

## Chapter 11

### Digital government and administrative simplification in Chile

*This chapter describes the current digital government and administrative simplification initiatives being implemented by the government of Chile. It reviews these practices against the framework set by the 2014 OECD Recommendation of the Council on Digital Government Strategies. It focuses on initiatives such as Chile Atiende, Empresa en un día, Escritorio Empresa, and SICEX. Furthermore, it discusses the case of the Chilean ports as the Agenda for Productivity, Innovation and Growth considers logistics one of the main priorities of the country. In addition, it discusses instruments to align different agendas and foster policy coherence, effective collaboration and co-ordination. Finally, it recommends several actions in order to improve the alignment of actions aimed at improving digital government, administrative simplification and service delivery to increase impact.*

The *OECD Recommendation of the Council on Digital Government Strategies*, adopted in July 2014, calls for a change in the use of technology: from being a tool to improve internal operations and efficiencies, to becoming also a critical resource to foster innovative, participatory and open governments. This important change entails placing technologies at the core of reforms, as an integrated component of the entire policy-making cycle.

Chile has been investing for several decades in the use of technology to modernise its public sector, achieve efficiencies and foster simplicity within the administration, as well as to improve service delivery to its citizens and businesses. *Chilecompra*, *Chile Atiende*, the SICEX, Business Desk (*Escritorio Empresa*), Chile without Red Tape (*Chile sin Papeleo*) are all great examples showing the efforts made to leverage technology use in order to simplify the interaction between service users and the state. Nevertheless, the penetration and use of digital technologies has remained very limited in some areas where their uptake would deliver significant benefits, both for the users of services, as well as for the public administration. This includes, for instance, the Chilean construction permit regime that still largely relies on paper-based procedures as highlighted in Chapter 9 of this review.

The multi-channel delivery of public services, aimed at improving service quality and simplifying access, is a key strategic component of digital government, which is in turn a key strategic element to enable administrative simplification and overall state modernisation. As also highlighted in Chapter 5 of this review, there is no single administrative simplification strategy in Chile for the central administration. SEGPRES, through the State Modernisation and E-Government Unit (*Unidad de Modernización y Gobierno Digital, UMyGD*), responsible for digital government, has taken the lead in introducing a number of public digitisation initiatives also intended to contribute to simplify the administration, reduce the burdens for citizens and businesses and improve the delivery of services.

Through *Chile Atiende*, for example, the Government has tried to enable both a multiservice and multichannel approach to the delivery of public services, which aims at responding to users' needs and behaviours, in order to design experiences that meet these needs regardless of the channel used to interact with the state. The users should be able to switch from one service channel to another without facing any friction, they should be able to begin, continue or check the status of their transactions from wherever they wish. In this context, the choice and the optimisation of technologies to be used to simplify the administration and reduce bureaucratic burdens, should be made based on providing an effective, consistent and rewarding experience for the users.

In order to be able to offer this integrated experience - and a "single image" of the public administration - in the front-end, the operations and services within the administration need to enable a full integration of the service channels, i.e. the "back-end". This requires integration and sharing of data and processes. At the moment, only the physical branch of *Chile Atiende* provides transactional functions, whereas the telephone and digital channels provide only informational services.

*Chile Atiende* is an important case to illustrate how the perspective on service delivery and digital government should not be only technical, and how changes in the back-office should go hand in hand with the rethinking of the front-office. This requires, for example, an alignment of the strategies for administrative simplification with those targeting improved delivery of services achieved also through a more strategic use of technology by the administration. Administrative simplification and digital government are two policy areas proving important opportunities for synergies. Simplifying the public sector is a transformation process, and experiences in several OECD countries show that the use of digital technologies is critical for the transformation of the public sector. Sharing resources and data, and integrating processes and operations within the public sector, to ensure coherence and eliminate duplications and redundancies, are prerequisites of this transformation, and digital government can enable governments to better achieve their simplification goals and foster the transformation. Additionally, by enabling more user-friendly and easy-to-access channels for service delivery, digital government can play a key role in reducing bureaucratic burdens.

Hence, those responsible for setting the standards, goals and policy objectives for digital government are becoming increasingly more involved in setting strategies and defining agendas and key actions of administrative simplification. This is quite important to ensure coherence and alignment between digital government and administrative simplification. If these are not aligned, governments miss the opportunities to leverage different strategies to achieve various results. For instance, the digitisation of specific procedures or transactions linked to commercial activities – see as an example the issuance of business licences or permits – is pivotal not only to increase efficiency and accountability for the users, by providing them with the same quality of services and legal certainty, but also to improve public sector intelligence thanks to more easily available data and statistical information. The advantage for the public sector comes not only from the higher efficiencies determined by the streamlining of processes, or by the management of procedures in single digital one-stop shops, but it is also the consequence of the generation of information and statistical data that can be mashed and linked thus allowing to track performance more precisely, and to more accurately spot inefficiencies and opportunities to simplify the administration.

Better co-ordination, deployment and use of common platforms, shared strategic objectives are all key requirements to bring together individual efforts. The design and implementation of the *Chile Atiende* project shows for example the complexity of providing a general “umbrella” framework / model for integrated public service delivery, and presents the complexity of co-ordinating various actors and linking different strategies of the Government. The initiative, regarded as a good practice from other OECD countries at its inception, has led to fewer results than expected, the main reason being that it was not always seen as an opportunity to strategically achieve several important results and better co-ordinate actors.

After reviewing the main digital government initiatives, aimed at improving service delivery and simplifying the interactions between the users and the state, this chapter discusses some of the main preconditions leading to better results and puts forward some policy recommendation to help the government of Chile bring their digital government and administrative simplification efforts more closely together.

## Current context in Chile: implementation of existing initiatives

### *Chile Atiende*

The *Chile Atiende* project is part of the Digital Government strategy of the government of Chile to provide a comprehensive and sustainable solution for the delivery of government services (see also Chapter 5). Through the project, the government has tried to provide a multichannel approach to the delivery of public services, which aims at responding to users' needs, adjust to their behaviour, and design experiences that meet these needs regardless of the channel used to interact with the administration.

The *Chile Atiende* concept is strongly focused on improving user satisfaction, on simplifying delivery of, and access to, public services, on providing efficient and effective interaction between the state and the people to access information and benefits, to complete formalities belonging to the various institutions of central and local government. The ultimate goal is to leverage the use of technology for social inclusion, which implies, a user's perspective, that citizens' needs are better met and, as a result, their satisfaction is increased. From the state's perspective, more efficient and effective public services are provided, based on greater integration and shared data in support of more data-driven decision-making.

In this context, the technologies to be used are selected and optimised by providing effective, consistent and rewarding experience for the users. To date, there are three channels:

- physical presence, with a network of 206 points for attention and five vehicles on site, offering the possibility of accomplishing about 90 formalities from 28 institutions that have signed agreements with *Chile Atiende* (including the National Health Fund (*Fondo Nacional de Salud, FONASA*), the National Board of School Support and Scholarships (*Junta Nacional de Auxilio Escolar y Becas, JUNAEB*), the Housing and Urban Development Agency (*Servicios de Vivienda y Urbanización, SERVIU*) and the Electoral Service of Chile (*Servicio Electoral de Chile, SERVEL*).
- telephone channel (number 101) providing information on over 2 500 formalities and state benefits.
- digital/online channel, consisting of the portal [www.chileatiende.cl](http://www.chileatiende.cl) – belonging to UMyGD – and accounts on social networks, managed by the Social Security Institute (*Instituto de Previsión Social, IPS*) – such as on Twitter and Facebook – where information on more than 2 500 formalities and state benefits are available.

The main precedents that led to *Chile Atiende* were the creation of one-stop shops for channelling the relationship between the state and citizens, such as the Easy Procedure (*Trámite Fácil*) initiative subsequently replaced by Chile Click; and the adoption of Law No. 19/880 on administrative procedures and interoperability supporting the setting up of the PISEE.

*Chile Atiende* has become an important step forward in the modernising the state and initiated significant progress in improving the provision of public services (e.g. in terms of availability and accessibility). Nevertheless, the model used to support its implementation has shown significant weaknesses from an institutional and an operational perspective, which makes it difficult at the moment to ensure its long-term sustainability and scalability. The main problem areas to be addressed are:

- Absence of a sufficiently robust governance and management structure, with roles and functions properly defined and distributed. *Chile Atiende* was implemented under the co-ordination of the UMyGD using the public service platforms of the IPS, based on informal agreements between the authorities in power. The resulting lack of a clear institutional/governance framework, has determined the direction and management capacity needed to ensure continuity and strengthening of the policy of multi-channel provision of state services;
- Focus on integrated services applied to the front office, but not to the back office, which means that process automation is reduced and the value of data as a key resource to support better integration and quality of services is less understood, and also to simplify formalities and procedures. As a result, the multiple service channels are not integrated with each other, traceability between channels is not feasible and transactions can only be carried out to a limited degree, which to date applies only to the physical channel while the other two have mainly an informative function.
- Limited streamlining of services offered aligned with the capacity and ability of the users of the different channels, and of the officials who operate them. In addition to the low transactional capacity and nature of the channels, several services were included in the physical channel as part of the agreement signed with the various institutions without necessarily addressing the users' needs. In several cases this created a supply structure that perceived more as an additional burden by the officials working on *Chile Atiende*, who have to be trained and have access to the various systems of each institution, than a real benefit for the users.

This ultimately has a negative effect on both the intermediate and end users of *Chile Atiende*. The citizens indeed obtain a limited quantity of integrated formalities on *Chile Atiende* due to the incomplete transactional capacity and no real multichannel presence.

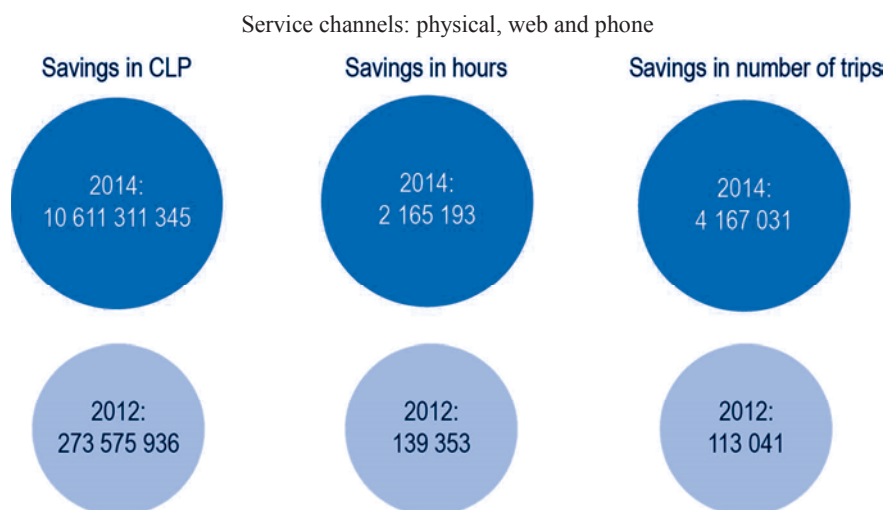
Table 11.1. **Number of visits per channel**

Period	Physical	Online	Call center
2012	5 579 267	5 815 213	939 098
2013	6 625 863	14 265 077	1 290 715
2014	7 907 886	18 062 707	1 428 494
2015	6 621 819	23 838 323	1 479 095

Source: *Chile Atiende* website, [www.chileatiende.cl](http://www.chileatiende.cl), accessed in February 2015.

The intermediate users, i.e. public officials operating the various channels of *Chile Atiende*, cannot provide an automated front office integration. According to the figures released by the IPS, there are some 1 500 officials working in the Customer Services Branch of IPS, which is responsible for the operation of the physical and telephone channels of *Chile Atiende*. Increasing attention to the intermediate users of the services would produce the positive external effect of improving the quality of the services provided to end users, also quantified in terms of the savings made possible for them.

To illustrate the impact that strengthening *Chile Atiende* would have on the users, it is illustrating to show how citizens' savings have evolved in the years 2012-2014 achieved through the use of the different channels.

Figure 11.1. Citizens' savings due to the implementation of *Chile Atiende*, March 2012/14

Source: Government of Chile, Ministry General Secretariat of the Presidency, *Chile Atiende* Statistics.

However, what is even more relevant is that, according to the results of users' surveys:

- 24% of the people indicate that the telephone channel did not save them going to the physical office according to “*Chile Atiende* User Experience Study” by IPS, SEGPRES and IPSOS Chile (February 2014).
- 41.7% state that the web channel did not save them going to the physical office according to Online Survey *Chile Atiende* portal (March 2014), conducted by UMyGD of SEGPRES.

The foregoing may probably be explained by the fact that the online channel is not really transactional at present. So as to move on to that stage thereby maximising the impact on the administration and on users –the project should be also be used as a reason to review of the formalities and procedures required by the relevant laws. The intention would be to simplify and reduce burdens as far as possible. This would make it possible to provide the integrated system of service required to provide transactional services. Clearly, the strengthening of the technological platform, the governance and the strategic management supporting the greater sophistication of this project to provide a multi-channel service, can help to increase the administrative simplification required to offer integrated services. As a result, savings will be made, the impact will be improved and user satisfaction will be achieved.

### ***Empresa en un día***

The initiative Your Business in a Day (*Empresa en un día*) is based on Law No. 20.659/2013 establishing a website offering transactional services that make it possible to complete online all the procedures needed to set up a company in one day; on Law N. 19.799/2002 on advanced digital signatures and e-documents, laying down the conditions for using the signature widely for a number of services; and on Law No. 19.880/2003 creating the basis for the administrative procedures and introducing the “once only” principle.



The website is fully transactional; it allows users to complete the service using the advanced digital signature, or a notary can complete the procedure on the user's behalf. This initiative has led to significant reductions in terms of time and the cost of completing the service. As an example, from USD 600 for the digital signature – approximately USD 35 per year plus the cost of a token equal to USD 50 per year – or about USD 119 for a notary but paid once only. Thanks to this initiative, Chile has also introduced a standard approach to the setting up companies. Statistics indicate that the number of users is high, and that 68% of new companies are set up through the online system. Additionally, figures show that there has been a steep increase in the number of companies being set up. The fact that foreign users are also taking advantage of this initiative to set up companies in the Chilean market proves the good effect that *Empresa en un día* can also have on inward investment, and on increasing national competitiveness.

In terms of future challenges, the necessary alignment with other key initiatives being development, such as Business Desk (see section below), and to-be-developed – like *Chile Atiende 2.0* – will require a good level of co-ordination among the various efforts as well as the integration of platforms (e.g. for *Chile Atiende* web and for Business Desk).

### ***Business Desk***

The initiative *Business Desk* (BD) implemented by CORFO (Ministry of Economy, Development and Tourism) was established with the Supreme Decree No. 267 of 26/12/2014, that defines the use of the project's resources and goals, and that regulates its relations with the various parts of the public sector. The project was formulated officially in 2014 but its implemented started in 2015, as part of the Agenda for Productivity, Innovation and Growth of the Chilean government. Its aims are to lay the foundations for a new phase of development of the Chilean economy, to create opportunities to produce new goods and services, to develop intelligent industries and to generate innovation hubs. This is a forward-looking approach to a new form of development that does not just depend on the exploitation and export of natural resources, but that opens up to new emerging sectors capable of producing new goods and services, of developing industries and generating innovation.

The purpose of the BD project is to develop a technological platform enabling micro, small and medium enterprises to better manage their businesses, their operations, to obtain better information and documentation as well as general interactions with the public sector and eventually among businesses themselves. Some of the success factors for the BD are the interoperability and re-use of the existing digital service provided internally to and within institutions, such as the PISEE, the *Clave Única de Personas*. The BD is indeed expected to be an integrated, content-oriented, interactive and easy to use digital platform, in which companies will have access to a customised virtual business desk, to interact with the public sector and other private agents.

The technological platform for businesses will support administrative simplification and integration of formalities and services that will facilitate closer interaction between companies and the state. Furthermore, it will promote the adoption of improved standards of efficiency and effectiveness throughout the public sector, and will help to generate savings for both the companies and the state. The transaction costs for companies to interact with the State will also be reduced, as a single point of contact will provide and standardise models of interaction with the state. BD indeed aims at reducing the high transaction costs that businesses have to bear while completing formalities or accessing government services. Formalities connected with the business establishment would be

streamlined to improve investment opportunities, or carry out operations more efficiently. According to the interviews held with key stakeholders in Chile, the problem has been diagnosed many times and a solution has been repeatedly requested by SME's business associations in the country. According to the *Empresa en un día* data, 27 247 companies were set up in the first half of 2014 through the [www.tuempresaenundia.cl](http://www.tuempresaenundia.cl) portal, at an average of 3 892 per month.

Most of the existing platforms providing digital government services to businesses will continue to exist and the plan is to integrate them with the BD platform with the SICEX for instance for all the formalities related to companies' import-export processes. It is expected that when the platforms are integrated, they will provide additional value for companies, since SICEX currently covers all formalities. Finally, the development of the BD includes promoting the use of PISEE for integrating service provision and greater co-ordination in developing the platform, with the UMyGD as the role of co-ordinator, to improve provision through digital government.

BD is a very good example of a project providing services to businesses based on a “life cycle” approach, which entails inter-sectorial collaboration and alignment. From an administrative perspective, CORFO enters into co-operation agreements (*Convenio de Cooperación*) with the relevant institutions identifying the objectives and the way in which they will work together. However, given the nature of the project, what is particularly relevant is that its establishment could count on substantial political support, and that the CORFO team meets the departmental heads in the relevant ministries/agencies regularly, and works closely with the relevant teams at the technical level.

The pre-assessment, together with the consultative and collaborative approach, on which the development of BD are based, are probably the most important aspects of the implementation strategy of this Initiative which can be regarded as a very good practice in the development and implementation of initiatives that cut across the public sector.

As an example, a preparatory study was carried out in 2014 to identify the list of formalities required, indicating the institution for which they were required. The study also included a revision of all web pages, of the agencies uploading information on their activities onto the transparency portal and on the *Chile Atiende*, etc. In 2014, CORFO updated all the links to platforms providing information and services on line and prepared a catalogue of all the required formalities relevant to the businesses, the agency offering them, if digitally available or not, etc. This preparatory effort was linked to another initiative, Chile without Red Tape (*Chile sin Papeleo*), that aims at making access to the administration less cumbersome.

A specific study on the land registry led to the information repository being automated, and to 900 relevant formalities being identified for businesses. Based on a feasibility and demand-based approach, CORFO reviewed them to determine which were a priority for businesses and could be made available on line. For the time being, the immediate result is the commitment to start to digitise some formalities by the end of the 2015.

In addition to the studies mentioned above, a focused group with 100 SMEs was organised to identify the main formalities and the final list was chosen by the Council of Public and Private Advisors (*Consejo de Asesores Público y Privado*) that combines several Ministries (Economy, Finance, and SEGPRES), the Chilean Association of Municipalities and the eight national directors of the main public institutions offering



services and formalities to businesses, as well as 12 representatives from the main business associations in Chile, of which 6 represent larger industries.

Although the approach underlying the development of this initiative is to be praised for its inclusiveness, BD appears a missed opportunity to utilise a new project aimed at improving service provision and also to foster administrative simplification. The project seeks to integrate formalities, procedures and services more as opposed to re-structuring them, since for the time being the BD has no power to foster administrative simplification. The BD does not have the mandate to revise the formalities to identify what can be simplified and which duplications may be eliminated, as the responsibility lies with the agencies only. For the moment, it is by studying the workflow that agencies see opportunities to simplify. As a result, the exercise referred to above that led to the identification of the 900 formalities, could not also be used to actively promote administrative simplification.

In many administrative contexts, the elimination of administrative formalities and the sharing of data can become highly political, as is possible in the context of the Chilean administration. When this happens, it is often due to a culture within the public sector that links power with the “ownership” of the processes and of the data underlying the completion of formalities and the provision of services. Additionally, in some instances, some procedures and/or formalities require the fees to be paid which are sources of revenue for the agency administering them. Some OECD countries, like Denmark, with a long history of data registers managed by individual agencies, are aiming at developing a business case through the Basic Data Programme to argue the potential value for agencies of sharing their data free of charge with other parts of the administration. The aim of identifying alternative benefits to compensate for the loss of revenue so as to gain political buy in across the administration and be able to boost sharing and integration among the agencies.

Even though simplifying administration and reducing burdens appear to be a positive element of the digitisation process as well as the improvement in the workflow implemented under the BD. However, the opportunity has certainly been missed here to link the digital service provision and administrative simplification agendas, and to exploit the impact of the use of technology to modernise the public sector. In order implement the initiative, the Ministry of Economy, Development and Tourism focused on go ahead with enabling the BD’s “core business”, i.e. the digitisation of formalities. In addition, this has led to the simplification of formalities and greater efficiency at least as a result of the formalities being linked and integrated on line. However, further thought should be given to the broader potential impact of this initiative.

### ***Chile Atiende PYMES***

The Business Desk project complements a number of previous initiatives which have been very important in providing benefits to SMEs, including providing better services, easier access to information and enabling new ways of interacting with the public sector. SMEs interact with the State since their inception and throughout their life cycle, facing a series of situations that are often barriers to the development of their core business and supporting operations, among which we can identify:

- duplication of functions and of requests for documents to be submitted to the public sector
- limited integration between public services

- cumbersome paperwork and procedures requested to complete a formality or obtain permits for running the business.
- different levels of technological maturity between state services
- difficulties of access (remote care, language, etc.)

According to the Internal Revenue Service, in 2014,<sup>1</sup> 881 857 companies were classified as SMEs, micro (669 515), small (184 654) and medium (27 688) enterprises accordingly. The contribution of SMEs to the Chilean economy, as mentioned in Chapter 10 of this review, is very important, which is why it is vital to ensure that any action aimed at reforming or modernising the provision of services in Chile takes into consideration how to respond to the specific needs and necessities of this specific users' group.

This chapter has previously underlined how users' experience can be improved through digital government, thanks to simpler administrative procedures and fewer administrative burdens, but also as a result of the easier service access it enables. As also highlighted in Chapter 10 of this review, not every SME has easy digital access, which is why administrative complexity and burdensome administrative procedures for setting up a business still remains a challenge for many Chilean SMEs.

*Chile Atiende PYMES*, managed by the Ministry of Economy, Development and Tourism, oversees the functioning of the portal dedicated to SMEs, is a key opportunity to reverse this trend and prove the government's awareness on the need for orienting efforts and plans towards the SMEs' needs. For the future, substantial convergence and co-ordination of *Chile Atiende PYMES* with Business Desk is planned, which, in particular, include the integration of plans for the governance, service provision, management of processes, deployment of technological solutions and staff's capacity to apply the definitions already adopted by Business Desk. The goal is to generate a unique platform and to capture synergetic benefits to manage in an orchestrated manner the services that businesses demand from the state.

Complementarity and co-ordination of *Chile Atiende PYMES* with BD are highly recommended to ensure that parts of the administration take advantage and use the platforms installed to date, the service model developed, the IT architecture and the model established for the government, in order to provide the necessary synergetic capabilities in compliance with the guidelines of the Agenda for Productivity, Innovation and Growth led by Ministry of Economy, Development and Tourism. The ultimate goal is to develop in the future a single supporting platform integrating *Chile Atiende* web channel, *Chile Atiende PYMES*, and the Business Desk. This will require a strategic alignment of the relevant agendas (e.g. digital government and national digital agenda, administrative simplification, service provision and national productivity agenda).

The alignment of the various strategies is particularly important considering that 98% of companies in Chile are SMEs. A real understanding of the value of technology for the socio-economic development of the country needs to improve built on the recognition of the strategic relevance of ICTs for increasing productivity (particularly of SMEs). The current context provides the projects described above a good opportunity to have an effect on a significant part of the private sector in Chile. According to the business associations interviewed during the peer review mission to Chile, the penetration of technology depends on the size of the company, and there is a digital gap among many of the micro

1. Internal Revenue Service: [http://www.sii.cl/estadisticas/empresas\\_tamano\\_ventas.htm](http://www.sii.cl/estadisticas/empresas_tamano_ventas.htm)

entrepreneurs (for example in the transport industry or in the manufacturing area) that use technology through the young people in their families. Additionally, SMEs do not use the digital channel unless it is compulsory, very much in line with an overall cultural context where Chileans do not do things unless they are mandatory.

The foregoing underlines the necessity to take the digital gap into account which, on the one hand, needs to develop capacities and, on the other, to provide digital content (information and services) relevant for SMEs and not only for big companies. SMEs often consider that information is often not friendly or clear enough, and not responsive to their needs. Involving SMEs and incorporating their needs appears to be a necessity as these initiatives are further implemented. There is a good opportunity right now that could offer the chance to deal with limited skills availability, as a good solution is to develop applications and use m-government to better respond to the needs of SMEs.

The potential to increase the penetration of ICTs in SMEs is high, but this needs support and a good understanding of it being an issue in capacity building. To increase the e-readiness of specific capacity building programmes could be designed in the ICT domain, and the IT companies could support the government in this effort. The SENCE currently provides training opportunities for big companies, and could also design programmes specifically for SMEs.

### ***SICEX***

The Integrated Foreign Trade System (SICEX) is a project that involves the development of an online single window (one-stop shop) for G2G or G2B foreign trade, i.e. a system that integrates all the processes involved in foreign trade operations, be they exports, imports or transit. It was created by Supreme Decree No. 1049, D.O. 05/11/2010 by the Ministry of Finance and once the fully-fledged implementation of SICEX will be completed, exporters and importers will be able to complete transactions through a single channel, any time and any place. The use of the SICEX system is voluntary and free, built on the basis of international standards, started in 2012 and was completed by the end of 2015. Currently, both operating modules are functioning (exports and imports).

The development of the current SICEX was intended to tackle three major problems in particular to advance towards a single window for foreign trade:

- Ensuring political commitment. Previous attempts to develop SICEX were not successful and did not lead to results, probably since the governance and financing aspects of the project design had not been thought out efficiently. This problem was solved when a Commission composed of 5 under-secretaries (*subsecretarios*) was set up.
- Ensuring the institutional commitment: A specific programme under the Ministry of Finance has been established to co-ordinate project implementation.
- Ensuring the financial commitment: The different services provided by the various institutions should be integrated under a single platform, but often the technological asymmetry across institutions is quite substantial. This requires financial autonomy so that the initiative can allocate a budget to the individual institutions that need funds to upgrade the technology, or to engage consultants under the project to work with the various agencies.

The Ministry of Finance leads and co-ordinates this project, in which are also involved, among others: the National Customs Service, the National Fisheries and

Aquaculture Institute of Public Health, the National Agricultural and Livestock Service, the Chilean Copper Commission, the Ministry of Health, the Internal Revenue Service, the General Treasury of the Republic, the Civil Registry, and SEGPRES.

SICEX can be an instrument of great importance for the country's competitiveness, as it can:

- facilitate foreign trade
- reduce the time and cost of exports and imports
- simplify existing procedures
- contribute to public sector efficiency and process transparency.

The fully-fledged development of the SICEX into a real one-stop shop can reduce the time needed to export and import products which can have an impact on the efficiency of the service value chain, on the competitiveness and on the system of supervision and rule making.

Through the gradual implementation of each of the project's stages and modules, the various functionalities are designed, developed and implemented thereby enabling testing. Each module begins with the release of a pilot with a limited number of users and functionalities, and then gradually increases so that the respective module is completed.

The export module has been operational since 2014, and any product may be exported through SICEX. The imports module pilot started in August 2015 and became fully operational in December 2015. During 2016 improvements to the technological platform and modules will continue.

Future steps in SICEX's development include the connection with logistics platforms developed in ports, allowing both online handling of the nationwide logistics operation of the shipments and document processing. This will reinforce the B2B element among the port community systems and companies. Up to now, the services are the basic services related to imports and exports.

There is also a plan to connect SICEX platforms with other countries so that the processing carried out on line in the country can continue on an electronic path to its destination, enabling traceability and visibility of the entire foreign trade operation. In this regard, SICEX is already working with the members of the Pacific Alliance, Peru, Colombia, Mexico and Chile, in a pilot line between these countries processing phytosanitary certificates. Once the target reached, it may be interesting to add other documents and project the model for other countries wishing to join the initiative. Further developments also include link-ups with the BD, with the idea of enabling full integration and sharing of information and data at any time. This can boost efficiency while increasing transparency.

SICEX provides a good example of how, over time, the change has been accepted by the various public actors that saw the impact on their core businesses, and as they work on phase 2 and B2B there are also active requests from users. The Government could consider making the use of SICEX mandatory. Businesses are the user group targeted by some OECD member governments to increase the use of online channels and therefore reap the benefits of the investments made in the digitisation of the public sector which requires a sufficiently large critical mass of users of online services.

### Box 11.1. The frontier of digital government in Denmark: Expanding mandatory use of online channel

eDay 1: By 1 September 2003, all public sector organisations in 271 municipalities, in 14 counties and in central government had to send internal written communications by email only, instead of by traditional physical mail.

eDay 2: By 1 February 2005, all citizens and businesses had the right to send secure electronic communication using the common public sector digital signature and encryption to public authorities and had the right to expect secure electronic communication from public authorities.

eDay 3: eDay 3 had three goals to be achieved by 1 November 2010: i) each public authority had to offer secure single sign in using Nem-Login (in English “Easy-Login”) and the Danish second generation digital signature NemID (in English “Easy-ID”) when accessing citizen oriented online services; ii) all citizen-oriented online services had to be integrated into the Danish national citizens portal borger.dk; iii) all public authorities should have been ready to offer secure digital communication through Digital Post (a government authorised digital letter box).

eDay 4: This marked the transition to digital-only communication between citizens and businesses, and public authorities using the government provided digital letter box – Digital Post. The initiative is part of the Danish government’s push towards mandatory “digital-by-default” – demanding citizens and businesses to use the digital channel only by law. eDay 4 concluded a remarkable development of progressively introducing mandatory use of Digital Post for all. Businesses were obliged to use Digital Post by 1 November 2013 with citizens following on 1 November 2014.

*Source:* Information provided by the Danish Agency for Digitisation for the OECD (2014), *Spain: From Administrative Reform to Continuous Improvement*, OECD Public Governance Reviews, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264210592-en>.

### *The case of the ports*

The National Agenda for Productivity, Innovation and Growth of the Chilean government underlines the relevance of “logistics” as vital to assist in the state modernisation. The focus is on having a long term strategy for 2030. This is a complex and multi-dimension agenda that includes technological issues as well as matters concerning the development of competencies as well as regulatory reform. The Commission of ports and logistics (*puertos y logística*) was assigned to follow up on the implementation and received a lot of support from the various actors in the sector.

The increased port capacity has two pillars. The first related to investment in new port and ground transportation infrastructure, and the second associated with the management of existing infrastructure. Achieving the second objective implies incorporating digital platforms. This is justified to the extent that it adds value to the trading process, and therefore to the end users. The higher value can come from reducing the time required for cargo clearance, giving greater flexibility to the process, and thus a better use of infrastructure and resources, such as processing data to propose improvements in the management of the supply chain. In turn, improving the quality of market information and its availability for analysis can enhance the performance of the various operations.

This is why the goal is also to integrate the SICEX technological platform with other relevant ones such as the logistics management platform, called Port Community Systems



(PCS). This goal seeks to increase the efficiency of processes taking advantage of the gains from the co-ordination of the actors involved in the transfer and circulation of foreign trade cargoes.

In terms of digital platforms, there are some institutional issues due to the fact that there are 26 public services linked to foreign trade involving a large number of institutions. Therefore, redesigning processes and services will require a certain degree of co-ordination, as it is not simply a matter of developing a platform or software, but of ensuring that all the institutions that provide the 26 services can use the same platform. Aligning all the services in a way that all can be accessed in the single window requires institutional reinforcing (for example enabling SICEX of the right institutional framework that facilitates political commitment, an adequate budget, to sustain the implementation of the modernisation programme, and to push for re-engineering all the processes in the different institutions that have to contribute to the SICEX).

In addition, there are also technical issues related to internal services – a second software layer that offers common services to the institutions – and to external services: level of the software that enables users to add their own services. For example, those offering services to the tracks that arrive at the port are services that increase the ports' competitiveness. The next targeted stage would be, for instance, the telepayment or free flow that, at the same time, would make the transfer easier but also help transferring information on the tracks arriving at the ports.

The great potential is to improve the efficiency of the ports, provide information to the private sector and users, and visibility of users on the efficiency of services. This can improve the availability of information that can lead to KPI and improve the quality of the services; the Management Improvement Programme (*Programa de Mejoramiento de Gestión, PMG*) could for instance be linked to the core business of the area (e.g. not in terms of better quality of the service delivered).

Integrated SICEX and PCS in ports would not only allow foreign trade procedures to be efficiently processed and the co-ordination of civil servants improved, but it would create the ability to generate a flow of information and data between supervisory bodies to support their work, which should result in more expeditious flows of cargoes circulating in ports.

However, since public agencies involved in maritime activities are numerous – ports administratively belong to various authorities – the implementation of efficient co-ordination, monitoring and constant evaluation is essential, together with the definition of common criteria that promote efficiency and limit arbitrariness by implementing regulations. Combined with the many formalities and procedures that have to be carried out by an exporter/importer, and with a lack of understanding of the foreign trade system, this could have a harmful effect on investment.

### **Instruments to align agendas: policy coherence, effective collaboration and co-ordination**

Effective and strategic alignment of the administrative simplification and digital government agendas in order to create synergies, that help to improve the quality of life for citizens and businesses, entails a number of preconditions supporting the design and implementation of relevant initiatives. A centrally co-ordinated perspective and more efficient and strategic collaboration require a solid governance framework, the deployment of “intelligent” solutions that break the public sector inertia and foster



interoperability and policy making. These are all some of the key actions that need to be undertaken. The sections below aim at creating a *status quo* in Chile in relation to the use of some policy tools to support the integration of the two agendas.

### ***Better collaboration and co-ordination***

The section above has provided information on ongoing initiatives and their planned developments which illustrate the important steps undertaken by the government of Chile to strategically, technically and operationally align important complementary efforts aimed at improving the quality and accessibility of public administration for businesses and citizens. Nevertheless, a closer look at some of the experiences in the implementation of some of these projects show that effective collaboration still represents a challenge. In the case of the BD for example, collaboration is not always easy due to a number of reasons. The perceived threat of BD's intermediation between the business and the agency providing the service is often the main source of resistance together with civil servants' complaints concerning additional work, limited funds availability, and other institutional objectives. The BD's access to a full list of information and flow of services between the agencies and business can make it possible to assess the level of service provision, the quality of information flows, etc. which can be perceived, by some institutions, as a way to control and benchmark their level of performance in service provision.

Good existing examples of internal collaboration among institutions include the Internal Revenues Service's work with the treasury, as well as the collaboration of the Treasury with the BD. The latter collaboration aims at making it easier for each service to be processed with a "digital payment button" that would also be accessible through the BD and to assist businesses that do not have the capacity to use the "digital payment button" through the capacity building activities of BD. This is an excellent example of the concrete impact that collaboration can bring in terms of higher efficiencies for individual institutions (e.g. thanks to the higher use of the "digital payment button") and to end users (e.g. thanks to the additional support received as the effect of the integration of the two initiatives).

Fostering effective collaboration requires overcoming resistance, which implies being able to provide incentives and showing the value emerging from working differently. Data on higher efficiency, improved institutional performance and higher user satisfaction are ways to give civil servants the incentive to take up new ways of working. Performance indicators linked to BD, for example, can be used to boost positive pressure on the agencies to improve their performance. It would help finding a real champion ready to collaborate with CORFO enthusiastically that could pave the way to effective collaboration.

In order to deliver the expected value, the development of integrated systems that help to improve service provision while simplifying the administration requires the critical mass of users for the service. While projects' implementers cannot count on voluntary collaboration, in many cases the mandatory nature of the adoption can help overcome resistance (e.g. the decree establishing the BD does not anticipate mandatory adoption but leaves it up to the agencies to decide whether or not to join the BD).

### Box 11.2. Portugal: linking strategic objectives

Portugal has been for years implementing a series of ambitious and far-reaching public sector reforms to meet growing challenges and demands on the Portuguese economy and its public sector. Since the early stages of Simplex the Government has designed and implemented high-profile initiative and adopted an approach quite unique among OECD countries – which count on strong political support to address the need for simplifying the Portuguese public sector and its service delivery through ICT. The focus has always been on recognizing the key value of digital government as a lever for broader administrative simplification activities improving the quality of service delivery.

What makes the Portuguese approach different is the fact that the same Digital Government Strategy connects the three pillars of: Public Service Delivery, Administrative Simplification and Digital Government. The Agency for the Modernization of the Public Administration – responsible for setting the strategy and for co-ordinating its implementation across the administration – while performing its tasks related to policy and standards design, and implementation oversight, ensures compliance and use of common standards, platforms and strategic directions. This secures collaboration of actors and alignment of actions in view of common integrated interrelated goals. Initiatives aimed to simplify the administration, strengthen service delivery and foster digital government are coherently intertwined.

This is a concrete example of a shift from e-government to digital government right from the early stages of policy making. This has had an impact on the further development and implementation of initiatives such as Simplex. Originally conceived as a way to link actions aimed to increase the use of ICTs in the public sector and those focusing on administrative simplification to improve service delivery it has now become one of the most emblematic projects of the new government in the Administrative Modernization domains. Simplex sessions are being held locally all over the country and this round of local workshops envisages identifying problems and obtaining ideas/solutions from local stakeholders (public, private). Besides this kind of national roadshow of workshops, several encounters with central public administration bodies are being held. This round started in January 2016 and will run for about 3 months. The main goal is to present a Simplex program 2.0 (Startup@Simplex) in May 2016 built on innovative ideas crowdsourced from the different stakeholders. The main goal of the Startup@Simplex is to transform business ideas into government modernisation solutions.<sup>1</sup>

1. For more information on Simplex: [www.simplex.pt](http://www.simplex.pt); <https://www.youtube.com/watch?v=hUNJVtVhMP0>; <https://youtu.be/tT7xcCXddhY?list=PLHQ3AudRfzk8oArT58fUfB2koYbtJqXzp>.

### ***Interoperability: a technical term with strong impact on policy implementation and service delivery***

Interoperability of information systems is a common ambition across governments. This is because the agility, responsiveness and coherence of public sector organisations depends on their capacity to share and exchange information. However, traditional information systems were rarely designed to allow easy exchange of information. Many public sector organisations today suffer from slow and dispersed access to information, which affects their capacity to make good policy choices or to respond to requests in timely and accurate ways.

In a nutshell, interoperability means that individual information systems are able to talk to each other, to exchange and compare data in an automated manner. Where information systems are not interoperable, information has to be retrieved and transferred manually. But what interoperability of information systems actually means, from a policy-making perspective, is that it enables governments to act more coherently throughout all phases of the policy process. Identification of policy problems and their placement on the agenda are facilitated when analysis is based on all the relevant data

available, e.g. information from national registers and other operational information systems.

Formulation of policy responses to an issue needs sound impact assessment which, in turn, depends on the quality of information available at the time of the assessment. Implementation and evaluation improve where information on results and impacts is readily available across governments. Finally, the ambition of governments to establish “no wrong door” or “once only” principles requires interoperability of government information systems to channel requests across the administration and assign responsibilities to respond to feedback received from stakeholders.

Hence, interoperability of semantics, data and platforms is essential to enable the integration of processes and procedures leading to simpler, more accessible, innovative and more efficient administrations. The interoperability platform prevents people and companies having to visit several public institutions to gather information, or complete formalities, required for their dealings with the State. Interoperability frameworks are therefore intended to secure the achievement of the desired level of technical, semantic and organisational interoperability – as well as the governability of the IT systems and applications deployed and used across the administration and in the various business domains (e.g. health, social services, education, security). As a result, interoperability frameworks are expected to sustain co-operation and exchange of data and information among public agencies for improved service provision and access to information (seen as public goods).

Experiences in OECD member countries show different drivers for a country’s pursuit of interoperability. The targeted outcome will determine a country’s approach for developing an interoperability framework. For example, some countries may be inspired by the need to make it possible for older stove-piped information systems to communicate with each other; others may aim at cutting down on costs associated with managing and exchanging digital data and information organised and formatted in many different ways, leading to time delays, data errors and multiple data entry by citizens and businesses. Others’ priorities may include having the infrastructure required to share services and exchange information, efficiently and securely, among the various agencies of local and central government to deliver more integrated services.

Despite the various drivers for interoperability, experiences in other OECD countries show that it can indeed lead to simpler administrations and better service provision thanks to the higher flexibility it facilitates, to the easier scalability in the development of digital government services it supports, as well as to the development of integrated and transactional services among public agencies.

In the short term, it can provide a framework for effective, efficient and transparent interaction of systems based on public data, which can support the strengthening of single points of access for citizens and businesses. For these benefits to be reaped, it is necessary to have a critical mass of users across the administration. Recognising this need, some OECD countries such as Estonia and Portugal made the use of the interoperability framework mandatory for the central administration.

### Box 11.3. Achieving interoperability in Portugal

Portugal views interoperability first as a semantic challenge, particularly the importance of defining public sector processes, data models and information entities (e.g. citizen, address, building), with the assurance of an inter-organisational strategy, where each organisation remains responsible for data, information and systems. Like other OECD member countries, Portugal was challenged by the need to make old stove-piped information systems communicate with each other. To meet this challenge, an interoperability platform was developed providing the following capabilities:

- Data integration. The adoption of a standard data model that allows different government systems to exchange data. All government agencies can therefore accept a single citizen data submission – such as a change of address or name – eliminating the need for citizens to fill out redundant paperwork.
- Application integration. Web services that connect all applications, regardless of programming languages and hardware.
- Simplified identification. Citizens identify themselves once to the Common Services Framework and can then submit data to multiple government agencies, although citizens continue to have distinct identities with each agency. Once data is sent over the network, identification consists of embedded individual identities based on random numbers. Unique identification numbers are not allowed according to the Portuguese Constitution.
- Privacy and security. Active Directory Services ensure that only encrypted tokens are sent over the Internet, not identification information. Agencies may also send encrypted messages over the Common Services Framework. The Interoperability Platform serves as the foundation for the enterprise architecture. It provides the technical foundation for communication among government agencies, defines the information architecture for the Portuguese public administration and opens possibilities for re-arranging and changing organisational structures and workflows.

The purpose of the Interoperability Platform is to improve workflows and service orientation, rather than share information and data. The Interoperability Platform was established in accordance with the European Interoperability Framework for Pan-European e-Government Service. Use of the Interoperability Platform and the Common Services Framework is mandatory for Portuguese central government organisations, but not for autonomous regions and municipalities. Each public authority decides on access criteria, for example cross-checks with tax and social security.

Source: OECD (2011), *Towards More Effective and Dynamic Public Management in Mexico*, OECD Public Governance Reviews, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264116238-en>.

The government of Chile has worked on various initiatives for the implementation of a software and hardware platform designed to optimise the exchange of information and data between different institutions. This initiative is called Integration Platform for the Electronic Services of the State (*Plataforma de Integración de Servicios Electrónicos del Estado, PISEE*) and is in operation since late 2009. The aim of the platform is to optimise the investment made by the State to obtain interoperability in institutions, optimising processes and offering a unique integration service bus.

Its use is facilitated through the Basic Law on Administrative Procedure by State agencies with the intent to increase the number of public agencies using the platform in order to promote greater transparency, efficiency and simplification of administrative acts

and procedures. This effort will eventually translate into benefits that touch citizens through simplification of procedures and not having to provide information held by another public institution many times. At the moment, SEGPRES runs the PISEE; however, when institutions do not use that platform and share information using their own systems SEGPRES has no enforcing power. The use of PISEE is not mandatory for public institutions, and currently only 23% of the systems of the public administration uses the PISEE according to the Study of Digital Maturity Model.

Further progresses in interoperability can be hampered not only by the non-mandatory nature of the use of a common platform, but also by the existence of significant differences in the levels of digital maturity across the various agencies. Chile conducted a study on the level of digital maturity in its public sector and is also conducting analysis to understand the level of digitisation in local government. Preliminary results show room for improvement in areas relevant to the creation of an adequate context for greater sharing and integration, e.g. in terms of skills and capacities to develop IT systems and projects, as well as the level of development of the multichannel provision of services to citizens and businesses.

The Chilean administration is aware of the need to update the whole interoperability framework and to add more institutions to this platform and strengthen their technological capacity migrating to a new infrastructure.

#### Box 11.4. Interoperability Framework in Estonia

Estonia has developed a relatively high degree of interoperability between government and other information systems. In doing so, it can build services that exploit the availability of a maximum of information, create services that proactively address user needs and support domain-specific policy objectives, e.g. in the areas of social security and education.

The gradual creation of a framework of core principles supported by laws and infrastructure enablers has given the government greater agility in responding to changing contexts. Strong political commitment and backing for the digitisation of the public administration started in the 1990s and has ever since continued with a focus on turning state information infrastructures into a resource and foundation for coherent decision making and service delivery.

The following laws and policies established the necessary building blocks part of the framework enabling interoperability:

- Since 1990 Estonia uses a personal identification code (*isikukood*) to uniquely identify each citizen and resident in government information systems. This has the advantage of facilitating data exchanges between different administrations and is an important building block for the implementation of the “once only” principle (see next point).
- In 1997, the “once only” principle became a legal obligation, meaning the public administration could not ask an individual to provide information she or he had already provided to any part of the administration. Political commitment to make the principle a reality, coupled with the understanding that speedy and comprehensive availability of information for decision makers is critical led to the development of a national interoperability infrastructure for real-time exchanges between organisations. The data exchange layer X-Road was launched in 2001 and has since become the standard platform for streamlining services between government agencies in Estonia. It is also used to create seamless workflows that involve non-government actors, e.g. to exchange information on income and assets from private companies to taxation and social security authorities.



#### Box 11.4. Interoperability Framework in Estonia (cont.)

- The Digital Signatures Act in 2000 recognises digital signatures as being fully equivalent to hand-written signatures, both in commercial transactions as well as transactions with the public sector. The Estonian national identification card and later the equivalent mobile-ID (jointly hereinafter: national digital ID) became the building block of a national personal key infrastructure (PKI), turning it into a legitimate means for authentication and authorisation in digital transactions, i.e. electronic signing. The dual use for commercial and public sector transactions, as well as the obligation for the public sector to recognise the national digital ID, created an environment that stimulated the development of compatible public services as well as their take-up by the general population. All digital public services can be accessed using the national digital ID, including electronic voting, electronic prescriptions, electronic health records, registration of businesses, declaration of residence, social benefits claims.
- Estonia established as a principle that an individual should have control over how their personal data is used and should be able to see which civil servant accessed their data. This was put into practice by creating a mechanism that logs any access to personal data and lets individuals use the public service portal [www.eesti.ee](http://www.eesti.ee) (or the national healthcare portal for healthcare records) to monitor which department consulted their data. A data protection claims procedure can be launched at the suspicion of a privacy breach. This is a very important vector for openness and transparency as it gives citizens not only the right to have their privacy protected, but also the actual tools to empower them to monitor if that right is being respected.

Source: OECD (2015), *OECD Public Governance Reviews: Estonia and Finland: Fostering Strategic Capacity across Governments and Digital Services across Borders*, OECD Public Governance Reviews, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264229334-en>.

#### *e-ID*

The *Clave Única* (unique key) is an initiative administered by the Civil Registry that seeks to provide citizens with a single electronic identity (ID and password) for conducting online transactions with the state, eliminating the need for multiple registrations for a single service.

The biometric key is a certified e-ID for individuals. At the moment there are 5 000 000 Unique Keys of which 800 000 have been issued for individuals. Planned developments for 2015 include the possibility to obtain the *Clave Única* through the portal (<https://www.claveunica.cl/preguntas/quees>) that would work 24x7 and the introduction of a *Clave* through SMSs enabled through the interoperability framework.

For online authentication, public institutions apply to register through the Civil Registry and data are transmitted securely and reliably through the PISEE. At the moment, the use of the *Clave Única* is mandatory on the civil registry portal to obtain personal data and certificates, but there aren't many services that use the PISEE, as many institutions have their own digital identification system - e.g. since 2004 the Tax Administration and Treasury have their identification systems and their own interoperability services for services' users and to process payments – or claim being limited in the use of the *Clave Única* for technical reasons.



Gradually, more institutions will be incorporated into the *Clave Única* system as the capacity to provide online services will increase. This will allow management procedures to be streamlined, facilitating application to benefits' programmes, fostering public sector collaboration and citizens' participation, among others. In this regard, it is noteworthy to underline that the authority facilitating the implementation of a centralised service portal will enable access to various services through the common authentication system.

The Treasury is one of those key actors that, due to the nature of its mandate, requires interoperability with a number of stakeholders, e.g. to enable payments to users on behalf of other parts of the administration. It also runs the system collecting all the debts owed by individuals to the various parts of the administration. This makes the Treasury an important service provider to large part of the administration and its use of the common digital enablers, such as the interoperability platform and the single digital identifier, would be critical.

The Ministry of Housing and Urbanism instead provides a very good example, as they not only apply the “once only principle” but they also use the *Clave Única* of the Civil Registry. The Ministry publishes information on *Chile Atiende* which at the moment does not permit completion of the transaction for which users are redirected to the Ministry's portal. Once the new platform is developed, anticipating the use of the *Clave Única*, the integration of the Ministry of Housing with the new platform will be easy.

The Ministry of Education also provides an interesting example. They signed an interoperability agreement (*Convenio de Interoperabilidad*) with a number of entities. This was necessary to enable information to be shared between institutions in the Chilean administration, and this necessity makes the process very cumbersome. Legislation enabling the sharing of data and information within the administration would certainly promote further developments in terms of integration and could have an enormous impact for users particularly in certain areas. One example would be education, as the ministry interacts with a wide number of actors who are required to comply with a number of formalities, can access benefits, or need services. For example, lightening any burden that limits the ability to obtain a certificate would affect large numbers of people in society, e.g. students applying for certificates, for benefits, to universities.

#### Box 11.4. A key player for interoperability: the Civil Registry

The civil registry is another good example of an authority that has tried to improve its online channel focusing on increased interoperability to deliver better digital services. They have introduced a system to make online appointments for the 58 offices and many users are using it which has significantly reduced for them the waiting time.

In 2014, 18 000 000 certificates were delivered digitally against the 13 000 000 in 2013.

They are trying to increase the number of agreements (“convenios”) to share directly information and data with a higher number of entities. They are considering a “framework agreement” to simplify this sharing of information. To increase efficiency they are also considering the introduction of “formality indexes” to eliminate unnecessary formalities. For the time being they are trying to eliminate certificates that are not necessary for instance. So that the organisation that consume the certificates will end up choosing to eliminate the step/need to request the certificate. The major resistance appears to be cultural – fear of changing how things are being done at the moment. The cultural change has to happen within the register and also in the agencies. Even though the civil registry serves mainly the citizens they also provide a good example of interagency co-operation with the BD, for example when the legal representative of a business has to obtain an e-ID for identification purposes.

Similarly to the existence of different levels of digital maturity in the public sector, gaps still exist in terms of e-readiness in society. In the case of public health, for instance, important challenges are still linked to some connectivity issues at rural level to be able to ensure the best use of technology. The technology available for the coverage is not the best quality. Improving connectivity across the country to enable accessibility to online services (through broadband or mobile) is essential to foster the interoperability and integration.

#### Box 11.5. Spain: Cl@ve

Cl@ve is the common platform of the Public Sector for the State Administrative for identification, authentication and electronic signature using concerted keys in Spain. Cl@ve was developed within the current legal framework established in the Council of Ministers Agreement to drive the Reform of the Spanish Public Administration, and as such it is one of the measures foreseen as part of CORA. Adopted through the Presidential order PRE /1838/2014 of 8 October 2014, Cl@ve is based on the DNI-e (electronic ID card) and electronic certificates, and offers the possibility of signing in the cloud with personal certificates kept in remote servers.

Cl@ve is part of the CORA's measures aimed to implement policies unifying, simplifying and streamlining organisations and services within the Spanish public administration. Specifically, it is part of the measures concerning IT infrastructure to drive the rationalisation of current infrastructures, a more efficient use of technological resources, and the development of services with higher levels of quality.

In this respect Cl@ve aims to unify existing online identification methods into a single solution, thus eliminating, absorbing or complementing various existing and at times incompatible identification systems, which had been deployed across different public administration organisations for a long time. Cl@ve is meant to make it more convenient for citizens to interact with public entities, whether municipal, regional or national, while at the same time simplifying identification systems and reducing maintenance needs.

The use of Cl@ve is mandatory for national online services, which will have to adopt Cl@ve before the end of 2015. Regional public administrations are being encouraged to adopt Cl@ve as their main identification framework so as to offer a unified system to all Spanish citizens across all online public services. The main target users are private citizens who need to identify themselves in order to interact with services on public administration websites. The value for the users will be derived by the increasing number of services that allow the citizens to use Cl@ve.

Source: OECD (2016), *OECD Public Governance Review of Spain*, OECD Publishing, Paris, forthcoming.

### Increasing impact

Focusing on the further development of digital government that supports administrative simplification and improved service delivery requires investments and change management. This is why being capable of delivering and proving effect is essential. Being able to answer questions such as “why are we doing this?”, “what are the gains?”, “what are the benefits?” also implies mapping and understanding the needs of the end and intermediate users, the services an institution aims at providing in simpler and more accessible ways. The following sections provide some good examples of practices existing within the public sector in Chile that could be replicated or scaled-up to ensure greater integration across the administration.

### ***The intermediate users: the Agencies***

A number of evaluation and studies conducted in the frame of *Chile Atiende* show that users appreciate having “one single spot” where they can access services. However, as the level of user satisfaction increases the civil servants affected by the changes complain about the additional workload that comes through for them as a result of the implementation of the new system, e.g. they claim they have to be able to provide the service, deal with administrative issues while assisting users.

For instance, in 2013, important changes were enacted in the context of the Civil Registry including the development of new applications and many civil servants claimed to be unable to use them. They had the feeling that many systems were developed without their feedback and without the necessary capacities available, and they felt there had not been a dialogue between the civil servants and the decision-makers. In short, they wanted their capacity to be developed and they wanted to be able to make their contribution on how to best use technology to complete their tasks.

Since 2014 the IPS tried to take action to deal with the employees’ dissatisfaction. In the various parts of the Institute working groups were organised to address specific problems involving the “intermediate” users of the new systems. Based on the requests and suggestions, the IPS changed the length of the working days, enabled the staff to choose whether or not to work on Saturday, redistributed the “workload”, etc. This helped them recover some of the trust and support of the intermediate users (i.e. civil servants) to be able to install the new system in the most efficient way.

Consulting and involving the intermediate users to create users’ success stories, and be able to depend on them as partners of change, is essential for successful implementation, as well as in building their capacities. To be effective, involvement should take place right from the beginning, while capacity-building has to happen when the system is actually deployed.

The provision of incentives for public institutions, including the capacity to prove the value derived from the introduction of any new system, is also important. In the PMG system used in the Chilean administration, institutions have goals in terms of performance linked to the provision of services. The Government could consider introducing goals linked to the dematerialisation, digitisation, administrative simplification or reduction of burdens to break down the resistance to change within single institutions responsible for taking all the steps required to integrate systems and operations in order to provide a single integrated service. Integrated service provision indeed requires change management, change of culture within the administration, new skills, and adaptation of individual institutions which may already have their own “branded” modernisation agencies, programme, etc.

### ***Bringing the value to the local level***

Things may get even more challenging at the municipalities’ level. In the municipality of Maipú, the mayor’s agenda includes commitments to public sector modernisation, as a compromise with the citizens: it foresees an improved use of ICTs to monitor changes in management, improve procedures, sensitise officials, etc. To make the commitment operational, a programme of coaching was started to preach the modernisation agenda, create relevant knowledge and awareness. They signed a number of agreements with CORFO, the University and SEGPRES to get support and capture the value of transferred knowledge. Internally, the administration started improving the

capacities of the personnel in management control. They have also a project management tool providing an overview of all existing projects and the level of their implementation, fed with information in real time.

The Municipality included the contribution from the Digital Municipality (*Municipio Digital*) programme into their modernisation agenda; so when they signed the agreement with the SEGPRES they were ready to identify the formalities that could be digitised: they revised the existing flux and the complete process to identify the improvements that could be made in terms of formalities and services, focused on simple services with high impact on the citizens, e.g. releasing the driving license.

What helped was the political support from the leadership to a citizen-centred approach, as well as the signing of agreements with the various institutions at the central level of government. This example is extremely good, and the key point is how to ensure that as the integration progresses the level of digital maturity of the various municipalities advances adequately. Having a ranking on the advancements of the digitisation process may help, as well as organising a yearly meeting of all municipalities to share knowledge and experiences, for instance within the framework of *Chile Atiende*.

Additionally, securing provision of clear direction on ICT strategic use in the country at municipal level would support the implementation of the broad agenda. At the moment, co-ordination of all digital government initiatives at local level – and with the central level of government – appears to be dispersed – and institutionally there are no CIOs at municipal level. The reality across the local government is very heterogeneous and many municipalities are not ready for, and do not have, a strategic use for ICTs. This situation has a negative effect on the results of the projects designed centrally but implemented throughout the country. Successful cases are in the minority. Improved and sounder digital government governance is required to support better alignment, synergetic partnerships among actors, and better co-ordination within and across levels of government.

The project *Municipios Digitales*, implemented by SEGRPRES, is a good practice to support the development of the necessary context at the municipal level (see box below).

#### Box 11.6. *Municipios Digitales*

The initiative *Municipios Digitales* (digital municipalities) focuses on the transfer of technology (e.g. through SIMPLE) and good practices to build awareness and capacities in order to facilitate standardisation of formalities at the local level. SEGPRES signed agreements (“convenios”) with the municipalities so that when a formality or information is digitised it can be uploaded on the *Chile Atiende* platform. The approach has been so far to identify where advancements could be expected at the local in the middle and long term and to build capacities to identify the formalities to digitise. They started prioritising the mostly used; then the second set of services are those that imply a payment which means that are often more business related (these were identifies in connection with the BD).

The initiative looks at the service experience from the user’s perspective. They have realised the need to standardise the formalities in all the “municipios”, indicate on the webpage all the formalities to be digitised, and provide this information to the different municipalities. They are looking into prioritisation of services (e.g. certificate of good standing of social organisations) with the goal to help all municipalities (350) to develop technologically and be able to use technology to improve public management and fostering collaboration in particular with the smaller municipalities.

### *Final service users*

The uptake of digital services by a critical mass of users is essential to deliver the value expected through programmes that aim at simplifying access to the administration and improve service provision through integration of services enabled by ICTs. For all those governments that choose not to embrace the “digital by default” approach, and do not make the use of the mandatory digital channels, it becomes essential to provide a convincing business case for the citizens to entice users to use the online channel.

Providing content and services that respond to the final users’ needs is essential in order to attract them, and this requires knowing what the users need and want. The Ministry of Housing and Urbanism, for example, also manages subsidies for buying houses, investing house improvements, and in relation to these activities they run surveys among users to collect their feedback and preferences. The Ministry also uses social media platforms to collect opinions and gather statistics on users’ satisfaction, identify negative experience to find solutions, etc.

*Chile Atiende PYMES* provides a very interesting example of the use of Google Analytics since 2013 to understand users’ needs. *Chile Atiende* online also uses data analytics and runs surveys to understand the needs of users and public sector employees. In the context of the “paperless Chile” campaign, a button was included on website to enable users to express their preferences in terms of services they would like to see digitised.

However, efforts to consult and involve users need to be transparent and prove contribution to real participation and involvement. The risk otherwise is to have disillusioned users that feel that they are being asked their opinion without this translating into changes, which can create an substantial lack of trust.

The Internal Revenue Service also collects what the tax payer has to say. As for regulatory consultation, they are planning the development of a portal where the taxpayer can express comments on fiscal regulations. In relation to the formalities, they are creating areas for interaction and listening, for example on SM.

The Taxpayer Assistance Division (*Subdirección de Asistencia al Contribuyente*), in charge of user satisfaction, each year conducts a survey on the level of tax payers’ satisfaction. It is charged with simplifying administrative procedures (e.g. the e-invoice) based on a user satisfaction approach. Similarly, the department that manages all digital formalities and the public consultation centre is responsible for running a survey once a year on users’ satisfaction (of workers, employees and trade unions) which is combined with the information received in the physical offices. Every six months, the complaints received are passed to the actors responsible for the various formalities or services as contributions to improve relevant processes and procedures. Many complaints normally deal with the inadequate level of attention which is for instance an important input also relevant for the overall *Chile Atiende* initiative.

In a country like Chile, it is important to know the users, their needs and their preferences, in different parts of the country, to be able to design an adequate service provision strategy supported by digital government. The mechanisms to disseminate the new digital tools and how they will affect final users are indeed different.

The foregoing sections showed a considerable number of interesting practices already implemented that provide a significant starting point so that a move in this direction may be made. It would be of use if all these actors who are consulting the public and users of



services shared the interesting information they collected on the level of satisfaction, on users, etc. to support data analytics. To do so at the moment specific agreements (*convenios*) must be signed. The signing of a framework agreement (*convenio marco*) or, even better, some changes in the existing legal framework, to share information related to formalities others have digitised (for instance, to avoid mistakes that have already been made) would help move forward more rapidly with the overall efforts to modernise the public sector and foster administrative simplification. There is currently no co-ordination in this area and a stronger governance of digital government could certainly help improve sharing and collaboration in this regard.

## Assessment and recommendations

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*The government of Chile should take steps to better align the digital government and administrative simplification agendas. Further progress in its evolution from e-government to digital government would support better alignment of key strategies, synergetic partnerships among actors, and better co-ordination within and across levels of government.*

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Chile has been making considerable efforts to increase the use of ICTs within the public sector to improve efficiency. Nevertheless, in many aspects, one can observe that the move from e-government to digital government has not really taken place, and that the strategy for ICTs' use in the public sector is not always integrated and aligned with other relevant agendas. In line with this overall finding, Digital Government is not sufficiently linked to the administrative simplification agenda, and the analysis of ongoing initiatives shows that often improvements in terms of administrative simplification occur as a secondary result of digital government projects.

This situation represents a missed opportunity to foster synergies between administrative simplification and digital government that share the same overarching goal of public sector modernisation. They both focus on making the everyday life of citizens and businesses easier, interactions with government for citizens and businesses more convenient and transparent, and access to the public administration and public services faster and cheaper. Both policy domains are expected to improve the competitiveness of the business sector, and to enhance the country's attractiveness to foreign investors. Furthermore they can both contribute to reinvigorating the trust of citizens in governance structures.

The fact that digital government co-ordination appears weak, and that there is no single entity officially responsible for setting the administrative simplification strategy and overseeing its implementation in Chile for the central administration, does not help. Co-ordination and alignment of objectives seem to happen but as a result of "good will" and not under an institutionalised clear governance framework with the right level of power, instruments and mandate. Weak co-ordination at the central government level can also have an impact at the local level, where municipalities may feel the lack of a clear communication on national strategic objectives to foster simpler administrations through ICTs.

Consequences of weak co-ordination appear to be:



- Inadequate enforcement of laws to foster the use of common enablers (e.g. law on interoperability framework, law on advanced digital signature) which are required for the delivery of integrated services that also simplify administrative processes.
- Duplication of efforts and expenditures (opportunity for shared services is not seized).
- Need for individual agreements to support collaboration and sharing across the administration. This creates the need for longer timeframes which undermines the whole idea of enabling more agile processes and interactions.
- Initiatives are not always linked in the most efficient way and they are often not linked to overall strategic vision and objectives.
- Missed opportunities for sharing data and strategically use data and evidence for planning, prioritising actions and monitoring impact and results.

The Chilean government has the capacities, and the required laws and regulations in place, to integrate the administrative and digital government agendas. What is missing is an institutionalisation of a method of working that could help using digital government projects to simplify the administration, e.g. reviews of formalities before they are digitised.

The sections below aim at recommending specific policy actions to help Chile leverage existing opportunities to link the digital government and administrative simplification agendas and processes more closely in order to provide better services and create a more accessible administration to its citizens and businesses.

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***Redesign the governance framework for digital government to improve co-ordination and collaboration in the design and implementation of strategies and initiatives for digital government and administrative simplification.***

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Clarify, strengthen and institutionalise the overall governance framework for digital government giving it a clear mandate, budget and focus, also in relation to administrative simplification. This also includes providing it with adequate enforcing powers (e.g. mandate to push for “*convenios marco*”, to mandate the use of some digital enablers). This can help:

- Enabling a shift to a “*convenio marco*” (framework agreements) model that can help move towards a more rapid model of collaboration.
- Strengthening the focus on the service value chain.
- Providing a roadmap to include key actors in the digital government and administrative simplification processes.
- Improving interministerial co-ordination and collaboration to better link the administrative simplification and digital government.
- Creating awareness and incentives for the civil servants to focus on some horizontal strategies to bring together agendas, speed and timing of the different actors.

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*The government of Chile should leverage existing policy instruments to spur alignment between digital government and administrative simplification objectives.*

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Future plans and goals for Digital Government in Chile at the moment are a part of the national digital agenda. Although this serves the purpose of ensuring overall policy coherence, to be able to use the measures set in the “e-government chapter” of the national agenda as operational guidance its relevance as an independent Digital Government Strategy should be further clarified. It can indeed become a powerful policy instrument to link more closely investments on digital government to administrative simplification objectives.

At the moment there is no single administrative simplification agenda for the central administration in Chile. The Government could consider designing one, in conjunction, or as part of the digital government strategy.

Rely on champions that have been using ICTs also to simplify administrative processes and build on previous efforts to support co-ordinated strategies at the horizontal level. The civil registry for example is a key actor for the service provision agenda and gives examples of good practices (e.g. use of ICTs, awareness on the need to target administrative simplification objectives, involvement of civil servants to develop their capacities and create a sense of ownership of the new platforms and tools). This institution is highly utilised by the citizens and appears highly respected in the country and in the administration. The Ministry of Education can also be a key champion to help bridging various “agendas/files” and maximise the use of ICTs within the public sector.

Give further thought to the business processes inside the administration starting by giving priority to the financing of projects that support the development of standards so that the individual agencies/organisations platform can link up and as a result foster simpler administrative processes and integrated service delivery.

Use the Improvement Management Programme to include performance indicators in terms of efforts made in relation to dematerialisation, administrative simplification or reduction of burdens through the process of services digitisation.

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*Foster better integration between administrative simplification and digital government agendas through the implementation of existing individual initiatives and projects.*

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Give priority and leverage to the implementation of existing or planned initiatives that aim to foster interoperability of data, systems and processes to improve integrated service delivery also to simplify procedures and formalities. Implementation can indeed help to:

- Create a business case to link the two agendas.
- Detect the need to strengthen capacities to use ICTs to advance administrative simplification and not only pure technological skills
- Identify a political champion in using ICT to support the simplification agenda and start changing the behaviour within agencies
- Create network of people in the ministries that support the change.

- Ensure consistency, continuity and institutionalisation of efforts as the various projects are developed at the same time (e.g. *Escritorio Empresa, Chile Atiende*).
- Strengthen collaboration with banks and financial institutions
- Use the need to integrate all systems in one platform to improve co-ordination among the agencies that deliver the services (e.g. the further development of the Business Desk is a great example in this sense).

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*The government of Chile should involve stakeholders and adopt a user-driven approach to bring the administration closer to the users and to receive feedback in order to improve impact.*

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The government of Chile appears to have focused so far on administrative simplification from a service provider's perspective, e.g. looking at the formalities to simplify rather than paying attention to the needs of users. There are good examples to build on such as the one provided by the IRS, which targets simplification of formalities (e.g. e-invoice) from the citizens' perspective.

Outside the public sector, efforts can be placed on strengthening the focus on users; disseminating information to raise awareness on availability of services and on citizens' right to expect more efficient services, building capacities (e.g. using for dissemination the telecentres and bibliocentres) and involve users in agenda / strategy development. SMEs are an important example of users on which to place more focus and to further engage as they are important actors and users of services, which can contribute to national productivity and growth. It seems a priority should be to:

- build their ICT capacities
- improve their use of digital services (consider making it mandatory)
- engage with them to better understand their demands

Within the public sector: build capacities of leaders and civil servants also at the local level, transfer experiences among the local levels of government to generate a culture among civil servants as users of services with (e.g. with right expectations of more easily accessible and efficient services).

There are good practices on consulting users that at the moment are not optimised, but there is the need to co-ordinate the collection of data and information. Additionally, more sharing of these data and a more strategic use would also be a good opportunity to better engage the users. In this regard, it would help if all the actors who are consulting the public and engaging the users of shared data and information services (e.g. based on an agreement to use the same interoperability platform PISEE). This would support data analytics, identification of main needs and facilitate linking all the initiatives and actions undertaken at the moment by the individual actors to improve user's satisfaction.

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