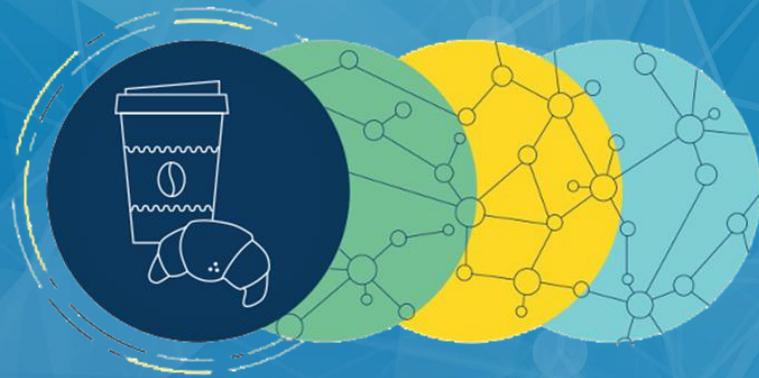


Takeaways from the workshop on *Key enablers of digital-ready policymaking: multidisciplinary teams & tools*



21 April 2021 from 9:00 to 10:30 CET

- / **01** Introduction & Framing
- / **02** Real-life example of multidisciplinary teams: Better rules
- / **03** Real-life example of multidisciplinary teams: LEOS
- / **04** Plenary session/Panel discussion
- / **05** Conclusions: Lessons learnt & next steps



Behind the scenes...

The Better Legislation for Smoother Implementation (BLSI) community joining forces with the Legislation Editing Open Software (LEOS) team

The Legal Interoperability team



Zsofia Sziranyi



Cécile Guasch



Isa von Kalben



The LEOS team



Why we joined forces

1

Shared mission: **foster legal interoperability = better legislation for smoother implementation**

2

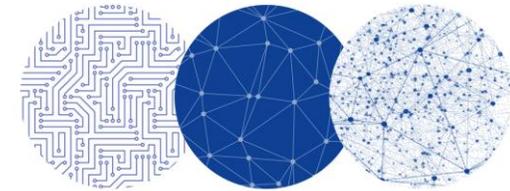
Shared challenge: **policymakers need support** to further embrace digital-ready considerations and technology in policymaking

3

Common belief: need for **multidisciplinary teams, new skills and adequate tools**

4

Momentum: A new chapter is starting with the **Digital Europe Programme**



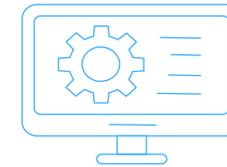
Multidisciplinary teams = key enablers of digital-ready policymaking



Creating rules and policy that are **simple, clear and easy to implement**



Working towards shared goals

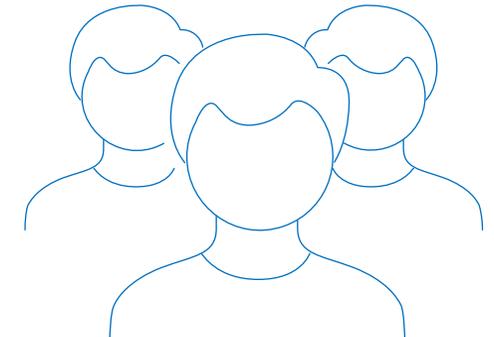


Fostering **digital transition**

Today's topic: Multidisciplinary teams

When designing digital-ready policies, the multidisciplinary team should ideally include:

- **Business architects**
- **People with a good overview of the digital (EU) legislative landscape**
- **Data experts**
- **People with digital/IT knowledge – including security aspects**
- **People with implementation experience**
- **People with knowledge in innovative policymaking methods**
- **People with social science expertise**
- **People with background in ethics**



Check out our [Joinup page](#) to learn more.

Today's speakers...



Hamish Fraser

Better Rules

**Researcher, Director, Writer
New Zealand**



Veerle Cumps

*LEOS - Legislation Editing Open
Software*

**Team leader Interservice
Consultations
European Commission**



Alice Vasilescu

*LEOS - Legislation Editing Open
Software*

**LEOS Community Manager -
External Consultant European
Commission**

Better rules

Hamish Fraser

New Zealand (NZ)

Key takeaways from Better Rules

Better Rules started as a **Service Design Lab** for NZ Council decisions. The logic behind was the **service design vs policy mindset** - the service design approach looks at the whole task rather than separate tasks.

The **central objective** was: How do we develop policy and legislation that is user-centric?

When in direct contact with stakeholders and policymakers, they noticed:

- Policymakers often tend to say that implementation does not concern them
- The original drivers at the root of policies sometimes got lost in the policy process

Service designers started to reflect on the **impact of these observations on policies** and further developed the initiative. They considered as **inputs** the questions that are going to be asked to the people (in policies) aiming at **delivering digitally** the description of these questions.

They experimented with policy design projects involving **profiles** such as:

- Subject matter expert
- Policy advisor
- Legislative drafter/Legal Advisor
- Rule-as-code specialist
- Service designer
- Business rules specialist

Key takeaways from Better Rules (NZ)

Such multidisciplinary approach brought **important benefits**:

- Mutual understanding of key challenges
- Put in question of certain assumptions and bias in the policy process
- Consideration of some implementation aspects

Rules-as-code and involving **computers** in multidisciplinary policymaking also bring key benefits:

- ✓ Forces conceptual consistency
- ✓ Highlight assumptions
- ✓ Highlight human input (for better and for worse)
- ✓ Allows for expression of digital interfaces

Such approach however typically faces a number of **challenges**:

- Increased effort in coordination (the **agile** methodology enhances multidisciplinary collaboration)
- Increased perceived costs
- Different roles that are not necessarily used to working together

Legislation Editing Open Software (LEOS)

Veerle Cumps and Alice Vasilescu
European Commission

Key takeaways from LEOS

Multidisciplinary teams in the Law-making process

- The **initiation** of the LEOS solution came from the multiple **challenges in legislative drafting**:
 - long and complex legislative processes
 - many stakeholders involved
 - collaboration via various tools and practices (different throughout institutions)
 - styles and formats are not always respecting the legislative drafting tools
 - multiple versions of legal texts circulating without knowing the latest version
 - there was not an efficient way to reusing existing legislation
 - consolidation became a very cumbersome matter
 - Although the European Commission (EC) had a word-based standard for legislation drafting (LegisWrite), drafters did not master it well enough, with lots of style and format errors to be fixed by assistants afterwards.
 - LEOS then brought great advantages, as it **significantly simplified the legislation drafting process**:
 - ✓ All drafters work in the same tool for drafting and collaboration
 - ✓ Automated styles allow to focus on content instead of form – improved quality
 - ✓ All versions of the legal text are stored in one central place
 - ✓ Allows to see who drafted/changed what and when – very transparent way
 - ✓ Allows to efficiently reuse legal texts from EUR-LEX
- Makes the legislation drafting at the EC much more efficient.

Key takeaways from LEOS

The LEOS teams performed the multidisciplinary approach from the very beginning of the process.

- In the **inception phase**, the input from the following disciplines were key:
 - Legal
 - Policymaking
 - Format (AKN4EU)
 - IT
 - Translation
- **Challenges met in the inception phase:**
 - All the stakeholders involved were specialists in their field with their own methods, ideas and jargon. The LEOS team tackled this challenge by being extremely attentive for mutual understanding by precisely defining objectives and scope, using a clear language and including short and visuals in the communication.
- In the **development phase:**
 - Prioritise development not based on each disciplines wishes but by benchmarking them against the global project objectives
 - It is often not relevant to have all the disciplines involved all the time. It is important to identify which aspects impact which stakeholder and when. Therefore, it is key and to involve the right stakeholders at the right time (but to think of this from the start).
 - For each discipline, identify the mandatory objectives and constraints which limit the flexibility.

Key takeaways from LEOS

- **Multidisciplinarity as part of the LEOS community building approach:**
 - As an open-source project, community building is a key activity. In this context, different challenges, needs and content for each stage of the user-engagement journey had to be considered. It was needed to offer different content and services for each user-engagement stage that required different skills.
 - LEOS followed a user-centric approach based on: Pilots – Trainings – Workshops, involving UX experts together with the different profiles involved in legal drafting.

LEOS started as a project for digitalisation, but now is time to pause and look at the lessons learned and identify what are the next steps considering technologies like AI while they need to further investigate together with BLSI.

Question to participants: Which discipline do you bring to this workshop today?

Engineering	legal	Parliamentary research
IT world	Policy analysis	Social scientist (policy officer)
Software engineering	Political science and ethiced	IT
IT	Languages	IT
legal	library science	IT and engineering
Open Government Policy Advisor	Ethical legal social and AI in EU	Training,
Communication	Political Science	IT
Legislation drafting		



Panel discussion

Additional speakers joining the panel...



Fotis Fitsilis
*Head of Department for
Scientific Documentation and
Supervision*
Hellenic Parliament



Carlos Torrecilla Salinas
*Head of the
“Digital Economy” Unit*
Joint Research Centre

Reflections inspired by the presentations

Reflections from Carlos Torrellicas Salinas (JRC- EC):

- At the beginning, LEOS was a tool focusing on increasing the efficiency of the legal drafting process, bringing it from unstructured to structured.
- This opened the way to think of a **new way to draft legislations** in the EC and pushed to explore how to address for instance, contradictions and gaps in legislation, how to support automatic translations and provide recommendations for automated law making and to improve the content of legislation.
- From a methodology point of view, legal drafting typically follows a waterfall approach. But to achieve **digital-ready legislation**, the legal drafting process needs to move to a more **agile approach**. The policymaking process needs to follow the increasingly faster pace of evolution of civil society in order for policies not to be outdated once they are adopted.
- Besides, following a **goal-based** and **risk-based** approach is key and elements like **policy prototyping** with stakeholders in a multidisciplinary way are important for designing policies fit for their context.
- Involving IT specialists is also very important for digital-ready policymaking.



Reflections from Fotis Fitsilis (Hellenic Parliament):

- Multidisciplinary and breaking silos is absolutely necessary as part of the policy process. Without this, it is impossible to regulate modern societal **multi-faceted issues** in an effective way.
- Besides multidisciplinary, a **multi-sectoral approach** is also key. For instance, the EC attracts external know-how in technology to bring in expertise from the private sector and academia.
- Why not using LEOS in other spheres besides the drafting legislative process, e.g. for drafting parliamentary questions or other legal documents in the European Parliament?
- The idea of applying the **rule-as-code approach** ex-post (once the legislation is drafted, rather than parallel to the development of the natural language model of the law) could be further explored – transformation of laws in rule-as-code format could be a responsibility of parliaments, thus further strengthening their institutional status



It seems that one of the most important problems solved by multidisciplinary teams is the improved conceptualization of the service design. Can 'cultural change' initiatives make the teams collaborate more easily?

- No direct experience with cultural change initiatives in the NZ context, but having workshops with the team, not only policymakers, can go a long way to foster mutual understanding.

How to shape a multidisciplinary community?

- It is key to build long-lasting relationships with the partners and the stakeholders and to involve the right people at the right time.

How to build trust and help participants to “talk the same language”, or at least understand each other?

- Everything starts with an inspiring multi-skilled project manager. He needs to create a fine collaborative atmosphere. and convince the experts of the improvements the project will bring. The experts should understand why their expertise is crucial for making the project a success. When it comes to motivating developers in the LEOS team, we involved them very much in an agile process, they showed their achievements to the team - they saw their work was recognized and respected. It is key to harvest the motivation of the team by highlighting the value of their input.
- In LEOS, we tried to make the community members part of the team and they became our ambassadors. The transparency on the governance processes is a key enabler of trust in multidisciplinary approaches.
- Ensuring a safe-space for honest communications is also key.
- From a legal point of view, creating conceptual clarity relying on ontologies is also important (e.g.: a definition of a child can be different depending on the contexts).

How can the policymaking process evolve toward more digital-ready policies?

- Our societies are changing very quickly and the ways to draft legislations need to evolve at the same rhythm. For this, a change of mindset is needed to change the way to draft legislations in a more agile way. Building trust is a key requirement for adopting such new approach.

Which profiles typically provide the most input on the conceptualization of the policy design?

- Those with a legal background tend to be particularly fluent and influential in this process. It becomes a challenge however when each member of them team would view concepts differently and, for instance, the need to split a single concept into two separate concepts would get debated by all.

Further insights from the chat:

- People with skills in social sciences are relevant profiles to design user-centric digital-ready policies (e.g.: sociologists, ethnologists).
- Working on eJustice and EU cross border cooperation over the years, the processes of trust-building and mutual recognition of role equivalence was a very important step. The fact that everybody understands the goal and the scope is crucial.

Key takeaways and recommendations from the panellists

- We need to think differently and to understand how regulation can cope with the fast-evolving pace of new technologies.
- Cultural change is needed in the EC to get everybody on-board, go along in the road of digital transformation and to move towards digital-ready legislation. Moving to LEOS as a new tool for drafting legislation is a good example.
- Strengthening the communities could be fostered by not only involving physical persons but also legal entities, e.g.: companies, NGOs and universities. Also, improving regulation will be a major playing field for new technologies and standardisation is at the heart of that.
- If you start taking a multidisciplinary approach, develop the principles first then tie them to legislation. Reflect on past experience and the questions triggered by that and use that as a starting position.

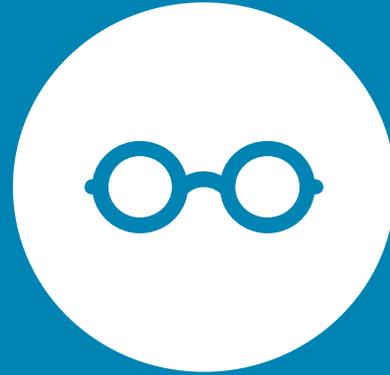


Conclusions

Lessons learnt & next steps

Question to participants: Based on today's discussion, what topics our community should further explore in the future?

rules-as-code	LEOS - RasC interaction	Standards in R as C
LEOS - AI interaction	Digital policies	Initiate a joint community project
Conference fir presentation of LEOS use cases	Standards standards standards and guidelines	Trust building is key
Cultural change	Accountable transparency by policymakers and clarity over values	LEOS ecosystem
Regulation that facilitates life events (cross sector service delivery)	Skills of people working in multidisciplinary teams	Consistency checks in leos?



Upcoming

BLSI community

Stay tuned for the upcoming:

- Virtual breakfast webinars
- Publication of case studies, issue papers, solutions and tools
- Legal Interoperability training

Join our ongoing discussions on:

- [Digital-ready policymaking](#)
- [Decision supporting tool on interoperability](#)

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