3rd Session «Public Administration and E-Government: Trends and Consequences»

Public Administration Reform Strategy in Bosnia & Herzegovina

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Abstract

Public sector reform, or 'reinventing government', has been on the agendas of many governments since the early 1990s, but it is receiving a renewed emphasis today. This is largely because of the promise of advanced technologies and open standards to enable a transformation of the public sector structure and to rebuild government's relationships with citizen and business customers. Many politicians and public administrators say that, by 2010, it will be difficult to justify a structure of government and provision of public services through vertical silos. The model of government that exists today is one that has evolved over time and, arguably, reached its peak in a different era – the post-war industrial society, in which it was assumed there was a universal need for the same basic public services. Everybody required a certain level of healthcare, education, housing, social security and public utilities, so mass-produced, one-size-fits-all public services were developed and delivered uniformly by vertical departments set up to oversee each area of responsibility. Modernization presents government with many challenges, but it is also offers an unprecedented opportunity to enhance efficiency and make cost savings, become customer-centric and build a better relationship with the public, and lead the transformation from the industrial age to the information age. Translating the modernization philosophy into action is an enormous task, but well worth the investment. Governments are working to be more efficient and effective by eliminating duplication and integrating processes and services across agencies. Their commitment to modernization often extends to a range of good governance objectives – creating openness and inclusiveness, enabling citizen engagement and strengthening democracy, and restoring public trust and confidence in government. Modernization is largely about doing away with the silo structures of government so that operations can be conducted in a seamless and coherent way. Another success factor, therefore, is the redesign of processes and services and then integrating them, both vertically between the front and back offices and horizontally across different agencies.

The strategic implementation and use of information technology runs through all elements of successful modernization. Advanced technologies such as XML Web services are enabling integration and allowing government to move far beyond traditional one-way transactions to more collaborative, interactive environments.

Implementation of E-Government practices (Information and Telecommunication Technology), knowledge management

E-Government – Strategic level

More activities, documents and action items that have to be executed in order to prepare ground for more operational and project level work.

E-Government Strategy - A common first key stage in establishing e-government is a clear vision and leadership from the very top. Typically this is an agenda and set of objectives outlined at the Presidential or Prime Ministerial level. An e-government vision will sets out clearly defined priorities, backed up by structures that combine both political and executive sponsorship

E-Government Action Plan - After having Strategy in place, we will develop and use Action Plan that will detail on tactical level what type of projects government should execute, what kind of technologies it needs to investigate, what will be desired outcome and what is needed to successfully execute that plan.

E-Government Central State Administrative Office - There is need to establish Central State Administrative Office that will be headed by the State Secretary who will be appointed to the office and acquitted of the duty by the Government of Republika Srpska based on a proposal from the Prime Minister. The State Secretary and the Central State Office are directly accountable to the Prime Minister.

E-Government – Operating level

Having defined all strategic steps that are needed to establish basis for a E-Government initiatives, we will group further activities by organizational level: there will be one committee organized per one group of activities that need to be executed. Further explanation can be found in specific Committee Work Agenda.

E-Government Legislation Approach - Define what are needed laws, legislations, recommendations, and standards etc. that would enable continuous development of E-Government strategy, adopt and harmonize already existing legislation that is inline with defined requirements.

E-Government Human Resource Management Approach - Define what is needed to do to ensure long term success

E-Government Secure National Network Infrastructure - Define, analyze, decide and develop secure national network backbone that will be used for all intra and inter government communication.

E-Government National PKI Infrastructure - Define, analyze, decide and develop national pki infrastructure implementation that will be used for government but also later for citizen and business use.

E-Government Common IT Interoperability Policy - Define, analyze, decide and develop interoperability policy that would be used for development of local IT data centers / stacks.

E-Government Common IT Architecture Patterns - E-Government Common IT Architecture Patterns

E-Government Common IT Application Patterns - Define, analyze, decide and develop application patterns that would be used for development of local IT data centers / stacks.

E-Government Common IT Data Patterns - Define, analyze, decide and develop data / xml patterns that would be used for development of local IT data centers / stacks.

E-Government Security Strategy - Define what should be approach for E-Government related to security strategy related to data, processes, systems and people.

E-Government Data Security Policy - Define security level of data collecting, using, storing and exchanging.

E-Government Process Security Policy - Define security level of government processes that will be/are used as a basis for E-Government G2G interactions.

E-Government Systems Security Policy - Define security level of government systems that are used for core infrastructure system used in national/regional/local/departmental premises used in Government agencies.

E-Government HR Security Policy - Define security levels of government and non government people that will / are accessing all other groups defined above.

E-Government Data Management Policy - Define what should be approach for E-Government activities related to data management (privacy, security, master data management, data storage, registers, databases… etc).

Analyse and Select appropriate data management approach that will be used across the board for all E-Government projects and processes that will be implemented during the E-Government Action Plan activities.

E-Government MetaData Management Policy - Define the elements, refinements and encoding schemes to be used by government officers when creating metadata for their information resources or when designing search systems for information systems, or developing web services for E-Government use.

E Govenment Portfolio Management Policy - Government will spend huge amounts of investment on IT enabled projects and operations, yet there is no comprehensive overview of it. The technology agenda requires management of the totality of its technology enabled programmes at portfolio - as well as programme - level to deliver results with more predictability. Portfolio management will allow government: to match supply with demand; to anticipate generic challenges; to identify duplication and other opportunities for standardisation and sharing; to challenge relative low value projects; and to set priorities when competing for scarce capacity.

E-Government Project Management Policy - Define what should be approach for E-Government activities related to project management.

Analyse and Select appropriate project management methodology that will be used across the board for all E-Government projects and processes that will be implemented during the E-Government Action Plan activities. There is a need for policy of work on the management and control of technology enabled business change will be put in place. This will ensure that not only the *successful delivery* of major projects but also confidence and controls to ensure the *reliability* of successful delivery.

E-Government Operations Management Policy - Define what should be approach for E-Government activities related to operations management (itil).

Analyse and Select appropriate operations management methodology that will be used across the board for all E-Government ops centers and data centers that will be implemented during the E-Government Action Plan activities.

E-Government – Operating level

Last level in E-Government strategy is Project Level where we have action items and potential projects to execute in order to achive specific goals like policies, documents, laws, infrastructure, applications, solutions, and in general, action items that have visible delivery which can influence in a big way in G2G processes.

E-Government Learning Policy (People) - Deliver eEducation Portal for Government users implemented as an Administration Portal subsite. Portal will be based on eLMS (Learning Management System) architecture and solutions.

Organize working group that will coordinate development and deployment of LMS content in local language. The development and deployment should be executed by 3rd party entities.

Establish ECDL (European Computer Driver License) as a certification for computer literacy as a standard for all Government employees. Organize delivery of ECDL courses for Government employees.

E-Government Supplier Management Policy (Procurement) - Define and Implement a regular forward look at demand and supply of IT services and an agreed forward sourcing strategy, including action to ensure capacity and competition in the market.

Active management of strategic IT supplier intelligence, relationships and performance across government, using a standard assessment framework.

An agreed performance plan for each major supplier to improve that supplier's delivery, capability and partnering with current and future public sector customers.

E-Government HW Procurement Policy - Define, Analyze, and Decide on hardware approach that will be used in hardware procurement need of the Government.

Decide on best practices according to specific needs of different entities.

Define, Contact, Agree and Realize on specific vendors / solutions providers that Government can work with, and build best approached related to price, availability and support from those vendors.

E-Government SW Procurement Policy - Define, Analyze, and Decide on Software approach that will be used in software procurement need of the Government.

Decide on best practices according to specific needs of different entities.

Define, Contact, Agree and Realize on specific vendors / solutions providers that Government can work with, and build best approached related to price, availability and support from those vendors.

E-Government Secure National Network Infrastructure Departmental (Local) Implementation (Infrastructure) - Define and deploy local government and government bodies implementation of SNNI infrastructure (LAN/DLAN implementations) that will use same security, access and technical specifications on local level.

E-Government Secure National Internet Infrastructure - Define and implement government’s single point of interconnection for Internet for all / ready government bodies that will use same security, access and technical specifications on local level.

E-Government Secure National Mailbox Infrastructure - Define and implement government’s single point of interconnection for electronic e-mail for all / ready government bodies that will use same security, access and technical specifications on local level.

E-Government Secure National Web Infrastructure - Define and implement government’s single point of interconnection for web for all / ready government bodies that will use same security, access and technical specifications on local level.

E-Government Secure National Payment Infrastructure - Define and implement government’s single point of interconnection for government to business

and government to citizen payments for all / ready government bodies that will use same security, access and technical specifications on local level.

E-Government Secure National Gateway Infrastructure - Define and implement government's single point of interconnection for transactions, services enrollment, access and authorisation for all / ready government bodies that will use same security, access and technical specifications on local level.

Solutions

E-Government Standard Wokflow Management Portal (including eSessions Portal) - Development of E-Government WF Portal to expedite transfer of drafts and related information from institution to institution.

E-Government Standard Administration Portal - Development of E-Government Administration Portal, which will enable all Government employees to seamlessly create, find and share information across different organizations and tasks, using integrated features and fully enabled collaboration.

E-Government Standard Citizen Portal - Development of E-Government Citizen Portal, which will enable all citizens to seamlessly find and use information across different government institutions and entities, using integrated features and fully enabled collaboration.

E-Government Standard Business Portal - Development of E-Government Business Portal, which will enable all organizations to seamlessly find and use information across different government institutions and entities, using integrated features and fully enabled collaboration.

E-Government Digital Signatures Framework - Define and implement government's standard framework and apps for usage of digital certificates in the document management activities.

E-Government Standard Workstation Deployment Policy - Define and implement government's standard desktop deployment policy.

E-Government Standard Server Deployment Policy - Define and implement government's standard server deployment policy.

Public Administration Reform Strategy

Information Technologies

Government is significantly impacted by information technology

Information technology (IT) is increasingly used to transform – not only how governments conduct their business – but also what they do, and how they relate to citizens and society. The public sector's use of IT improves information and service delivery, encourages citizen participation in the decision-making process, and makes government more accountable, transparent and effective.

IT is therefore a major element and an instrument of public administration reform: for enhancing efficiency (doing more with less), and improving government service delivery. However, to gain success, sole use of technology will not be sufficient. Real impact is only achieved if modern technology implementation is accompanied with the reorganization of processes, and continuous upgrading of skills. The focus will be on how IT can be used to improve government structures and processes, and how the culture of BiH public administration can be furthered, to maximize benefit from these changes.

Current situation

Following global trends, BiH public administration started introducing IT into government businesses: either at their own expense, or with the financial support of international donors. There are already a few cutting-edge information systems implemented in BiH, such as the CIPS information systems, treasury information system, and tax administration information system. However, most implemented IT projects have addressed "burning" issues, and therefore are isolated; these projects are viewed as the solution to a single problem, and not as a tool of overall government reform.

It is a positive new trend that the introduction of IT in government business has been recently addressed through detailed policy documents. The *Policy for Development of Information and Communication Technology in BiH* was completed under UNDP auspices in June 2004, by an inter-governmental forum made up of IT technicians and staff, from all government levels. Based on this policy, an e-government strategy was adopted in November 2004 by the Council of Ministers of BiH, together with an action plan. Unfortunately, most of the policy documents produced have so far remained unimplemented, because the formal bodies in charge of e-government coordination and implementation are yet to be established. Qualified IT human resources available within public administration are inadequate, as the terms and conditions of employment in public administration institutions are not competitive with those in the private sector. Further, despite significant progress concerning regulations within the telecommunications domain (i.e. IT infrastructure, data protection and exchange etc.), a coherent and comprehensive regulatory environment for the utilization of IT is still unsatisfactory. The existing IT legislation remains haphazard and piecemeal, leaving BiH a long way from *acquis* requirements, and the needs of a modern information society.

Furthermore, cross-institutional networking is very limited. There is no secure and reliable country-wide public administration infrastructure; which is the groundwork for development and implementation of IT systems, applications and electronic services in all areas of the administration. Nevertheless, most employees across BiH public administrations have access to a personal computer. A variety of efforts has recently focused on tackling the issue of software licensing.

Many developed countries give top priority to the development of information systems supporting horizontal functions, i.e. the processes that are common to most institutions. It is commendable that the same practice has emerged in BiH (e.g. the treasury budgeting information system). These projects have strong economic incentives: the same software solution can automate common procedures in most institutions, and create large budget savings. However, some individual institutions

are trying to automate some horizontal functions, causing duplication of efforts, wasted funds and possible future interoperability problems.

Some substantial back-office reorganization of services enabling access to 'any data, anywhere, anytime' has been achieved (e.g. personal documents and change of address).
Only the inadequate legal framework prevents those services from being transactional. In comparison to the *e-Europe 2005* requirements and 20 e-services, BiH is still a long way behind world-wide transactional and cross-organizational services. Nonetheless, there is an encouraging awareness of internet use as a tool for public institutions to disseminate information; and a majority of institutions, regardless of level, have their own web sites.

Objectives

RS will increase IT utilization in public administration to: *make government more accountable, transparent and effective; improve information and service delivery; and encourage citizen participation in the decision-making process.* The important anticipated changes relate to: policy; organization and human resources; IT infrastructure, including security; and automation of public administration business processes, including fundamental registries, horizontal functions and e-services.

Framework policies, regulations and standards

Adoption and implementation of legislation on electronic communications infrastructure and associated services, in accordance with the framework of the relevant EU Directives, will be instrumental in fulfilling all *acquis communautaire* requirements regarding IT. Parallel to the progress of IT legislation, the introduction of IT in government business will necessitate securing critical human and financial resources to implement the planned IT projects. The adopted e-government strategy and accompanied Action Plan offer a comprehensive catalogue of future measures.

They explore a wide range of technologies that could be deployed, and actions that could be taken; but they must be prioritized according to existing capacity and performance, strong political support, and sustainable project cost models.
Additionally, the current practice of donor-driven IT projects should be avoided in future; so donated funds can be focused on prioritized IT projects.

To ensure secure data and information exchange within, and in between government and users of public services; security and privacy policies, and methods of monitoring staff adherence to these policies; will be developed. These policies will encompass defined technical recommendation, conditions and referent standards. A continuous process of risk analysis will be established at all levels.

Parallel to the recent harmonization of procurement procedures at all governmental levels, additional standards regulating procurement of IT goods, supplies and services will be established, to contribute toward standardization and harmonization of IT procurement. To ensure authorities can purchase software on the “good quality and inexpensive” principle – regardless of whether the software is open source or proprietary – a holistic software strategy for public administration will be developed and adopted. With regard to proprietary software, in progress negotiations will continue for the public sector country-wide, regardless of the governmental level, to achieve a considerable reduction in the cost of licenses for enterprise agreement licenses. Additionally, following the practices of developed countries, the possibility of migration to open source software should be seriously considered as soon as possible, including the use of so-called “mixed models”.

Organization and human resources

Unlike other horizontal systems in public administration, a dedicated central institution in charge of IT coordination is still absent at most government levels. This prevents implementation of a systematic and methodological approach toward the optimal use of IT. A strong, capable and independent government IT agency – that

will be in charge of developing e-government systems from strategy to realization, and coordinating IT activities performed by the various levels and ministries on BiH-level – should be established as soon as possible.

The future Agency for Information Society (AIS), in coordination with centers of IT competence from other levels, will be the main initiator and implementer of IT activities proposed in the Action Plan accompanying this Strategy, and should be operational in the shortest period possible. Centers of IT competence should be established and/or formally recognized at other levels; and subsequently, some operational IT services should be centralized. These centers should establish close formal links of cooperation with the statelevel AIS, as soon as it is established. In order to effectively use currently limited and scattered IT human resources, a valid classification of IT jobs will be created, and a strategy for retaining scarce IT staff will be developed. A clear division will be made between centralized and decentralized IT functions, and IT functions that could be outsourced to private companies.

Rapid development of web technology can help BiH to position itself as an effective and citizen-oriented government – if there is strong political commitment. The potentials of egovernance need to be constantly promoted to government employees and users of government services. Government representatives, private sector, universities, IT professionals and all other interested parties, should also make contributions toward egovernance, through an e-governance forum that will be established. In parallel, egovernance development requires benchmarking systems to measure the advancement of IT use in government, i.e., the percentage of basic public services available online, and the use of online public services by the community (in line with *e-Europe 2005* requirements). At this level of IT introduction in BiH public administration, additional benchmarking systems will be introduced to draw attention to how government, its various agencies and their backoffices, should be adapting and reorganizing to meet the challenges and opportunities presented by IT.

Increased levels of computer literacy of civil servants reduce the need for IT help-desk support; indeed, computer literate civil servants are a precondition toward the overall goal of enhancing efficiency. Existing staff, at each level, will undergo computer literacy testing, and one institution should be responsible for continuous work on IT literacy: organizing a standardized training programme (such as the ECDL programme); introducing e-Learning; performing IT literacy benchmarking; and raising awareness of the importance of selftraining.

To reduce the high costs of IT training, all newly-employed staff should have basic computer skills, and CSAs will introduce rules regarding the minimum computer literacy required by a civil servant. An adequate budget for continued professional education of IT staff will be secured, and analysis of training needs will be introduced, so that training offers are based on actual needs.

IT infrastructure

Coherent communication, and an information infrastructure that will provide cheap, reliable and safe access to information and allow information exchange, both within the public sector (including across government levels), and externally (between the public sector and the users of public services), is a major precondition – without which, the potential of e-governance cannot be achieved. Building the correct infrastructure is critical for the development and implementation of information systems and specialized applications, in all areas of the administration. To achieve this, all government levels will prioritize the development of this infrastructure, and sufficient budget resources will be secured for this purpose. Initially, an early coordination of all involved stakeholders, in order to avoid any duplication of efforts, will be established. Secondly, analysis of current networks will be preformed to optimize the use of existing networks, and avoid irrational spending. In parallel with the development of a national backbone for the use of public administrations, individual networks will be completed; and the infrastructure for a single and ubiquitous Internet access, with joint

services and security solutions wherever possible, will be ensured. Some standard-setting for common workstation configuration, minimally at the level of individual institutions, will also be established and implemented. Easier maintenance, standardization and improved user satisfaction will be the outcomes of these actions, facilitating higher efficiency at a considerably lower cost.

Information systems and e-services

Some cutting edge information systems are already implemented: JMB (citizen identification numbers), passports, identity cards, address data, driving permits, car registrations, business and tax registries. Further efforts are needed to guarantee the interoperability of all registries. The aim is to allow the use of registry content by multiple institutions at different levels of government (i.e. civil, business, land or property registries), to provide better quality data to support public administrative functions, and simultaneously decrease the burden on citizens caused by data collection obligations. To achieve this, a strategy on public registers (including the solutions for harmonization and interoperability), will be developed. In parallel, a priority list will be created for each public register, and unified software solutions will be implemented if possible. The final achievement will be a “one-stop-shop” for citizens.

The current European trend is that the interconnectivity, data exchange and service delivery of public sector IT systems is based on interoperability, rather than integration of IT systems. Therefore, the work on the e-government interoperability framework for the BiH public sector, harmonized with the recently published European Interoperability Framework (EIF), will become a long-term priority. Common, open standards for data exchange and technical interoperability between applications (most likely XML-based), will also be produced as soon as possible by the future AIS, and in coordination with centers of IT competence from other levels.

The current public administration institutions’ web pages have variety visual and conceptual identities. In the short run, common criteria for quality of content, and structure of public administration institutions’ web pages, will be introduced. For example, unique Web Content Management System (CMS) will be developed, and

uniform concepts of e-services will be defined. Introducing uniform visual and conceptual identities to governmental web pages will be followed by the creation of a BiH portal (only informational initially), which would gradually become a genuine one-stop-shop – with services organized around life events, and spread over various levels of government. To realize this goal, cross-organizational and transactional e-services will be developed and implemented, according to a priority list. This priority list will be based on the current state of the application they run on, expected costs and benefits for public administration and users of services, and in accordance with the practices of developed countries.

Finally, information systems supporting common horizontal functions will be uniformly implemented. Use of the same software solution can automate common procedures in most of the institutions, achieve large budget savings, and avoid duplication of effort and future interoperability problems. The budget for development and implementation of uniform software solutions supporting common horizontal functions will be secured as soon as possible. The implementation will be completed in accordance to agreed priorities and in close cooperation with the institutions playing a central implementing role at each government level. Once implemented, versions of the same information systems in all institutions will be kept synchronized, configuration management will be introduced, common vocabulary and data definitions will be maintained, and a common knowledge repository for problem-solving during migration and maintenance will be prepared.

Key activities
By 2007:

• There should be a strong, capable, and independent government IT agency at the state level in charge of developing e-government systems, from strategy to realization, and coordinating IT activities performed by the various levels and different ministries.

• Other levels of government should also establish or strengthen centers of IT competence.

• This should be followed by a valid classification of IT jobs, and a clear division between centralized and decentralized IT functions, as well as IT functions that could be outsourced to private companies.

• RS portal should be created, even if only informative by 2007. In parallel, common criteria for quality of content and structure of public administration institutions' web pages should be developed to ensure uniform visual and conceptual identity.

• Further, the Law on Electronic Signature and e-business and accompanied bylaws should be adopted.

• In the policy area, a software strategy for public administration as whole considering
migrations to open source software, a strategy on public registers, IT security and privacy policies and standards that regulate procurements of IT goods, supplies and services should be developed.

In the period between 2008 and 2010:

• There should be national backbone developed for the use of public administration.

• Information systems supporting common horizontal functions should be uniformly implemented in accordance with agreed priorities, and in close cooperation with the institutions playing a central implementing role at each government level.

• E-government interoperability framework should be developed followed by the implementation of public registers and common data repositories to enable 20 eservices
from e-Europe 2005 to become cross-organizational and transactional.

Development – Empowerment of Human Resources
Education and continuous training of Human Resources

Human Resources

Overview

The abilities and dedication of the people working in the public services are vital if the administration is to work effectively. In complex administrative systems achievement of the highest quality of human resources is the biggest challenge. The human resources management (HRM) system needs to be transparent, fair, supporting merit and professionalism, and providing incentives to staff according to clear criteria.

Human resources policy is also a key element of meeting the challenge which EU membership presents. The *acquis* includes directives on equal opportunities. These policies cover access to civil service, merit-based recruitment and promotion, and disclosure of assets and staff rotation for sensitive posts.

Above all, an impartial and high-quality civil service will enable institutions on all levels to contribute to the economic and social development required by the citizens of RS.

Current situation

Current capacity and methodology for human resources planning at both strategic and institutional levels is basic. There has been little opportunity so far to undertake either job evaluations, or in-depth needs analysis in individual institutions, or at the level of overall administration. This lack of analysis, and subsequent resource planning, has led to anomalies; both between the different levels of Government, and within them.

The issue of salaries and awards has not been solved systematically. Pay scales are too narrow, and do not award performance and responsibility. Wage rates are largely out of line for lower grade employees (at the state level particularly), and highly compressed for higherand mid-level employees. Some jobs with similar complexities, have compensations that are significantly different.

A considerable problem is the implementation capacity in the individual institutions, and the lack of monitoring and advisory capacity in the CSA. The latter are mostly seen as “service providers” to institutions.

The Strategy envisions ambitious changes – in several directions

The Strategy envisions continued development and modernisation of human resources policy.

The overall goal is to develop *a professional, politically impartial, nationally balanced, ethical, stable and responsive public service, which is respected, and able to deliver effective services to Government and citizens.*

Several areas of human resources policy which merit particular attention in the years ahead have been identified:

- A common approach to modern HRM practices
- Strengthening the policy role of the Civil Service Agencies
- Development of capacity in individual institutions
- Information systems
- Human resources planning
- Recruitment policy
- Greater mobility
- Performance management
- Training and Development
- Salaries
- Key activities

Based on the above objectives, the short-term priorities in the area of HRM, are multiple.
They include:

• Confirming policy areas for harmonization and continuing development for the immediate and longer term, including defining the range and scope of 'civil service' to meet the needs of the differing levels of administration in BiH;

• Initiating specific activities oriented toward developing the policy role of the CSAs; and to secure specialized HRM capacity within individual institutions;

• A complete job evaluation in all institutional levels to assess the current situation and requirements; also, steps to introduce common job classification/grading

arrangements, and competency profiles for each grade/sector in specific positions across BiH, in line with competency frameworks developed. Priorities include reviewing and revising specific and general job requirements, allowing for flexibility in recruitment, and developing agreed formats for job and person specifications (including qualification and experience requirements, skills, attributes and competencies);

• A more time-efficient and cost-friendly process for applicants in the administration, for screening of applications and the selection process;

• Initiate the establishment of the Institute for Public Administration for the whole of BiH;

• Establishing a working group for reforming the salary system – to undertake in-depth analysis of current salary/grading issues, based on the job analysis, and the new job descriptions/ specifications – and taking account of the current market rates for individual jobs, explore future requirements and needs.