

Keynote Speech

Leadership Role of CIOs for Policy Integration and Institutional Coordination: Toward the Whole-of-Government Approach to E-Government

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Greetings

Good morning.

Distinguished delegates, honorable guests,
ladies and gentlemen.

I gave a speech at the plenary session yesterday, but I am delighted to be able to talk again at the CIO conference. Today’s theme is the “Leadership Role of Chief Information Officers for Policy Integration and Institutional Coordination Toward Achieving Sustainable Development.” I think that it is a very timely and relevant topic.

While yesterday I stressed ICT-enabled collaborative governance for sustainable development, today I am going to focus on a whole-of-government approach to e-Government.

NPM and E-Government

Let me begin by talking about the principles of new public management, that is, NPM, and e-Government. As you know, e-Government has been adopted since the 1990s as a useful tool for implementing NPM principles. They are, first, the dis-aggregation of government into separate agencies, second, competition between agencies, and, third, incentivization based on performance summarized well by Dunleavy et al.(2006).

The combination of NPM and e-Government has, however, resulted in the accumulation of siloed and smoke stacked systems and overlapping supply chains of provider-expedient services. It has failed to integrate services and consolidate ICT resources, and constrained the further simplification of business processes throughout government.

E-Government has been treated as a prescription for “doing more with less” for decades in several countries, which are now being confronted with high integration costs. With a negative aspect called the productivity paradox having come to the fore, e-Government is now suspected of creating problems. Agency-centric e-Government causes the tragedy of the commons due to excessive performance-driven competition. Under this agency-centric environment, information-sharing does not become the standard procedure, but merely the exception.

New modes of the prompt response to the negative effects of siloed e-Government driven by the NPM principles have been developed. These are, first, whole-of-government reintegration, second, needs-based services, and, third, stressing the value of public services.

First, whole-of-government reintegration does not merely mean a return to the old principles of centralization and organizational consolidation; rather it means putting back together many of the elements that have been separated out into discrete organizational units by NPM principles. Under the whole-of-government framework, ministries and agencies do not work independently within their jurisdictions, but share common objectives and work collaboratively across traditional boundaries to achieve integrated solutions to public problems and issues in entire policy cycles.

Second, needs-based services involve a full-scale attempt to re-prioritize away from the NPM emphasis on process innovation toward a genuinely citizen-based, services-oriented foundation for government. It means to integrate public services into useable packages, both online and offline, for citizens. In e-Government, universal access and service include not only open

access for citizens to government services, but also open access for government to spots in the society in seamlessly inclusive ways.

Third, incentivized competition among agencies may bring about the tragedy of the commons. Through curbing excessive competition, collaboration strengthens the value of public goods and services resulting in the comedy of the commons, as pointed out by Jeremy Rifkin in his book *'The Zero Marginal Cost Society'*.

E-Government and Gov 3.0 in the Republic of Korea

Next, I am going to talk about e-Government and Gov 3.0 in the Republic of Korea.

Let me, first, share with you the lessons learned from e-Government in the Republic of Korea. I have identified a few critical factors that contribute to successful e-Government and have published my experiences and knowledge in some papers and reports. The 'systems' concept will help us understand such factors.

The critical factors that we have to take into consideration are ①the political, economic, social, and technological, that is, PEST environments, ②the political leadership and strategic prioritization as inputs, ③the implementing organizations, ④the legal and institutional arrangements, and ⑤resources as throughputs, ⑥performance management as an output, and ⑦policy-oriented learning as feedback.

The Government of the Republic of Korea has tried to prioritize these factors by developing projects such as the digitization of national key databases in the 1980s, high-speed broadband networks in the 1990s, and e-Government in 2000s. Among the identified factors, strong political involvement, and proper advisory systems with timely support are crucial to the success of e-Government.

Recently, however, some arguments have been raised on the limitations and constraints of e-Government in the Republic of Korea, too. On the one hand, continued investments in e-Government are said to contribute little to increasing the utilization of e-Government services by citizens, especially older generations who are digitally divided. On the other hand, as e-Government continues, it increases the cost of reintegration and coordination among the agency-

centric systems. This means that additional investment in e- Government becomes inefficient in a situation where, according to the classical economic theory of profit maximization, the marginal costs exceed the marginal benefits.

This skepticism regarding e-Government has materialized in the form of the Gov 3.0 agenda initiated by President Park Geun-hye. As mentioned yesterday, Gov 3.0 aims to establish a competent and transparent government by providing bespoke and personalized services to citizens. Let me deal with three points.

First, online-to-offline(O2O) services can be more efficient than relying solely on e-Government to remove either blind or overlapping spots in services. President Park has stressed many times the importance of street-level spots traced in-person by officials rather than desk administrators relying on e-Government systems.

Second, the introduction of G-Cloud for resource consolidation, knowledge management, and information-sharing among agencies are important components of a competent government as well.

Third, opening the government data in the machine readable format is one of key Gov 3.0 agendas for enhancing people's trust in government as well as promoting scientific and industrial developments.

Now, service integration and resource consolidation at all levels of government become imperative to e-Government policy and programs. In addition, various attempts are being made to introduce collaboration in every stage of policy cycles: deliberative policy formulation using collective intelligence, evidence-based decision-making by analyzing big data, and service delivery, online to offline, via public-private partnerships.

This collaborative governance and the whole-of-government approach in government innovation and e-Government is, in fact, the ultimate goal that Korean government tries to attain through Gov 3.0 agenda.

The Role of the Government CIO

Now I'd like to talk about the leadership role of the CIO. According to the definition of the United Nations Public Administration Network (UNPAN), the CIO is the official vested with

authority across departmental boundaries to guide decision-making and strategy setting with regard to e-Government policy and programs and IT architecture building.

This definition stresses a whole-of-government perspective, with which the CIO has to carry out e-Government tasks in integrated and cross-cutting ways. I'd like to point out four issues in particular.

The first one is a well-designed institutional arrangement that influences the functioning of the government CIO. There are basically two models: the supra-ministerial and ministerial models. You can refer to my book 'ICTD: Institution Building', published in 2012 by UN ESCAP/APCICT as part of the Knowledge-Sharing Series of the Ministry of Strategy and Finance of the Republic of Korea.

As indicated in the 2014 United Nations E-Government Survey, CIOs who are integrated into the president's office or prime minister's office like in the United States, the United Kingdom, and Japan, has a better opportunity to leverage knowledge, resources, and commitment throughout government. At ministerial level, the government CIO position is usually assumed by a high-level official from the ICT ministry. In this case, the commitment of the top leaders, supported by a strong advisory system, is recommended.

Second, a government CIO needs to have some visionary qualities so that he or she can draw the desirable shape of the future government, that is, a clear "TO-BE" model of his or her own. I suggest an ICT-enabled open government as a TO-BE model, where actors in society, with a shared goal, work together throughout entire policy cycles. Wicked problems can only be dealt with by proper collaboration among them.

Furthermore, the CIO has to consider the promoting and constraining factors that the government is facing: organizational structures and working practices, the value chains of services to citizens, resource allocations, technological capacity, officials' competences, and so on. With a master plan and a detailed action plan, the CIO has to fill up this perceived gap and cleavage between the existing constraints (AS-IS) and the desired future shape (TO-BE).

Third, the CIO has to have some specialized knowledge and an interest in state-of-the-art technologies like ICBMS (IoT, Cloud Computing, Big Data, Mobile, Security). E-Government is increasingly becoming not about mere developments of information systems, but about building of open government using hyper connected ICBMS. Open- source and web- and app-enabled e-Government will promote services to be available to citizens when and where they need them.

Finally, the CIO has to be a network manager who promotes e-Government from a whole-of-government perspective. The CIO does not work in isolation of other ministries, but has to leverage knowledge, resources such as financial one, and commitments throughout government.

The CIO has to lead the government by utilizing technological potentials. But technology is not a panacea in and of itself. Therefore, the CIO has to possess the capacity to build and manage cross-boundary networks. Through government-wide networks, the CIO can transform the siloed and smoke stacked systems, fragmented data and duplicated processes into fully integrated and interoperable ones throughout government.

In reality, CIOs in many countries are undertaking their missions under vulnerable conditions. They are usually neither from the budget and finance ministry nor from other powerful organizations. They can hardly be expected to exert strong influence over maintaining the whole-of-government perspective.

Therefore, they have to try to ensure strong commitment from the top leaders in government. If you asked me to select just one factor supporting the success of e-Government in the Republic of Korea, I would not hesitate to suggest the strong engagement of successive presidents since the late 1990s.

Concluding Remarks

In conclusion, I believe that the leadership role of government CIOs is becoming more and more crucial to sustainable development. It is because citizens ask for various competences and multiple roles of the CIO in order to meet their expectations. I anticipate great achievements stemming from the leadership provided by CIOs in the Asia-Pacific Region.

Thank you for your attention. Thank you.