



Digital Government Strategies: Good Practices



Slovenia: IT Reorganization in Public Administration

The OECD Council adopted on 15 July 2014 the Recommendation on Digital Government Strategies. The Recommendation provides a set of 12 principles structured around 3 pillars. The OECD Secretariat is developing a Digital Government Policy Toolkit to support OECD member countries and non-member adhering countries with the implementation of the Recommendation. This practice was submitted by the government of Slovenia to be considered as a good practice in the implementation of one or more of the principles contained in the Recommendation.

Description of the practice:

Organisation: Ministry of Public Administration, Slovenia.

Name of the practice: IT Reorganization in Public Administration.

Principles implemented: Primary:

Principle 7 - Establish effective organisational and governance frameworks to co-ordinate the implementation of the digital strategy within and across levels of government

Secondary:

Principle: 3 - Create a data-driven culture in the public sector.

Principle 6 - Ensure coherent use of digital technologies across policy areas and levels of government

Description: Effective informatics, increased use of e-services, digitalisation and interoperability of information solutions are encompassed in a special strategic objective of the Public Administration Development Strategy 2015-2020 (hereinafter: PADS 2020) and particularly refer to central government. In addition to direct effects on central government, indirect positive impacts are also anticipated on the entire public administration (particularly local self-government, public institutes and agencies), whose business processes are linked to the central government. Efficient governmental IT can significantly contribute to digitalisation of business



processes and therefore improve the quality, transparency and accountability in public administration.

Data governance is prerequisites for data driven developments, operations, decisions and innovative approaches. In this context the set of actions are in place. The development of central metadata dictionary is at the first priority and is also the prerequisite for data repository. Data repository which will provide views from different perspectives and contexts will be the root for the knowledge and understanding of the data. Repository will provide information's how the applications are connected to the data, what institutions are responsible for the data and how the data are used through the public administration procedures.

In 2013 the Ministry of Public Administration formed **Guidelines for IT Reorganization** (hereinafter: Guidelines), which were adopted by the Government in January 2014.

Based on the Guidelines the Ministry of Public Administration, in 2014, conducted a **comprehensive analysis** of the financial, organizational, safety, information - communication resources, human resources, as well as the authorities' own infrastructure resources and application solutions.

The results of the analysis were as following:

- Sources (applications, data, technology) are dispersed and inconsistent,
- The development of applicable solutions is duplicating, the ministries' solutions are not interconnected,
- Financial resources are spent in a dispersed and ill-considered manner, without a single architecture, strategy and goals.

We also estimated that we could accomplished the potential of lowering costs in the amount of 19,8 Million € (or 27%) in the next couple of years, by combining various measures, such as:

1. Infrastructure consolidation:

- migration of public administration IT systems into the state cloud and consolidation of data centres in line with the integration plan of the renewed HKOM public network with back-end systems and expanding capacities, migration of end locations and links, centralization of the support for public administration,
- full integration of horizontal building blocks,
- implementing a unified security policy and establishing SIGOVCERT;

2. Unifying the IT financial plan;

3. Centralising purchases;



4. Staff consolidation.

The Reorganization of IT in Public Administration consists of several projects:

P1: Adoption of the State Administration Act,

P2: Unifying the IT financial plan,

P3: Centralising purchases,

P4: Staff consolidation,

P5: Infrastructure consolidation,

- *Centralization of the support for public administration,*

- *Establishment of the Slovenian State Cloud (DRO)*

- *Modernization of the Government Central Communication System (HKOM),*

P6: Establishment of a unified system of the IT security policy.

http://www.mju.gov.si/en/areas_of_work/information_and_communications_technology/ (in the process of updating)

http://www.mju.gov.si/si/delovna_podrocja/svet_za_razvoj_informatike_v_drzavni_upravi/

http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/DIES/Sklep_o_ustanovitvi_sveta_za_razvoj_informatike.pdf

http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/DIES/Poslovniki_SvetIT-jan2016.pdf

Project management: Ministry of Public Administration, Slovenia.

Project team:

Monitoring is done by the Government Project Office, which is situated in Prime Minister Cabinet and Governmental Project Council, which was established in March 2016. It consists of state secretaries or general directors of the government bodies and line ministries.

Policy and strategic leadership is the Council's responsibility, which is led by the Minister of Public Administration. It also directs the development of information and communication systems of the state administration and management of their financial resources and reports to the Government of the Republic Slovenia.



The Council consists of a strategic board led by the Minister of Public Administration, a coordinative working group led by the State Secretary of the Ministry of Public Administration and an operational working group led by the director of the IT Directorate Service.

The Strategic board is responsible for coordination and control of development of information technology in public administration, review and approval of the strategic orientation in the field of IT in public administration, confirms action plans and other operational documents, gives its consent to line ministries and government services to all projects or activities that result in the acquisition, maintenance, or development of IT equipment and solutions that have a financial impact above 20.000 EUR (without tax).

The Coordinative workgroup is responsible for the preparation of proposals and action plans, coordination and assurance of conditions for the implementation of measures and activities in the IT sector in line ministries and government departments.

Operational working group is responsible for the implementation of activities, preparation and implementation of operational documents and work reports based on action plans.

All operational activities are done by the Ministry of Public Administration, the IT Directorate and its employees, together with civil servants in other line ministries and government bodies, which are the subject of IT reorganization.

Results

- Government adopted the required legal act in 2014 and other important documents in 2015, we put in place in 2015 the system for centralised purchases,
- we adopted unified IT financial plan for the year 2016 and are in the process of preparing unified IT financial plan for the year 2017,
- we consolidated human resources for the year 2016 and are in the process of consolidation human resources for the year 2017,
- we established Slovenian State Cloud and modernized Government Central Communication System and are in the process of migration of public administration IT systems into the state cloud and consolidation of data centres in line with the integration of the renewed HKOM public network with back-end systems and expanding capacities,
- we prepared platform for centralizing IT support for public administration and
- established a unified system of IT security policy and are in the process of adopting a Decree on Information Security.



There was no specific evaluation regarding this system, but some of the projects were financed by the European Regional Development Fund and European Social Fund and thus it was evaluated in this context using the standard processes and measures.

Development

Design: 2013. Preparing Guidelines.

Monitoring: Government Project Office and Government Project Council

Policy and strategic leadership: Council

Operational activities, analysis, public orders, implementation, knowledge sharing etc.: the Ministry of Public Administration in cooperation with line ministries, government bodies, different Slovene and foreign enterprises and concerns, University of Ljubljana, Faculty of Electrical Engineering and Computer Science

Testing: 2014 and 2015.

- carrying out comprehensive analysis of the informatics in 2014
- inter-ministerial coordination regarding the adoption of the State Administration Act in 2014
- inter-ministerial coordination regarding the adoption of the Action Plan for the execution of the IT reorganization in 2015, and adoption of Council
- preparation of the investment documentation for projects
- Establishment of the Slovenian State Cloud and Modernization of Government Central Communication System in 2014 and 2015

Reorganization of the IT in Slovenia's public administration is not a typical project, that is why testing, as such, was not conducted through all projects. We conducted some proofs of concepts when establishing the Slovenian State Cloud and

Modernization of Government Central Communication System.

Before the actual beginning of the IT reorganization, we conducted a comprehensive analysis of the financial, organizational, safety, information - communication resources, human resources and the authorities' own infrastructure resources and application solutions.

Following, we conducted several inter-ministerial co-ordinations with the purpose of harmonizing opinions, ideas, activities and so on.

Implementation:



Some projects of the IT reorganization in Public Administration are already implemented:

P1: Adoption of the State Administration Act – implemented in December 2014 with the adoption of the State Administration Act (amended Article 74a);

P2: Unifying the IT financial plan – partially implemented in 2015 for the year 2016, deadline is by the end of 2017;

P3: Centralising purchases – implemented with the adoption of the system for centralised purchases in 2015;

P4: Staff consolidation - partially implemented in 2015 for the year 2016, deadline is by the end of 2017;

P5: Infrastructure consolidation – partially implemented

- Centralized support for public administration –deadline by the end of 2017,

- Establishment of the Slovenian State Cloud (DRO) – implemented in December 2015 with purchasing all the necessary equipment (HW and SW),

- Modernization of Government Central Communication System (HKOM) – implemented in December 2015 with purchasing all the necessary equipment (HW and SW);

P6: Establishment of unified system of IT security policy – partially implemented, deadline is by the end of 2017.

Due to the enormous complexity of the planned operation and number of different projects within, we:

- developed a special tool for project management (in Excel) for a close and detailed supervision of all the activities, costs, risks, dates, responsible persons etc.,
- established working groups,
- conducted weekly and special meetings,
- developed a close relationship with the Directorate for Public Procurement for conducting public orders,
- conducted several presentations of the projects at national conferences, bilateral or multilateral meetings with ministries, government bodies, different Slovene and foreign enterprises, concerns and faculties;

signed or are in the process of signing a service level agreements and operational service agreements with every ministry or government body, so the responsibilities and expectations are very clear



Resources:

The Financial investment was 16.340.991,00 EUR with VAT, for the hardware and software for establishing the Slovenian State Cloud and modernization of the Government Central Communication System from the European Regional Development Fund and European Social Fund.

Human resources investment:

- 3 members of the Government Project Office,
- 14 members of the Government Project Council,
- 80 members of the Government Council of Informatics Development in Public Administration of the Republic Slovenia,

20 to 30 people in the Ministry of Public Administration, and numerous other civil servants, who work in the field of IT.

Diffusion and scaling:

We shared and continue to share information about IT reorganization in Slovene public administration at various national and international conferences and bilateral or multilateral meetings with ministries, governmental bodies:

- 16. – 18. 11. 2015 **CSA EMEA 2015**, Conference, Deutschland, <http://www.bsigroup.com/de-DE/CSA-STAR-Certification/Cloud-Security-Training-Courses/advanced-cloud-security-auditing/>
- 1.-5. 12. 2015, **Business Development Delegation USA-Slovenia-Green Reference Country in digital Europe, USA**
- 15.- 16.12.2015, **Conference, IJU 2015: Informatika v javni upravi 2015** (<http://iju2015.iju-konferenca.si/>), Slovenia
- 9. -10.3.2016, Conference, E-Government, Bulgaria
- 8. 3. 2016, **CSA CEE 2016 Summit**, Cloud Security Alliance, Slovenia,
- 3.-5.4.2016, Bilateral meetings and EMC conference, Ireland
- 11. – 13.4.2016, Conference, Dnevi slovenske informatike, <http://dsi2016.dsi-konferenca.si/>
- 16.-18.5.2016, Microsoft NT conference 2016, <https://www.ntk.si/english/>
- different strategic, operational... meetings with Government Project Office and Government Project Council, line ministries, government bodies, Council meetings, Slovene and foreign enterprises etc.

The state assets are also being reorganized and are undergoing all the activities related to the centralization of the organizational, human and financial resources as the IT reorganization does.

Both reorganizations are running simultaneously and are facing rather the same challenges and using the same methods and tools for managing such demanding projects.

Partnerships: Different Slovene enterprises such as KINGS d.o.o., OSI d.o.o., Powercom Adria d.o.o., Advant d.o.o., Unistar Lc d.o.o., Marand inženiring d.o.o., Beyond semiconductor d.o.o., Mides International d.o.o., Teratec d.o.o., NIL d.o.o., Kolektor sistem d.o.o., EZŽ d.o.o., Agenda d.o.o., Astec d.o.o., S&T Slovenija d.d., Xlab d.o.o., Marand inženiring d.o.o., Troia d.o.o., Comtel IT d.o.o., FMC sistemski integrator d.d., Telekom Slovenije d.d., Partit d.o.o., OPTIFARM, Gaber Terseglav s.p., SRC d.o.o., EMC Slovenija, University of Ljubljana, Faculty of Electrical Engineering and Computer Science and Government Bodies and line Ministries.



Nature of the partnership: Private sector, academics and research bodies, and public sector organisations.

Different enterprises were the tenderers in the public procurements, contractors, providers of purchased hardware and software, consultants, developers, etc.

Line ministries and government bodies are the ones, who are being centralized or reorganized.

Partnership with the faculty based on the transfer of knowledge concerning new ICT technologies, tools, approaches etc.

Lessons learned

1. For such a cross-cutting project, covering the whole government scope, you need strong and stable political support.
2. With so many stakeholders, you have to be agile and flexible, with the project management team and with the development teams.
3. In such a project, you will spend a lot of time and energy for risk management, handling planned and new risks that materialize very frequently.
4. One of the most important aspects of such a project is peaking up the right people for the job and motivating them throughout the project.
5. In such a project, you must be prepared for Murphy's Law »If anything can go wrong -- it will“

Conditions required:

- political support
- flexible project management
- strong risk management
- sustainability of the solution, trust
- responsible and motivated members of working groups etc.

Additional information:

The importance of ICT use is not just for the improved service delivery and internal public sector efficiency, but also as a driver for economic growth, social equality, and governance outcomes of greater transparency, integrity and citizen engagement. The new digital environment raises new risks and challenges that require governments to re-examine their governance approaches in light of the new possibilities and expectations. The challenge is not to introduce ICT into the public



administration; it is how to adapt the public sector's digital processes, operations and frameworks to the rapidly changing dynamics and relations between people and organisations are already enabled by the digital environment. New strategies are needed to harness new technologies in order to create a new service environment, new joined business models, new organisational arrangements that add value for citizens and businesses, modify the cost structure of services, enable new economies of scale, and introduce many to many communication channels.

Data repository will provide the knowledge to the government institutions, and consequently the institutions will better understand their own data, identify usage from other bodies and be able speed up decisions about publishing the open data and open services.

Strategic changes focused towards satisfying the needs of end users and e-governance development with common policies, shared services and infrastructure, big data and search tools, total mobility, common platforms of data and communications, cloud technology, reusable modules, user focus... these should be our main goals.

ICT is not only an essential tool for attaining all the state's set objectives, but also the enabler and driver of development (Public Administration development Strategy 2015 – 2020, page 135).