Contents

OECD

BETTER POLICIES FOR BETTER LIVES

1. Background

THE FRAMEWORK OF THE DIGITAL GOVERNMENT REVIEW OF BRAZIL

Building on several years of bilateral co-operation and in line with Brazil's increasing interest to get closer to the OECD dynamics and ways of working, the Brazilian government requested the OECD Directorate for Public Governance (GOV) develop a Digital Government Review. The review will build on the expertise of the OECD/GOV Reform of the Public Sector Division developed over the past 15 years through the development of similar projects across OECD members and partner countries.

The *Digital Government Review of Brazil* draws upon the *OECD Recommendation on Digital Government Strategies* (2014a) as its main normative framework and on the required main characteristics of a digital government. The implementation of the Recommendation by OECD member and partner countries highlights the endorsement and commitment of public sectors to shift from an e-government towards a digital government. This paradigm shift builds on six policy dimensions (see Figure 1) identified by the OECD as key attributes of digital governments.

The OECD Digital Government Review of Brazil will assist the country's Federal Government to improve its digital government policies, programmes and projects, by providing actionable policy recommendations based on the practices and experiences across the OECD countries. The analysis will focus on how to strengthen the efficiency and effectiveness of the digital government policy in place, connecting it with the broader objectives and programmes of the public sector reform agenda. The targeted and practical policy advices will aim to support the Brazilian government to capitalise on its digital policy achievements and strategically plan future policy development and implementation. In particular, the Review will assist the Government of Brazil in its efforts to shift from an e-government to a digital government approach, treading the path for the sustainable digital transformation of the public sector.

Figure 1. **From e-government to digital government**

THE SIX DIMENSIONS OF DIGITAL GOVERNMENT

From a user-centred to a user-driven administration:

A government that adopts approaches and takes actions to let the citizens and businesses determine and communicate their own needs to drive the design of policies and public services.

From reactive to proactive policymaking and service delivery:

A government that designs polices and services in anticipation of societal and economic developments and around related users' needs and brings a service to users before it is requested. Same applies to the release of data as open data (proactively) rather than reacting to a request of access to public sector information.

From an information-centred government to a data-driven public sector:

A government that is able to anticipate societal trends, understand users' needs, transform the design, delivery and monitoring of public policies and services through the management and use of data.

From digitalisation of existing processes to digital by design:

A government that takes into account the full potential of digital technologies and data right from the start when designing policies and services, thereby mobilising new technologies to rethink, reengineer and simplify internal processes and procedures in order to deliver the same efficient, sustainable and citizen-driven public sector, regardless of the channel used by the user to interact with the public authorities.

From government as a service provider to government as a platform for public value co-creation:

A government that uses digital technologies and data to enable collaborations with and between societal stakeholders in order to harness their creativity and capacities to address challenges facing a country.

From access to information to open by default:

A government that has committed to proactively disclosing data in open formats and to opening up its processes supported by digital technologies, unless there's a legitimate justification not to.

This document presents the key findings of the OECD peer review team. The views and findings expressed in this document will be further discussed, detailed and justified in the final report of the Digital Government Review of Brazil, to be published in the summer of 2018.

THE BRAZILIAN PATH TOWARDS A DIGITAL ECONOMY AND SOCIETY

The dimension and the social and economic diversity of Brazil is reflected in several development indicators. With 207,6 million habitants[1] and a surface area of 8,515,770 km2[2], Brazil is the world's fifth largest country by area and the fifth most populated nation. The country's diversity and disparities in the population's income or education levels are reflected on the OECD Better Life Index (figure 2).
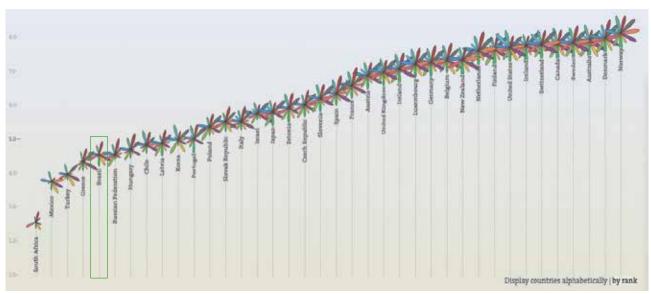
Nevertheless, in line with the dynamics observed in many emerging economies, the digitalisation of the Brazilian economy in the last decade progressed very intensely. For instance, with the exception of 2009 when it grew 2%, the Brazilian ICT sector sustained levels of growth of 12% and 13% between 2008 and 2012 (OECD, 2015).

1. World Bank, data website, **http://data.worldbank.org/indicator/SP.POP. TOTL?locations=BR**, accessed on February 28th.

2. World Bank, data website, **http://data.worldbank.org/indicator/AG.SRF.TOTL. K2?locations=BR**, accessed on February 28th.

High-speed internet penetration has also boosted. According to the OECD Digital Economy Outlook, from 2010 to 2014, Brazil saw a 79% increase in fixed broadband subscriptions, from 12.9 million to 23.1 million subscriptions. Mobile broadband access rose 825% over the same period, reaching 123.6 million subscriptions (OECD, 2015) and the proportion of internet users that use mobile phones to access the web went from 76% in 2014 to 93% in 2016 (Brazilian Internet Steering Committee, 2017).

Internet use rates in Brazil have also shown steady growth (see figure 3) moving from 34% of the total population in 2008 to almost 60% in 2015. Brazilian citizens' internet usage has constantly remained above average in the Latin American and Caribbean region. Nevertheless, it is roughly 20% below the OECD average, which demonstrates Brazil's significant potential for improvement in regard to digitalisation and digital inclusion during the next years.

The use of the Internet to access public sector information or interact with public services is also a dimension that is worth analysing (see figure 4). By 2016, 61% of Brazilian internet users said they had accessed public services online thus showing a slight increase of 2% in relation to 2015. Accessing labour rights and social security, as well as public educational services or submitting income tax declarations, are among the top-ranking activities in regard to citizen-government online interaction.

Figure 2. **Brazilian performance on the OECD Better Life Index**

Source: OECD, Better Life Index official website, www.oecdbetterlifeindex.org/

Figure 3. Internet usage

Source: International Telecommunication Union, World Telecommunication/ICT Development Report and database, available on Data Bank, World Development Indicators: http://databank.worldbank.org/data/reports.aspx?source=world-development-indicators

Positive growth is observed also in relation to the digital interaction between Brazilian businesses and the public sector. By 2009, 58% of Brazilian businesses reported using public sector's online services. By 2015, this rate increased to 76% of Brazilian businesses (85% among medium enterprises and 93% among big enterprises) (Internet Steering Committee, 2016b). This reflects the efforts of the Brazilian government to increase the availability of

online services aimed to businesses, reduce administrative burdens, and contribute to the agility and dynamism of the federal economy.

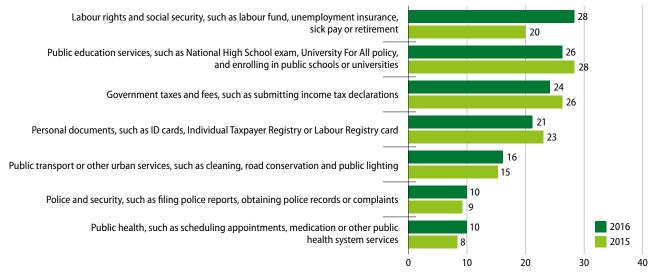The progressive digitalisation of the public sector in Brazil, namely during the last decade, enabled the emergence of emblematic projects at the federal level which contributed to change significantly the relationship between citizens and the public sector. For instance, initiatives such as the electronic voting system and the online taxes declaration system positioned Brazil as an international reference in regard to the specific use of digital technologies in policy domains of high public interest.

However, Brazil's positive evolution in most digitisation indicators levers the urgency of developing and implementing a more strategic, integrated and coherent digital government policy. Evidence collected during the OECD peer review mission held in Brasilia on July 2017 shows a large consensus among stakeholders about the clear necessity of going beyond standalone advanced projects and initiatives that change specific sectors of government and improving the country's digital government performance as a whole. The aforementioned consensus was also underlined by the centre of government. Brazil's geographical, social and economic complexity demands a sound and sustainable policy approach that can enable the country to take the full benefit of the digital transformation of the public sector.

Figure 4. Internet use by type of information related to public services sought or carried out (2015-2016)

Total numbers of Internet users 16 years of age or older (%)

Source: Brazilian Internet Steering Committee (2017a), ICT Households 2016, Survey on the use of information and communication technologies in Brazilian households.
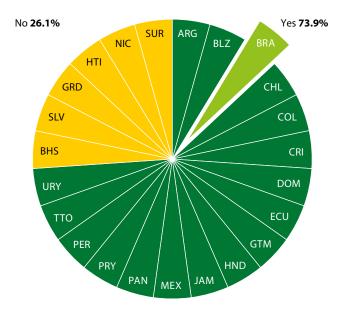
2. Strengthening governance and institutional frameworks

A COMPREHENSIVE POLICY FRAMEWORK FOR DIGITAL GOVERNMENT

Strategies to lead the digital transformation of the public sector

A digital government strategy is an essential mechanism to institutionalise policy goals, align priorities and aggregate co-ordinated actions. It establishes key requisites to enable efficient and effective policy implementation, monitor policy development and results, and sets accountability mechanisms supported by the adequate governance framework (e.g. institutional setting, policy levers, funding instruments and monitoring mechanisms). By 2014, all OECD countries that completed the OECD Digital Government Performance Survey (2014b) claimed to have a digital government strategy. Results from the OECD Government at a Glance survey 2017 show that 17 out of 23 countries (73%) in the Latin American and the Caribbean region (LAC) (including Brazil) have developed a digital strategy (see Figure 5).

Figure 5. **Existence of a national strategy for digital government (2016)**

Source: OECD (2016c), *Government at a Glance: Latin America and the Caribbean 2017.*

Brazil developed different strategies during the last decades which were focused on improving the use of technologies in the public sector. Since 2000, in line with changes taking place in most OECD countries, the Brazilian government has prioritised key policy issues such as digitalisation and connectivity, interoperability, open government data or administrative simplification (see Figure 6).

The Digital Governance Strategy (2016-2019)

The current strategy of Brazil - Digital Governance Strategy (*Estratégia de Governança Digital*) - was approved in 2016 (Decree nº 8.638 of January 15) and is the result of a wide consultation and engagement process across the public sector. Covering the timeframe 2016-2019, the purpose of this policy instrument is to go beyond an ICT strategy for the public sector. In line with the **OECD Recommendation on Digital Government Strategies** (2014a), the Brazilian strategy foresees the "*use of digital technologies, as an integrated part of governments' modernisation strategies, to create public value. It relies on a digital government ecosystem comprised of government actors, non-governmental organisations, businesses, citizens' associations and individuals which supports the production of and access to data, services and content through interactions with the government.*" (Ministério do Planejamento, Desenvolvimento e Gestão, 2016)

Grouped around three main pillars (i.e. access to information, service delivery and social participation), the Digital Governance Strategy defines ten strategic objectives, including promoting open government data availability, expanding and innovating the delivery of digital services, and improving the interaction between government and society. The strategy assumes nine cross-cutting principles that guide the implementation of each strategic objective. Government as a platform, focus on citizen needs, simplicity and innovation are some of the principles with a cross-cutting role in the implementation of the strategy (see Figure 7).

In order to facilitate the impact assessment and also the transparency of the Digital Governance Strategy, the ten strategic objectives are attached to concrete goals to be achieved between 2016 and 2019, monitored and measured through specific indicators calculated on an yearly basis.

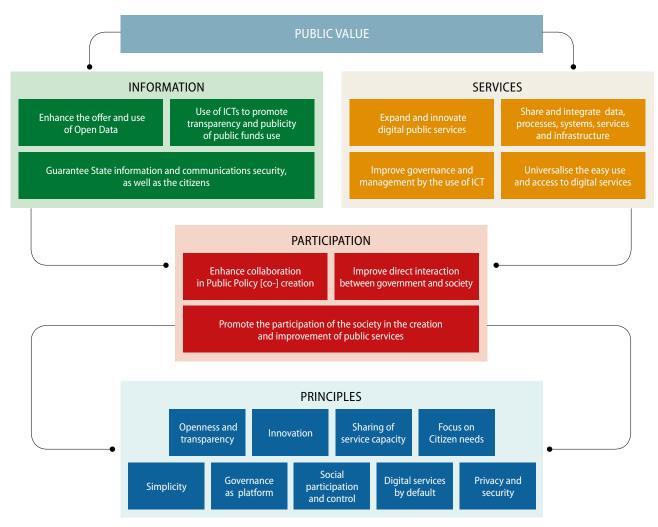Figure 6. **Brazilian Programmatic Evolution on eGov/Digital Government**

2000
→ E-GOV Policy
→ Information Society Program
→ Executive Commitee of Electronic Government (CEGE)

2001
→ Public Key Infrastructure - ICP Brazil
→ Electronic Government Portal

2002
→ Rede Governo website

2003
→ Infovia Brasília Communications Network
→ Management committee for the internet in Brazil

2004
→ Transparency Portal

2005
→ Interoperability Standards in E- Government (e-PING)
→ E-Procurement website
→ National Program for Public Management/ Debureaucratization

2006
→ Digital Inclusion Portal
→ Evaluation Survey of Services with Electronic Government Indicators

2007
→ Electronic Government Accessibility Model (eMAG)
→ Evaluator and Simulator for Site Accessibility (ASES)

2008
→ Web Standards (ePWG)
→ National Spatial Data Infrastructure (INDE)
→ General Information Technology Strategy (EGTI)

2009
→ "Citizen Decree" – public service simplification and integration

2010
→ National Broadband Program
→ TIC Electronic Government Research

2011
→ Interministerial Committee and National Open Government Action Plan

2012
→ Websites accessible for people with disabilities
→ Law of Access to Information
→ National Open Data Infrastructure (INDA)
→ Brazilian Open Data Portal

2013
→ Digital cities Program
→ Decree no. 8,135, on data comunication within the federal government

2014
→ *Marco Civil da Internet*
→ VLibras (automatic translator of digital content to Libras – Brazilian sign language)
→ Digital Government Identity
→ Decree nº 8.243 – National Policy of Social Participation
→ Participa.br portal

2015
→ "Quite Simpler Brazil" Program
→ National Electronic Process (PEN)

2016
→ Decree no. 8,638 – Digital governance policy
→ Digital governance strategy (EGD)
→ Decree no 8,777 – Open data policy
→ Digital Citizenship Platform
→ Decree nº 8,789 – Sharing of federal databases

2017
→ Decree no. 9,094 – simplification of public services
→ Decree nº 9.203 – federal governance policy
→ Launch of the Govdata Platform
→ Provision of services using "Brazil Citizen" authentication

2018
→ Decree no. 9,319 – National System for Digital Transformation and Brazilian Strategy for Digital Transformation (E-Digital)

Source: Ministério do Planejamento, Desenvolvimento e Gestão (2017a).

Figure 7. **Brazilian Digital Governance Strategy – Strategic Diagram**

PUBLIC VALUE

INFORMATION

Enhance the offer and use of Open Data

Use of ICTs to promote transparency and publicity of public funds use

Guarantee State information and communications security, as well as the citizens

SERVICES

Expand and innovate digital public services

Share and integrate data, processes, systems, services and infrastructure

Improve governance and management by the use of ICT

Universalise the easy use and access to digital services

PARTICIPATION

Enhance collaboration in Public Policy [co-] creation

Improve direct interaction between government and society

Promote the participation of the society in the creation and improvement of public services

PRINCIPLES

Openness and transparency

Innovation

Sharing of service capacity

Focus on Citizen needs

Simplicity

Governance as platform

Social participation and control

Digital services by default

Privacy and security

Source: Ministério do Planejamento, Desenvolvimento e Gestão (2016), Estratégia de Governança Digital da Administração Pública Federal.

The level of detail dedicated to the monitoring mechanisms of the strategy shows the Brazilian government's commitment to the provision of support towards fostering horizontality and cross-cutting implementation as well as shared accountability. This public commitment is key to the long term sustainability of the digital government policy[3].

In addition to the Digital Governance Strategy, two parallel policy initiatives aim to contribute to the digital transformation of the Brazilian public sector, namely the *National Debureaucratization Council – Efficient Brazil*, and the *Digital Transformation Strategy*. By April 2018, the Digital Governance Strategy was undergoing revision and update.

3. The results of the monitoring processes of 2016 and 2017 are available in www.governodigital.gov.br

The National Debureaucratization Council – Efficient Brazil

The National Debureaucratization Council – Efficient Brazil (Conselho Nacional de Desburocratização – Brasil Eficiente) was created by the Decree of 7 March of 2017 with the objective to advise the President of the Republic in the "… *development of policies aimed at sustainable development, to promote administrative simplification, modernisation of public management and improvement of the provision of public services to businesses, citizens and civil society.*" (Casa Civil, 2017b). The objectives of the National Debureaucratization Council encourage the integration of policies and enable more accountable, participatory and inclusive public services, in line with some of the objectives of the United Nations Sustainable Development Goals (United Nations, 2018).

The council has trimestral meetings that bring together the Minister of the Civil House of the Presidency; the Minister of Planning, Development and Management; the Min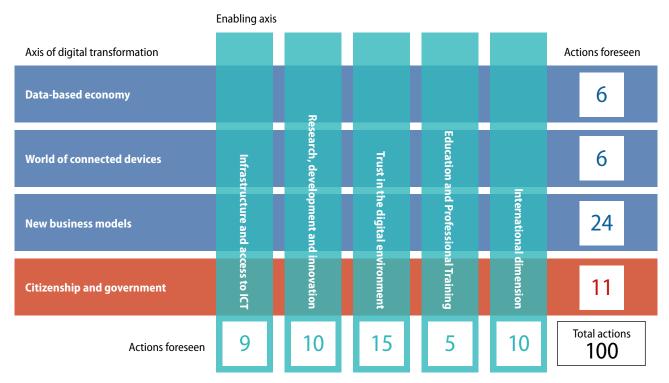ister of Science, Technology, Innovations and Communications; the Minister of Transparency and Control; the Minister of the Government Secretariat. The Executive Committee of the Council brings together senior representatives of the mentioned ministries and includes also representatives of the civil society (Casa Civil, 2017c).

The Federal Government established relevant priorities within the framework of the Efficient Brazil programme in areas related to digital government such as the integration and connection of public registers with the purpose of reducing fraud and providing more efficient and convenient public services to citizens and businesses. For instance, within the Simplify initiative (*Simplifique!*), the Decree 9,094 from 17 July 2017 determines that the public entities from the Federal Government should not demand from citizens documents or information that are part of databases of the federal public administration (*once only principle*).

Some of the measures of Efficient Brazil are deeply connected with the Digital Governance Strategy (Casa Civil, 2017c). In fact, one of the responsibilities of the Debureaucratization Council is to recommend to the Ministry of Planning, Development and Management the "*adoption of priorities and targets in the updating and elaboration*

of future versions of the Digital Governance Strategy". This demonstrates the commitment of the Brazilian Federal Government to assure the proper co-ordination with Efficient Brazil and the awareness of the need to link and create synergies between the administrative simplification and digital government efforts.

The Brazilian strategies for the digital transformation of its economy and society

The Brazilian Strategy for the Digital Transformation (Estratégia Brasileira para a Transformação Digital – E-Digital) is another policy instrument designed in 2017 and officially presented in March 2018[4] that demonstrates the willingness of the Federal Government to benefit from digital change in order to promote economic and social development in the country (Grupo de Trabalho Interministerial, 2017). Led by the Ministry of Science, Technology, Innovations and Communications, the strategy results from the work of several inter-ministerial working groups and sub-groups dedicated to specific topics and focused on sharing knowledge and the development of synergies among public initiatives targeting digitalisation. Representatives of the private sector and the civil society were also consulted and a digital public consultation process was developed during August 2017.

4. The final version of the strategy has been published at Ministry of Science, Technology, Innovations and Communications website – **www.mctic.gov.br/mctic/ export/sites/institucional/estrategiadigital.pdf**

In March 2018, an Inter-ministerial Committee for the Digital Transformation (CITDigital – Comitê Interministerial para a Transformação Digital) was created to oversee the implementation of the Strategy for the Digital Transformation. The CITDigital is led by the Civil House of the President of the Republic and brings together representatives from the Ministry of Finance, Ministry of Education, Ministry of Industry, External and Services, Ministry of Planning, Development and Management and the Ministry of Science, Technology, Innovations and Communications (Casa Civil, 2018).

The strategy defines the following axes of intervention: infrastructure and access to ICT; research, development and innovation; trust in digital environment; education and professional capacity-building; international; digital transformation of the economy; digital transformation: citizenship and government. (see Figure 8) The axis "digital transformation: citizenship and government" results from a joint effort between the Ministry of Planning, Development and Management and the Ministry of Science, Technology, Innovations and Communications, synthesising the main initiatives of the Digital Governance Strategy.

The Inter-ministerial Committee for Open Government, created in September 2011 with the goal of elaborating and implementing the Brazilian Action Plan for Open Government, can also be considered a strategic institutional instrument to promote the use of digital technologies to improve the communication and development of collaborative approaches between the government and the civil society.

Furthermore, the Cyberdefense Strategy (published in 2015) provides guidelines for the strategic planning of information and communications security, and cybersecurity. These guidelines should be followed by agencies and entities at the federal level. Brazil also has an Information Security Policy (*Política de Segurança da Informação*) that regulates and establishes institutional mechanisms to guarantee the security of data and information managed by the federal public administration (Casa Civil, 2000). The Department of Communications and Information Security of the Institutional Security Cabinet of Presidency of the Republic[5] is the federal institution responsible for the Information Security Policy.

5. http://dsic.planalto.gov.br

Figure 8. **Main axis of the Brazilian Strategy for the Digital Transformation**

Source: Brazilian Strategy for the Digital Transformation (2018)

Together, the aforementioned strategies represent the level of priority given by the Brazilian Federal Government in mobilising the public sector, the private sector and the civil society to strategically embrace the benefits of digital technologies to advance a digital government and public administration capable to appropriately serve an increasingly digitalised economy and society.

Nevertheless, the existence of several policies can affect negatively the availability of a clear whole-of-government vision guiding those actions implemented by public, private and civil society stakeholders. The multiplication of strategies can blur the institutional governance (see Section 2.2), and limit the efficient allocation of resources to support effective policy implementation. During the OECD peer review mission to Brasilia, several stakeholders agreed that the proliferation of strategies often lead to confusion in terms of targeted objectives, goals and leadership.

A clear policy framework with a single vision driving and leading the digital transformation of the public sector should be assumed as a priority by the Brazilian Government. The mentioned policy would help to mobilise the stakeholders towards the shift from an e-government perspective (mostly focused on the digitisation of formalities, the development of on-line public services, and internal public sector efficiency) to a Digital Government imperative, where technologies are assumed by default as

enablers of the transformation of the public administration with a user- and data-driven approach.

As highlighted by the OECD Recommendation on Digital Government Strategies (OECD, 2014a), the challenge nowadays is no longer to introduce digital technologies into public sector activities, but to integrate and embed them right from the start into governments' efforts to modernise the public administrations in all policy areas and at all levels of government. With the application of the digital by design approach in a transversal way to the policy-making processes, countries can maximise the positive impacts of strategic ICT investments, secure policy coherence and co-ordination across the public administration, and thus make the digital transformation more sustainable.

LEADERSHIP AND INSTITUTIONAL SET UPS

A clear, coherent and effective digital government policy demands adequate institutional arrangements to seize the emerging opportunities brought about by the digital technologies. The OECD Recommendation on Digital Government Strategies underlines the need to "*establish effective organisational and governance frameworks to co-ordinate the implementation of the digital strategy within and across levels of government*", namely "*identifying clear responsibilities to ensure overall co-ordination of the implementation of the digital government strategy*" (OECD, 2014a).

In Brazil, the co-ordination of efforts aimed to develop digital government are led by the Ministry of Planning, Development and Management. Within this Ministry, the **Secretariat of Information and Communication Technologies (SETIC)** is recognised as responsible for leading the federal efforts promoting the strategic use of digital technologies in the Government. Its main responsibility is to "*suggest policies and also to plan, co-ordinate, supervise and orient the activities of governance and management of ICT resources*" (Ministério do Planejamento, Desenvolvimento e Gestão, 2017b)[6].

In line with the above, SETIC is the public body of the Brazilian federal administration responsible for leading the Digital Governance Strategy, according to the Portaria N.º 68, 7 of March 2016, from the Cabinet of the Minister of Planning, Budget and Management[7]:

"*The Secretariat of Information Technology of the Ministry of Planning, Budget and Management is responsible for co-ordinating the formulation, monitoring, evaluation and review of the Digital Governance Strategy, with the participation of the other units that act as the central body of the structural systems of the Federal Executive Branch.*"

Besides the Digital Governance Strategy, SETIC is responsible for several projects and initiatives in place that structure the Brazilian Digital Government Policy, namely:

- the Portal of Services of the Federal Government (www.servicos.gov.br),

- the national policy of open government data, including the national open data portal (dados.gov.br),

- the System of Administration of Information Technologies Resources, SISP (see Section 2.3).

Brazil's federal government model comprises a federal district, 26 states, and 5,570 municipalities. As a result, local governments benefit from a large political, administrative and financial autonomy therefore leading to multi-level governance challenges in terms of the cross-level co-ordination of digital government policies. Yet,

SETIC's policy definition and co-ordination role was clearly acknowledged by all stakeholders met during the OECD peer review mission to Brasilia. The importance attributed to the digital transformation of the public sector and the willingness found across the ecosystem of stakeholders to support public sector's change through digital technologies are important pillars that can sustain effective and action-oriented digital government policies.

The **Secretariat of Management (SEGES)** (also a body within the Ministry of Planning, Development and Management) (See Figure 9) also has significant relevance in the federal steering of the digital government policy in Brazil. SEGES has substantial responsibilities in the development of digital services. Through its Department of Modernisation of Public Management, the SEGES pursues the simplification and fully digitisation of public services. These efforts are implemented in co-ordination with SETIC.

In addition to the two aforementioned bodies within the Ministry of Planning, Development and Management, the **Civil House of the President of the Republic of Brazil** also has a central role sponsoring at political level the development of digital government in the country. Within its responsibilities of supervising strategic federal government cross-sectoral policies in the areas of public management, a strong co-ordination exists with the Ministry of Planning, Development and Management in order to support the implementation of digital government policies across sectors of the Government.

The number of initiatives developed by the Ministry of Planning, Development and Management, with the active support of the Civil House of President of the Republic of Brazil, reflects the Government's commitment to improve the policies and practices that can enhance digital government development. Nevertheless, some key challenges remain in terms of leadership and institutional set up.
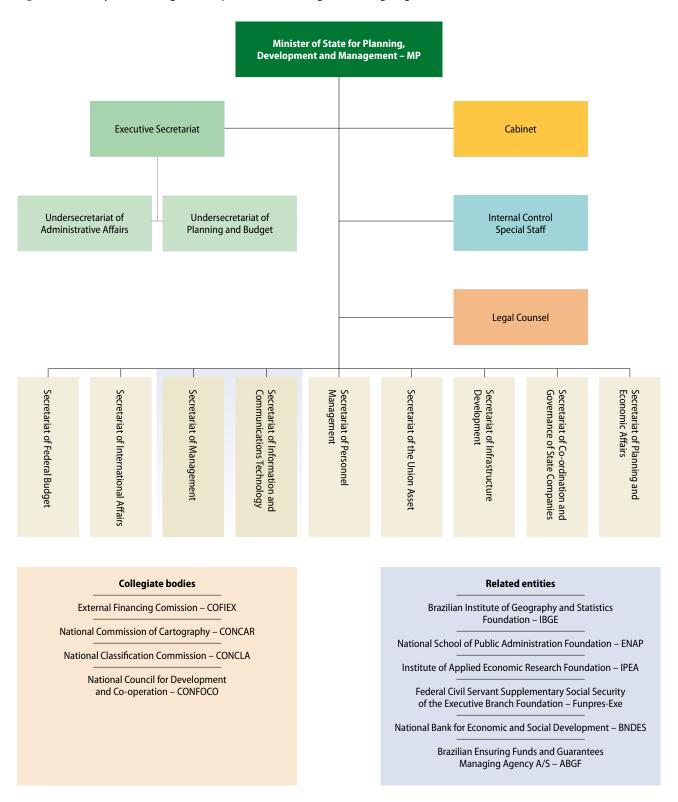
The availability of different bodies with responsibilities in terms of digital government blurs strategic leadership thereby having an impact on the definition of common policy goals and policy priorities, the availability of clear strategic direction, and coherent and co-ordinated policy implementation. Although coherence has been sought through the development of inter-connected policy instruments and initiatives (e.g. the Digital Governance

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6. SETIC results from an integration process involving the former Information Technology Secretariat (STI) with the Information Technology Directorate (DTI) (Ministério do Planejamento, Desenvolvimento e Gestão 2017b).

7. Law n.13.341, of September 2016, transforms the Ministry of Planning, Budget and Management in Ministry of Planning, Development and Management (Casa Civil, 2016a).

Figure 9. **Ministry of Planning, Development and Management: Organigram.**

Strategy, the Services Portal or the Open Data Portal), Brazil would benefit from a streamlined, coherent and focused institutional governance structure.

Although SETIC and the Ministry of Planning, Development and Management are recognised in general as the main federal institutions responsible for the digital government policy area, the SETIC lacks the necessary institutional resources and capabilities needed to enforce the digital government policy across the government.

For instance, the current deficit in terms of sustained high-level political support and cross-cutting leadership is recognised by the Brazilian stakeholders as a key challenge limiting the better policy performance and the strategic use of digital technologies within the public sector. Addressing this deficit, along with the need of funding mechanisms, effective authority and capacities for policy operationalisation, and the reinforcement of SETIC's monitoring and evaluation responsibilities, could also contribute to build a stronger governance framework (e.g. through reinforced policy and institutional basis) to secure better co-ordination across the federal government.

The identification of a clear institutional body with the mandate and resources to lead the digital transformation of the public sector [e.g. government Chief Digital Transformation Officer (CDTO)] could contribute to address the above mentioned scenario. Such a body would be responsible for leading Brazilian government efforts towards the digital transformation of the public sector.

Several Brazilian stakeholders interviewed during the peer review mission to Brasilia in July 2017 highlighted how this institutional figure could assume an important co-ordinating role of the CIOs leading digital efforts in different sectors and across levels of government. With the adequate mandate, resources and tools for oversight, monitor and evaluate the progresses in the implementation of the strategy, experiences across the OECD provide evidence that this new institutional position could contribute in a decisive way to improve the digital technologies panorama in public administration.

However, the institutional establishment of a role in charge of the digital transformation of the public sector should not be considered as a unique solution to the numerous challenges that the country faces in this policy area. Several

policy levers – from digital key enablers to funding and evaluation mechanisms – are required to guarantee a sound policy implementation of digital government in Brazil. (see sections 3.2, 3.3 and 4.2)

CO-ORDINATION AND CULTURE OF CO-OPERATION

Given the cross-cutting nature of digital government policies, the existence of institutional co-ordinating mechanisms supporting policy coherency across sectors and levels of government is fundamental to assure the efficiency, effectiveness and sustainability of Government's efforts.

In Brazil, the SISP – System for the Administration of Information Technologies Resources (Sistema de Administração dos Recursos de Tecnologia da Informação) – acts as the main institutional co-ordination mechanism across the different sectors of the Executive branch of the Brazilian government. Established by Decree in 1994[8] and updated in 2011[9] , the SISP provides institutional mechanisms to organise the operation, control, supervision and co-ordination of the information technologies resources of the Brazilian Government.

The SISP is co-ordinated by SETIC and brings together over 200 representatives of public bodies from the federal government. The SISP has very a transversal convening role, assuming broad objectives such as:

- Promote the "integration and co-ordination among government programs, projects and activities, envisaging the definition of policies, directives and norms for the management of information technologies resources";

- Encourage the "development, standardisation, integration, interoperability, normalisation of services of production and dissemination of information" (Decree n. 7579 of 11 October 2011);

- Define the strategic policy for management of ICT of the federal government.

Yet, the Digital Governance Strategy foresees an additional mechanism for transversal co-ordination across the federal Government. In fact, while the monitoring and evaluation of the digital governance strategy is the responsibility of

8. Decree 1048 from January 21st,, 1994.

9. Decree 7579 from October 11, 2011

the Ministry of Planning, Development and Management, the strategy also foresees that each entity of the public administration at all levels should have a Direction Plan for Information and Communication Technologies (Plano Diretor de Tecnologia da Informação e Comunicação). Public entities should also put in place a Digital Governance Committee (Comitê de Governança Digital), bringing together senior officials from the top management and information technologies branches (Decree n. 8638 of 15 January 2016).

While some mechanisms of institutional organisation are in place, co-ordination across sectors and levels of government needs to be improved. The absence of a co-ordinating body or council able to provide guidance and leadership, gathering efforts and building consensus on digital government priorities is a serious critical disadvantage of the current governance for digital government in Brazil. Although it may be argued that such a co-ordination role is provided by SISP, its mandate and composition (mainly technical officials) is directed mostly to technological and/or technical issues, therefore missing the necessary strategic digital government approach. The more recently launched National Debureaucratization Council can contribute for better cross-cutting co-ordination on the

digital transformation of the public sector. Yet, its broader mandate (mainly focused on administrative modernisation) and composition (not representative of all government sectors) (see above) hinder this body's effective capacity to co-ordinate digital government efforts.

The Brazilian government should consider prioritising the development of a sound ecosystem of public stakeholders, able to sustain the necessary whole of government approach to govern and co-ordinate the digital transformation of the public sector at federal, state and municipal level. The country would benefit from a co-ordinating process and/or mechanism of multi-sectorial digital champions able to improve the culture of inter-ministerial and cross-level co-operation and co-ordination, to provide the space for this to happen as well as to boost the external communication necessary to create awareness among decision makers and politicians.

This co-ordinating process and/or mechanism would be a fundamental instrument to sustain a system thinking approach towards the development of digital government, able to make the public institutions to better communicate among each other, share resources such as data and move towards real interoperability of processes in the public sector.
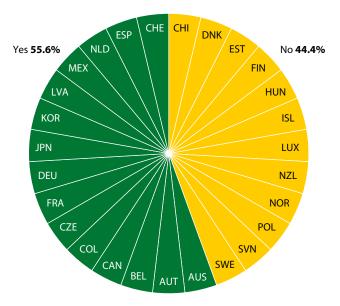
3. Institutional capabilities for sound policy implementation

DIGITAL CAPACITIES AND SKILLS

Leadership and digital skills among public officials are among the most critical factors for the evolution towards a sound and sustainable digital government policy. The digital transformation requires governments to prioritise the development of new competencies and skills to face the new policy environment. The fast evolution of digital technologies and the increasing complexity of adopted digitally-enabled solutions and business models - including the accompanying organisational and competency frameworks essential to manage them - require attracting and maintaining digital talent within the public sector, and balancing this approach with outsourced private solutions and public-private co-operation.

Governments across OECD countries today face the challenge of responding to the demand for ICT qualified professionals within the public sector who are able to manage and respond to the rising needs of the digital

transformation of the public sector. However, almost half of governments of OECD countries still don't have specific strategies in place to attract, develop or retain ICT-skilled public servants (see Figure 10).

The digital transformation of the public sector faces challenges not only related to attracting, developing and retaining adequate skills assets of ICT professionals, but also increases the need to develop digital skills and digital awareness among leaders, decision makers and policy implementers. The development of a *digital by design* culture among public officials is necessary to spread the statement that the digital transformation is not a technical issue, but a cross-cutting reality that needs to be addressed with skills that go far beyond the technical domains.

Similarly as in the majority of the OECD member countries, in Brazil although almost all stakeholders from the public and private sector recognise the urgency to prioritise the development of a strategy to address ICT professional skills and to spread a digital culture among public officials, few specific policy initiatives have been put in place to address such an urgency.

Skills' inadequacy is an issue in the Brazilian public sector (e.g. insufficient skilled people in data analysis and digitally skilled across the federal government). The majority of the stakeholders contacted during the peer review mission have pointed to the lack of personnel within the individual institutions to implement the policies set by the Digital Governance Strategy. On the other hand, digital skills are still generally assumed as a technical capacity, and not as a fundamental asset for most of the professional profiles, namely those with considerable levels of seniority. In fact, as a reflex of the mentioned perception, the CIO position in public entities is typically not a top ranking and strategic position, but rather a middle management post, still in many cases perceived as the one responsible for handling operational issues. During the peer review mission, some Brazilian stakeholders also highlighted that frequently the position was not being assumed by officials with the necessary combination of skills (e.g. leadership, technical and management skills).

Figure 10. **Existence or lack of strategies for ICT skilled public staff**

Source: OECD (2014b), "OECD Survey on Digital Government Performance" (dataset), OECD, Paris, http://qdd.oecd.org/subject.aspx?Subject=6C3F11AF-875E-4469-9C9E-AF93EE384796

To properly lead and sustain the digital transformation of the public sector, the Brazilian government should recognise the strategic relevance of specific positions and prioritise the development of a specific policy, supported by a proper legal framework and linked with the Digital Governance Strategy, to spread a digital culture among public servants, namely in the most senior positions.
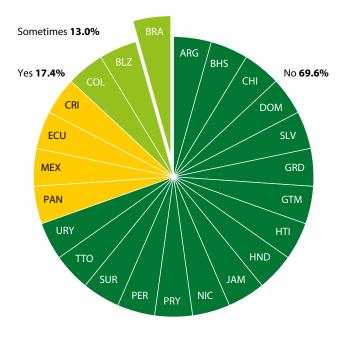
STREAMLINING DIGITAL TECHNOLOGIES INVESTMENTS

The digital transformation of the public sector requires the strategic planning and investments on digital technologies across sectors and levels of government. The progressive levels of complexity and diversity of digital technologies complicate these investments which are at the same time affected by reduced budget size, burdensome management processes, fragmented procurement methods, the complexity of the technical options required and adequate models for stakeholders' involvement (OECD, 2016a).

The increasing relevance of ICT expenditures on public sector's budget calls for strategic planning and policy mechanisms able to guarantee the efficiency of investments on digital technologies. Only 33% of OECD countries measure the benefits of ICT investments in central government, 52% report an ad-hoc implementation of such practices, and 15% assume the absence of these practices (2014b). There is even

more room for improvement across LAC countries. Only 17.4% of the countries measure the direct financial benefits of ICT projects for the central government, 13% do it in specific situations and almost 70% don't do it (see figure 11).

Figure 11. **Measurement of ICT financial benefits in LAC countries**

Source: OECD (2016c), *Government at a Glance: Latin America and the Caribbean 2017.*

To be able to take the full benefit of the digital transformation, governments need to have policy mechanisms in place that allow them to prioritise, structure, co-ordinate and evaluate digital technologies expenditures. OECD countries have put in place diverse mechanisms to enhance digital technologies management and governance (OECD, 2016a):

1. *Budget Thresholds for the ex-ante evaluation of ICT projects*
   Envisaging to streamline digital technologies investments, foster digital coherence, encourage synergies and avoid overlaps, several OECD countries (e.g. Norway, Portugal, Spain) use budget thresholds to promote system thinking approaches. Above a pre-determined budgetary value, digital technologies investments should meet defined administrative, financial, management or technical requirements in order to be approved.

2. *Business Cases for efficient investments*
   In order to structure and secure the strategic and efficient planning of investments on digital technologies, most OECD member countries use ICT business cases to guarantee cost-benefits analysis (OECD, 2014b). The OECD Recommendation on Digital Government Strategies (2014a) highlights, in its key recommendation 9, the importance of this kind of policy lever to help governments improve efficiency and coherence on digital technologies expenditures. Some countries use more mandatory and cross-sector approaches (e.g. Denmark, Korea, Luxembourg), and others prefer to consider mandatory the use of business cases approaches only when specific criteria are met (e.g. Canada, New Zealand).

3. *Standardised models of ICT project management*
   The rising scope, the constant evolution and the increasing complexity of digital technologies create several challenges in management approaches. Technical, financial, legal and institutional requisites need to be fully considered to assure the quality and sustainability of project's results (Key recommendation 10 of the OECD Recommendation on Digital Government Strategies). The majority of OECD countries adopted standardised models for ICT project management (2014b) as a central policy mechanism to improve the country's digital government performance.

In Brazil, the Direction Plan for ICT and the Digital Governance Committee that each public entity should have in place can be important mechanisms to streamline

digital technologies investments. On the other hand, the fact that ICT expenses are discriminated in a specific way in Brazil for budgetary purposes reflects the Government's acknowledgement about the need to better co-ordinate these specific public investments.

However, during the peer review mission in Brasilia, in July 2017:

- A broad consensus was found about the need to better co-ordinate digital technologies investments across different sectors and levels of Government.

- A lack of a cost-benefit approach was identified by most Brazilian federal government institutions. Business cases methodologies and specific project management models were considered a best practice, but its effective use was the exception and not the norm.

- The inexistence of an institutional budget threshold for digital technology expenses was mentioned in support to the general consensus among Brazilian stakeholders related to the potential for improvement in regard to cross-sectorial and multi-level co-ordination of digital technologies investments.

The Brazilian Government should consider the institutionalisation as part of its governance framework of the three aforementioned policy mechanisms – budget thresholds, business case approaches and project management standardised models – as cross-cutting policy instruments increasing the efficiency and coherence of digital technologies investments. These mechanisms should be assumed as strategic policy levers that could improve in a decisive way the governance for digital government towards the digital transformation of the public sector in Brazil.

FROM ICT PROCUREMENT TO DIGITAL COMMISSIONING

In a scenario of constant evolution and increasing complexity of digital technologies, the existence of an adequate ICT procurement framework is a critical policy mechanism for the development of digital government (Recommendation 11 of the OECD Recommendation on Digital Government Strategies). The legal and regulatory framework that most governments should observe and the challenges created by technology trends like cloud-based solutions are a clear reflex of the relevance of updated and agile procurement frameworks that can act as facilitators and not blockers of government policies. Half of the OECD

countries reported having a specific ICT procurement strategy in place for central government (2014b).

In Brazil, the ecosystem of stakeholders recognises the existence of room for improvement on ICT public procurement. Not only public sector representatives, but also the private sector and civil stakeholders agreed on the lack of a strategic policy for digital government procurement. ICT investments are made mostly with an agency thinking approach, with clear inefficiency disadvantages, missed opportunities for synergies and avoidable overlaps (i.e. based on a *system thinking approach*).

During the peer review mission, the stakeholders also underlined the need to improve the transparency and accountability of ICT public procurement, able to support more optimisation, coherency and synergies of ICT investments. In line with this expressed demand, an online interactive dashboard on ICT Spending in the Federal Government (*Painel Gastos TI*) was launched in September 2017 by the Comptroller General of the Union (*Controladoria Geral da União*), reflecting the Brazilian government's commitment to improve the transparency of ICT Procurement.

The Brazilian panorama for the provision of digital services to the public sector is characterised by the existence of two state-owned companies: Serpro (created in 1964) and Dataprev (created in 1974). Both companies are big providers of digital technologies services to the public sector, from software development to hardware maintenance, from cloud-based solutions to general database maintenance. Being public companies, Serpro and Dataprev benefit from special procurement rules that make the contracting process easier to public institutions. According to the representatives of both companies interviewed during the peer review mission, about one fifth of 2016 federal IT public expenses were directed to Serpro and Dataprev.

The existence of two public companies developing specific solutions to the public sector has several advantages. The products are designed from scratch based on public sector requisites and additional coherence is expected from the provided solutions. Nevertheless, some stakeholders interviewed during the peer review mission also raised several situations of vendor-locked service provision, as well as non-competitive offers when compared with the prices available in the market.

In this sense, the Brazilian government would benefit from a strategic policy for improved digital technologies expenses in the public sector, in order to:

● Improve the alignment of digital technologies investments with the strategic priorities defined by the Digital Governance Strategy;

● Generate savings through demand aggregation procedures and overlapping clearance;

● Foster the use of digital standards in ICT acquisitions promoting interoperability in the public sector;

● Promote the progressive adoption of open contracting standards in the public sector;

● Contribute to increased transparency given the clarification of criteria and methods used for government procurement;

● Foster collaborative and innovative approaches for the commissioning of ICT goods and services.

Such a policy would support the evolution towards a commissioning mind-set, and the adoption of strategic actions to foster openness and engagement, as well as the increasing adoption of user-driven approaches. The transformation of the relationship between suppliers and the State, the acceleration of capacity building initiatives, and the promotion of self-service buying are some of the critical issues that could be addressed in a new digital commissioning approach.

4. Fostering openness for improved service delivery

BOOSTING AN OPEN, COLLABORATIVE AND ENGAGING CULTURE

The OECD Recommendation on Digital Government Strategies (2014a) underlines the importance of transparency, openness, engagement and citizen-driven approaches for the sustainable development of digital government policies. Digital technologies bring unique opportunities to increase the transparency and accountability of government actions and procedures, being able to reduce the gap between citizens and the public sector. Yet, leading the digital transformation of the public sector requires a cultural shift. Public administrations should be focused on users' needs, embracing citizen-driven and co-creation approaches. A culture for digital transformation also requires a more strategic use of open standards, open source software, as well as wiki and crowdsourcing user-design techniques to open up the public sector and better engage the citizens in the policy making and implementation processes.

In Brazil, the potential of digital technologies to spur more open and collaborative processes was always assumed as one of the greatest assets of the digital revolution. In fact, the digital openness footprint can be found in all structural policy programs since 2000. Questions of access and re-use of data and information and the engagement of citizens through digital technologies are central priorities of the current Digital Governance Strategy.

Several recent emblematic projects and initiatives reflect the Brazilian public sector's commitment to use digital technologies to boost widespread openness and engagement culture. For instance, the Brazilian Internet Bill of Rights ("Marco Civil da Internet" in Portuguese) institutionalises a large group of rights, duties and principles for the development of Internet in Brazil (Law n. 12965, from 23 April 2014). The bill is the result of a wide public consultation and collaborative process. Topics such as net neutrality, privacy, personal data management, freedom of expression and sharing of knowledge are addressed in the bill.

Brazil has a strong experience in the adoption of open standards in the public sector, as well as in the development of open public software with the purpose of being freely reused across different sectors and levels of government. For instance, through the portal www.softwarepublico.gov.br, public entities, private sector and civil society are invited to share and reuse software without any associated cost.

Brazil was also one of the first countries in the world to run elections totally based on an electronic voting system, that has been used since 2000 by all voters, based on electronic ballot boxes. A biometric system of identification was added to all electronic ballot boxes (71.843 units) by 2014.

The country has several examples that demonstrate the dynamism of the Brazilian civil society in using ICT to promote more openness, transparency and citizen engagement regarding government activities. In fact, according to some civil society representatives interviewed during the peer review mission, Brazil's digital society movement resulted from the efforts of former public officials. Efforts in areas such as public software and open government data represent in a clear way how policies of openness were at the top of the Brazilian agenda. Brazil was one of the co-founders of the Open Government Partnership (OGP) building also on the well-grounded openness movement within the government and across the civil society.

Although the country has several good examples of digital openness and collaboration in the public sector, a cross-cutting policy would help promoting the collaboration between different sectors and levels of government, foster co-creation of public value with civil society and widespread a culture of sharing and reuse of government data. Civil society representatives, IT associations and even public sector representatives consider that the country can improve the openness and collaboration of the public sector.

Civil society and other key actors like journalists should be assumed as a partner to fight corruption in the country and spur the re-use of open government data and public sector information for value co-creation. Greater external and internal pressure from the civil society and within the administration should trigger Brazilian government's responsibility to properly seize the opportunities of digital transformation for public sector openness and integrity, and the prevention and fight against corruption.

For instance, the Presidential Decree 8,777, published in May, 2016, established the Brazilian national open data policy. Among other provisions, the Decree identified a set of public sector information categories to be prioritised for their publication in open and machine-readable formats as an effort to fight corruption in the country (OECD, 2016a), including:

● Civil servants in managerial and directive positions in state-owned enterprises and subsidiaries;
● Data from the Integrated Financial Management System (Siafi);
● Information on the corporate structure and ownership of companies collected by the National Register of Legal Entities;
● Public procurement information collected through the Integrated General Services Administration (Sistema Integrado de Administração de Serviços Gerais, SIASG);
● Cadaster and registration information related to the control of the execution of parliamentary amendments.

The Ministry of Transparency, Oversight and Office of the Comptroller General (CGU) released data on state-owned companies' directors and managers as a result of the provisions stated in the Decree. The Ministry of Finance is also expected to release the registry of businesses' beneficial ownership as open data. By releasing these datasets, the Brazilian Government aims to reduce the risk of conflict of interest result of the potential relation and partnerships between private sector organisations and civil servants (OECD, 2016), but the role and engagement of the civil society and the media will play a key role towards the actual co-creation of public value beyond data publication.

In line with the above, the Brazilian government should prioritise opening up new channels of communication, collaboration, knowledge sharing and engagement to overcome the current scenario; and considering the development of a cross-cutting policy to increase public sector openness and accountability through greater civic empowerment, monitoring and control.

KEY ENABLERS FOR THE INTEGRATED DEVELOPMENT OF DIGITAL GOVERNMENT

The development of integrated and coherent efforts across the public sector is one of the main challenges that governments face when implementing digital

government policies. Digital government policies should establish mechanisms to promote the integration of efforts, overcome silo-based and agency-thinking culture, and avoid redundancies through efficient and widely adopted shared-service approaches. The development and implementation of digital key enablers is a strategic policy action to promote the mentioned integration of efforts, supporting a coherent and smart digital government development (Key Recommendation 6 of the OECD Recommendation of the Council on Digital Government Strategies).

In Brazil, several efforts have been put in place during recent years to promote redevelopment and use of digital key enablers across the public sector. For instance, the document management system (launched in 2015[10]) across the public administration reflects the commitment of Government institutions to shift from a paper-based administration to the electronic management of administrative procedures drawing upon digitisation efforts. However, the ecosystem of public stakeholders interviewed during the peer review fact finding mission in July 2017 recognised that those efforts appear to be insufficient. The current lack of development of specific key policy enablers is one of the most critical requisites to trigger digital change in the Brazilian public sector. The following can be highlighted:

1. Interoperability
The ePing architecture – Standards of Interoperability of Electronic Government – materialises the Brazilian interoperability policy for the public sector. ePing defines a set of minimum requisites, policies and technical specifications governing the use of ICT in the public sector, establishing the basis for interoperability across public sector institutions. The adoption of the ePing standards is mandatory for all the entities of the executive branch of the Federal Government (Portaria SLTI/MP nº 92, of 24 December 2014). Nevertheless, due to the inexistence of the proper policy levers that can push for data exchange among public sector entities, the connection and integration of central databases is still a problem in Brazil. Legal constraints, silo-based mind-sets, technical legacies and lack of political support are commonly identified by the stakeholders as the main obstacles for an effective interoperability policy in Brazil. Building on this need, the program Efficient Brazil

- National Debureaucratization Council foresees the launch of a new interoperability platform - ConectaGov – in August 2018.

2. Data Governance
Mechanisms like the Global Model of Data and Processes Integration (modeloglobaldados.serpro.gov.br), the National Infrastructure of Open Data (dados.gov.br) and the relaunch in 2018 of a platform for data analysis - GovData - reflect the recognition of data as a strategic asset for the digitalisation of the public sector in Brazil, there is an absence of data governance as part of the federal digital government policy, which may limit the development of the necessary data architecture which is an essential enabler of the establishment of the necessary data infrastructure. The inexistence of a clear strategy, a defined institutional setting and effective laws to assure a whole of government approach to data management determines that the Country has a lot of space to improve in the areas of data governance. The absence of a federal personal data protection law also creates some institutional uncertainty regarding the uptake of open government data and interoperability efforts and scale up the risks of data abuse.

3. Digital Basic Registers
The Brazilian infrastructure of key basic registers is in a developing stage. Several registers are being digitised. For instance, the National System of Civil Registry Information (Sistema Nacional de Informações de Registro Civil – SIRC) was created in 2014, assuring namely that all new entries in the register are digital while the remaining records are being progressively digitised (Casa Civil 2014). The Brazilian government commitment to standardise the information to be presented in registers should be highlighted and a cross-cutting priority is underway to promote the integration of the information systems. However, the underlying infrastructure connectivity of the registers creates serious obstacles for digital government development. Additionally, the governance model and some institutional legacies in place pose challenges. For instance, Brazil has a mixed public-private system for the management of the civil register. Since the full digitisation of the civil registry could affect the business model that guarantees the private involvement in the process, some change resistance has been found towards the efforts to reform the current model.

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10. For more information see: Decree 8,539 of October 2015 (**http://www.planalto.gov.br/ccivil_03/_Ato2015-2018/2015/Decreto/D8539.htm**)

4. *Digital Identity*

In Brazil, since the civil identity number was considered a weak mechanism for citizens' identification, other identity numbers (e.g. tax number, driving licence number) were progressively adopted. Diverse public identification documents were digitalised (e.g. electronic version of the Driver's Licence, the electronic payment card of the Family Fund and several other labour and health documents), reflecting the federal government effort to increasingly use digital technologies to promote efficiency across the public sector and raise the convenience of citizens' interactions with government institutions. Nevertheless, the development of a digital identification system, considered one of the central key enablers for digital government development, is delayed due to the complex digital and institutional requirements to implement such a system and the preponderance of other identity numbers used across the public sector to identify the citizens. Nevertheless, the mandate to develop a national digital identity framework has been recently attributed to the Supreme Electoral Court, which is also responsible for managing Brazil's electronic voting system. The DNI - National Identification Document (*Documento Nacional de Identificação*) is currently being developed, bringing together different civil registers in one single document. The DNI will be integrated with Brazil Citizen (*Brasil Cidadão*) a system of single sign-on for federal digital services[11].

The lack of development of the abovementioned enablers results in cross-cutting inefficiencies, lost opportunities for collaboration and prevents the development of more integrated service delivery approaches. In this sense, the Brazilian government can consider prioritising advances in these domains as one of the most critical factors to improve the development of digital government in the country.

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11. It should be underlined that Brazil has a National Public-Key Infrastructure–ICP-Brasil, that allows the emission of legally recognised digital certificates to the identification of citizens in electronic contexts. ICP is co-ordinated by National Institute of Information Technology – ITI (Instituto Nacional de Tecnologia da Informação) responding to the Office of the President (Casa Civil da Presidência da República). It was instituted by the Provisional Measure nº 2.200-2, of August 24, 2001 (Casa Civil, 2001), that guarantees in Article 10 that certified digital signatures have the same legal effects of handwritten signatures.

TRANSFORMING DIGITAL SERVICE DELIVERY

New technological trends like the use of Artificial Intelligence, blockchain, robotics or the Internet of Things are bringing the digital evolution to new stages of disruption and also complexity, revolutionising namely the interactions between citizens, businesses and the public sector. Influenced by their experience with worldwide service providers like Amazon, Google, Uber, Facebook or Airbnb, citizens expect that public services can provide them with similar experiences in terms of usability, convenience and simplicity. The digital age demands that the public sector capacities, workflows, business processes, operations, methodologies and frameworks can be user and data-driven (OECD, 2018b).

In Brazil, public services are mostly provided by the states and the municipalities. Indeed, the amount of services provided at the federal government is not substantial when compared with the other levels of government.

The Services Portal (Portal de Serviços) (https://servicos.gov.br) is the main online one-stop-shop for public service access and delivery at the level of the federal Government. Citizens can access typified and structured information about services provided by the Government grouped in large categories like Education, Health, Economy and Finance.

Several examples of transactional services provided 100% online in Brazil can be found (e.g. Criminal Record Certificate). Nevertheless, currently the portal is mostly an access window to other federal government portals where the services are actually provided. This reflects a segmented approach in digital service delivery, organised according to the institutional government framework and not in line with the citizen life events or life condition.

The fragmentation of the Brazilian digital service panorama is also rooted in governance issues discussed earlier in this document. On one hand, the inexistence of a strong digital government leadership and mandate covering also digital service policies, determines that the delivery of public services follows mostly an agency-thinking approach, which is typical of e-government rather than of a digital government approach. On the other hand, the underdevelopment of digital key enablers contributes decisively to the lack of integration in digital service delivery. Since the norms and/or incentives to better promote integration are not in place, public entities opt for institution-specific solutions and approaches.

Aware of the need to improve the coherence of digital services across the Federal Administration, the Brazilian government launched in December 2016 the Platform of Digital Citizenship (Casa Civil, 2016b). The cross-cutting initiative is focused on transforming the delivery of public services online through the improvement of the Services Portal (Portal de Serviços), on developing a unique digital authentication system, increase the number of fully transactional services to allow the evaluation of citizens' satisfaction with digital services and improve the global monitoring of digital service delivery.

The prioritisation underway of a sound digital service delivery policy will enable the Brazilian government to shift the country's panorama from being mainly institution-centred in its service delivery practices to becoming more user-driven. The development of a digital service standard, inspired in examples from Australia, Mexico or the United Kingdom could support the aforementioned shift. Brazil could leapfrog some stages of development and start embracing a digitally transformed delivery of public services to its citizens and businesses through the exchange and reuse of data across sectors and levels of government, sustained by the proper digital key enablers. A data- and citizen-driven policy would support Brazil to shift from a reactive to a proactive service delivery approach, able to provide simple, accessible, smart and tailored digital services.

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Key findings

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