Digital government toolkit

Digital Government Strategies: Good Practices

United Kingdom: Global Digital Marketplace

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 developed 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 United Kingdom 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: Government Digital Service

Name of the practice: Global Digital Marketplace

Principles implemented: Principle 8 Strengthen international cooperation with governments.

Principles 1,2,3,9, 10, 11 and 12 also apply to this case study.

Description:

Globally, public procurement is in desperate need of reform and must embrace the tools, techniques and culture of the digital age. It's a government's top corruption risk as it's where money and discretion collide. The UK has begun to address this: GDS is
leading the **Global Digital Marketplace** project, which is embedding user-centred, design-led, data-driven and open approaches across digital, data and technology planning, procurement, contracting and service delivery.

Results

The Global Digital Marketplace project is currently in its 'discovery' phase - 'Innovation Status' of 'Identifying or Discovering Problems or Opportunities', and 'Generating Ideas/Designing Solutions' and 'Developing Proposals'. GDS has been able to observe results and impacts in terms of the positive engagement from stakeholders and potential collaborators. It is developing its evaluation and monitoring approaches to support project governance, in line with the reporting needs of FCO (relating to the Cross-Government Prosperity Fund Global Anti-Corruption Programme), Home Office and DfID (relating to the UK Anti-Corruption Strategy). The results and impacts we expect in the future include: DDaT products and services delivered as part of transformation programmes at national/sub-national government levels, free from corruption, evidenced using open data and civil society engagement throughout the end-to-end delivery lifecycle.

Design:

The UK Digital Marketplace was launched in 2014 not only to help make it simpler, clearer, faster and more cost efficient for government to buy technology, but also in response to the UK Government's relationship with the technology market.

At the time, government technology was described as an "oligopoly" by Parliament; according to the National Audit Office report 'Information and Communications Technology in Government: Landscape Review', in 2009 fewer than twenty companies retained 80% of the UK's £16 billion of annual IT spending.

GDS has helped the UK digital, data and technology (DDaT) sector to evolve from a highly concentrated, uncompetitive market in 2009 to a highly diversified, competitive market; as of 1 October 2018 almost 5,100 suppliers are available to the UK public sector through the Digital Marketplace, over 92% of which are small and medium-sized enterprises (SMEs). Since its launch, the Digital Marketplace has seen over £4.3 billion worth of business pass through it, with just under half of that going to SMEs. It has accelerated the growth of many hundreds of businesses distributed across the UK and offers an opportunity to support growth of the UK digital sectors, particularly for start-ups and scale-ups; a contract from government can transform a small business, giving it credibility, income and the crucial first customer.

Given the success of the Digital Marketplace, the UK seeks to use its expertise to support other governments. The Global Digital Marketplace is a partnership between GDS and the Foreign and Commonwealth Office (FCO) that aims to help international governments make their procurement more transparent to prevent corruption and to boot their DDaT sectors. Its delivery model includes working in partnership with international and domestic DDaT service providers and educational institutions in host countries. GDS plans to introduce new learning and development curricula that are consistent with the skills in demand from the private, public and voluntary, community and social enterprise (VCSE) sectors, lowering the barriers to multilateral DDaT trade and talent flow.

The Global Digital Marketplace is a commitment to Priority 4 'Reduce corruption in public procurement and grants' of the UK Anti-Corruption Strategy 2017 to 2022. GDS will use UK Government expertise to support the digital transformation of government procurement services in four countries, drawing on its experience of establishing the Digital Marketplace.

The Global Digital Marketplace project interventions include:

1. Assuring plans before money is spent - planning, business case development and spend controls, including associated codes of practice [https://www.gov.uk/government/publications/technology-code-of-practice/technology-code-of-practice]. This relates to principles 3, 9 and 11 of the OECD Recommendation on Digital Government Strategies.

2. Designing procurements and contracts – the Digital Marketplace [https://www.digitalmarketplace.service.gov.uk/] commercial routes to market, and associated procurement and contracting reforms, including reviews of domestic regulatory contexts at

national and subnational government levels. This relates to principles 3 and 12 of the OECD Recommendation on Digital Government Strategies.

3. Assuring service delivery - contract award, managing service delivery and supplier relationships through DDaT service assessments, associated standards to assure delivery [https://www.gov.uk/service-manual/service-standard] and ways of working with suppliers [https://www.gov.uk/government/consultations/supplier-standard-for-digital-and-technology-service-providers/supplier-standard-for-digital-and-technology-service-providers] This relates to principles 3, 9 and 10 of the OECD Recommendation on Digital Government Strategies.

4. Embedding the Open Contracting Data Standard (OCDS) - throughout all 3 delivery stages outlined above, to support the progressive public disclosure of information relating to forward-look plans,procurements, contracts awarded and service delivery. Now an adopted UK Government standard [https://www.gov.uk/government/publications/open-standards-for-government/open-contracting-data-standard-profile], OCDS information will be human-readable and machine-readable (all 5 stages of the OCDS map directly to the 3 delivery phases of the Global Digital Marketplace). This relates to principles 3, 9 and 10 of the OECD Recommendation on Digital Government Strategies.

5. Building capability and capacity - developing new professions within government such as the DDaT profession and its associated capability framework [https://www.gov.uk/government/collections/digital-data-and-technology-profession-capability-framework], building institutional capacities in the civil service and private sector through targeted learning and development modules covering the above areas, with training delivered through an academy model [https://www.gov.uk/government/groups/gds-academy], focusing on integrity, procurement reform, digital service delivery and government transformation. This is a cross-cutting intervention that relates to Principles 1, 2, 3, 9, 10 and 11 of the OECD Recommendation on Digital Government Strategies.

Throughout 2018 GDS has completed feasibility studies with six countries across Latin America, Southern Africa and South East Asia, using a standard diagnostic framework to establish common, as well as country-specific, problems and opportunities. Building on this work, GDS and the FCO will establish who to work with over the next three years, to tackle corruption through sustainable procurement reforms and digital transformation, at national and sub-national government levels.

So far, various stakeholder groups engaged include government officials responsible for ICT, procurement, planning, DDaT supply chain, chambers of commerce, and civil society groups (e.g. open government advocacy groups, anti corruption campaign groups, etc).

Testing:

The primary users of the Digital Marketplace are public sector buyers (the DDaT delivery teams working on transformation programmes and projects) and supply partners (of DDaT products and services). Since the inception of the Digital Marketplace, GDS has been conducting research with these users at least every two weeks, to design and deliver new features within the end-to-end DDaT commissioning process. Secondary users with whom we've been conducting research include procurement, commercial and legal practitioners within the public sector, as well as their supply

partner counterparts. This is important because supporting functions such as these, which play a vital part in managing public sector demand and supply, also have needs that often get overlooked.

Since November 2016, GDS has led the 'ICT Commissioning' thematic group as part of the OECD Working Party of Senior Digital Officials ('E-Leaders'). In September 2018, GDS commissioned third-party partners DXW Digital and Oxford Insights to carry out research, design and content creation for the procurement reform best practice document ('playbook'), which this thematic group has been developing since its inception.

More recently, and with support from the OECD, the work of two other thematic groups is being drawn into the playbook - 'Business Cases' (led by Denmark) and 'Digital Service Delivery' (led by Mexico). Collectively, the scope and nature of these thematic groups represent the end-to-end lifecycle of DDaT delivery.

The digital and procurement officials from all governments contributing to the 3 thematic groups will be given the opportunity to participate in the user research that DXW Digital and Oxford Insights are carrying out, to deliver this piece of work.

This work will be showcased at the OECD 'E-Leaders' annual conference in Seoul at the end of October 2018, and will be used as part of the Global Digital Marketplace delivery.

Implementation:

Tool: User-centred design, agile delivery and the re-use of open source UK government assets (platforms, standards, etc) have been implemented to support the development of the Global Digital Marketplace
programme.

Resources:

Full multi-year funding approval is pending (expected at the end of October 2018). Subject to approval, £11m is expected to support delivery of the Global Digital Marketplace Programme with partner governments at national and subnational levels in 6 countries across Latin America, Southern Africa and South East Asia, until 2022.

Global Digital Marketplace staff is envisaged to consist of a small UK-based PMO, in-country delivery managers and GDS subject matter experts deployed as and when required, given the nature of the work packages being delivered. The services of supply-chain partners will also be commissioned where the market may be better placed to contribute to the programme design and delivery

Scaling:

In-country delivery is expected to take the form of multidisciplinary teams comprised of UK government officials, other government officials, UK supply-chain partners, domestic (in-country) supply-chain partners and NGOs. The approach is to build institutional capabilities and capacities, in the public and private sectors, through delivery with consistent standards and principles at the heart of that delivery, knowledge transfer and global community building.

UK government officials, UK supply-chain partners and NGOs will incrementally and sustainably scale down their in-country operations as part of a pre-planned, managed and assured exit strategy. Post-exit reviews are expected to take place periodically, particularly to monitor, measure and evaluate impacts, and as part of Global Digital Marketplace Programme continuous improvement.

Expansion

Some elements of the Global Digital Market place project have been or are being individually replicated to varying degrees by other governments. For example, the Australian Digital Transformation Agency (DTA) has replicated the UK's Digital Service Standard and associated service assessment process, as well as the Digital Marketplace .   As all elements of the Global Digital Marketplace project are open source and/or based on open standards, scaling and replicating is relatively straightforward.

Closer to home in the UK, the Digital Service Standard has also been replicated for use by the local government sector [https://localgov.digital/service-standard]. More recently, the Local Digital Declaration was launched [https://gds.blog.gov.uk/2018/07/04/launching-the-local-digital-declaration/] to show what good digital transformation looks like, It contains 5 principles that describe what organisations can do to achieve this.

Partnerships:

Public sector organisations, civil society, private sector companies

FCO (as leads of the Cross-Government Prosperity FundGlobal Anti-Corruption Programme), Home Office and the Department for International Development (DfID) (as leads of the UK Anti-Corruption Strategy 2017 to 2022). The Global Digital Marketplace Programme is currently investigating partnering opportunities through Memorandums of Understanding with a number of organisations, including the Open Contracting Partnership (OCP) and the Organisation for International Economic Relations (OIER, through which a number of United Nations agencies have expressed interest). Please note that these potential partnerships are not yet formalised.

Lessons learned

Recognising the broad cross-section of people who are involved in the end-to-end lifecycle of DDaT delivery, and the diversity of their needs, is paramount to bring about systemic change.

Changing culture and behaviours in the public sector takes time and it's an organic process. The mindsets of individuals will either help or hinder this change, so building a 'coalition of the willing' by seeking out the like-minded (those who are mobilised around small yet collectively purposeful, practical and impactful actions, united by common principles) is key to overcoming the complexities of government and inertia to change.

Building trust through successful delivery that meets users' needs helps to shift the mindset of individuals. Trust is vital for the adoption of new ideas, and openness and transparency are vital for trust to develop. Tackling corruption through public procurement reform is fundamental to building civil society's trust in national and subnational governments. Everything stated under the 'Conditions for Success' section applies here.

Formal Evaluation:

The FCO's Global Anti-Corruption Programme (of which the Global Digital Marketplace is one of 9 funded activities) has had both a 'critical friend' review by the UK government's Infrastructure and Projects Authority (IPA) and its first annual review. Both reviews involved independent officials from across government, resulting in reports, RAG statuses, recommendations and actions to take, being resented to the FCO's Global Anti-Corruption Programme SRO. Where relevant, each funded activity will contribute to these recommendations being implemented and actions being achieved.

Conditions required:

In complex government structures where silos create friction and inertia to change, people need to rise above these constructs, seek out the like-minded and mobilise around small yet purposeful, practical and impactful actions, united by common principles.

Policies, procedures, rules, regulations and processes can change but if the people aren't bought in and motivated to make a difference, the smallest amount of non support can introduce friction and inertia like a virus, contaminating the very system that needs reform. Behavioural change and cultural change, championed from the very top of the organisation and institution (political and official levels), are absolutely central to this.

Innovation needs room in its broadest sense to flourish; experimentation, reimagining failure, prototyping, etc. The people involved need this room to challenge the status quo, to try things never considered possible before and to learn when things don't turn out as expected.

Additional information: