e-Government – Realising the Benefits of Information Technologies and Improving Public Services Delivering

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Paper presented on the seminars preceeding the III Global Forum – Fostering Democracy and Development through e-government Naples, 12-14 March, 2001. At the end of two and a half intense and prolific days of debate, we managed to approve a consensual document, called "*An Agenda for the Future*", which contains a set of principles and objectives by which we must guide our actions in order to build more effective governments and more equitable societies throughout the world.

However, the scenario we envisioned in *An Agenda for the Future* will not be easily created. In fact, we live in an era in which the majority of long-held dogmas about governmental behavior are falling apart. We know now that good government does not depend necessarily on the expansion or reduction of public expenditures or whether companies are nationalised or privatised. For these reasons, among others, the discussion between minimal State or maximum State is pointless. In *An Agenda for the Future,* we affirmed that **THE STATE WILL NO LONGER BE AN ALL-POWERFUL STATE, BUT NEITHER WILL IT BE A MINIMAL ONE**. All governmental strategic actions should be aimed at creating a *possible and optimized state*. It means trying to imprint top quality and effectiveness to state action.

If, on one hand, the slow but steady destruction of the pillars that supported the State for such a long time – a powerful bureaucracy, administrative centralization, a rigid budget, emphasis on control etc – has brought about a period of great instability, characterized essentially by all sorts of uncertainties, on the other hand, it is undeniable that this very same fact allows us a wider range of vision and greater freedom to think and act while public servants and decision-makers.

Of the many factors that concur to the construction of this *possible and optimized State*, the qualified and intensive use of Information Technologies (IT) is a key element. IT's are revolutionizing our lives, including the way we work, communicate and learn. The Knowledge Age – label more appropriate than Information Age, for knowledge presupposes in-transit information that generates value – offers a rather large set of opportunities to organize governmental activities according to innovative and improved methods. It allows us, therefore, to make people's lives easier by providing public services more effectively and expeditiously, meeting the needs of the citizenry through integrated and convenient ways.

Were not IT's of utmost importance, and were not their potentialities so immense, the Italian Government and this expressive group of international organizations would not have selected "electronic government" as the main theme for this week-long round of discussions here in Naples. Nor would we have come to Italy to debate and share our best practices from so far away.

I have been invited to lecture on the Brazilian experience of delivering public services through one-stop shops, or *integrated centers for public services delivering*. I will certainly address this topic in more details later, but first I would like to outline briefly the proposal on electronic government the Brazilian Government designed and has been implementing. I am fully sure that Mr. Pedro Faria, representing Minister Pedro Parente, will talk about it in greater details at the plenary session during the III Global Forum. Nonetheless, I would like

to introduce it very quickly to you, for I understand it is possible to contemplate both topics during this seminar, showing not only the possibilities created by the ever increasing application of IT's but also their successful utilization in practice.

To start with, I would like to show you some figures that will give show you how far Brazil has already gone in IT applications.

For instance, last year elections were held for local and State governments in Brazil, from mayors and governors to city representatives. All the ballots were electronic, both hardware and software developed and produced nationally. The figures are impressive: more than 310.000 (three hundrer and ten thousand) ballots were used by more than 90 million voters. Despite these large numbers, more than 90% of all votes were counted and processed within 24 hours. If we take into account what happened in the United States last year, with all its dramatic consequences, we can't help but recognize that such application of IT can bring great efficiency and transparence to the public sector.

There is another benchmarking experience in this area that I am proud to announce – more than 11 million income tax forms were submitted via Internet, representing 90% of the total amount. The software made available is very simple and automatically makes all the calculations, indicating errors and providing solutions. It thus makes easier the life of the tax-payer and avoids trouble to the public organization responsible for collecting the taxes. At the same time, it reduces costs significantly. Let me briefly show other figures. Brazil is 12th country in number of hosts on the Internet. It may be remarkable, but I would call your attention to the USA, which position give us a clear picture of the asymmetries on the Internet nowadays. This is something we must work to overcome. As slides pass, you will witness that Brazil is the third larger country in e-banking operations, has an estimated amount of 10 million Internet users (but 36 million if we consider inertial viewers), and will have transactions mounting up to US\$10 billion in e-commerce in 2003 if nothing else is done. In other words, let alone the already existing e-commerce channels, the country will move by inertia to those awesome figures. Imagine what could be achieved if we put into action a strategic and targeted plan to enhance the opportunities!

Those figures are truly amazing, bur it is important, from the very beginning, to take into account all of Brazil's singularities. Notwithstanding a developing nation, Brazil developed throughout the 20th century an extremely well structured state apparatus and a strong bureaucracy, even though the state, given the slings and arrows of our peculiar political history, ended by suffering from a troublesome overgrowth and creating obstacles rather difficult to be overcome. Today we still suffer from a liability of authoritarianism and centralization that has given us as legacy hindrances that obstruct a more vigorous and agile modernization of the public sector.

Conversely, the country's economy presented, throughout the entire XXth century, an incredible rate of growth, Brazil being, right after

Japan, the fastest-growing economy until the 80s. Being currently the 9th or 10th largest economy in the world, Brazil is, in the words of President Fernando Henrique Cardoso, a nation characterized more by injustice than by underdevelopment.

Be that as it may, there are several obstacles precluding a more dramatic shift in the overall environment in Brazil in what concerns to the use of Infomation Technologies. In Brazil, great discrepancies still prevail, while being reinforced by the low-income pattern and the poorly educated society. Despite substantive decrease in telecommunications costs along the last years, the access to the most recent advances in the area are still concentrated on a very small fraction of the population.

In this context, the revolution on telecommunications in Brazil had to pass, and is still passing, on the one hand, a serious privatization process of State-owned monopolies of provision of telecommunication services and, on the other hand, through a much more profound and agile advancement in the private than in the public sector. Moreover, there still exists a profound social asymmetry in the fruition of the benefits generated by periods of economic expansions, a negative characteristic that affect almost all aspects of our lives. In this regard, we are dealing with the "digital divide", a situation we must employ our best efforts to overcome, running the risk of reinforcing the already existing and shameful inequalities. Despite having nowadays more than 170 million inhabitants, we have achieved the level of only 39 million fixed phone lines, and 24 million mobile phones. These figures are clear examples of the country's low teledensity, although, in absolute terms, they put the country among the 15 biggest in any international comparison. Moreover, in only one year, the growth in the number of mobile phones was 52%, while the figure for fixed phone lines was 40%. When we talk about internet, we are only 10 million surfers, what represents less than one-tenth of the total population. In the last 5 years, however, the growth has been exponential. All these figures reflect not only an expansion based on repressed demand, but also the strength of the wave of technological revolution currently in pace in the country.

This scenario of accelerated change in the country's telecommunication profile brings along the real possibility that, in the near future, if we succeed in implementing a well structured strategic policy, we will be able to offer to a great part of the population not only access to these technologies, but also give a great leap in the educational, professional and economic status of all people.

The Green Book on the Information Society (available in English and Spanish at <u>www.socinfo.org.br</u>) gives a detailed account of the Brazilian proposals regarding electronic government. From the very start, it is highly important to stress that such a proposal, which was praised worldwide, encompasses not only the aspects directly related to the construction of the infrastructure necessary to the good development of the telecommunication services currently demanded, but also an ambitious project of universalization of access through a fund whose resources come from the companies that explore the Brazilian market after the privatization process. Moreover, it sets out actions towards the implementation of e-government initiatives in the country. The year 2001 alone has at its disposal more than US\$ 600 million to investments in projects related to universalization of access. This year, more than US\$ 20 billion are expected to be invested in the telecommunication sector in Brazil, including telephony, internet etc.

The strategy of universalization of access includes, among others:

- Implanting at least one local public access point in each of the more than 5500 Brazilian municipalities by 2005;
- Training people to use IT;
- Distributing electronic kiosks with access to public services throughout the country, in partnership with private companies, local governments and NGO's;
- Establishing networks connected through Internet 2 between all public universities, laboratories and research centers;
- Implanting computer terminals with internet access in all public schools by 2002;

The range of concrete actions aimed at the universalization of access is, obviously, much wider than the short list presented above. It is also important to emphasize that, besides these activities, the proposal also contemplates an immense national project of capacity building for teaching people how to effectively use the available IT's – a digital ABC. Furthermore, due to the high costs associated with number of computer terminals that would be necessary to provide universal access to the whole country, the federal government lent its support to a research program performed by the University of Campinas aimed at building a national, simplified, internet-based equipment, that would use software under public dominion. This project ended up by producing a computer that meets all access necessities for a price around US\$ 250, while a similar equipment would cost at least 2,5 times this price in the market.

Still on the topic of universalization of access, the Government is anxious to take advantage of the opportunities presented by the use of IT's to improve the educational system in the country. In this regard, by 2002 all libraries will be connected to a common network and will be ready to be accessed through the internet, and long-distance teaching courses will be offered as well – there already exists experimentally a Virtual University, result of a partnership among some public universities – and it is under way a curricular revision to study ways to include courses and activities that take into account all new IT's.

From the viewpoint of cultural identity, the proposal includes actions supporting the digitalization of knowledge produced in the country, so as to facilitate its storage and large-scale dissemination, as well will try to forge partnerships to induce the incorporation of local content to the internet, with emphasis given to the affirmation of the Portuguese language in the virtual space, according to Agreement signed at the level of the Community of Portuguese-Speaking Countries. The greater availability of contents in Portuguese will also accelerate both qualitatively and quantitatively the universalization of access.

The laboratorial sequencing of the genes of the bacteria *Xystella fastidiosa*, which causes a severe pestilence in plants and headache in farmers, is already an expressive result of the network interconnection of a group of laboratories dedicated to scientific research. The achievement of such a result would not have been possible without the safe and agile communication system that was at the researchers' disposal throughout the country.

In the case of implanting electronic booth with information and public services, the governments of Rio de Janeiro and São Paulo have sealed partnerships with Telefónica de España, one of the service providers that operates in these states, and are implanting such booths, offering also qualified supported to users.

The Federal Government is also partnering with the Committee for Democracy in Information Technology - CDI (www.cdi.org.br), in a project that implants center of training and access to the Internet in the poorest areas of the country. Other institutions have joined the partnership, such as Microsoft, the InterAmerican Development Bank, Dell Computers, Kellog Foundation. The Committee to Democratize Information Technology (CDI) is a Brazilian non-governmental, nonprofit organization that promotes educational and vocational training programs (Computer Science and Citizenship Schools). The centers have as their mission reintegrate the members of the poor communities, principally children and young people, and alleviate the social exclusion they are subjected to in Brazil. In addition to developing pioneer work in bringing information technology to the underpriviliged populations, they help promote citizenship, literacy, ecology, health, human rights and non-violence, through information technology. The partnership is now expanding its arms to reach prisons, mental and health institutions, and some similar initiatives are being carried by CDI in other countries.

Regarding the use of IT's by State organs, the Brazilian Government has had experiences of great success, among which there are:

- Public kioks: free local access points to information and services delivered by the Federal Government are being implanted all over the country to get closer to citizens;
- Information sharing and services delivering: a great number of governmental sites hosts the more varied information regarding the Government, from the public budget to the programs and actions of each Ministry, including a huge gateway elaborated by the Federal Government, with links to all other levels of administration and Branches of Government, as well as online delivering of more than 600 services – www.redegoverno.gov.br;
- Procurement: an innovative system of online bidding, that adds agility and reduces costs by integrating all government procurement needs, contains a vast and complete compilation of

all information regarding bidding for government procurement and an ample register of suppliers – <u>www.comprasnet.gov.br</u>;

- Judicial Follow-up: all Courts of higher jurisdiction publish their decision on the internet, and citizens and companies can access the standing of their lawsuits remotely <u>www.stj.gov.br</u>, <u>www.stf.gov.br</u>;
- Government Networking: almost all organs of the federal government are already interconnected through a safe, highspeed network, with national coverage;
- Tax Collection: 10 million Income Tax Statements processed through the Internet in 2000, representing 90% of the total. Information and payment of other business-related taxes are already on the net – <u>www.receita.fazenda.gov.br</u>;
- Call Center: the Federal Government will impant an integrated call center this year, associated with its mega gateway of information and services – Rede Governo, and also with a new service of Ombudsman. Through this sole channel, citizens will be able to get information on any governmental area or organisation, as well as make suggestions, post claims, require documents and solicit specific actions.
- Electronic Elections: more than 310.000 electronic ballot-boxes installed throughout the country in 2000, in every municipality, with 90,5% of the results counted, processed and transmitted to the central computer in Brasília within 24 hours www.tse.gov.br

Such an expressive array of actions, which is nothing more than a summary of the use of IT's by the Brazilian Government, constitute a clear and firm indicative of the country's strong commitment to the usage of such technologies to quicken service disseminating delivering, optimize administrative activities, imprint greater transparency to all public actions and inform the citizenry. It represents, above all, an unvielding national commitment intended to bring the government to everybody, be that a private company or a citizen, simplifying their lives and guaranteeing the reduction of costs and more efficiency and effectiveness in the state's actions.

Furthermore, the initiative so-called Transparent Brazil is already in progress, by means of articulating diverse projects and measures in the legal and administrative area, aimed at the implantation and strenghtening of the existing systems for public expenses monitoring, with emphasis in tools that propitiate social control. Moreover, the Federal Government developed a policy for management of the security of the information, which is implanting standards for the electronic certification and authentication (infrastructure of public key - ICP-gov).

Through the <u>Br@sil.gov</u> initiative, the Federal Government will bring into operation its intranetwork, until the end of 2001, with features of multiservice communications, such as, traffic of voice, data and images. It will operate in national scope, making possible the support to diverse applications, systems and services, including telephony, thus integrating all Ministries and other administrative entities. When it comes to public security, one of the main worries in Brazil these days, the Federal Government is supporting state and local governments to develop a integrated system of information, that will offer citizens the possibility of registering police occurrences via Internet. With all records available remotely nation-wide, this system will help the police to enhance its performance, and will be boosted by the re-equiping of street police and stations, making possible the monitoring and location of patrols for immediate attendance, even by electronic calls.

Other actions include the remote monitoring and the radar-based vigilance of the Amazonian space (www.sivam.gov.br), a project which will be completed by next year, the remote delivery of health care services, including criscross diagnosis and telemedicine and the building of an integrated network of health information bringing together more than 4000 municipalities all over the country. In addition, more advanced and safe mechanisms of weather forecasting are being implemented (www.inpe.br), fundamental to preventing natural disaster (floods, droughts, frosts etc), that jeopardize not only urban agglomerations but also the agri-business, and a series of other actions designed to guarantee multiple channels of interface with the citizenry, ranging from telephonic commuters, public information kiosks, community access centers, mechanisms to check the levels of satisfaction of public service users etc – www.socinfo.org.br; qualidade.planejamento.gov.br.

There are also actions designed to facilitate businesses in their dealings for exports and imports, and integrated job-offer centers to help unemployed citizens to be reallocated in the labor market.

The possibilities opened by the IT's are countless. In the near future, citizens will be able to check at job centers, be picked up for an online interview, and be delivered the service they demand 24h a day, 7 days a week, according to his/her convenience. The quality of public service delivered will be compelled to meet that of the private sector. The citizen will not tolerate anything less than that.

At the same time, new IT's open the doors for the establishment of direct partnerships with private companies, NGOs, sub-national governments, foreign governments, citizen associations etc. This tends to turn all public services more versatile, being more in contact with the citizen and more easily controlled by him/her. In this environment of dramatic and accelerating changes, the selection and training of public servants will be of critical importance to the success of all and any new governmental experience. Therefore, responsibility and autonomy, transparency and capacity of running calculated risks, freedom to innovate and knowledge management, all will have to work together and march along.

These are but some of the new opportunities created by the revolution on the telecommunications field and a few initiatives of the Brazilian Government in the use of IT's to perform its duties. Besides the new opportunities opened by new IT's, that allow us to perform actions never foreseen, they also enable us to conduct more traditional activities more efficiently and economically.

In regard to this last perspective – of performing traditional actions more efficiently while at the same time spending less money – I would like to present a highly successful Brazilian experience, that became international reference in public services delivering.

I would like, therefore, to briefly discuss this concrete case of intensive IT utilization that has turned upside-down the perception the citizenry has regarding the delivery of public services.

At the Secretariat for Management, we are developing what we call *Projeto Atendimento Integrado,* that intends to encourage the adoption of a renewed model for delivering public services, which follows predetermined functioning principles and presents some particularities that distinguish it from the pattern commonly found throughout the country. It can be implemented in partnership with State-level and municipal governments.

The model is characterized by the assembling of representatives of public organs of the federal, state-level and municipal spheres, in a single physical space, so as to constitute an *integrated center for public service (PS) delivering*. Some of the services that can be offered include: issuance of Identification Cards, Personal Criminal Records,

Social Security Cards, concession of pensions and other allowances, payment of Social Security debts, issuance of passport, etc. These centers are envisioned to operate in a concerted way, under the command of a unified central administration and supported by high-end technology. All servants are specially trained to inform and orient the population, quickly and efficiently. Moreover, the environment in which they are located is a welcoming and pleasant place.

The general objective of the project is to stimulate the recognition of the citizen as the main focus of attention of the State, making good services available and, consequentially, reestablishing the legitimacy of public organs before the civil society.

To this end it is necessary to:

- Deliver an efficient, quick, high quality and low cost service;
- Enlarge the population's access to public services;
- Simplify all bureaucratic obligations;
- Give pro-active responses to complaints and suggestions made by public service users;
- Approximate the citizen to the state, eliminating the need of intermediaries;
- Afford greater transparency to the public administration;
- Recover the democratic aspect of the services delivered
- Welcome, orient and inform the population concerning the basic prerequisites necessary to obtaining the services available
- Qualify and dignify the work of the public servants

Become reference to public service in the whole country

The model proposed above implies, directly and indirectly, in a series of gains of efficiency and operational quality that result in benefits, both for the society as well as the state.

The population benefits mainly from some improvements it experiences in its life quality, which come from:

- Saving time in needless dislocations and long lines;
- Saving money with intermediaries. This aspect is quite important when one takes into account that the traditional structure of public service delivering created hoards of dispatchers and other intermediaries that started to intervene in the citizen-state relationship. At the integrated centers, this "industry" becomes meaningless and looses its *raison d'être*, thanks to the face-to-face approach used;
- Recognition of its citizenship, reflected in the quality of the services delivered, in the relationship with employees able to solve his/her problems, in the comfort given by the physical space, and, finally, in the opportunity to participate in the evaluation process of the services offered.

From the State viewpoint, growing efficiency in service delivering means, naturally, cutting costs. This decrease derives from the greater productivity of the servants employed and of the gains of scale realized

from the concentration of services within a single physical space, leading to the optimization in resource usage.

The success of the integrated centers is in general conditioned to the observation of the following characteristics without which implementing a center and paying for its functioning is futile:

Localization: every citizen must be able to easily access the unit.

- Units must be located in areas with huge traffic of people or highly populated residential areas;
- User access to units must be simplified, not only in terms of providing easily reachable public transportation, but also in what concerns possible architectural obstacles that may hamper the visual identification of the facilities available and the ease of circulation of disabled-persons.

Physical Facilities: an adequate and welcoming environment

- The architectural concept and the unit operation must break with the decadent model of a typical public office, and must give preference to good ventilation, illumination, functionality and cleanliness;
- Even though, implanting a new integrated unit of Public Services delivering does not imply, necessarily, in building something new, in a new office; any pre-existent estate, once adapted to the new function, can be used;

- Its structuring model must promote the organizational integration of the various organs delivering public services, fostering the impression that one and only one entity is executing service there;
- In this regard, uniform patronization of all employees can be of great usefulness, in order to allow the population to readily identify them.

Technology: operating in a networked environment with high-end technology

The technology adopted will be invaluable to imprint agility to the processes. It must enable also fast and safe communications among the different sectors of the unity and its databases.

Human Resources: motivated employees to offer good services

Improving the quality of public services delivered to the population depends largely on the qualification and revalue public servants. Training to work at a center must encompass, beyond technical aspects, the incorporation of a code of behavior and attitude compatible with the role of welcoming and orienting the public.

Routine of Service Production: *review and continued improvements*

The creation of an integrated unit for Public Service delivering is not limited to the aggregation of several organs under the same roof; it implies much more, in a new attitude before service production. Proceedings and norms usually adopted by the organizations integrating the unit must be reviewed and, as soon as possible, be replaced by more efficient ones, both in terms of quality and agility.

ADVERTISEMENT: extensive diffusion of the integrated center for Public Services delivering

- Citizens must be well informed about the existence and characteristics of the services offered by the integrated units for PS delivering;
- Use of advertising instruments, like media campaigns and folder distribution, is necessary to familiarize the public with this new method of public service.

Information: a strategy that can help avoid lines and save time

Considering that the unit is supposed to assist each individual separately and on a person-to-person basis, quickly and without intermediaries, it is of fundamental importance to offer precise information through:

- A call center designed to give preliminary information related to the service requested;
- A front-line team, composed of specially-trained receptionists available right at the entrance hall, to furnish the newcoming user with all information he/she may need regarding his/her demand;

- a moving team of supervisors that will take the lead in solving doubts users may have while searching for the appropriate area of interest;
- explaining sheets, readily accessible and easily comprehensible, put into strategic locations;
- visual signaling of easy perception and understanding to allow the user, both at the entrance and while inside the unit, the precise location of the most various organs and corresponding services and responsibilities.

Support: facilitate the consummation of support services inside the own unit

One of the founding principles of the project is that the citizen can obtain, in a single trip to the unit, the service he/she desires. This way, the incorporation of support services becomes indispensable. For example: banking service to execute any necessary payments, photographic center and copying facility.

Working hours: *public service available also beyond traditional hours*

An expanded set of working hours for the unit is decisive to allow the whole population to take advantage of it. That is, we must take into account that, during the so-called 'business hours', most people are committed to their own professional activities. Why not to offer public service 12 hours a day and also on Saturdays?

Evaluation: option for steady improvements

- success in implementing this differentiated way of offering public services rests, among other things, on the incessant and restless search for patterns of excellence;
- To achieve this objective, the unit must be administered entrepreneurly, innovating and evaluating actions through indicators that measure and quantify the results achieved. Periodic evaluations on the level of satisfaction of the users of the unit are also critical.

The case of Bahia

In Bahia, for instance, one-stop shops are known as SACs – Serviços de Atendimento ao Cidadão. Currently, there are 20 in fixed locations and 6 circulating around the State. In the fixed ones, everybody can have access to a countless number of documents, pay water, electric, phone and cell phone bills.

Data from last year's performance of the Bahian program is astonishing. More than 10 million people went to the SACs searching specific public services. If we take into account the state's total population, which is of 13 million, we will have the exact magnitude of the impact the SAC has had in those citizens. These figures also confirm that citizens have preferred look for help at the SAC instead of using the traditional way. Moreover, when we look at the extraordinary rate of user satisfaction, that in Bahia is currently at 93%, we must undoubtedly say that the citizens' perceptions regarding the efficiency and speed of the public service have changed considerably.

These figures, the high level of quality and user satisfaction, everything contributes to bring citizens and government together, creating trustworthy relationships, strengthening democracy and deepening citizenship awareness.

In São Paulo, the one-stop shops of the state-government are called Poupatempo, which means Save-Time. Figures are also breath-taking. Although only 6 centers are fully operational today, eight more will be inaugurated this year. In 2000, the number of accesses was larger than 18 million, almost half of the population of the full state.

The level of users' satisfaction is also overwhelming in São Paulo. Last year, users raised their appreciation up to 95%! That is why people have preferred to resort to the centres in order to obtain their documents, get information and solve any pendings they might have with public institutions.

There has been a wide international replication of this initiative. The United Nations has selected it as a benchmarking best practice in public services delivering, Portugal and Australia have their centers operating and some will be implanted in African nations, specially those of the Community of Portuguese-Speaking countries. England and the US have also their one-stop shops, adapted to the circumstances and goalds pre-defined. One can have a stop-shop for micro-loans, for export/import facilities, etc.

We are sure the experiences discussed above can be easily replicated throughout the world, for they consist first and foremost of new technologies for offering public services and not in a complex form to do so. Moreover, it seeks to reinvigorate the public sector, improving public service delivering and redeeming the trust of the citizenry in the state. This way, it contributes to strengthening democracy and consolidating citizenship, paving the way that will take us to more just and democratic societies, the common end of us all.

This was my message. At the debate, I will be available to answer any questions you may have, and I will try to clarify any doubt or give a more detailed account of any point that may have been left misunderstood.

Thank you!