EUROPEAN COMMISSION FOR DEMOCRACY THROUGH LAW
(VENICE COMMISSION)

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THE MINISTRY FOR THE REFORM OF THE ADMINISTRATION AND THE CIVIL SERVICE OF THE KINGDOM OF MOROCCO

Regional seminar for senior public officials
UniDem Med

**"IMPROVING THE RELATION BETWEEN THE
ADMINISTRATION AND THE CITIZENS :
A DEMOCRATIC IMPERATIVE"**

Rabat, Morocco

23 – 26 April 2018

**IMPROVING THE QUALITY OF PUBLIC ADMINISTRATION: SIMPLIFYING
ADMINISTRATIVE PROCEDURES**

by

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(E-governance expert, Estonia)

Ensuring Sustainable Democratic Governance and Human Rights in the Southern Mediterranean

Funded
by the European Union

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by the Council of Europe

EUROPEAN UNION   CONSEIL DE L'EUROPE

Technology and Change: do we need change management?

- Ivar Tallo

Plan of presentation:

- Setting the scenery
- E-governance infrastructure
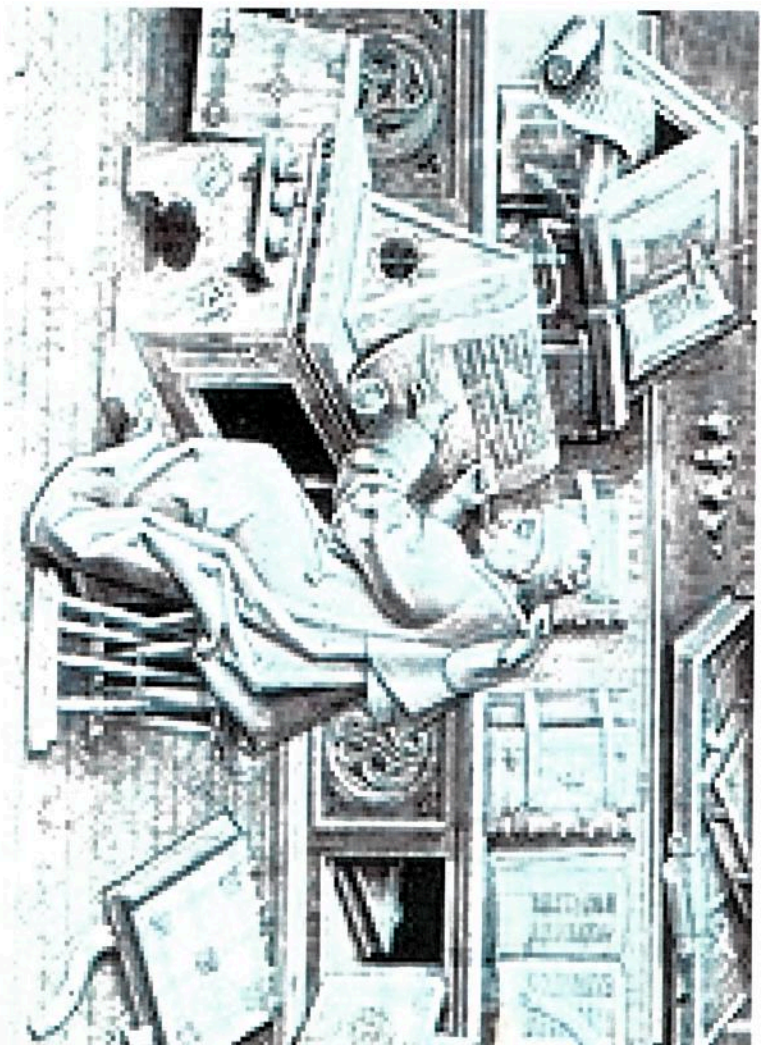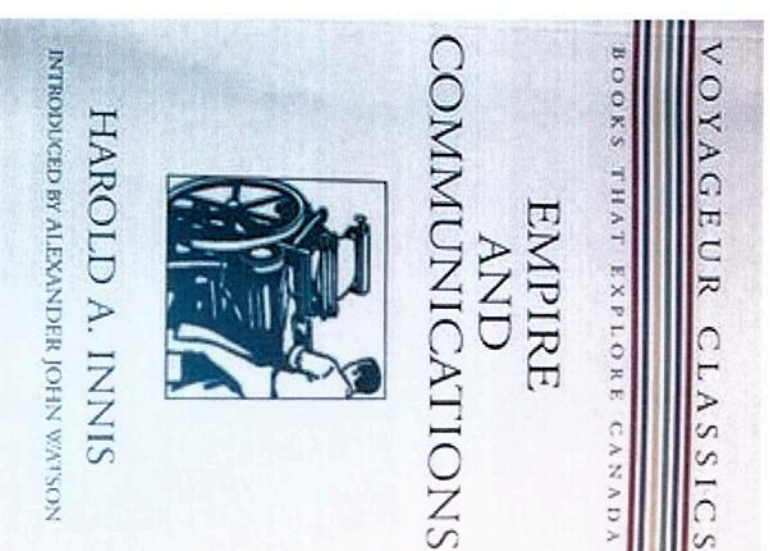- CHARE framework
- Collected snippets of truth
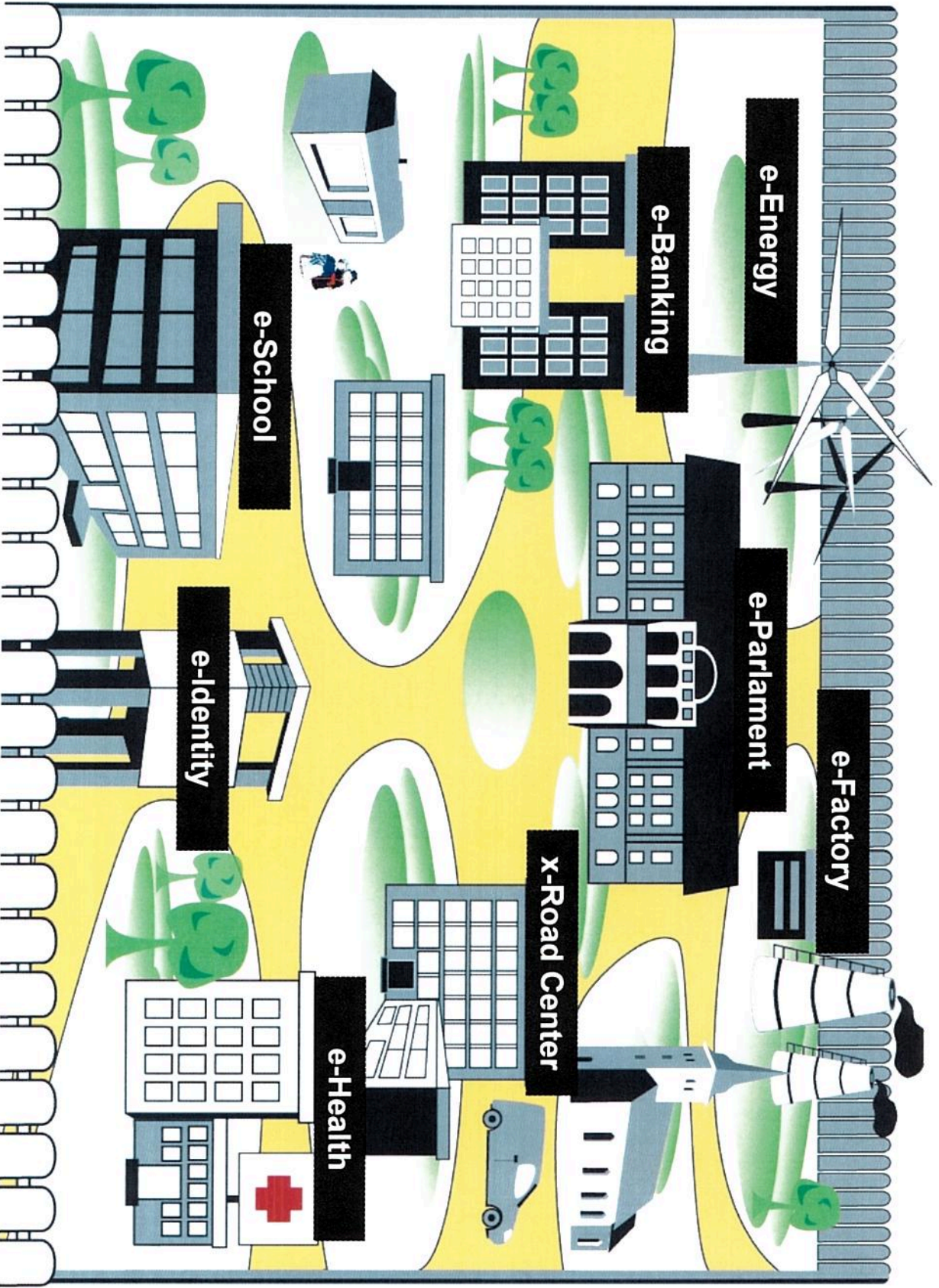
What is government?

What is government?

- Harold Innis: Empire and Communication
- In the beginning was Sumer: clay tablets
- Power of the spoken word – Greece
- Papyrus and the birth of empires
- Paper and printing press for the new world order

VOYAGEUR CLASSICS

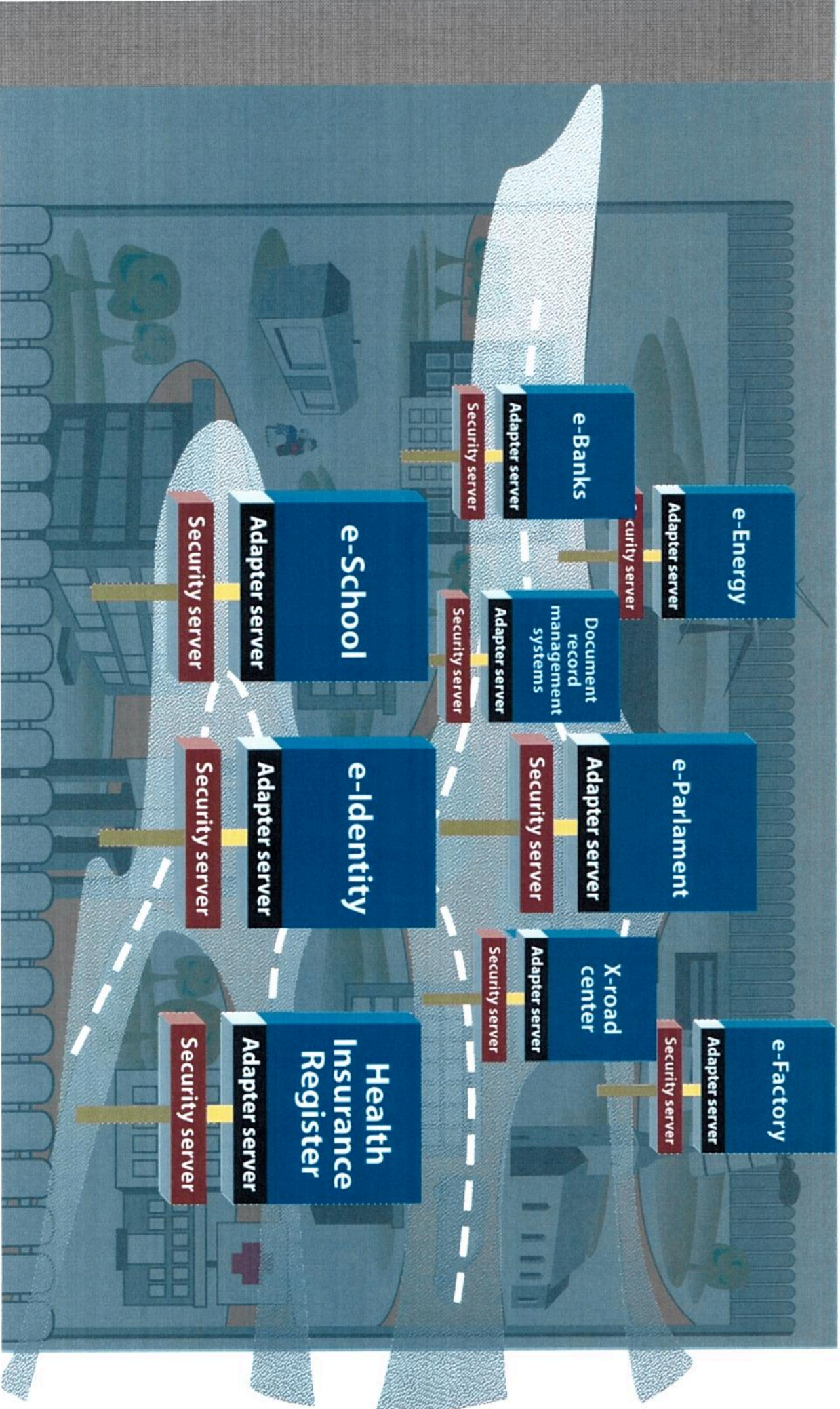BOOKS THAT EXPLORE CANADA

EMPIRE AND COMMUNICATIONS

HAROLD A. INNIS

INTRODUCED BY ALEXANDER JOHN WATSON

Reform of Government 1990s

Weberian Bureaucracy + Internet
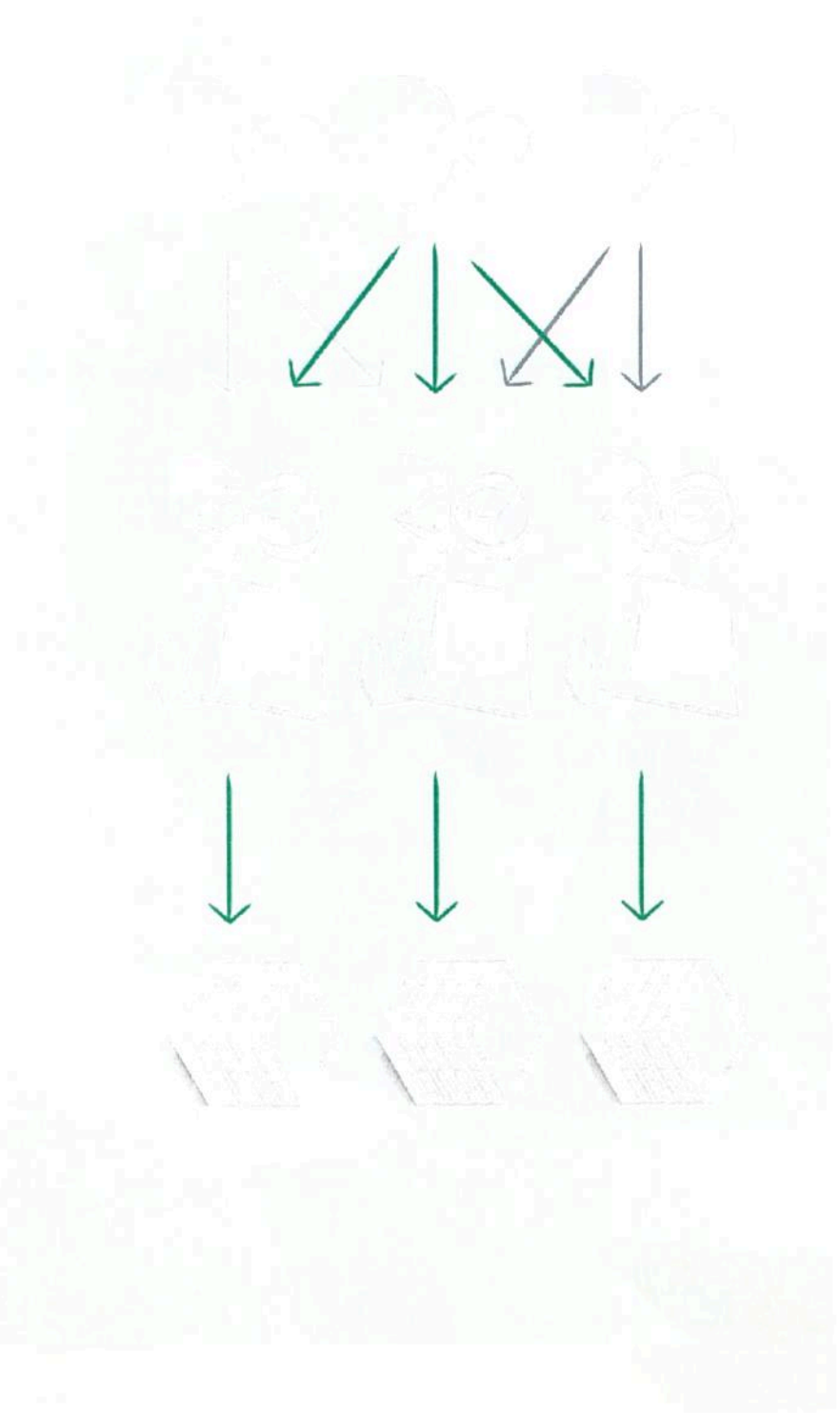
Reform of Government 2000s

One Stop Shop approach

Reform of Government 2010s
Integrated E-Government

society
business **family**
society kids
kids personal business
taxes
family
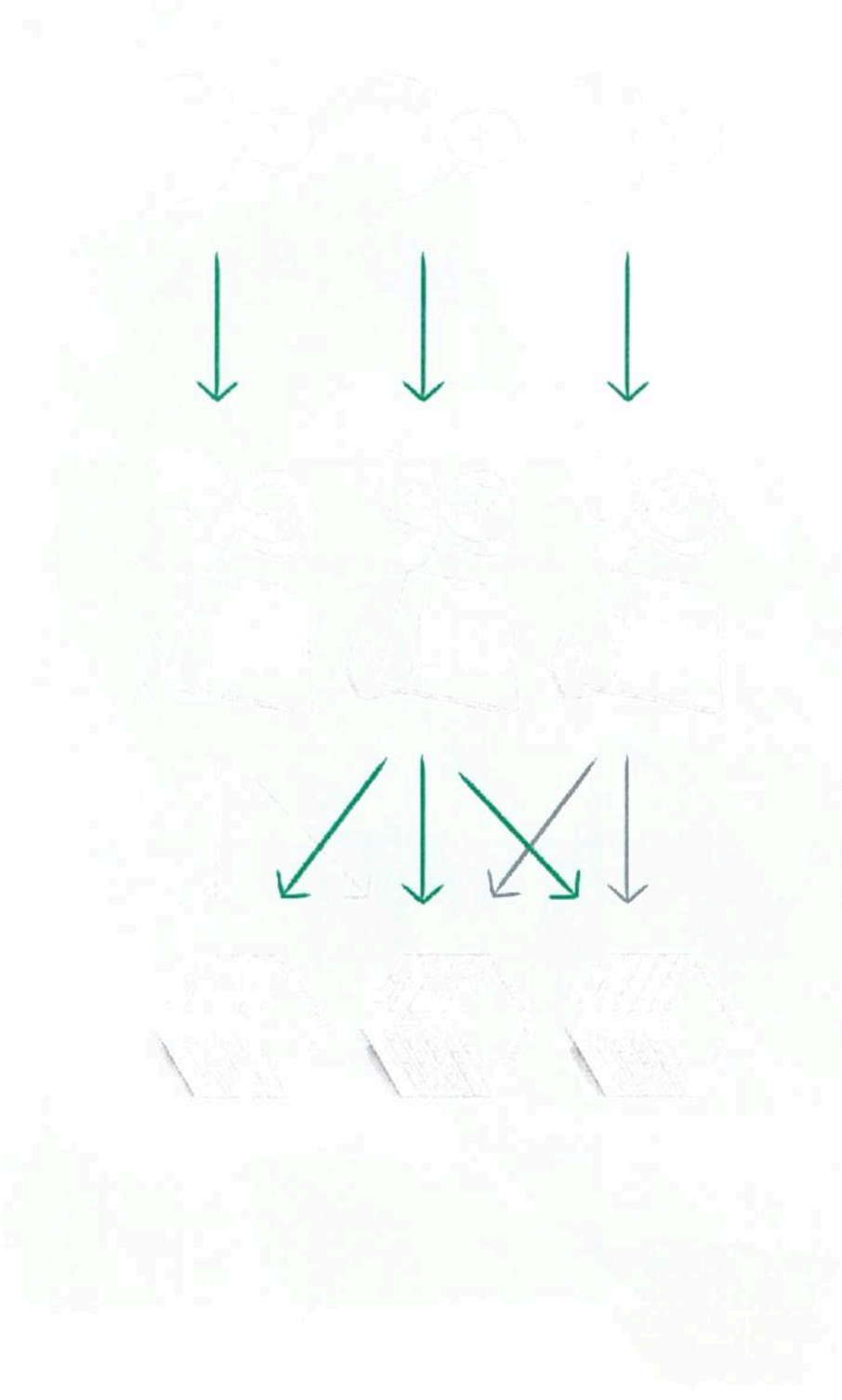
E-Government infrastructure

✔ Access

- citizens: PIAPs, Look@World
- offices – village road 1, 2, 3

✔ Digitalized information

- Information systems and databases in all levels of government

✔ Formalized exchange

- x- Road - the connection of government databases by a data exchange service layer

✔ Electronic Identity

- Authentication of a user by digital certificate imbedded in the ID card or SIM card

The reasons for success

✓ General consensus among main forces in Estonian society

✓ Commitment of political elites

✓ Right mix of private and public initiative

✓ Active role of government

✓ Project based development

✓ Little baggage of previous practices

e-Estonia as a political project.

2000

2011

E-cabinet

Legal instruments - demystified

- All public governance is based on law! This can be ignored for a short period but not really recommended

- International legal instruments – usually too general to be of any tangible use, necessary parts already written into domestic laws. Exceptions when arguing for policy in greenfield situation or for revolutionary change

- Domestic laws: necessity to go through parliament, can be long and cumbersome road

- Government decrees: need for political support

- Ministerial decrees: easy to change

- Internal documents: just some extra paperwork

e-ESTONIA STORY

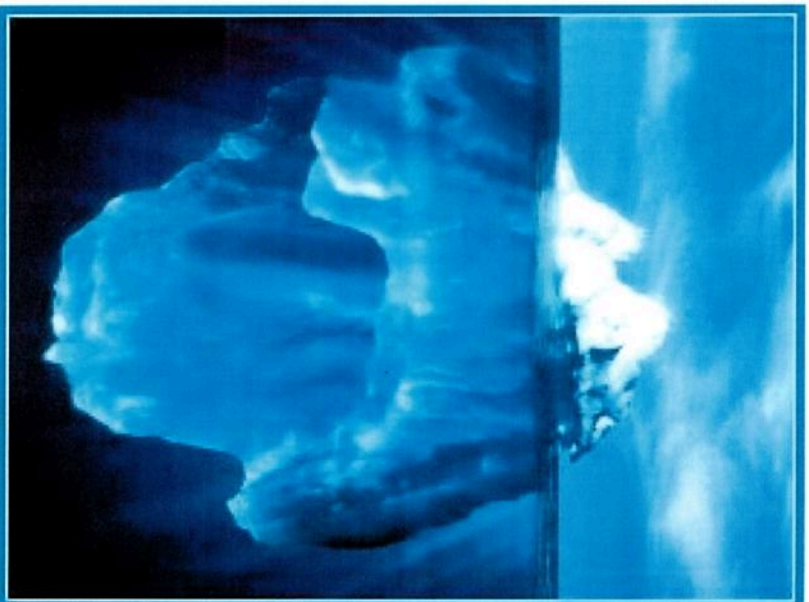ALLAZO POLIS

Lessons: start doin' something!

- Don't spend all your resources on planning, find a way to decide and execute

- Create two tier strategy of quick win's and foundations for substantive change

- Use ICT/eGov as „above the politics" way to bring in change and to provide a positive political message

- Georgian story: If Georgia could combat corruption with ICTs, so can everybody

- Armenian story: If Armenia could create effective e-business registry and e-cabinet, so can anybody

- Ukrainian story: if Ukraine can get its governance to function, so can anybody

Critical risk factors

- Political support

- Good communication on all levels

- Small team with members from various backgrounds and rules encouraging to think outside the box

- Good IT infrastructure

- Business needs analysis

Food for thought ...

20% COMPUTER/SERVER

80% LEADERSHIP,
ORGANISATION,
ACCESS,
SOFTWARE,
LEARNING,
TECHNICAL,
SUPPORT,
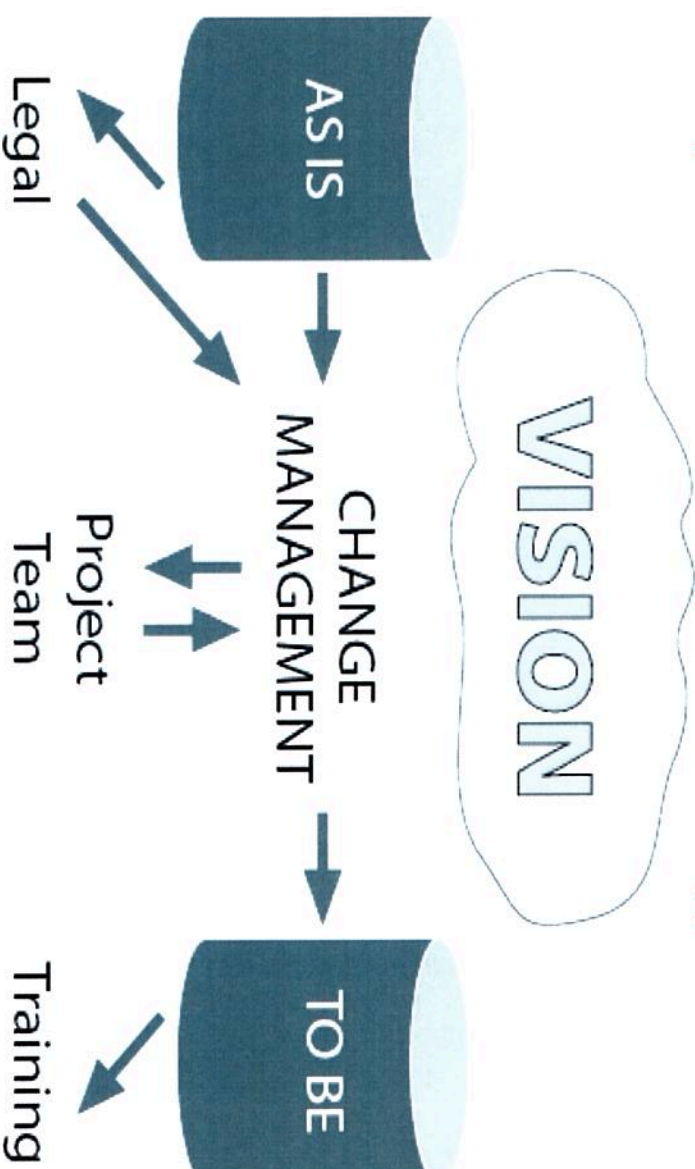SECURITY,
RE-ENGINEERING OF
BUSINESS PROCESSES

eGovernment Policy / Strategy

Organization

Legal framework

Fiscal framework

Technical architecture

e·ESTONIA STORY

ALLAZO POLIS

Implementation hurdles

- The more complex the system designed, the more difficult it is to implement and the higher the risk of failure

- The strategy to minimize this risk is to introduce open ended planning process:

  – Establish an overall vision

  – Establish the practically achievable partial goals as „pilots"

  – On their success, declare the project a success

  – Based on this, make the partial goals general with interest based approach first and compulsion based approach to get the remaining minority goals done

CHARE – simplified change management framework

Formulating the vision

- Vision has to address the basic questions:
  - What is the purpose?
  - Who is responsible for what?
  - How are security concerns addressed?
  - How is the positive cost/benefit ratio achieved?

Increased resourses devoted for establishing the architecture lead to reduction of expenditure in development and deployment phases!

Make or buy

- There is no one clear answer

- Considerations for whole systems

  – Can it be done in-house, i.e. are there sufficient resources availible? Man-power? Expertise?

  – Estonia has adopted as a rule of thumb: contract it out and we haven't had grave problems with security and costs. We have head-ache with procurement rules, forcing public authorities to take the lowest bid, not the best solution

- Considerations for components

  – Will it be under the procurement threshold?

Disruptive technologies

- Shared databases, allowing the same data to be used by multiple systems

- Expert systems, i.e. systems where the process know-how is embedded into the process itself

- Highly developed telecom networks: allowing the service to be offered or consumed or organisation to work anywhere

- RFID and the Internet of thing

- Artificial Intelligence?

- Cloud?

- Blockchain?

- Michael Hammer: don't automate, obliterate!

  Test: does any given activity add value?

  - Raise the quality?
  - Lower the cost?
  - Speed the process?

- Opposite of TQM and incremental improvements, evolution etc.

Cost benefit calculus

- The more general the vision, the more difficult it is to calculate the benefit in monetary terms

- The more concrete the service, the easier it is to express the automation benefits in numbers

- Budgetary people love numerical calculus

Example of a calculus

- Task: automation of data entry in applications

- 500.000 applications, entry of each declaration ca 4 minutes, i.e. 15 declarations in an hour, altogether 34.000 hours, i.e. 4250 full working days, i.e. 850 weeks, i.e. 17.7 years. Now multiply this by annual salary and you get the direct savings.

- They are actually higher as both necessary and incidental redundancies of the work-place have not been calculated in.

- Not enough? Multiply this with the actual annual number of applications ...

- Not enough? Add printing costs of the application forms, costs of keeping the front office etc.

- Not enough? Add forseeable inflation costs, e.g. raising salaries

Key points ...

- Necessity of high level support – BPR is one of the reasons the head of IT department should be in the executive board of a given institution, otherwise difficult to

  - argue your case | - secure horizontal cooperation

- Business plan needs to include resources not only for the IT but legal support and awareness activities and they have to be planned in the budget also

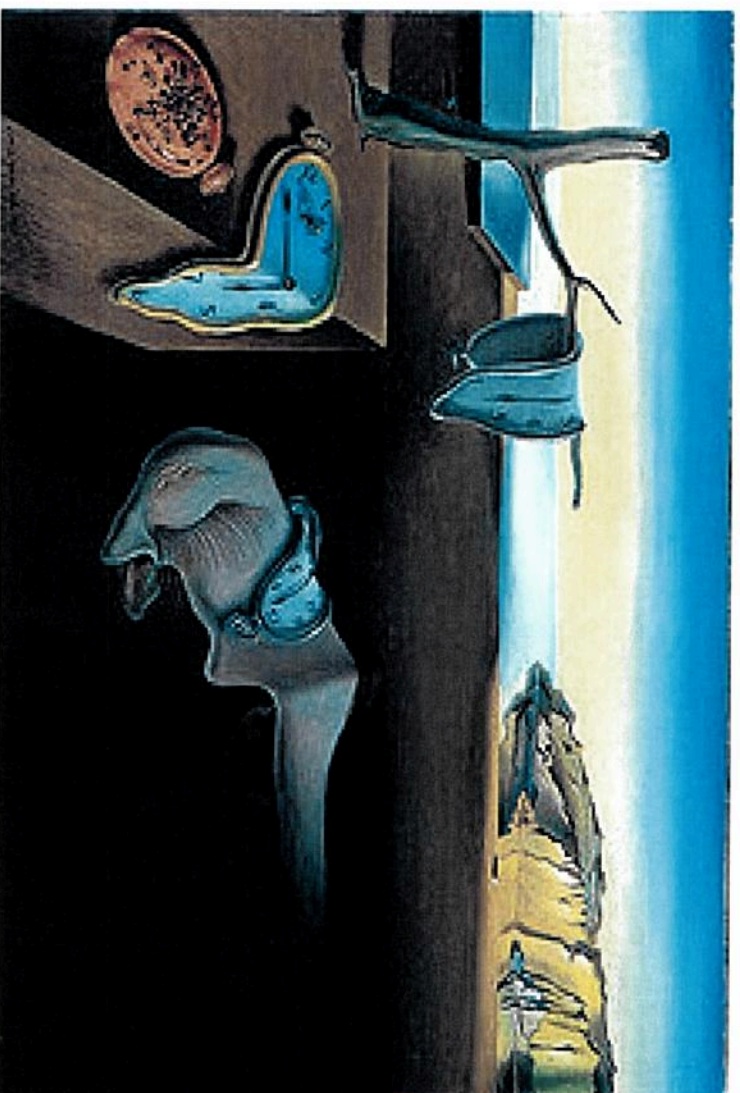- Prepare services for „stupid people", not the smart ones

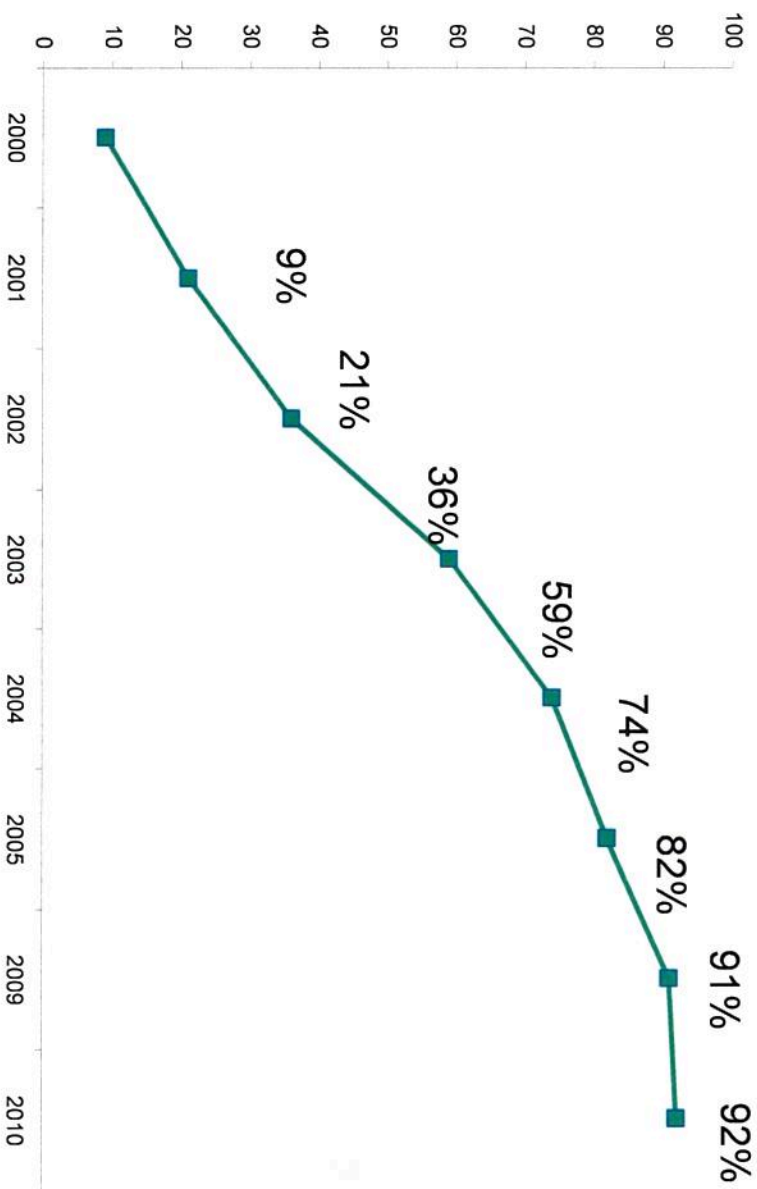Spiderweb of dependencies

Time factor

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e-declarations submitted to the tax board

9%
21%
36%
59%
74%
82%
91%
92%

Business process re-engineering

This is the time to introduce the real change:

— Don't limit yourself with taking the existing interactions to electronic environment

— Don't worry about „traditions" and „laws" yet

— Ask whether one or another part of the procedure is actually necessary

— Ask whether some other change can make the process better or more meaningful

— Assess whether the proposed change is doable

E-service adoption's sad truths

- There are no killer applications
- Success in new services takes more than one political cycle
- As people, we are more conservative than we think, so most of us will need a good motivation to change our behaviour

Thank you!

Questions?

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