

INFORMATION MANAGEMENT IN A NETWORKED ADMINISTRATION

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I will try and focus on aspects which are specific to probably the most decentralised public administration that we know of. There will be a number of pictures which I will, because of time restraints, pass relatively quick through, but I have left in the presentation because where necessary to put some of the aspects in context. So anybody who wants go back and figure about what I said would need them to understand it. So first, a message from our sponsor, a short message saying just to describe what my agency is doing, is our mission statement. You usually describe us as a consultancy with one handicap; we can only work for our owner. I will also put it into in a concept of society development. But in our view, what we are now is not merely some technical aspect of introducing the technology. Our society is undergoing an industrial revolution. E equals size and importance as when we introduced steam or when we introduced electricity and try to think about today's society without electricity and you will realise how ubiquitous it is in today's world. We are also changing a world of shifting values where our citizens do not behave the same way that they did 10/20 years ago. Where there affluence has changed their expectations, making them more demanding but also changing what we expect from the public sector. We are in the process of modernising government very much from being a tool for the state, for the sovereign in our case, to serving the citizens from basing our public administration's statutes to basing it on performance and evaluations. It is set in the perspective of general governance reform and of modernising other public administration.

We have a number of goals set on what we what to achieve, which I think is a fairly common to all of our countries. I will try to summarise in four single points, and if you really start thinking about these for four points, there is quite a demanding agenda for us, which will challenge both the structure and the processes of our administration, going far beyond the technological basis and programmes. And we also said for our part that we will not limit the choice of our citizen to the way we want to contact the public administration even though we go online people should still be able to see a public servant.

We have a few starting connections on what we mean. First the government and the information age is not about technical solutions. It is about your business system your business concept and your customer relations. Technology is only the enabler. So do not focus on the tech issues, focus on the information flows, the information storage, the information uses. That is where you start to see how you have to re-engineer your sector; and

remember this is a statement said that the European Chairman of SAP at a conference in Brussels. Do not just go online. Before you go online get your business in order, because unless you do that the only thing you'll do us for people to see how lousy business process you have.

I thought I'd start with nice picture as a starter. It is produced by Booz and Allen, I don't know what happen to Helmut, I thought he used to be part of it. It is a major study undertaken on behalf of the British government, evaluating on e-Government in nine countries. The G7 countries, Sweden and Australia. We rank them on four cases, value, use, readiness and conditions. We rank them on three sub-aspects, individual, business and public sector. We found it very interesting. The green line is the first three, so to say the band between one, two and three of a line, and the line drawn between points is Sweden's record. So one of the interesting aspects is that when it comes to value and use, the public sector in Sweden rank first. In value we even got the high score of 97 on a 100 scale, which I think is not very much more to do, in that ranking. So we were quite satisfied with this but a bit amused, with the fact that on the basic conditions necessary to achieve a good result we almost ranked zero. We try to tell the British government that maybe, the conclusion they should draw was to reassess some of there own pre-conditions of what are necessary to achieve good results. And that is part of what I am going to show you today, the fact the British study pre-supposes, but you have perhaps centralised control, direction and management to achieve good results and we do not think that is necessary, we don't have it, and we have achieved results anyway.

The Swedish Governance model is a very specific one and it's an old one. We have a very small Government office. Ministries in all have about 3500 employees, embassies excluded. All implementation of Government policies is done by over 200 independently managed central Government agencies. Much of public services such as health, social services, education and so forth is undertaken by 284 local Governments and 21 Regional Councils and the Government cannot issue any instructions to them only Parliament can do that.

We also have 21 insurance boards which are partly under the benevolent guidance of a national insurance agency which Mr. Jonas Berggren comes from, partly controlled by parliament but it means a number of independently managed actors.

When it comes to agencies, the Government agencies we are governed through a system developed during the last twenty years where the Government gives the goals and the directive in annual instructions to each agency. Each agency has got a single administrative allowance but can use it in whatever way they want, they can borrow for the investment that they need for example for ICT system up to a limit set individually for each agency. We are not borrowing on the market we are borrowing at a national debt office.

We have an operative independence Government can issue any instructions on how to undertake that operation that Government wants but Government has wisely refrained from issuing such instructions. Instead they base it entirely on performance evaluated orientation performance orientated evaluations checking what did you do with your money and what did you achieve.

And not last and not the least Director Generals such as I are appointed for a limited term. If we want to continue in business we have to make certain to achieve results in order to be re-appointed. I have two more years to go before my time for re-appointment comes up.

It means we have a decent very networked administration. Normally we don't use the words but I think we should start to do it to bring home the hope but in a world of where the information agencies is building a network and network functions we already have a networked administration. It means we have de-centralised operative decisions, we have de-centralised the investment funding, we have de-centralised design of our ICT systems, our co-

operation is essentially voluntary and value driven and we have a national population register. One of the facts we spoke of in the Affinity Group as a key issue for continued development. We also have a unique personal identity number. The address register run by the National Population Register is also servicing the private community making it possible for them to update customer registers efficiently and cheaply every week.

The way we make this work is that we have used to use a European expression the open method of co-ordination so far which means it is no mandate, it has no restrictions, it has no orders, instead we set goals, targets and measure how far we achieved it. It is a method which the European Union is using now to achieve as fast a convergence in areas not covered by the European Legislative powers.

The large agencies are serving as trailblazers. Agencies such as the National Social Security Agency, the National Tax Agency, the National Labour Market Agency are important trailblazers trying innovative solutions and setting the pattern for smaller agencies.

Standardisation is demand driven that means agencies see but they need more guidance, more standardisation and better answers on what options to choose in order to be able to work together. We are focusing on a soft infrastructure, which is relates to information management but we have no Government CIO. There is nobody at all who can make any decisions of that kind which of course since we have de-centralised everything then we don't need one.

The way we assure coherence in this system is the Agency Act is calling upon all agencies to co-operate and to provide assistance to each other that they require in their operations. My agency acts as a catalytic agent, we don't have any powers, we can't order anybody to do anything, and we can't distribute any money. The only thing we do is advise the Government but the Government tends to follow our advice and that gives us influence. We have created something called the State E-Forum where we bring together the Government Agencies that act as trail blazers in common discussions on what to do and how to do it. We have set up similar things for local Government but that is in an early stage of functioning.

The Government has decided to appoint a Commission as an extension of a political guidance for this work. The Chairman is appointed but not made public yet. The Members are not known yet.

We are also going to institute an e-Government Inter-Operability Board that will have mandatory powers to lay down standards that my agency doesn't have. My agency will be serving that Board with background material for its decisions but it will be the Board that takes the decisions not my agency.

We are working in information management and it is one of the four goals I said that a citizen should not have to re-supply information that the public administration already possesses. There are four set goals in this. We want to improve services to the people; we want to promote efficiency in avoiding double work. We want to protect privacy and that is really important and we want to preserve trust because one of the largest assets we have is not the National Population Register it's the trust that citizens have in the public administration's ability to handle large registers over such things as population, incomes, social security payments etc and to prevent the information being leaked or mis-used. The largest asset that we have is our citizen's trust in the information management of our Government Administration and that is something we have to preserve.

We are working on organising the information; we already have a system where each Government Agency or Local Government is responsible for its own registers. There is a separate Law or Ordinance for each such register, which means that they are already set down in mandatory text what you can store and how you can use it but what remains is to make this

more systematic. Today the law has been designed and written on an ad hoc basis. Different unit as the Ministry of Justice or in other specialised Ministries has been responsible for each law. There are technical distinctions on how you structure the laws for customs for example from the laws for police. The substance is similar but the structure is difficult and it creates some problems and this is something that we have to start to look on, to become more systematic.

We also have to start getting a better catalogue of the registers and information assets that are at the disposal of agencies. Today is based on what a Government agency knows; what registers other Government agencies are operating but we should do that more systematically.

We are also creating systems for sharing information, we are using the internet as a communication channel, we don't have a Government internet linking all Government agencies together. There is a secure internet within each Government agency and within the Ministries but nothing linking Ministries to agencies. One of the reasons for this is that our law on public information says that any document sent from a Ministry to an agency or from an agency to an agency is public information. For that reason there is no use to design a secret system.

We are building this on information retrieval for a secure pre-agreed standardised messages between information system leaving the agency responsible for registers in control over what information they hand out for what purpose and making it possible to get the information in real-time.

We call it the Swedish Government eLink system and there is discussion going on in the European Commission within the ID work to try and set up a common system comparable to this one for all European countries, make it possible for us to change documents between national administrations in Europe.

But we have opted against giving one agency on-line access to registers held by other Government agencies. There are some exceptions notably the fact that the police have on-line access to the National Population Register but basically we have opted against on-line access because we feel that it would endanger the trust of the citizens in our information management.

When it comes to electronic identification we have for similar reasons and for practical reasons opted against introducing the single sign on system. We are also operating a decentralised choice of security. Each agency is responsible for its own information management, its own services and its own costs and therefore must choose the cost efficient security level itself. That means that we have no Government certificate authority, we are not issuing and we are not going to issue as far as I know any public certificates for identification against the public sector but we are developing a common certificate standard doing it in a dialogue and in co-operation with private actors also involved in the certificate business to make it certain that it becomes a de facto standard. And our long-term goal is that the Government should expect all reliable certificates existing on the Swedish market. It's a long-term goal and in the short term we work together with the Swedish banking association to make certain that certificates issued by the banks and other actors can be used to access public services. We are building shared services of different kinds. I mentioned the certificates standard and process, we mentioned the secure messaging that we have defined, SHS is the Swedish acronym e-Link is the English. We are also going to initiate a secure intranet for EU documents called Tester, to find a cost efficient way of accessing confidential documents stream of a European Union. We are going to set up an interoperability framework which is why we need a government interoperability board with mandatory powers. We are working on purchasing, procuring, standardising back office functions. My agency will procure them, but they will be optional. It will be a voluntary decision by every agency if they want to use them or not. Our argument is that either they create value for other

government agencies, and if they do, they will use them; or else if other government agencies, can find more cost efficient ways of doing the same thing, they should choose the more cost efficient way and we should stop trying to procure standardised functions for them. It has to be value driven. We are also working in procurement co-ordination or ICT equipment and services, It is also a voluntary process but provides a certain degree of convergence and standardisation as a by-product. We are operating a national net portal which is basically a link to other portals. Containing links to other portals. We're developing in some aspects common front office functions which are into support agency for back office functions, shared services and shared information.

I thought I would end this presentation by pointing to a couple of questions. One is the specific issue which we are dealing with. Sweden has about 9 million inhabitants, but we have a relatively vast geographical area. It means that we share with Australia the problem of the outback. Of the sparsely populated countries, up north, inland with long distances between people. We can see that automated services will require simplified rules and rule-based decisions. It will require a review of our legislation in different areas. But automated service will at the same time erode the basis for manual service as you go automatic, there will be fewer offices where people can meet the civil service, and this cannot be located anywhere. They have to be sited in the cities where you can recruit qualified staff and it will not be out in the outback. We see we face an increased need for shared front offices between government agencies, but also between central and local government requiring a new dimension of co-operation between different actors in the public sector. We are only starting to work on this one. And even so when we go out to the farthest point out in the outback, the villages where the only permanent activity that exists is the local grocer. You will have to start thinking about other ways of a public sector, being represented by individual private actor under some kind of licence to represent the government against the citizen, or the citizen against the government. We do not know yet where this will lead, but I think this issue of how we meet the citizen is one of our major aspects of redesigning the public sector.

Finally, our issues that we are dealing with for the future is cross agency financing. When costs appear in one agency but the benefits are distributed amongst other agencies. Or where an agency takes on a cost and it generates macro economic value, or general society value, but still it's a reform that has to be financed.

We want to go on to create meta-portals, but it's the type of life situation portals that many of you have been speaking of, but are still using basic service and information provision is handled by each agency in the way we do it normally. We are trying to work with local governments to create local government solutions and pay special problems, because the central government is not prepared to pay for them, and local government doesn't have a organisation to be able to appear to have joint financing or joint services, so we are trying to educate the local government sector a bit. We are also working in the situation where we have to rethink public services, reengineer administration purposes and re-engineer administration structures. There is quite a lot of that going on today. Much of it is linked to information processing. Take for example the national tax administration. It used to have 21 regional tax authorities, as independent against the national institution as the national institutions against government. But as we went from trying a detailed tax registration, which means a manual looking, or where you were living and what you were doing into more standardised taxation, more simplified taxation that could be based on registering information and application of rules. We didn't need that type of people and we didn't need that finely meshed contact point against the civilisation, against the citizens. On the other hand we need instead, qualified economists and statistics. We needed specialisation. So we had to merge all the 21 regional tax authorities into the national tax authorities. To make is possible for them to build a competence centre say for taxation of paper industry in one area, for the taxation of banks and finance institute in another town. Changing the structure of a tax administration. We are in the process; we have done the same in customs. We are, I hope, in the verge of doing the same thing in the social security administration, of abolishing the

independent social security offices and giving the national agency for social insurance the ability to control resources, processes and information flows. And so this is a system of re-engineering public government that is going on, that is driven by the access to new ICT technologies and there is a core aspect of our ability to find a new modern information management in Sweden. Thank you.