monitoring and installing documented and integrated procedures for financial processes which will guarantee the correctness of each accounting operation and install difficulties for corruption.
- Installing strict instructions to support the authority for decision makers to spend the budget as assigned.
- Differentiate between government legislative parties and executive parties that provide services.
- Confirm the actual annual budget requirements for each government department, and cancel the “ask your needs” principle in order to avoid over spending and to encourage the parties to organize their expenses and depend on their resources, if present.
- Make use of vacant government buildings or uncompleted structures due to lack of funds or other reasons, by leasing them to private sector or public sector or allow private investments to complete them against the right to exploit them for a certain period.
- Establish accounting procedures according to the best international practices and support them with unified financial system with the ability to implement work flow system to be able to verify the accuracy and authenticity of the operation and control the corruption by separating the functions that contradict with each other or allow manipulation. In addition to supply necessary training for all users of administrative and financial systems.
- Provide authority and action mechanism in financial matters outside the centralized domain, with proper monitoring. The unified financial system can be used for this purpose.

- Prepare periodic financial reports and audits via specialized neutral companies.
- Apply the most recent communications and information systems in the administrative modernization (association to strategy 8)
- Setting a comprehensive strategy to implement technology and communications infrastructure for government facilities that matches the best international practices.
- The public state establishments will be connected via unified networks and operation systems.
- Application of administrative, financial, monitoring and management systems for flow of procedures which will facilitate the business of the public parties and provide fast, high quality services to the citizens and allow for accurate follow up and check all types of corruption.
- Set up a national center to communicate with citizens and provide required information regarding state services, how to obtain them, whether in person or via information and communication technology.
- Set up a strategy for the electronic government and prepare the infrastructure, human and material resources for staged, effective implementation that is in pace with the comprehension ability of employees and citizens.
- Activate the "single window" principle for government services, which primarily depend on information and communication technology.
- Train and qualify all public sector employees on the use of information and communication technologies via compulsory and optional training courses that will increase their experiences and efficiency, according to job requirements and employee preferences (for those not obliged to use such technologies).
- Develop human rights culture (association with strategy 7)
- Link the human rights programs with development programs, their different sectors, poverty reduction, Balanced regional development and to respect the human rights as included in the Syrian constitution and agreements and conventions that Syria committed to.
- Introduce human rights education within general curricula.
- Assign each sector to maintain and implement the relevant human rights and incorporate the same when designing the sector plans.
- Train journalists and media staff on promoting and defending human rights and comprehend the relevant articles in the constitution, agreements and conventions.
- Provide Institutional framework and amend legislations (association with strategy 8)
- Amendments to the legislations relevant to civic and economic rights in accordance with Syria's obligations in international agreements and conventions.

- Develop the institutions that can translate the Syrian constitution and relevant texts regarding human rights into actual practice, and activate the same via independence of the judicial system and separation of authorities.
- Support the roles of societies and NGOs in the filed of human rights.

#### **E- Reforms on policy, legal and institutional levels and implementation requirements**

- Modernize and develop the policies and legislations that will facilitate reform in public parties, which include organization structures, practical and services procedures and improve living standard for state employees.
- Set up revised mechanism for decision making and employ all modern tools and technologies to support it.
- Separation between legislative parties and executive parties and monitoring parties and coordinate their role according to clear policies, laws and work plans.
- Change the role of the monitoring parties from observation for the purpose to punish into monitoring for the purpose of assistance to avoid mistakes and distance from corruption.
- Make sure that decrees, legislations and executive laws are clear without contradiction nor repetition.
- Prepare and implement institutional development programs for the ministry of Justice, train staff and build capacities regarding changes of legislations and procedure related to human rights.

#### **F- Programs and Projects**

(Table No. 1): Summary of Priority Programs and projects

<b>Priority</b>	<b>No. of Programs and projects</b>	<b>Acc. To high growth Vol. in SP/% (Bil. SP)</b>	<b>Acc. To med. growth Vol. in SP/% (Bil. SP)</b>
First priority set for P1 programs	4	5.6 (?)%	
Second priority set for P2	1	10 (?)	
Total	6	16.5 (?)	

#### Improving Department-Citizen Relationship program

- Develop a computerized system and provide a web site for each ministry and public party to guide citizens about the conditions required to issue

documents, the stages, the time span, the required documentations and the governing legal references.

- In addition to the computerized system, guidance will be provided by phone and voice distributors.
- Each ministry shall prepare a list of services for which citizens require information, to be issued by the competent minister and to be issued in the official gazette.
- Program on Introduction of centralized and governorate scale citizen relations offices, to handle:
  - Reception of citizens whether in persons or via phone or mail to introduce the procedures and applicable administrative methods regarding the various services.
  - Reply to citizens directly or via mail or phone regarding the procedures and applicable administrative methods regarding the various services.
  - Discover procedure complications via in depth analysis of complaints by citizens and to propose solutions.

This program will include design and implement a computer based software to enter, classify, handle and follow up citizen complaints. The programs will incorporate all citizen relations offices at ministries and governorates.

The program shall allow for individual and collective handling/solving of complaints and will increase the efficiency of the offices as far as shortening the time span to handle complaints, automatic reminder, statistics in addition to unify offices practices.

And in order to guarantee seriousness and citizen respect, being the objective of public service, the following obligations shall be incorporated regarding reply to citizen complaints, that we include:

- Obligation to respond in writing to all complaints received in writing from known sender with clear text.
- In case of rejection of complaint a list of issues, justifications and explanations to be provided.
- In order shorten the response period, the computer will be fed with automatic information to the sender, acknowledging receipt of complaints and expected time for response.
- Introduction the function of Monitoring citizen

In order to upgrade the public services and incorporate the citizens in the administrative reform process, a monitoring team reporting to the decision support center at the primership will be introduced. It will monitor sectors that are in close daily contact with citizens. The team will make field visits to respective department and request services like ordinary citizens in order to have hands-on experience of the quality of services and identify the way citizens are treated and the conditions at which services are rendered and then submit a report in order to take necessary procedures.

These reports will be beneficial in defining the necessary reforms based on field visits, for the following purposes:

- Take required procedures for improving business organization and support the administrative establishments that lack organizations or human and material resources.
- Take disciplinary actions according to the law against employees that have proved unsatisfactory professional conduct.
- Procedures simplifying program
- New legislations and procedures will be developed to check the red-tape and minimize the documents required to obtain administrative services and in some cases depend on confidence and honor, at the citizen own responsibility.

In this context, the ministries will be requested to do the following:

- Review the administrative information and testimonies that the departments provide to citizens and foreigners and delete whatever can be deleted from signatures, certifications and referrals, to be replaced by honest declaration.
- Define the cases that require identification by signature and declarations by comparing copies to originals.

### **Single Windows**

The trial of single window will be adopted and developed, and divided into two parts:

- Single window at one location that combines representatives from different ministries and departments that review the citizen application and will save him the time and effort to travel to all of them.
- Single window that combine several departments of the same ministry at one location.

In this context, this trial shall be implemented gradually and will start with the following:

- Single window related to issue license for some small and medium enterprises and licenses for companies at sectors according to investment law.
- Single window at ports for all export and import procedures.
- Single window for informing youth at the centers to be established in order to provide all instructions for this important part of the society.
- Single window for writing and certifying contracts.
- Single window for agricultural investments.
- Single window for handling problems of exporters.

- Single window for each governorate.
- Program for deepening implementation of decentralization.
- The administrative reforms in this regard will focus on new legislations and systems to bring the department and services closer to citizens according to non-axial methodology via which the decision making authority will be shifted from the central ministries to the governorates. Governors will be delegated additional authorities according to the peculiarities of respective ministry.
- Development councils will be established at governorates and greater authorities will be given to community organizations at towns and villages according to decentralization methodology, via the following:
  - Introduce Development councils that will handle formulating and implementing the economic and social plans for governorates and will decide programs for modernization, infrastructures, investments, loans and project selection. The councils will comprise from government representation and from the private sector and citizen sector.
  - Introduce village councils which are consultation councils at residential clusters outside municipalities and their jurisdiction will include providing opinion in economic, social and cultural fields, identify local problems, citizen requests and propose possible solutions in addition to participating in implementing programs related to health, solid waste disposal and maintenance.
  - Introduce community development councils at each area to handle the coordination and follow up of activities of municipalities and village councils.
  - Supporting municipalities financially and by human resources, and decreasing the centralized supervision on municipalities.
  - Program to qualify Syrian administration

In parallel with the program to qualify the economic sector within the 10<sup>th</sup> FYP, it is necessary to set up a comprehensive and integrated program to qualify and modernize the management sector, which will be on two levels:

- Prepare plan to rehabilitate and qualify the management on the whole government level.
- Prepare rehabilitation program for each ministry.

This program will span over the five years and will focus on a set of objectives:

- Strategic perspective based upon redefining roles and to manage public department in a way that enable them to judge the citizens requirement and to extrapolate into the future via analysis, monitoring and evaluation mechanisms with constant consultations with economic, social, educational, cultural and art sectors which will establish the principle of continued modernization of the administration.

- Control and modernize authorities at all structures and all administrative levels and define responsibilities in accordance with the feasibility of the administrative work and extract new ways for organization and recognition. Restructuring the administration and its branches and tighten coordination between department. Approval of a new system for job description and procedures towards more decentralization in provision of services. Support and develop human resources at central and community levels.
- Modernize public administration work methods and intensify the use of modern communication and information technologies.

Components of government scale administration qualification plan.

The council of ministers will supervise modernizing the government administration. The program includes the following components and reforms:

- Review and upgrade the current legislations and procedures.
- General reforms that provide transparency, relate to citizen relationship with citizens and public accountability.
- General reforms relating to the life of employees.
- General reforms relevant to regulations governing work at public departments to rationalize the performance, increase productivity and reduce costs.
- Rationalize the government involvement in implementing development projects and programs and guarantee best distribution between the roles of public and private sectors.
- Establish national observatory to monitor the progress of each sector of government administration and ensure compatibility of institutional and structural organization to the nature of government activity in a given sector for raising the efficiency. Support consultation mechanisms and develop planning, analysis and projection functions.
- Simplify administrative procedures and shorten the routes and time spans for provision of services to citizens and businesses.
- Modernize staff training and continued educations systems to increase their efficiency and improve their performance.
- Support the use of modern information and communication technologies at government administrations.
- Set up a reform plan regarding employment and review the current situation of labor force.

Components of the ministerial qualification plan

Each ministry, public authority and state establishment will set a plan for administrative reform that includes the following:

- Ministry program regarding electronic transactions.

- Ministry program regarding basic and continued training to improve human resources.
- Program on ministry manuals regarding procedures for all ministry structures.
- Authorities that can be delegated by the ministry to the governorates.
- Activities that can be transferred to the private sector, with feasibility study for the transfer comparing quality, cost and expected improvement in service.
- Activities that can be subjected to analytical accounting principles (define real cost of service in order to lower it whilst keeping the level of provision, cost recovery, use with collective economies, ..).
- Units and department that can be selected for adoption of management by results.
- Program to revise the organization structure of the ministry according to the model organization that will be prepared.
- Prepare employment schedules, review situation of work force at the ministry, prepare tables for addition, replacement and redistribution of staff leading to preparing the table of required human resources and training according to actual needs.
- Prepare legislative and procedures texts, manuals and all instructions related to the ministry and classify them according to subjects and make them available to staff.
- Complete program for maintenance and achieving documents.
- Complete program for maintenance of administrative printed materials.
- Prepare a list of licenses and administrative certificates related to the ministry to be simplified.
- Review the list of administrative services rendered by the ministry department, commissions and establishments to be upgraded, reduce their costs and increase efficiency.
- Design and implement program to restructure the ministry production and services establishments, economic, social or cultural.
- Programs promoting and protecting human rights
- Prepare and implement a program regarding human rights to be implemented with the FYP.
- Implement sectoral programs and projects regarding human rights (women, children, environment, economic rights, health, education, work, culture ...).
- Implement programs and activities to raise awareness regarding human rights causes and achieve wide people participation in implementing the five year work program.
- Perform periodic amendments to the current legislations in accordance with Syria's obligations towards international agreement/conventions on human rights.
- Strengthen the institutional framework and capacity building for staff at the higher committee for human rights at the council of ministers and set a work program for its activities.
- Set and implement a training program for judges regarding aspect of solving conflicts relevant to human rights.

- Set and implement training programs for the security and police staff regarding issues related to treatment of citizens and respecting the rights of the Syrian individual.

#### **24-7) Accomplishments and returns anticipated from the sector**

- Citizens feeling that they receive services and benefits from the government and as they expect.
- Optimum exploitation of resources and effective development management, whereby the administrative reform is inter connected and integrated with the economic reform.
- Control administrative corruption and abuse of authority.
- Achieve maximum benefit possible from the public spending.
- Increase citizens confidence in state establishments.
- Re-direction of administrative development by creating a new relationship between government sector, private sector and citizen sector.
- Increase momentum of government staff to achieve high productivity.
- Activate decentralization, decrease costs of applications and the public projects.
- Develop the human rights culture and set out new controls and institutional frameworks.
- Activate the human rights clauses in the Syrian constitution.

#### **24-10) Executive Matrix**