



Directions of Strategic Actions of the Minister of Digital Affairs in the field of computerization of public services

Invitation

Taking up the Ministry of Digital Affairs, we had to enter a number of processes that were in progress. IT projects coming to an end, due to the closed budget perspective 2007-2013, required commissioning and settlement. Considering investments implemented so far and decisions taken in the past years, we do not exclude however, their modification or even correction. In connection with the above, it should be indicated what our targets are for 2016, the year of breakthrough and #DobraZmiana [#GoodChange].

Our goal is, above all, to provide citizens and entrepreneurs with quick and convenient e-services on the part of public administration, prepare IT tools for reducing the costs of functioning of the state, and to reduce or eliminate losses incurred by public sectors, in which particular transactions were not recorded so far and they were not settled with the use of credible data. In a broader context of activities of the whole government, our goals and actions are included both in the plan to simplify the law and reduce its unnecessary inconveniences and also in the plan of economic development and stimulating innovation.

For this purpose it is necessary to both, define the new role of the Minister of Digital Affairs in public administration, equip the ministry with appropriate tools, and also to develop proper relations with other government and non-government stakeholders of digitization processes.

The document shown to you is the plan for 2016, reaching out, where necessary, to the years ahead in order to show the target vision. As I mentioned above, the document is determined by the condition of the state computerization that we found and the questions that were asked but not answered. For this reason, it focuses to a large extent on solving the most urgent problems.

Our plan has an “agile” character, because the requirements of our client (the society) evolve during the whole of this specific project that the state digitization is. We have to complete the processes started by our predecessors and we refer to them today, but on the basis of constant contact with you, we will constantly monitor your needs and respond to them. We want everyone to participate in planning the state digitization as the mechanism of transforming the state and deepening democratic participation.

Thus you are welcome to comment and send suggestions. More detailed solutions, not fitting into the document formula, will be introduced to a separate table that we started due to your lively participation in #DobraZmiana since the beginning of the Ministry of Digital Affairs, and will be used, as far as possible, in our current work.

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Introduction

For years we have been witnesses of transformation of interpersonal communication methods and the technological development related to it. It is hard now to imagine the world without smartphones, instant messaging, e-mail, or the Internet. Functioning in the global network effectively moved relations of people and of companies to the virtual world. Everyday we use electronic banking, community platforms, we make on-line purchases. Before our eyes, the world economy is changing into digital economy. New technologies, computer science or telecommunications cease to be independent segments of the market, making a system of connected vessels. Nowadays, broadly understood Digital Affairs is an element connecting all areas of economy, professional activity and private life.

Catch up with work

Poland aspires to the group of leading EU countries, thus we need to take an active political position with regard to digital transformation of the state. We have to support the strategy for developing the information society combined with efficient coordination of this process. The above directions were noticed in the expose of Prime Minister Beata Szydło, where the necessary actions were directly stressed (largely along the lines of the UK and the US model) with regard to: development of knowledge-based economy, fostering innovation, increasing effectiveness of disbursement of EU funds, business and science cooperation, reconstruction of Polish economic diplomacy, building a civic society and new competences necessary to use new facilities, as well as active participation in Industry 4.0.

According to the results of research conducted in the global scale by the European Commission, modern information and telecommunication technologies are currently one of the most important stimulants of the economic growth and the level of employment. Omissions in this area in recent years cause an increase in the distance between Poland and the group of leaders, both in Europe and the world. According to the latest EU DESI (Digital Economy and Society Index), in the field of Digital Affairs of economy our country takes only 23rd place among 28 EU Member States.

Delays in the area of digitization implicate low level of innovative inventions. "The Global Innovation Index 2015 -Effective Innovation for Policies Development" – an important document prepared cyclically by i.a. Cornell University, appeared recently. The 8th edition of the Index includes 141 economies, which is 95.1% of the world population and 98.6% of the global gross domestic product. In general summary Poland has the 46th place in the Index (there are 26 EU states before us), while in the Efficiency Ratio we have only the 93rd place.

No consistent strategy, unclear regulations, bad practices, and competence shortages delay implementation of Polish digitization projects. As a result, administration is unable to manage on the basis of standardized data, institutions do not exchange information they have, and citizens and entrepreneurs have poor access to the public digital services. The condition for efficient circulation of information is IT infrastructure. According to the adopted European Digital Agenda, Poland is obliged to provide access to broadband Internet to everyone by 2020. Implementation of the aforementioned task also requires quick and specific investments.

Digital service state

Digitization is the transformation of the state, rather than buying systems and equipment. By using modern technologies, the state can become a service provider. It is to develop faster, become more friendly and support the needs of citizens and entrepreneurs. Digitization is a civilizational project, therefore cooperation of the whole government is a key to success of the project.

The role of the Minister of Digital Affairs- apart from stimulating, the development and innovation and also acquisition of new competences within the whole government- is to coordinate the process of digital transformation of the state.

Each Polish citizen and entrepreneur should be able to settle any case electronically while contacting any level of public administration. We cannot, however, demand from them profound knowledge on the complex structure of Polish administration. To achieve this- apart from efficient services and necessary telecommunications infrastructure- it's necessary to create one clear website address of e-administration services and a positively verified method of safe identification and payment.

Technology not at any cost

It is necessary to urgently improve methods of implementation of innovative projects and create the main centre coordinating management of them. The aim of this project is to:

- reduce wasting of public funds,
- eliminate overlapping projects,
- eliminate corruption through strictly describing needs and standards in documents (Programme of Integrated Informatization of State (PZIP)) and IT contracts signed by public agencies.

Lack of coordination as well as deficit of efficient project management of Polish administration directly affects the quality of development of e-administration, strictly related to facilitations for citizens and entrepreneurs. The existing chaotic way of development and making available of electronic public services made them accessible for very narrow groups of recipients and their interoperability is far from ideal.

Five principles of the digital state

Efficiency of public administration systems is one of the conditions for the stability of the state. Problems in computerization appearing in recent years, including lack of tangible effects despite huge expenditures, significantly undermine citizens' trust in public institutions. Implementation of efficient public services requires determination, concentrated actions and - what is the most important - participation of the whole government and support for all stakeholders. Achieving the above-mentioned target requires joint implementation of a number of strategic changes concentrated in 5 basic areas:

- 1) the state should serve the citizen. Thanks to digital technology it should connect dispersed institutions and change entangled procedures in consistent and simple services.
- 2) access to the public network and services must be safe for our data and all kinds of transactions conducted in the network;
- 3) to pursue e-administration targets but above all- to achieve social and economic aims- it is necessary to accelerate the development of modern telecommunications infrastructure;
- 4) development of innovative economy needs permanent, easy access to data gathered by public services;

- 5) we need to constantly- regardless of age- improve our digital competences to effectively use the benefits of digitization and compete on the global market.

A reliable analysis and coordination of the concerned area is also necessary, otherwise we will repeat the errors of previous years resulting mainly from the lack of transparent, precise and functional procedures.

Strategic detailed directions:

– Orientation of the public administration toward digital services

The state should focus on ensuring e-services adequate to the real needs reported by citizens and entrepreneurs. Launching a permanent hotline for citizens and entrepreneurs- as clients of public administration- and units providing public services is the most important task enabling to obtain a two-way information sharing on plans, needs and evaluation of different activities. Administration should listen to the voice of customers and take care of the high level of their satisfaction, as business does in conditions of a competitive market. E-services should not carry paper bureaucratic procedures into digital area ("e-letter", "e-application") but in fact simplify and maximally automate processes of handling matters.

– Stock-taking and monitoring e-administration systems

For many years we have not had a reliable stock-taking of e-administration systems done. As a result, we do not really know what we have, what needs are identified, what is missing and what citizens and entrepreneurs expect. Preparing stock-taking of e-administration systems (and their constant monitoring – in particular with regard to maintenance costs and functionality and use) is a necessary element of the development strategy of Polish e-administration and management of public funds. With regard to monitoring and improving effectiveness in the use of ICT facilities of Polish administration, the delivery of safe disk space within data processing centres should be considered (the so-called cloud back-up) for smaller state administration entities, which will definitely increase safety and reduction in the costs of maintaining the necessary infrastructure – servers and disk arrays. In the following phase, provision of more advanced services in the architecture of cloud computing should be considered - such as sharing computing power or delivering functionality of application servers, which in practice will eliminate the need to maintain and, at the same time, double the expensive IT services in many locations. The target should be to build supradepartmental analytical base (data warehouse), aimed at the integration of information resources from different sources. Public administration taking strategic decisions with regard to citizens and entrepreneurs must use modern technologies supporting this process, relying on possibly most precise information. Systematic analysis and preparation of data are an element necessary for effective operation of the state and taking rational decisions. The authorities responding in real-time – it is one of several basic trends forecast for the nearest decade, i.a. by the experts of the World Economic Forum, which will set the direction for transformation of governmental actions with the full use of the latest technologies in the process of proper decision making. Modern solutions for gathering and processing big-data, business-intelligence or the so-called managerial cockpits - used by business in the strategic decision making process - should be equally widely used in public administration, using data collected by the administration itself and the units subject to it (companies, research institutes, agencies), as well as publicly available data of other entities.



— One portal of information and services of government administration

The Polish state is just one, administration must therefore constitute an integrated unity in the eyes of the citizen. The citizen or entrepreneur looking for information on government administration will have one website at their disposal, where they will quickly find all necessary information, including the currently included in Public Information Bulletins (BIP), and also e-services, presented in a unified and standardized way. This will allow at the same time for considerable reduction in the costs of maintaining, managing and building independent websites of particular state administration units. One unified and clear information and service portal of the whole government administration should be created, like the ones in the UK or the US. It should have one www address easy to remember by everyone, e.g. simply GOV.pl. It will be the place containing information important for citizens, including the actions of the Chancellery of the Prime Minister, particular ministries and voivodeship governors, and also information on official matters, privileges, benefits, and duties. Information will be written in a simple language, understood by every citizen, regardless of their education and place of residence.



— Gate to services

In the same place, on the basis of previous portals obywatel.gov.pl and ePUAP, one gateway to all public administration services will be developed. Nowadays we have over 4300 e-administration websites, and each e-service works in a different way. The citizen cannot find their way in this maze. Costs of constructing and maintaining such a great number of dispersed websites (often overlapping services) are extremely high and the functional value of such architecture is low. Digital services for vehicle registration, making an ID card or obtaining benefits must have uniform visual standard and a consistent, friendly scheme of operation. It is also necessary to finish with the fiction of e-services that consist only in sending electronic applications and letters to the office. The government portal of e-services will develop only those that automate processes and deliver the result or benefit for the citizen automatically – immediately and with the smallest possible participation of civil servants. What will be provided is i.e. electronic services for families to obtain benefits, the possibility to electronically obtain an ID card, a copy of the marital status act, to pay the ticket or other fee, to get access to information on penalty points, notices about important dates and other.



— BIP - Public Information Bulletins

Information about official services in BIP will be simplified and transferred to the abovementioned service and information part of the uniform state portal. For other information about the operation of offices, there will be one collective section of the public information bulletin built on the basis of the existing and dispersed BIP websites. Today out of 70 000 entities only 15 000 publish any information thru the Main Page of the Public Information Bulletin (SGBIP). Centralized System of Public Information Access (SSDIP) is over 930 websites within the public information bulletin. There is also the inefficient Central Public Information Repository (CRIP), at danepubliczne.gov.pl and many other separate databases, including specialized managerial services built by particular departments. Gathered information is inconsistent, incomplete, out-of-date, and their summary and analysis practically impossible. Any public entities will be obliged to publish information in a uniform, standardized and legible manner. A communication interface (API) will also be made available, which will permit easy processing of the information in the systems and applications of third entities (citizens, companies, non-governmental organizations). The integration should also cover the unused service konsultacje.gov.pl that will recover thanks to

applying a uniform standard for consultations, publications and gathering information on the government legislative process.

– Implementing the organizational and decision making order

The existing dispersion of decision making and of IT institutions of particular ministries as well as research institutes and other units did not enable effective management of the digitization process. The above structure negatively influenced the time of building large IT systems and high costs of producing them, with little efficiency for the citizen. They should be coordinated, and when necessary combine or eliminate duplicate actions - which will definitely contribute to the improvement in the effectiveness of management, lower costs and significantly higher quality of their products and a greater ability to support the administration in the transformation process.

– Providing safe access to the network and services of e-administration

The area of security of citizens (also on the Internet) should be equated with the state military protection. Protection of civil cyberspace of the Republic of Poland is one of the priorities and prerogatives of the Minister of Digital Affairs, however, so far in the structures of MC no strong centre coordinating this extremely significant area of modern economy was built, directly influencing the safety of citizens and entrepreneurs. In the Internet, there is more and more breaching of the economic rights of citizens and taking over their sensitive data – this should be countered effectively. Prepared in the EU project of the NIS directive, works on which will be completed in the mid 2016 -puts a strong emphasis on the area of cybersecurity. No waiting for the implementation of this directive though, it is necessary to build minimum conditions for the protection of cyberspace by establishing in the state administration the teams reacting to computer incidents, appointing in MC the Coordination Centre for Activities related to the protection of cyberspace in accordance with the NIK (Supreme Audit Office) recommendation, until the time of implementing target structures, supplementing the National Crisis Management Plan with hazards associated with cybersecurity, and also preparing and implementing the State Cyberspace Protection Strategy.

– Integration and development of public registers

Efficient and reference System of Public Registers (SRP) - PESEL, IDs (RDO), marital status files (BUSC) - is the basis for functioning of the modern state. Today SRP is the largest updated live, internally integrated digital organism in Poland. It should be the basis for the development of services of modern e-administration. Subsequent key national registers – operating independently - should be systematically attached to SRP or communicate with them on-line to provide data exchange, possibly in real-time. E-services created in particular ministries and domain systems operated by them should not only have a uniform interface, but also use databases of particular registers. Such architecture of registers and e-services will ensure data consistency and take the burden of the citizens of feeding and documenting dozens of times the same information on themselves. As a result, it will bring substantial savings and increase the rate of service of official matters. In the nearest time the passport system (Passport Information System) that is the only system of the area of population records outside SRP now should be integrated with it. In this way, access to key official matters for Poles living abroad will be provided by diplomatic institutions. The integration will also influence the rate of activities, consistency and correctness of data, and substantial reduction in the costs of maintaining state registers. Providing access to SRP in diplomatic offices will enable providing Polish citizens with services in the area of population records

(such as issuing an ID card or copies of marital status documents) also outside the state borders.

– Adopting a unified standard of digital identification of citizens

A uniform and safe standard of identification of citizens (eID) in the systems of public administration e-services should be introduced. Citizens must obtain, as soon as possible, the possibility to electronically confirm their identity in contacts with administration. The existing quality and pace of distribution of electronic signature and Trusted Profile (now an element of the ePUAP system) are far from sufficient. The abovementioned solution will be based on a new, technically improved Trusted Profile requiring as a target the verification based on the requirements of the eIDAS regulation. To speed up the dissemination of the Trusted Profile, a possibility of obtaining it easily when handling the most popular official matters will be provided. A possibility of using systems and channels of commercial service providers is also considered, to expedite the popularization of electronic identification of citizens and at the same time build a gate, also a mobile one, to various services (bank, financial, administration, health care, and other public utility services). In the context of digital identification of citizens, we will consider going back to the concept of an ID card with an electronic layer (already functioning in 26 countries of Europe) as a modern solution for the identification of citizens, having the following functionalities: identification, authentication, electronic signature, travel document consistent with ICAO, and possibly rescue medical data or biometrics. It will be also be possible to replace with the selected eID various access cards operating now in the public service space.

– Developing e-administration data processing centres.

What is necessary is a detailed stock-taking of technical possibilities of data processing centres and of effective use of the existing hardware infrastructure (ICT clusters) of the state administration. All systems under the Minister of Digital Affairs will be maintained in an integrated server infrastructure, and also backup centres for systems of strategic importance will be provided. Presently the Minister of Digital Affairs has (acquired from the Ministry of the Interior and Administration) the Integrated Infrastructure of Registers (ZIR) that supports, i.a., SRP, CEPiK (Central Evidence of Vehicles and Drivers), CEWiUDP (Central Evidence for Issued and Lost Travel Documents), or obywatel.gov.pl. It is necessary to transfer all systems of the Minister of Digital Affairs (including, i.a., ePUAP and the Certifying Centre) to ZIR and in the long run, expand ZIR facilities by additional data processing centres (with the use of existing facilities belonging to public entities). This is a necessary element increasing safety, guarantee of continuity of operation and significantly reducing the costs of maintaining the dispersed infrastructure in many locations, with simultaneous increase in the degree of effective use of the technical centres area, equipment and qualified staff. Similar mechanisms must be implemented and applied toward all other systems and data resources within the possession of the entire administration.

– Institutional solutions – constructing the coordination structure

For construction of coordination structures in the administration digitization it is necessary to definitely strengthen the role of KRCM (Committee of Council of Ministers on Digital Affairs) both in terms of issuing opinions about new IT projects filed by the central and regional administration, and also issuing opinions about legislative and strategic projects, in the area of broadly understood state digitization. Requiring a positive opinion of KRCM before starting new projects of the state administration will allow the Minister of Digital Affairs to consistently monitor and manage the computerization of Poland. Clear strategic goals of computerization must be indicated, on the basis of which projects will be assessed. A uniform standard is also

necessary, of project evaluation in the phase of planning, and also implementing them. The starting point of projects should be, above all, specifically diagnosed and examined needs of citizens and entrepreneurs. They should also contain measurable effectiveness indicators of planned solutions, on the basis of which it will be possible to evaluate the real, and not propaganda, benefit from the project. Finally, they must contain estimates of total costs related to the existence of the created systems, and not only a budget for making it. The above rule should apply to both, the projects implemented from own funds and from the EU funds. In the case of EU funds, the obligation to have a positive opinion of KRMC should be entered to the formal criteria of the operating projects.

– Developing the Line of Cooperation at the interface Government-Local Government

Open and effective cooperation at the interface between central administration and local government units (JSTs) is crucial for achieving a common goal, which is the construction of efficient and modern electronic administration, friendly for the citizen. Developing a good model of work and transparent contacts is extremely important for the development of Polish economy based on knowledge, using modern technologies, innovation, and broadly understood benefits from the construction of the so-called information society. The scope of cooperation is to serve determination of a demarcation line between JST and the government when starting digital projects of local character, regional and national, while keeping full synergy and interoperability with regard to the effective co-utilization of infrastructural, hardware or system resources. It is necessary in particular to urgently ensure cooperation of central and regional administration to start joint programs, e.g. in the field of supporting education with ICT technologies with the use of e.g. funds from OP KED, and also to avoid problems with double expenses for particular systems and then the lack of interoperability between the central and regional systems.

– Social consultations and social participation in the legislative process

Electronic public consultations are an element of the modern and open state. It is necessary to reactivate the konsultacje.gov.pl portal for consultations within the entire state administration and use it as the only reliable source of knowledge about the consultation process and its course. On the website, legislative and strategic documents of the government will be published, created in the open standard XML data structure. Also the tools using the XML standard will be made available in it, for the needs of the course of inter-department consultations, public, re-using public information and monitoring the further legislative process, without losing the layer of information and structure of the document and of all elements added at every stage of the process. Konsultacje.gov.pl should be an element of BIP. It is also necessary to strengthen the importance and effectiveness of RdC (Council for Digitization) as a consultation and advisory body of the Minister of Digital Affairs (consisting of the representatives of science, market, administration, and NGOs) in order to develop recommendations on the basis of observation of the market, world trends, expected legislative and strategic directions with regard to the ICT branch and the development of information society. RdC members support with their knowledge and experience the MC and KRMC, being a very important element of contact with the market, support of the process of social consultations and democratization of the process of state digitization.

– Adopting the standard of electronic circulation of documents in administration

Efficient electronic circulation of documents is the condition for effective and economical systems of state e-administration. A uniform standard should be developed, of the system of Electronic Document Management (EZD), developed and supported by the state, enabling at

the same time the functioning of commercial systems under the condition of their full interoperability. Currently administration supports two systems: EZD (PUW) and eDok (IAC). Reliable evaluation of both systems should be made, based on a substantive analysis, development potential, technology, and market share, and on this basis, choose a leading EZD system, supported by the state and put before it further evaluation tasks, in particular related to interoperability with external systems (e-Podpis [e-Signature], ePUAP). An analysis of the present office instruction will also be made. Changes will be proposed, which will significantly simplify the rules of electronic circulation of documents and provide offices with greater benefits from resigning from paper and shifting to EZD. In the context of electronic circulation of documents, we will also conduct an analysis so as to suggest a standard for FK (invoicing) system/systems for administration – which will also enable savings in implementations, technical support and in particular data aggregation and analysis.

– Improving the effectiveness of disbursement of funds from POPC 2014-2020

The effectiveness of expending funds from the Digital Poland Operational Program (POPC) should be improved in all 3 priority axes – in terms of developing the broadband Internet, creating efficient e-administration and also acquiring the so-called soft competences (skills). This is the last operating program in this formula. The present mechanisms of selecting projects do not enable optimization, selection and implementation of strategic projects. Under POPC we have funds of nearly 10 billion PLN, with much larger needs – thus improving the effectiveness of the funds is absolutely critical for maximizing the financial leverage effect. It is also necessary to plan anew the expenses for the purposes of axis 3, related to developing digital competences. This axis does not guarantee a high value added for particular beneficiaries, society and public goals. We intend to bet on supporting digital competences strictly related to other strategic goals of the state in the area of education and science. The new strategy and the schedule of implementing POPC will be published separately.

– Improving competences on the part of administration

The problem of highly qualified personnel on the part of public administration in the area of innovative ICT technologies is signalled for many years. The competences should be acquired that will enable effective ordering, supervision over projects and acceptance of relevant solutions and technologies, and also maintaining key systems of e-administration. At the same time it should be emphasized that digital competences of administration cannot be limited to a purely technical field. Technology is not a goal in itself. Administration must acquire competences in the practical use of digital technology, so as to respond to real needs, overcome barriers, simplify processes, and reduce operating costs. An important element of competences is to conduct audits, analyses and consultations (with particular focus on technical and economic evaluation of projects transferred for opinions of KRMC,). The specialized centre operating on request of the Minister of Digital Affairs will be: integrated institute of digitization (created from merging institutes subordinate to MC) and COI (Center for Informatics Technology), in a new legal formula, which can also serve in the area of uniform digital identification (e.g. Trusted Profile) and carry out the construction and development of a certification centre.

– Improving the effectiveness of Polish actions with regard to ICT both in the EU institutions and also other international institutions

Presently nearly 75% of the law (also in the area of ICT) is created in the European Union. In the permanent representative office of the Republic of Poland in Brussels, the area of a

broadly understood information society and telecommunication is handled by one person. In the second half of 2016 – during the Slovak presidency – a large number of legislative acts related to the Digital Single Market is expected. We must definitely increase our presence and activity on the forum of any EU bodies (the European Council, European Commission, the European Parliament, and expert and advisory assemblies), just like the largest European economies do today. In our opinion Polish interests of the area of digitization are not sufficiently represented on the European forum. Not only EC but, above all, our society and market expect significant increase in our activity and even, in some issues, becoming the leader. Considering the above, one of the priorities of the Minister of Digital Affairs will be an active and determined policy reinforcing our participation in developing EU and international solutions, crucial for pursuing Polish social and economic interests.