Cross-Sector Governance
Presentation Deck

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Presentation Structure

- My Research

- What Is Governance?

- What People Performing Governance Told Me

- Critical Governance Issues

- Cross-Sector Governance Model

- Exploring Critical Governance Issues

Research Problem

Hundreds of billions of dollars are spent on government IT worldwide.

Governments spend millions of dollars on cross-sector services to provide better connected, cheaper digital services to citizens.

The expected benefits are often not realised.

Governance arrangements have been identified as contributing to these failures.

Research Case: Electronic Identity (E-ID) Services

- I chose the New Zealand E-ID service, currently called RealMe, to explore cross-sector governance of digital services.

What are E-ID?

- E-ID provide an electronic form of identification, which has been provided digitally as an online service or through identification cards.

Rationale

- Electronic identity is a critical component required for the provision of secure digital services to citizens.

What is Governance?

Governance is not clearly defined in practice

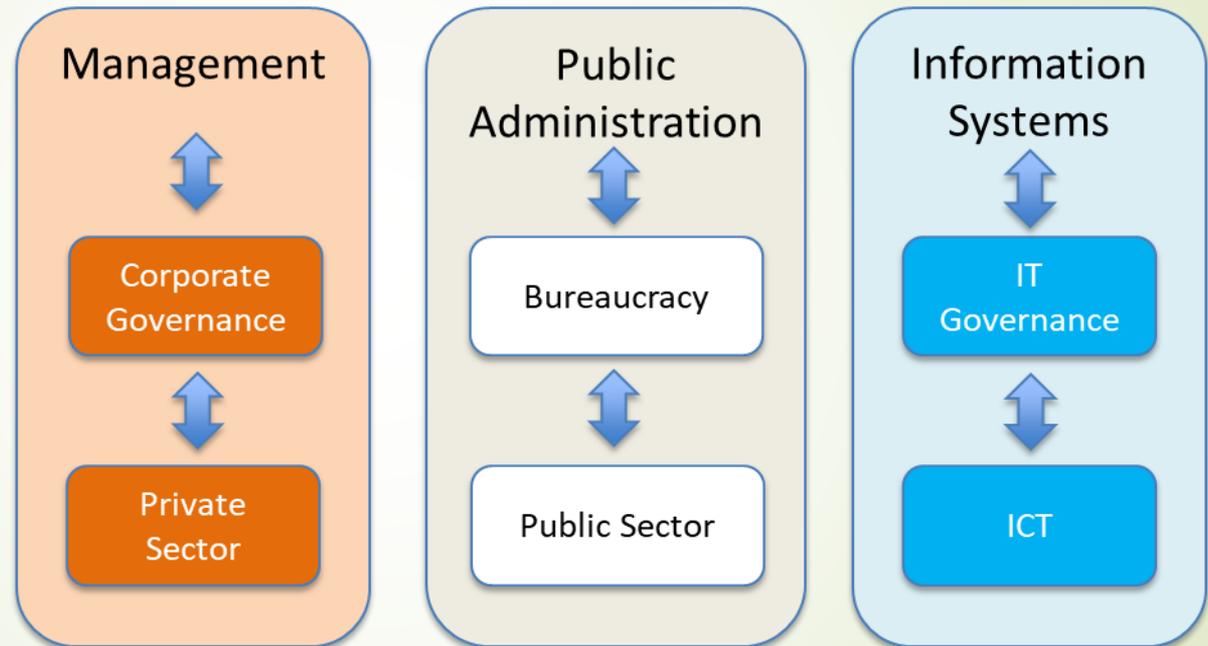There are different forms of governance, with different origins

They are not consistently applied across the public sector
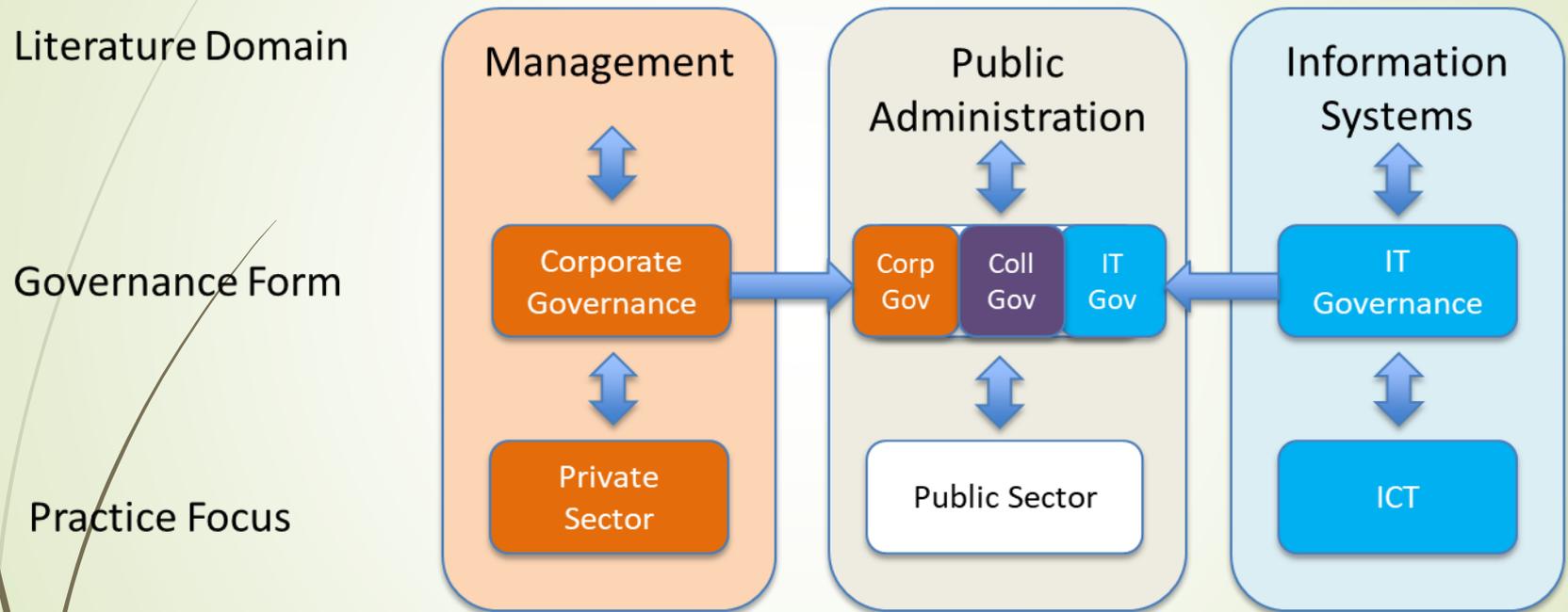
Governance Forms - Origins

Literature Domain

Governance Form

Practice Focus

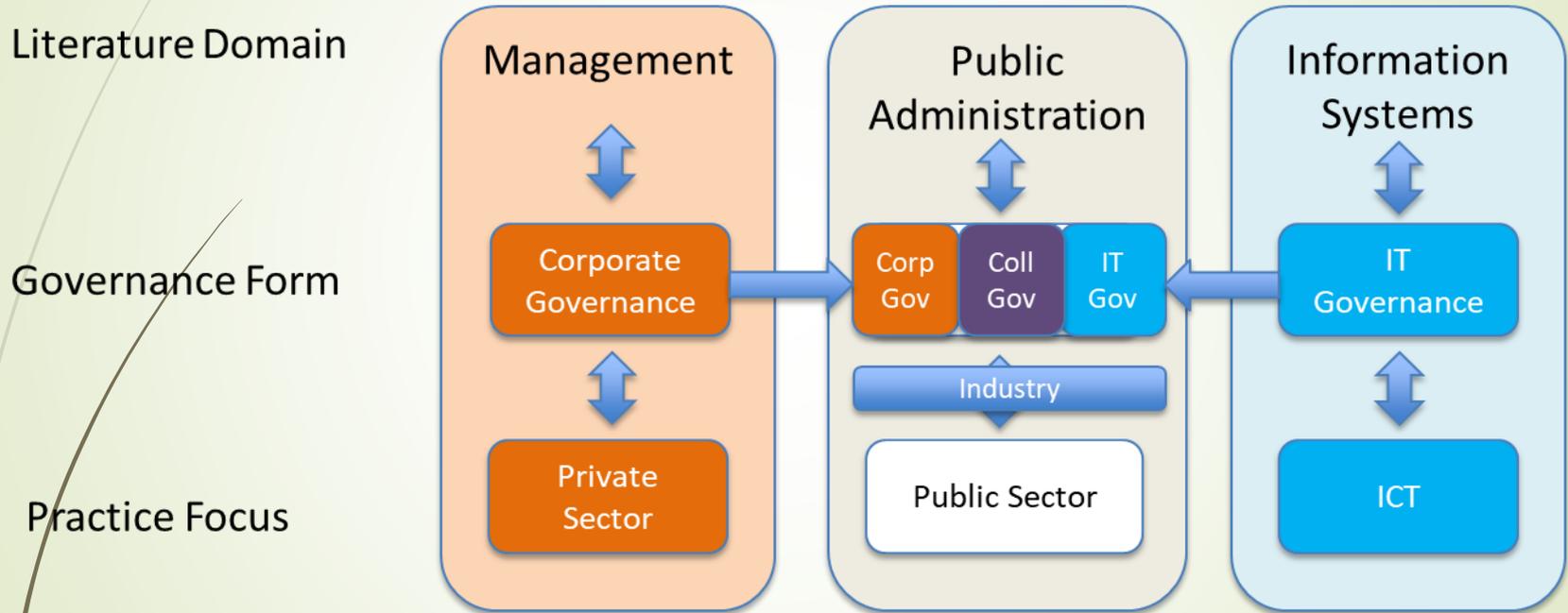| Management	Public Administration	Information Systems
Corporate Governance	Bureaucracy	IT Governance
Private Sector	Public Sector	ICT

Governance Forms - Use

Corporate Governance, Collaborative Governance and IT Governance have all been introduced into the Public Sector
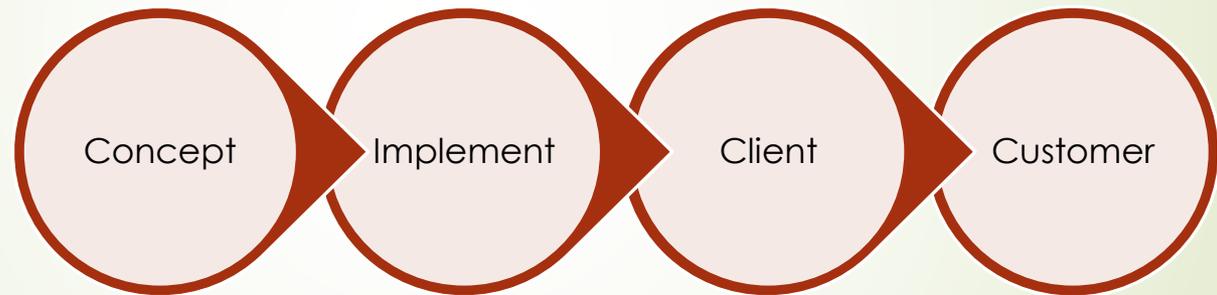
Add a few industry frameworks …

Designing governance arrangements in, and for, the Public Sector has become complex and confusing…

What people performing E-ID governance told me

- Governance is a process – similar to those used in project management or solution delivery lifecycles

Concept → Implement → Client → Customer

- This indicates a strong influence from IT governance and information systems literature

Public Sector Governance

Executive

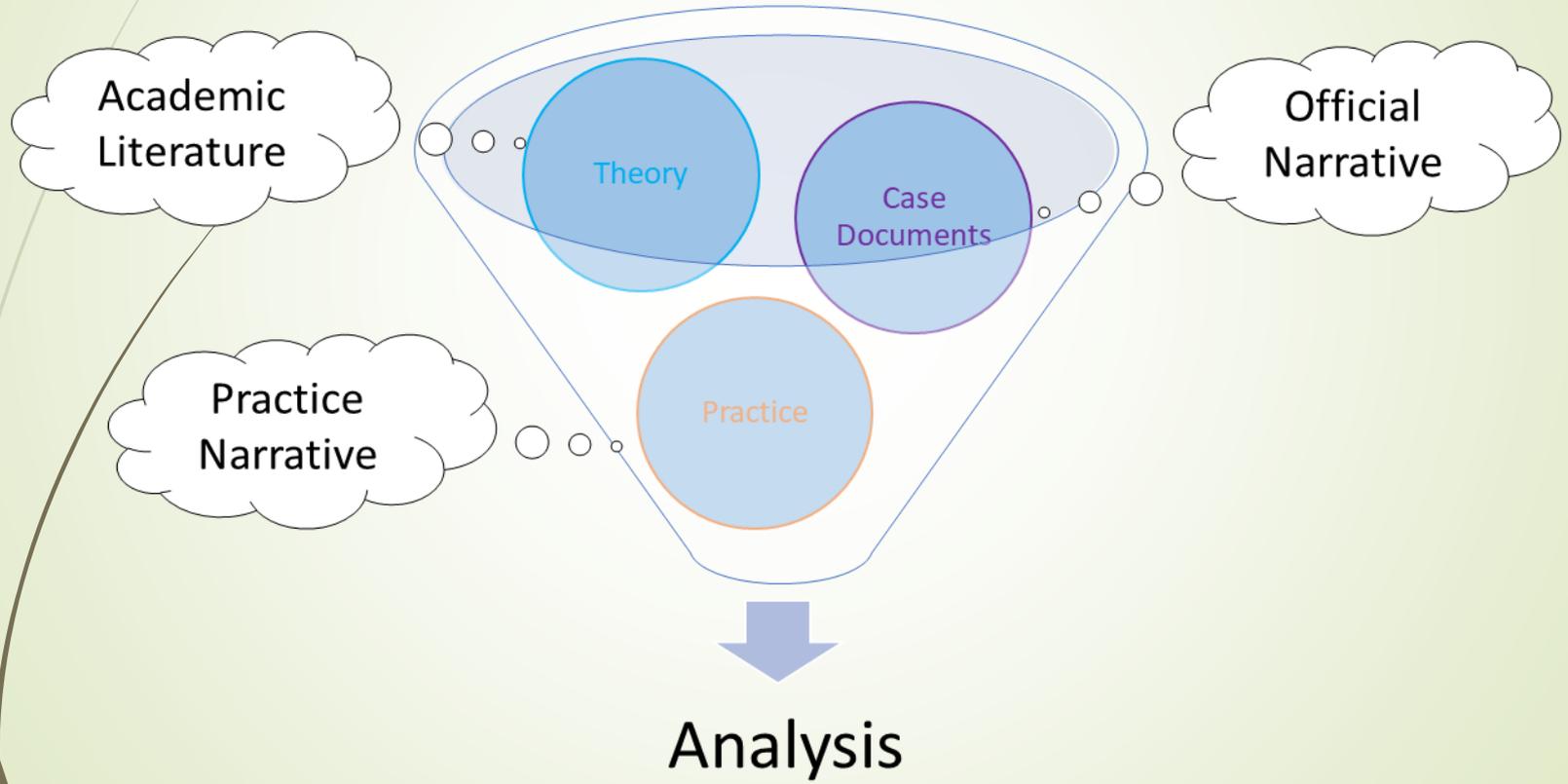Provider

Clients and Customers

Many respondents advocated this…
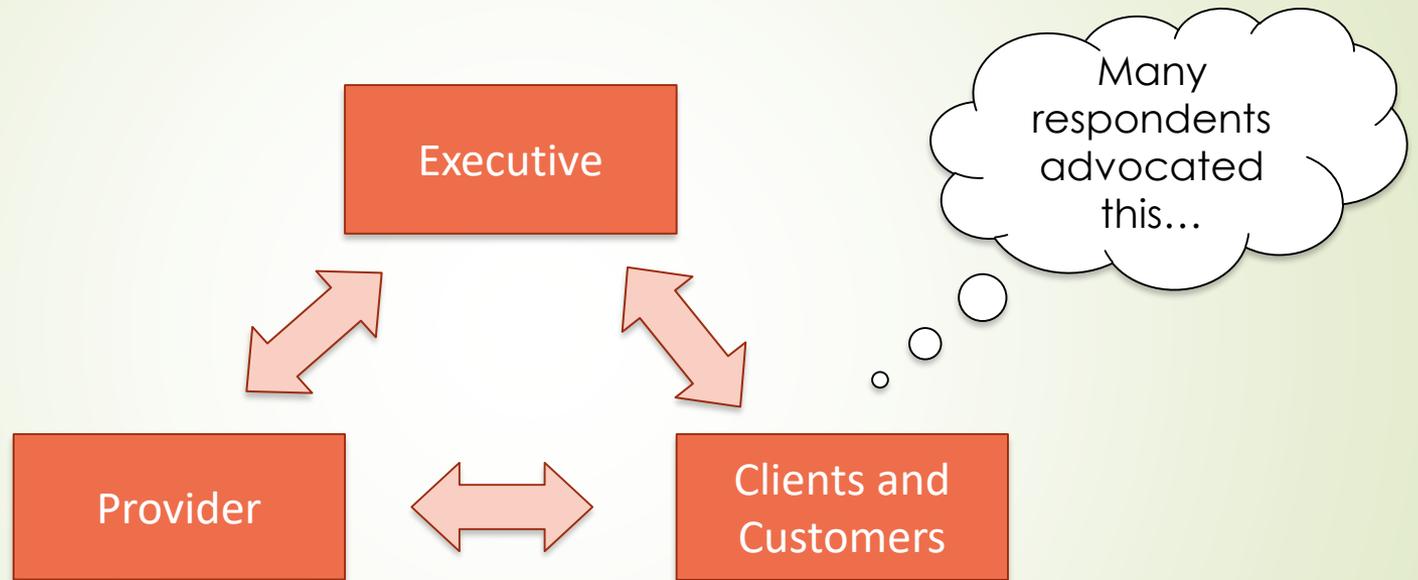
Collaborative Governance
(Horizontal)

Public Sector Governance
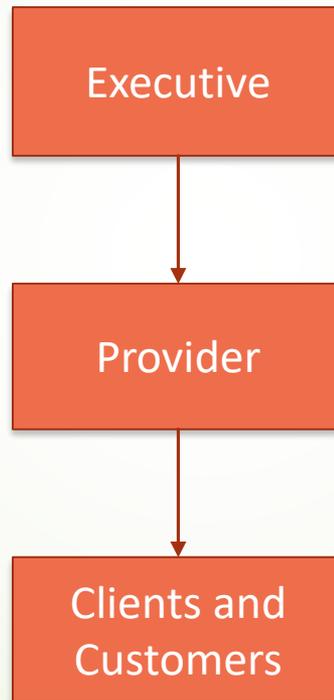
People, Documents and Theory

Analysis yielded Eight Themes

- Conflicting ideas of governance – people are confused
- Fluid governance boundaries – arrangements keep changing
- Protecting our privacy – privacy is a large issue for cross-sector services
- Implementing systems or outcomes? – too often an IT view prevails
- Accountability deficits – limited accountability or sanctions exist
- Mandating collaboration – mandates limit the willingness to collaborate
- Is technology different? – why manage IT projects separately?
- Collaborative governance is the art of the state – it is not easy

Critical Governance Issues
My research explored seven critical issues

1. **Tensions between system strategy, delivery and assurance**

2. **Digitisation and effective integration of information systems with outcomes**

3. Balancing customer security and privacy against collaboration and information sharing

4. **Effective collaboration for outcome delivery**

5. Overcoming accountability deficits

6. Aligning disparate goals and

7. **Designing effective governance arrangements**
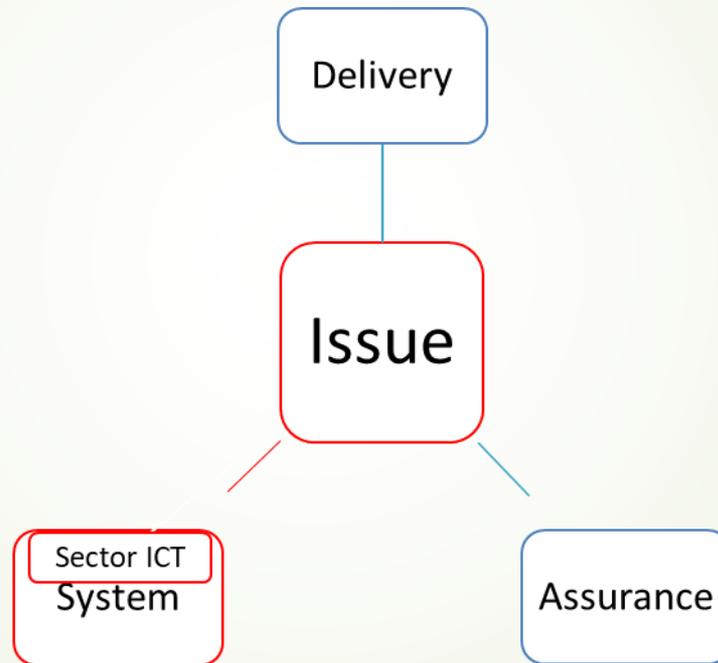
1 Public Sector Governance Tensions

These tensions exist within an organisation
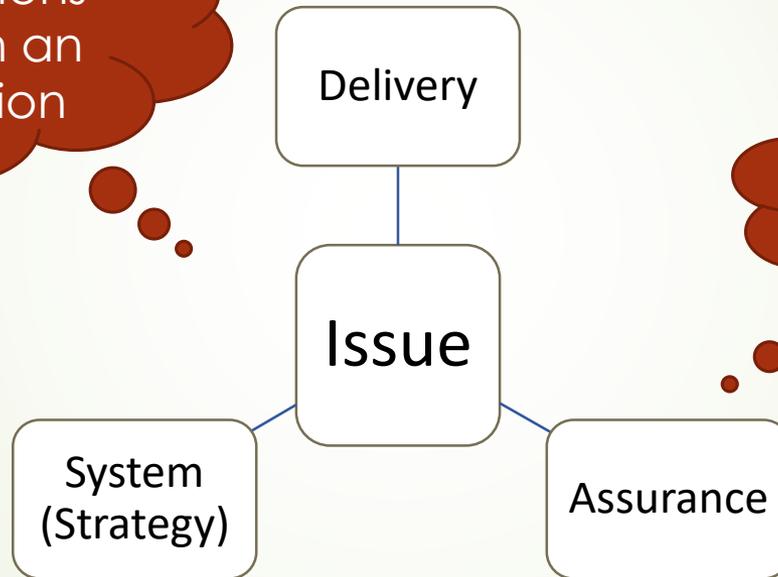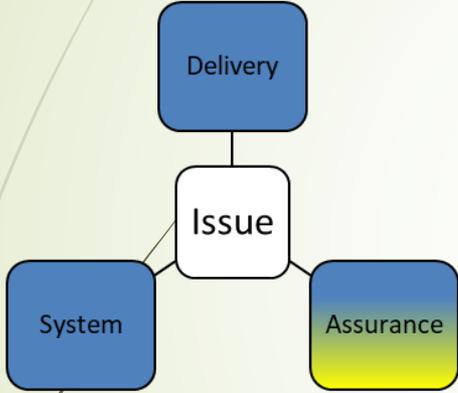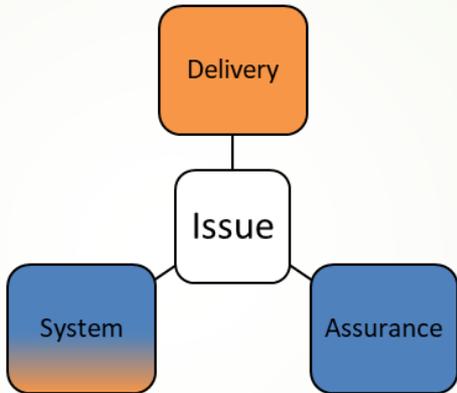
They also exist at a sector level

Delivery

Issue
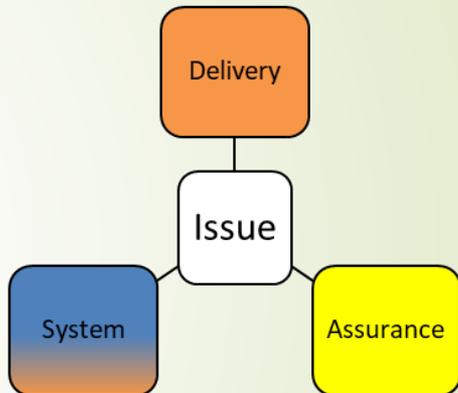
System (Strategy)

Assurance

Example
Where does Sector ICT sit?

I have asked about 20 experts and the majority believed Sector ICT is a system role

Shifting Boundaries

1999-2008	2008-2015	2015 - Present

1999-2008

System
- Guidance — SSC
- Monitoring — SSC
- Sector ICT — SSC

Delivery
- PSISS — SSC

Assurance
- Guidance — SSC/Treasury
- Monitoring — SSC/Treasury

2008-2015

System
- Guidance — SSC
- Monitoring — SSC
- Sector ICT — DIA

Delivery
- PSISS — DIA

Assurance
- Guidance — SSC
- Monitoring — SSC

2015 - Present

System
- Guidance — SSC
- Monitoring — SSC
- Sector ICT — DIA

Delivery
- PSISS — DIA

Assurance
- Guidance — Treasury
- Monitoring — Treasury

Public Sector Governance – NZ 2020

State Sector Commission

System
- Leadership
- Review

Outcomes

Sector ICT
- Leadership
- Delivery

Assurance
- Leadership
- Review

Different agencies
- Funding
- Privacy
- Security
- Audit

Clients   Customers
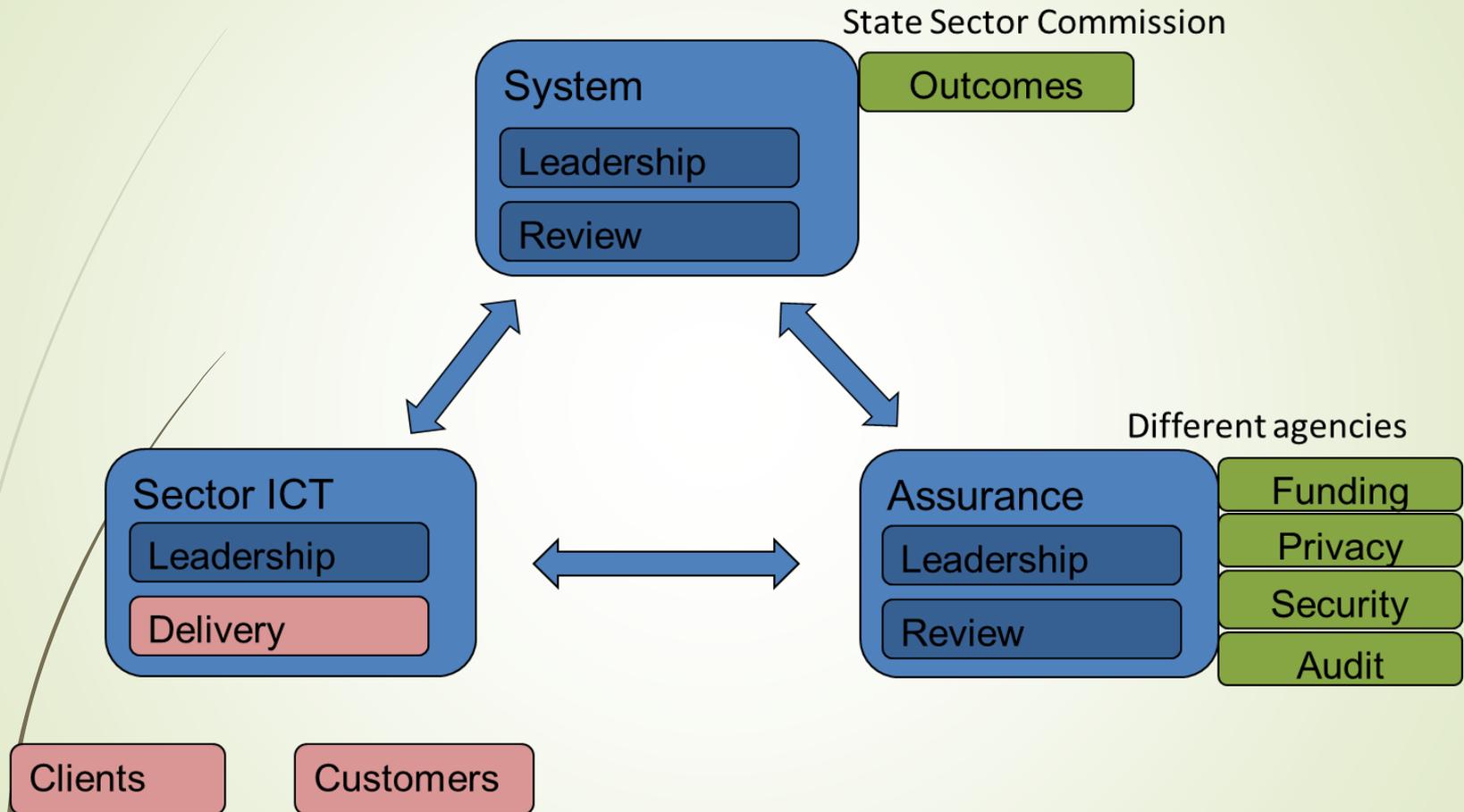
Question: How do the changing sector arrangements align with the practice view that governance is a delivery process?

2 Effective Integration
Strategy, Delivery and Assurance

- Under corporate governance a Board commonly oversees Strategy, Delivery and Assurance functions.

- In the public sector digital initiative example this did not appear to be the case. Different organisations were authorised to preform sector strategy, delivery and assurance. The organisations performing these roles also changed over time.

- Government directives (legislation and regulation) authorised the parties performing public sector strategy, delivery and assurance. These were inconsistently applied over time.

Inconsistent governance boundaries

Digital Service Strategy, Delivery, Assurance Example
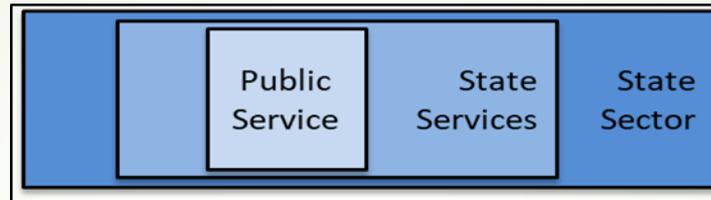
The Government authorised the following:

- Sector ICT Strategy set the direction.

- Clients were directed to adopt the service.

- Assurance was provided through project monitoring.

Government directives were issued for strategy, delivery and assurance to the following groups:
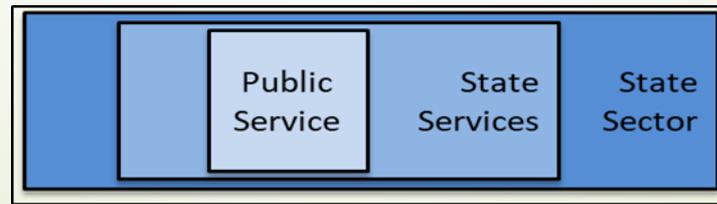
Digital Service Strategy, Delivery, Assurance Changes

Inconsistent Application

Year	Sector ICT	Directed Adoption	Assurance
2001			Public service, and part of state services (crown entities as directed)
2006	State services invited to use		
2007		Public service and parts of the state sector	
2008		Public service and parts of the state sector (crown agents)	
2010		Public service directed, state service invited to adopt.	
2011			Public service and part of the state services (crown agents)
2012	Public service and part of state services		
2013	Public service and part of state services (crown agents with exceptions)	Public service and part of state services (crown agents)	
2017			State services with some exceptions

4 Collaboration for Outcomes

- Collaboration is not about getting everyone in a meeting room. It is getting the right people to buy in to delivering shared outcomes. This occurs where participants have a compelling reason to contribute their, often scarce, resources towards delivering something which a single agency could not effectively deliver on their own.

Example – E-ID Integration

Three phases – Strategy, delivery, assurance
Or Plan, Do, Check / Start, Deliver, Close …

Start Programme
- Develop Programme Business Case

Deliver Programme
- Detailed Business Case
- Deliver
- Operationalise

Close Programme
- Review

Developing an agency programme is complex enough without adding sector requirements

Example – E-ID Integration
Early engagement and alignment is key

New Sector Requirement to use E-ID

Impact

Impact

Impact

Start Programme
- Develop Programme Business Case

Deliver Programme
- Detailed Business Case
- Deliver
- Operationalise

Close Programme
- Review

Fixed budget & Timeline

Rework, Budget spent!!!
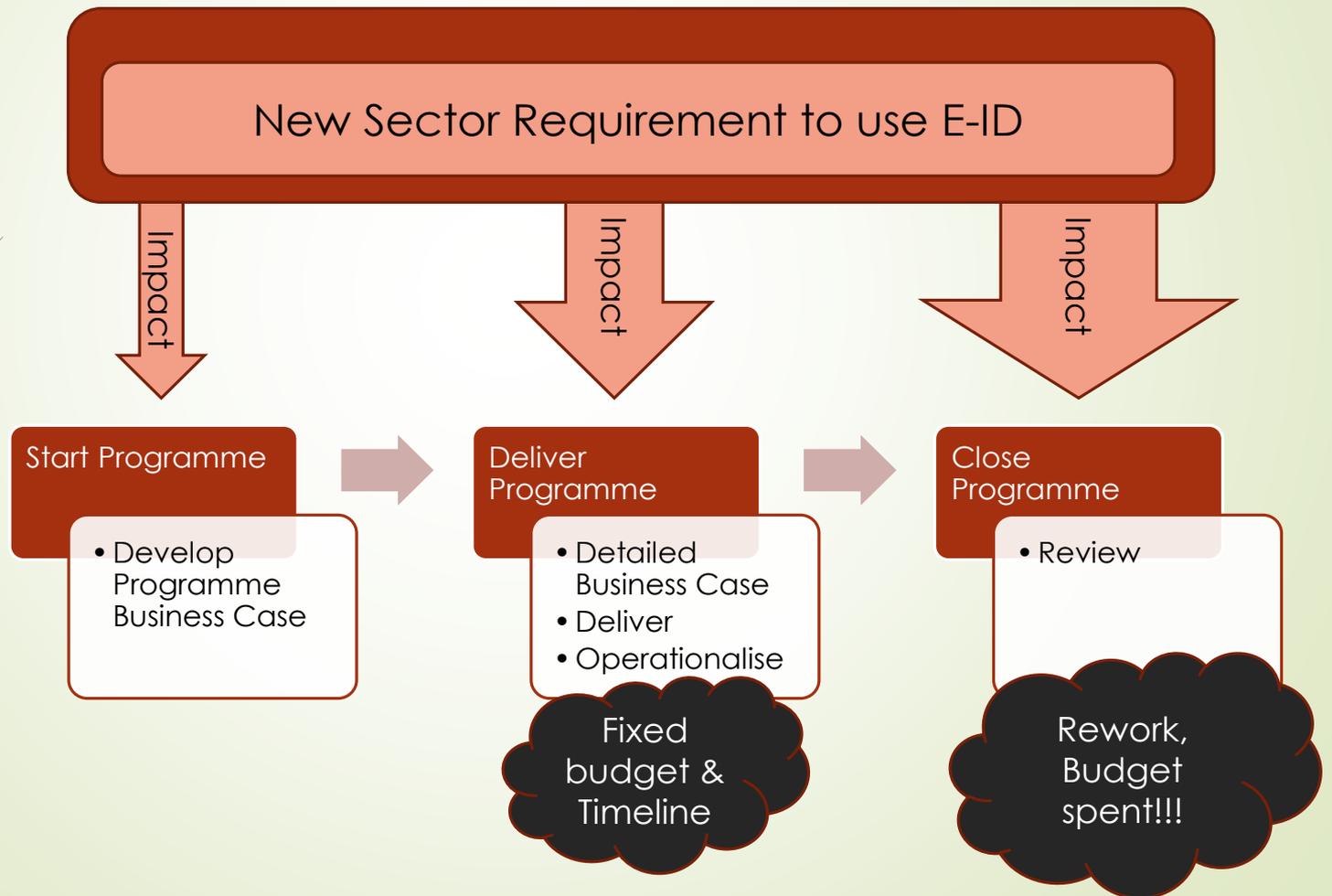
Example - Integration

- Sector requirements were not incorporated early
  - Failure contributed to agency resistance and low adoption

- Mandates were used to ensure agency adoption.
  - Integration was challenging. Agencies had to replace existing components. Standards were provided rather than incentives to adopt, making it an agency problem. Agency resistance continued. Central funding may have been a more effective method to overcome resistance.

- Joint ownership of problem could have led to shared success, rather than finger pointing.

This example identifies governance requirements for alignment between sector initiatives and agency programmes, and raises questions about accountability.

Collaboration for Outcomes - Takeaways

- Share successes and learn together when things don't go to plan.

- An effective system focus is on System Outcomes not Information Systems.

- Compelling collaboration is developing Compelling reasons to collaborate rather than directives Compelling participation.

- If using directives consider incentives rather than coercive methods.

- Shared outcomes require explicitly stated short, medium and long term benefits for collaborating which are quantifiably measurable and clearly aligned to shared outcomes and, where possible, specific agency needs.

- Perceptions vs results – Results need to be measured and published. All participants need to be accountable for their action (or inaction).
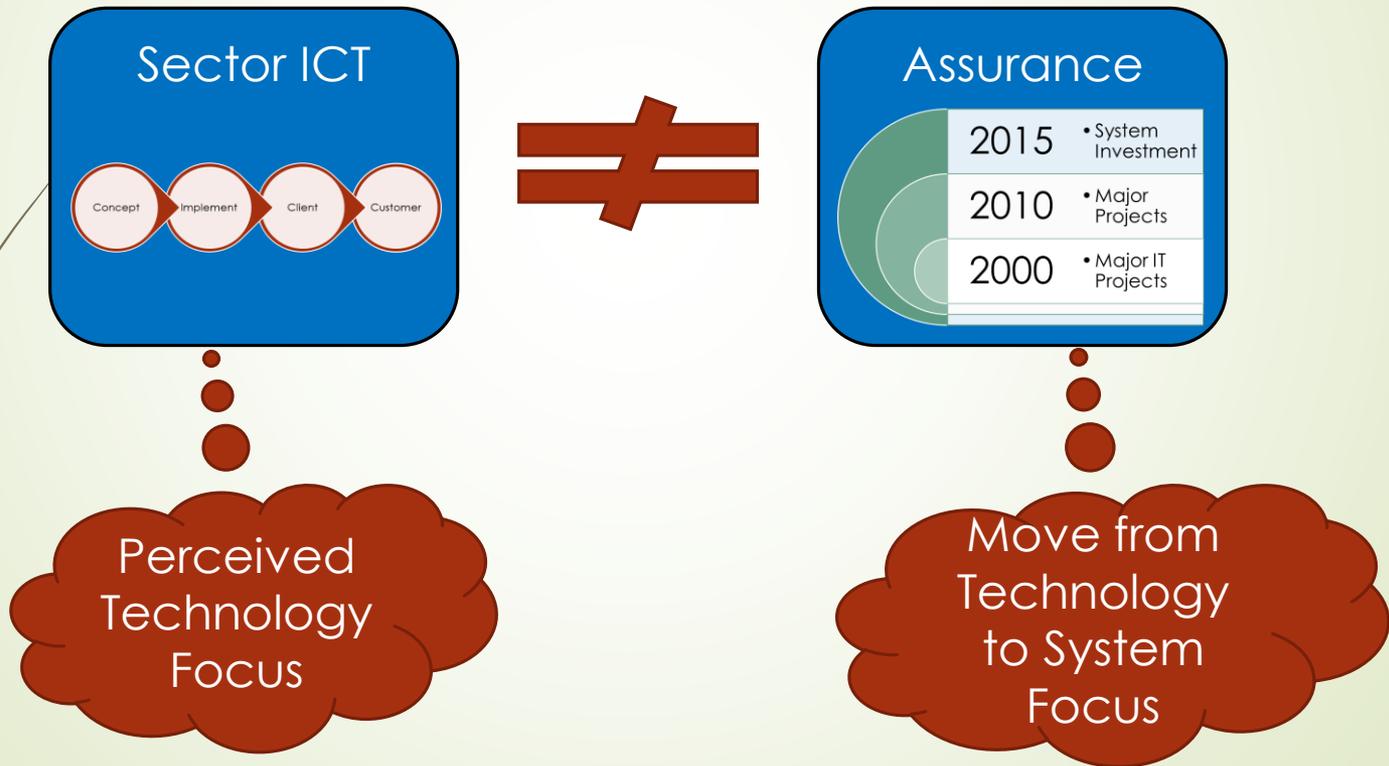
7 Effective Governance Arrangements
-Should IT projects be governed differently?

| 2015	• System Investment • Treasury
2010	• Major Projects • SSC
2000	• Major IT Projects • SSC/Treasury
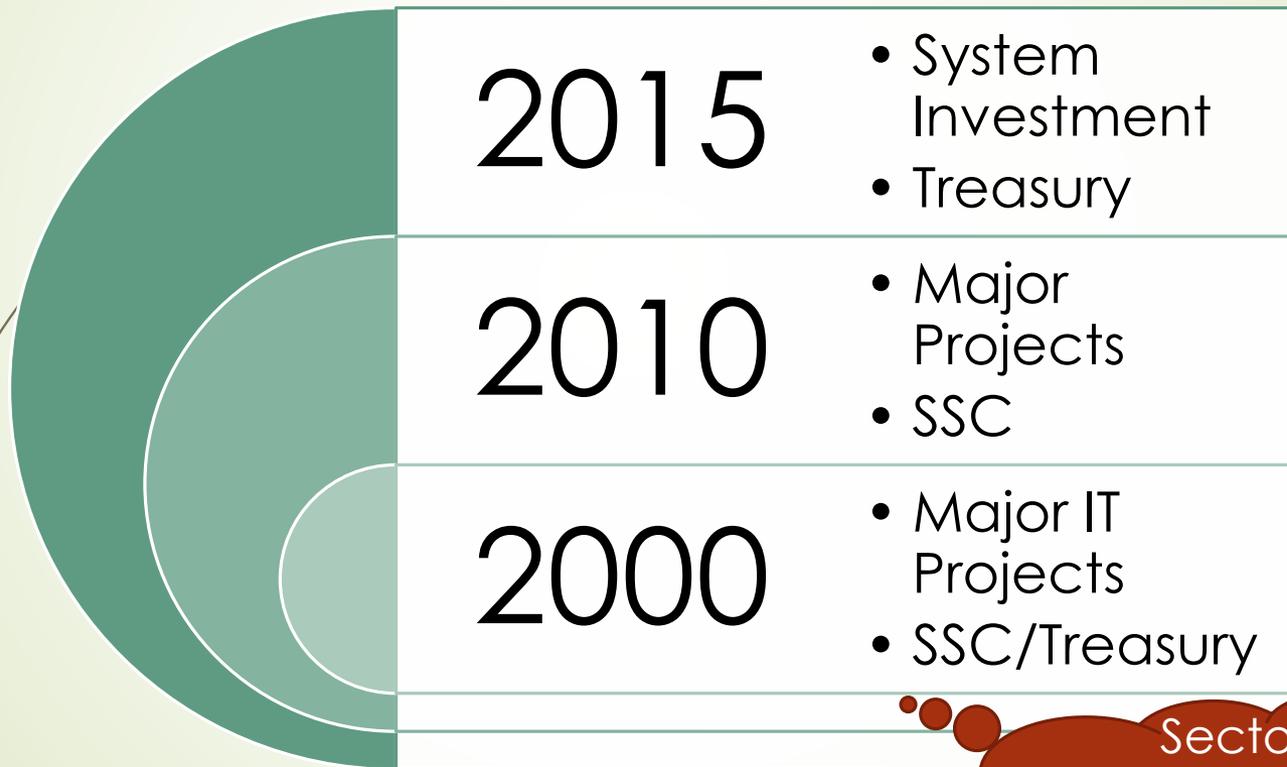
Sector Assurance Governance Changes

IS IT Different?
Tensions between Sector ICT and Assurance highlight potential issues

Effective Governance

An ecosystem perspective is required to govern the public sector and introduce changes and communicate them clearly and effectively.
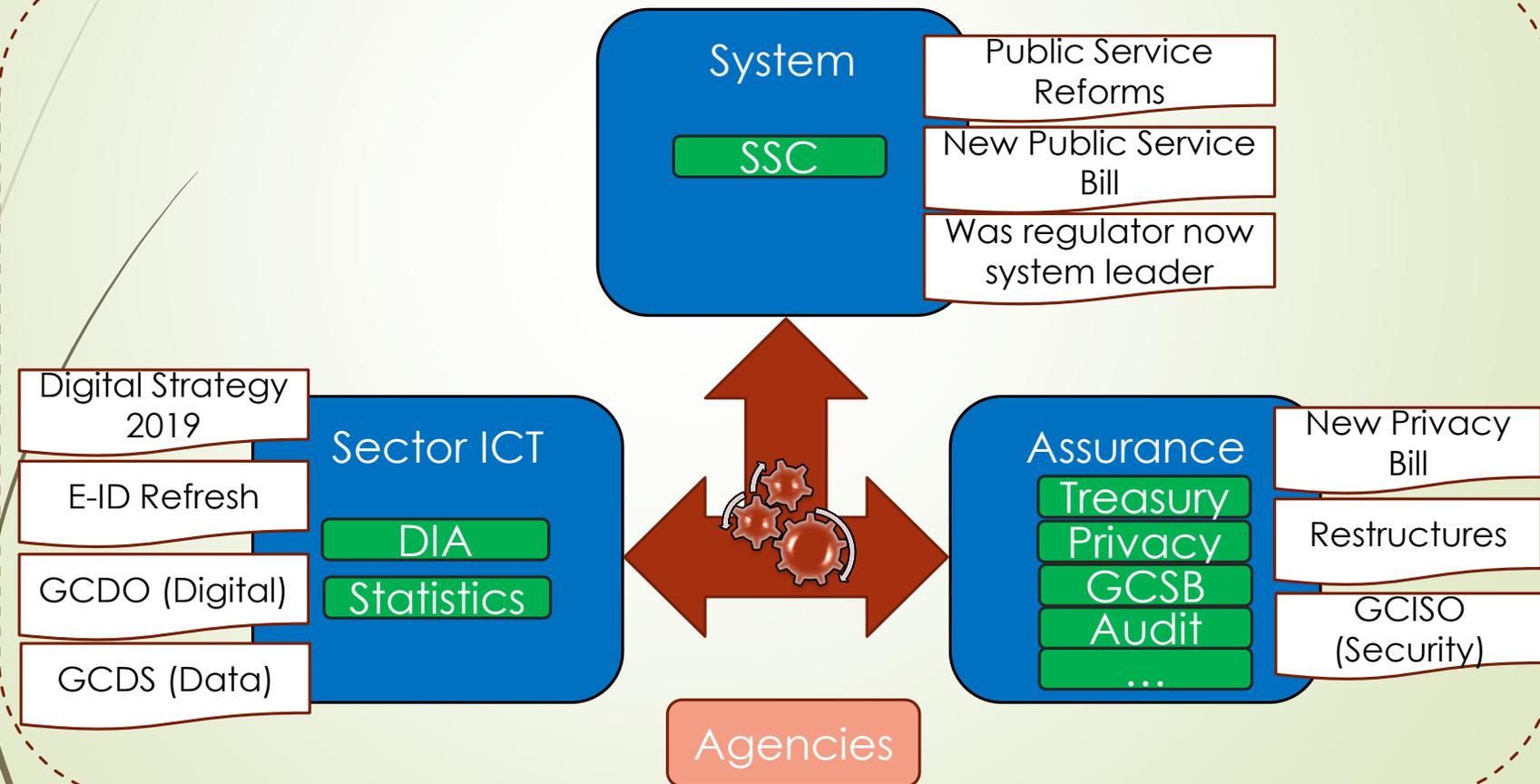
Thank you

- Do you have any questions?