

PUBLIC SECTOR MODERNIZATION: DETAILED REFERENCE REPORTS



PROCEDURES AND DIGITALIZATION

WHAT DO WE WANT? (AN OUTLINE OF DEVELOPMENT TRENDS)

- To reach one integrated and consistent government that is digitally empowered, citizen-centered and data-driven, and whose slogan is openness, transparency and participation.
- To improve the operational efficiency and raise the effectiveness of the government institutions through the optimal use of resources and modern technologies to reach a work environment that supports and facilitates digital transformation in government institutions.
- To enhance communication and mutual trust between government agencies, and to increase transparency and transfer of government-owned data to beneficiaries to enhance innovation and participation in decision-making.
- To realize the principle of open (transparent) government by strengthening cooperation and participation internally between government agencies and externally with partners, in order to develop new and innovative business models, modernize procedures and enhance accountability.

INTRODUCTION

Digital transformation focuses on the effective application of modern technology for the purpose of optimizing the level of government performance, and thus ensuring that the expectations of the citizens are met. Accordingly, the government is keen to implement digital transformation at various levels, in an effort to provide government services and programs in a more efficient, transparent and effective manner. However, this will not be achieved without the presence of digitally enabled procedures and internal methods among government agencies and between them and their partners, and a developed digital infrastructure led by an excellent digital management team. Moreover, the change required to improve government services according to the royal directives is accompanied by a major change in the digital transformation process, and requires a change in government agencies in terms of routine work methods and procedures and the culture of the individuals, in addition to a change in the concepts, skills and competencies necessary to achieve the required digital transformation at all administrative

levels: management and staff. Also, considering and facilitating the relationship with citizens requires, at the same level, interest in developing the performance of government agencies and digitalizing them internally, inter-agencies, and in their relations with their partners such as the private sector, civil society institutions, citizens and others. Furthermore, government agencies currently suffer from discrepancies in the procedures and methodologies applied for the same task, and from the weak and multiple business models used in managing their programs and projects, and the methods of management and performance evaluation, as there are multiple agencies charged with managing government projects. In addition, there is a difference in the level of digital maturity of government agencies and the competent people working in these agencies, and a disparity in the level of digital skills of the government management team, with the absence of accountability for the progress of digitalization or the digital transformation of services. A shortcoming was also observed in the so-called "digital trust" in



government procedures in terms of internal procedures for dealing with the personal data of citizens such as exchanging, sharing, preserving and storing data etc., and the ability of the government to fulfill the cybersecurity requirements of the its digital infrastructure, in addition to the ability of the government to protect and manage digital payment channels. This will help to provide citizens with government services that are integrated, interconnected, rapid, and safe, with simple procedures, and with a high degree of performance in accordance with the recommendations contained in the services pillar.

In order to deal with these challenges, it is necessary to develop a systematic and clear plan for change at the inter-governmental level and with partners, which entails developing an operational business model that fulfills important principles that are considered among the basics of digitalization of the government sector and the modernization of the public sector, namely: One-stop government, one-time information requests, reliance on data and information, transparency, governance, and ethics. This requires raising the digital efficiency

of employees and improving the level of digital maturity and its consistency among government agencies, creating digitally empowered managers, having cards for comprehensive services, and developing an integrated governance system for managing the performance of digital transformation.

Furthermore, the responsibility for change management related to digital transformation is a shared responsibility between government agencies. Therefore, it is necessary to adopt a modern model for change management among government agencies and members of civil society, which aims to improve the rate of adoption of changes by citizens, staff of government agencies, and other relevant agencies, and to reduce anticipated resistance by developing a practical plan to address potential causes as well as promoting change so that individuals do not return to old methods and procedures, and increasing the success rate of projects under the guidance of a digital management team capable of bringing about the required change, based on the recommendations contained in the leadership and institutional culture pillar.

THE CAUSES OF CHANGE

WHY DO WE NEED TO DEVELOP AND DIGITALIZE GOVERNMENT PROCEDURES?

Digital transformation in the public sector faces a set of challenges and obstacles that can be structured in areas related to governance, legislative and regulatory environment, business model, digital infrastructure, human resources, digital skills of public sector management and employees, monitoring and evaluation, and digital trust, most notably:

1. Lack of sustainability in the implementation of strategies on the public sector procedures development and digital transformation in the public sector, and the absence of a stable governance model that clearly defines

responsibilities and powers, which hinders the process of continuous improvement and development of government procedures and thus the digital transformation of government.

2. Conflicting regulations and legislation relating to digital transformation, and difficulties in enforcing legislation relating to digital transactions and digital identity, and obstacles in procurement and employment legislation, in addition to bureaucratic and lengthy government procedures.



3. The absence of updated business models that frame the partnership between the public and private sectors, supported by flexible and agile legislation governing this.
4. Limited engagement with the private sector, civil society organizations, and entrepreneurs, and restricting their engagement to developing certain services and infrastructure projects. In addition, the lengthy procurement process makes suppliers hesitant to work with government entities.)
5. The low level of preparedness of government agencies for the requirements of digital transformation, which include matters related to cybersecurity, privacy and protection of personal data.
6. The incomplete activation of the E-signature system for government transactions among government agencies, due to the varying level of readiness of their digital infrastructure and related policies and applications supporting E-signature.
7. Poor linkage procedures with the shared services provided by the Ministry of Digital Economy and Entrepreneurship that support digital transformation, such as connectivity on the cloud computing platform, the government correspondence management system, the public key infrastructure system, the government interconnection system, the activation of digital identity, the digital signature of businesses, and others. In addition to the lack of mandatory policies to utilize the available shared services, and the varying level of readiness in the digital infrastructure of government agencies, and the lack of sufficient and competent human resources to provide shared services.
8. The lack of unified standards for the digital transformation architecture of the government— digital transformation technology standards – (Enterprise Architecture) to ensure interoperability between all entities in the public sector, which include communication and information technology systems, hardware, applications, software, services, business processes, user experience, data architectures, security, protection, privacy, and others.
9. The difficulty of accessing and utilizing the data and information stored with government agencies, due to the dispersion of data and information among many agencies and their structure, and each government agency claiming ownership of the data and information in its possession, as the Personal Data Protection Law has not been passed for its governance.
10. There is a discrepancy in the level of digital skills of the government management team to support the digital transformation program within each ministry and government entity.
11. The lack of digital skills required for civil servants, and the lack of functional competencies for information technology workers in government agencies, and the inability to retain competencies specialized in digital transformation in the public sector due to the limitations of employment, salaries and bonuses in the public sector, and the insufficient digital awareness among public sector employees.
12. The absence of a clear measurement system that relies on the national indicators system to measure progress in digital transformation and set goals periodically, and do monitoring and evaluation, and the absence of an entity or unit concerned with managing this basic and important role.



THE FRAMEWORK

For the purposes of analyzing the state of affairs and development trends, and in order to realize the initiatives of the Economic Modernization Vision related to digital transformation, the National Digital Transformation Strategy and Implementation Plan (2021-2025) were reviewed, with the assistance of an international consulting firm in the field of digitalization, and a study of donor projects reports on the maturity level of digital transformation, and an analysis of relevant global indices and their impact on the government, such as: the E-Government Development Index issued by the United Nations, the Cybersecurity Index, the Global Open Data Index, and the E-Participation Index. Moreover, some international benchmarking was conducted, and internal meetings with staff and focus groups with representatives from the public and private sectors, academics, civil society and citizens were held. Furthermore, the digital transformation maturity level was also measured using eight globally approved standards in this field which will be mentioned later. As a result, the main drivers of change (challenges) were identified, appropriate solutions were proposed to deal with obstacles, and the aspiration was defined as "agile, consistent, and automated government procedures that achieve integration, accelerate digitalization, and support smart management and efficient expenditure" through the strategic objectives for the coming years:

1. **Re-engineering government operations procedures to simplify, streamline and automate them as much as possible within and inter-agencies.**
2. **Digitalization of government operations to enhance the work of the public sector administration as a single unit that serves citizens in a comprehensive and integrated manner through the available window.**

In order to achieve these objectives by developing appropriate operational initiatives, the following main principles were adopted in the field of procedures and digitalization:

- **One-stop government:** Providing interrelated services that are jointly provided by more than one government agency in a smooth and simplified manner through visiting one agency. This is done by ensuring more cooperation and coordination across the government agencies to eliminate duplication, improve resources, and provide seamless services to citizens and companies. Achieving this depends on enabling shared government services and government-to-government services (G2G) as a basis for providing user services electronically in a simplified and integrated manner through all channels. This is achieved by linking with the strategic directions mentioned in the services pillar.
- **One-time information request:** Enabling citizens and institutions to securely provide identification information for one time only when dealing with the public and private sectors.
- **Data-based:** Using and utilizing data to understand and predict the needs of users in a more effective way, in addition to designing and providing services in an informed manner based on data collected from citizens' feedback and usage patterns of digital government services.
- **Openness:** The government adopts an open mindset in its approach of implementing digital transformation, and trusts in the possibility of achieving success, building partnerships, enhancing cooperation opportunities, developing internal



procedures, and leveraging the achievements of the leading agencies in this field.

- **Governance and Ethics:** This includes adherence to ethical behaviors and methodologies in digital transformation processes and implementation procedures, which contributes to ensuring transparency and integrity, protecting privacy, and designing services in a fair manner that guarantees safeguarding provided services from manipulation, misuse, or illegal practices.

Accordingly, the needs and expectations of users must be understood, adapted, and responded to by ministries, institutions, and government departments. There must also be an adoption of common and advanced standards and policies, and a unified and clear institutional architecture for all partners, and the development of a unified technical reference (Enterprise Architecture Framework) to ensure harmony and integration between all government agencies and what is known as technical compatibility (Interoperability), to be supportive of digital transformation and new technologies.



ASPIRATIONS, STRATEGIC OBJECTIVES AND INITIATIVES

STRATEGIC ASPIRATION

“Agile, consistent and automated government procedures that achieve integration, accelerate digitalization, and support smart management and efficient expenditure.”

In order to achieve the strategic aspiration and apply the principles on which the digital transformation is based, two strategic objectives and a number of strategic initiatives have been identified in accordance with the Digital Transformation Plan (2021-2025) and its amendments, namely:

1. **Re-engineering government operations procedures to simplify, streamline and automate them as much as possible within and inter-agencies.**
2. **Digitalization of government operations to enhance the work of the public sector administration as a single unit that serves citizens in a comprehensive and integrated manner through the available window.**

Enabling the government to provide its services to citizens and to operate as fast as the digital world, requires rethinking the current government processes and procedures, the laws and legislation in force, the operating models applied to provide services, and the methods of work and so on, in a way that empowers each citizen. In addition, there is a need to develop operational models to guarantee the launch of digital government services in an agile manner that ensures flexibility and the ability to keep pace with the speed of change in the business environment, and standardizing procedures for similar services to develop government performance. This will be achieved by focusing on the following:

1. The First Strategic Objective: Re-engineering government operations procedures to simplify, streamline and automate them as much as possible within and inter-agencies.

- **Reviewing and re-engineering government procedures.**

Reviewing the current government institutions architecture, which defines the government structure and operations, to assess the current situation, identify gaps and develop an action plan for implementation.

- **Developing human resources and digital skills for public sector employees.**

Developing an E-learning portal for government employees to provide specialized certificates, courses, electronic training programs and educational materials,

including personal, technical and language skills, and designing a program that facilitates the transfer of knowledge across the government with the support of digitally mature government agencies.

- **Sanad Services Catalogue.**

Launching a catalogue of digital and conventional services on Sanad application to facilitate access to information and accelerate the rate of adoption of these services, through illustrations on the nature of the service, its features, available options, and fees.



- **Personalizing the features of Sanad Application.**

Using artificial intelligence, analytics, and advanced technologies to provide customized features on Sanad application based on previous patterns of service usage by citizens, and providing facilitations for people with disabilities and senior citizens regardless of age, residence, gender and profession. This proactive measure will increase the awareness of citizens of the steps they need to take, based on their life events and past patterns or transactions, which will ultimately increase their satisfaction and adoption of digital services.

- **Establishing a system for digital transformation performance management.**

Creating a unified platform to monitor and evaluate digital transformation and ensure the efficient and effective implementation of all its plans and services. The system will contain four levels of indicators: National indicators: to measure the impact of implementing the digital transformation strategy on the Kingdom's ranking in international reports on digital transformation in its various aspects, and Strategic indicators: to measure the outcomes of implementing digital transformation projects and initiatives related to digital transformation to ensure successful implementation and build confidence in digital government, digital procedures and electronic digital services.

- **Protection of personal data within government procedures.**

Establishing a framework for protecting personal data for procedures within the government, so that the framework covers policies, regulations, roles and responsibilities, and the ethical use of data to raise the level of maturity among government

institutions until the law is issued, and when it is issued, alignment is achieved and the level of maturity of government institutions is better than the current situation.

- **Operationalizing monitoring and evaluation to monitor digital transformation performance and progress.**

Activating a monitoring and evaluation function to monitor the performance and progress of digital transformation and assigning this task to a specialized unit as stated in the Economic Modernization Vision, that will be responsible for setting relevant policies and regulations, identifying required data, defining key performance indicators and their measurement criteria, and monitoring and reporting digital transformation performance.

- **Operationalizing the governance model for sustainable digital transformation.**

Activating the integrated governance model to ensure the continuity and sustainability of the digital transformation strategy and roadmap, with clear responsibilities related to performance management, monitoring, evaluation, operation, implementation, accountability, and updating the strategy.

- **Evaluating and developing the legislative and regulatory frameworks that govern, enable and facilitate digital transformation.**

Evaluating and developing the legislative and regulatory frameworks that govern, enable and facilitate digital transformation, including the establishment of policies that mitigate risks for the government, indicators of activities and operations, operational indicators and performance indicators of digital services.



2. The Second Strategic Objective: Digitalizing government operations to enhance the work of the public sector administration as a single unit that serves the citizen in a comprehensive and integrated manner through the available window.

In order to achieve the principle of one-stop government, a number of digital projects must be implemented that support the provision of government services and the data sharing among government institutions without requesting the data again from the user. In addition to that, supportive technical systems and digital infrastructure for digital transformation must be developed with the aim of understanding users, interacting with them, managing and maintaining relationships, and tracking requests and transactions related to government services. This will help government agencies better build their profiles, demographics and needs, evaluate effectiveness and complete the establishment and management of the national data system.

- **The National Electronic Survey Platform.**
Providing a platform that facilitates the work of researchers to publish surveys and consultations and gather responses from citizens. It will also encourage citizens to respond to surveys by offering them rewards to enhance participation rates. The platform stores survey results to benefit from them and to build on them in future studies.
- **Developing the digital infrastructure in the public sector through:**
 - **Upgrading digital identities**
Upgrading digital identities or electronic identification for citizens, taking into account security and privacy, and evaluating the possibility of providing identification services to customers.
 - **Completing the National Broadband Network Program**
Completion of the National Broadband Network Program (NBN) to provide a high-speed network using fiber optic cables throughout the Kingdom and include all

educational, health and government institutions.

- **Evaluating and upgrading public key infrastructure**
Evaluating and upgrading the Public Key Infrastructure (PKI) to manage and crypt the public key and provide the necessary government support for services including digital signature and digital certificates, in line with the revised Government Procedures Review Scheme.
- **Evaluating and developing the electronic transactions system**
Evaluating and developing the electronic transactions ecosystem, including identifying gaps and points of improvement to support and integrate electronic payment systems, electronic cheques, digital signatures and digital identities. In addition to assessing the need for a unit for electronic transactions and drafting an action plan to obtain international accreditation.
- **Developing a cloud computing framework**
Developing a cloud computing framework to facilitate the creation, deployment, and management of cloud solutions. The framework will include the development of a policy, strategy, guidelines, cybersecurity awareness programs and evaluation to be used in supporting the delivery of the full digital transformation of government services.
- **Evaluating and upgrading the Government Service Bus**
Evaluating the current Government Service Bus (GSB) and updating it to include different government entities and enabling them to integrate and interconnect as well as exchange data, in line with the revised Government Procedures Review Scheme.



- **Establishing a digital payment portal**

Establishing a digital payment portal that will develop the concept of a one-stop government and the back-end system for digital payments in order to achieve integration with various government agencies and digital payment service providers, which will allow citizens to pay service fees smoothly and will provide multiple payment options, including e-FAWATEERCOM, bank accounts or cards and digital wallets.

- **Completing and enhancing the government correspondence management system**

Completing and enhancing the government correspondence management system so that it includes all government agencies in a manner that enables them to exchange and manage information and requests, and document and easily track them, and set SLAs (service level agreements) for operation.

- **Centralized system for government resource management/planning**

Adopting a central unified and integrated system for managing government resources. The system will include a number of digital systems and tools, such as the human resources and administrative development system, the personnel system, the payroll system, the digital bureau, the vehicle tracking system, the workflow monitoring system, the financial resources management system, and the e-government procurement system, with the aim of automating workflow and increasing efficiency.

- **Enhancing digital trust and adopting digital speed priority through:**

- **Creating performance dashboards for the government**

Developing an advanced and systematic tool to monitor performance based on the digital transformation performance management system, which includes a clear and real dashboard for monitoring key performance

indicators and measuring government performance. Live dashboards will provide insights into performance in order to control and mitigate risks as soon as they occur. In addition, some dashboards are made available to citizens in order to enhance transparency and improve accountability.

- **Assessing the security and reliability of the Secure Government Network**

Assessing the maturity level of the secure government network in terms of the level of security, continuity, reliability, accessibility, baseline and target setting. In addition to enabling the government to develop a strategy and roadmap that will drive the government to achieve its goals in terms of cybersecurity and business continuity (availability) and to identify and develop the most appropriate maintenance model.

- **Completing the establishment and management of the National Information System through:**

- **Establishing a specific entity to manage the information system and be responsible for providing information, making it accessible and assisting in decision-making**

Establishing an independent national entity for information management that is responsible for managing national information, developing and updating the national data strategy, developing the governance model and data structures and ensuring their quality, availability, accessibility, organization and protection across the government, and using data to support decision-making. The department/unit will also be responsible for setting policies, standards, and frameworks to help drive the Government of Jordan to become a data-driven government.

- **Developing a data governance model**

Building a data governance model that creates work integration between all legislative and regulatory frameworks related



to data management and relevant procedures. The framework should define guidelines and rules for data sharing to complete government processes and procedures in addition to the private sector, and it includes developing databases and roles and developing the governance model for Open APIs and Data Monetization policy, and mechanisms and tools.

- **Developing the national data strategy and drafting the roadmap**

This includes assessing the maturity of various government data sets at government agencies to identify current and desired future modes, and developing a data strategy and roadmap based on the current level of maturity.

- **Transforming paper-based data into a database**

Transforming existing paper-based data records into digital databases by applying technology for government integration, which includes systems that enable the government and government agencies to retrieve required data, and electronically record assets and data as needed.

- **The Open Government Data Program**

Establishing the Open Government Data Program that will assess data readiness, develop open data policies and systems, and

lay the groundwork for establishing and operationalizing the Open Government Data Portal.

- **Data quality**

Evaluating the quality of government data and determining its availability and compatibility with the principle of one-stop government, in addition to its consistency and accuracy.

- **Data migration**

Migrating data from individual data centers and databases to a central cloud-based data warehouse (using ETL or ELT), to enable different government agencies to access data from a single data source. Data migration should include standard data management processes, such as data cleansing, verification, and data quality assurance.

- **National Geographic Information System (GIS)**

Evaluating and revising the current GIS strategy, developing a roadmap, laws and regulations to support and enforce the revised strategy, evaluating the existing national geographic information system to ensure that it accommodates new technological developments, and migrating data from the old systems to the new system based on the results of the assessment.



INITIATIVES AND TIME FRAME FOR EXPECTED OUTCOME

	2022	2023	2024	2025
Expected Outcomes	Setting a plan to establish the technological systems structure for operational processes and backstopping.	Automation and digitalization of supportive and operational processes and procedures by 40% through applying electronic systems to automate processes between and within government agencies according to the established foundations and the digital transformation strategy for the years 2021-2025 and any future amendments.	Automation and digitalization of supportive and operational processes and procedures by 60% through applying electronic systems to automate processes between and within government agencies according to the established foundations and the digital transformation strategy for the years 2021-2025 and any future amendments.	Completing the implementation of the digitalization procedures in accordance with the digital transformation strategy.
	Automation and digitalization of supportive and operational processes and procedures by 20% through applying electronic systems to automate processes between and within government agencies according to the established foundations and the digital transformation strategy for the years 2021-2025 and any future amendments.			

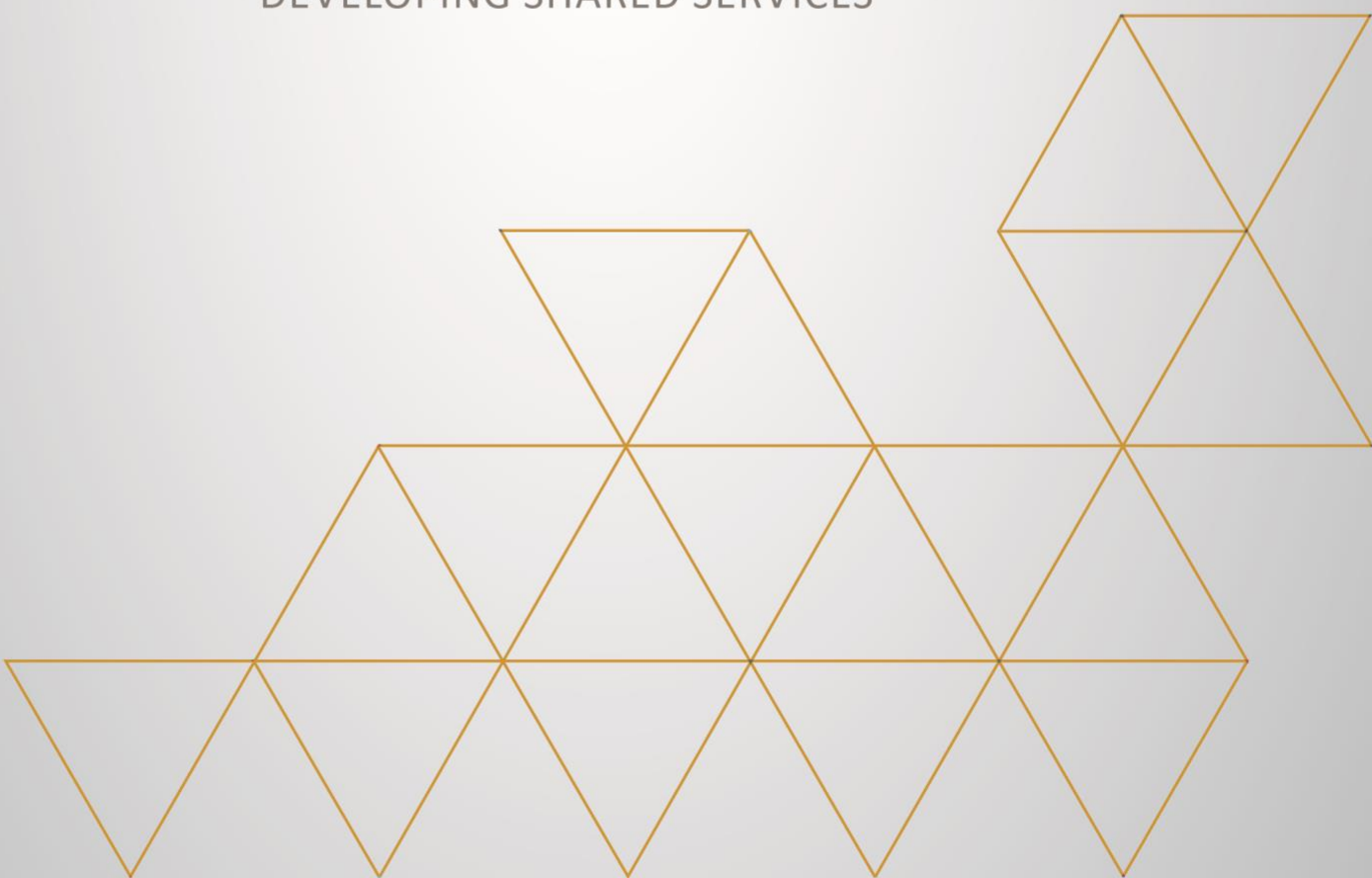


PUBLIC SECTOR MODERNIZATION: DETAILED REFERENCE REPORTS



PROCEDURES AND DIGITALIZATION

DEVELOPING SHARED SERVICES



WHAT DO WE WANT? (OUTLINE OF DEVELOPMENT TRENDS)

- Existing shared services that are enabling and flexible, and achieve a high level of quality, spending efficiency, and user satisfaction.
- New shared government services that create value for users, are flexible, standardize procedures and reduce costs.

INTRODUCTION

The government aims, as part of the public sector modernization plan, to reach agile and consistent government procedures that achieve integration and spending efficiency; this is in order to raise the efficiency of operations and services and reduce the costs involved in them, in addition to making full use of the available resources. Furthermore, in order to keep abreast of global developments in the field of public sector development, it is evident that countries that supported the transition to shared services and enabled them have succeeded in rationalizing expenditures and raising the quality level of internal support operations, which accordingly affects the quality of government services provided to citizens by the government

With the major changes that the world is witnessing and their repercussions on countries, such as the changes resulting from the effects of the COVID-19 pandemic, and the subsequent strategies of governments in order to rationalize expenditures and achieve the satisfaction of citizens and employees and meet their needs, it has become necessary to conduct research and analysis to develop government services and relevant internal support procedures and operations, and also to consider using new business models, such as switching to shared services, or involving the private sector in providing services through several different methods like outsourcing (outsourcing some shared services to an entity specialized in providing the service).

Global statistics

- 82% of shared services centers offer three functions or more.
- 88% of established shared services centres for financial services, 63% for human resources, and 53% for information technology services.
- 65% of organizations have transitioned to shared services and outsourcing models.
- 80% of government institutions have covered their costs and increased their revenues within three years.
- 50% reach the break-even point between profit and loss within two years.

Shared services objectives

- Rationalization of public expenditures.
- Improving the level of service (quality / response time).
- Integration of software/hardware/processes.
- Improving communication and response processes.
- Standardization of services and processes.
- Improving oversight.
- Raising the efficiency of service providers.



Shared services are defined as the support operations that are common and recurring among several entities, so that one central entity provides them to all instead of being provided by each entity separately, according to an appropriate structure of individuals, processes and technology used. Shared services are provided either through an existing government entity or through a specialized entity known as the Shared Services Center (a specific entity designed to provide shared services, and can be located in several geographical locations based on specific criteria, and its services can also be provided remotely).

It is known that adopting the shared services application model has a number of benefits, including: giving government agencies more room to focus on the main services assigned to them, and leaving the management of support operations to other party/s capable of providing them with the required quality, time and cost. In general, the Jordanian government follows the approach of providing support operations in a decentralized and duplicated manner within the government agencies structure. For example, payroll and training management, technical support, media, performance management, vehicle management and others. Accordingly, it appoints employees to provide them and allocates special budgets to modernize them and raise their quality and efficiency in most government agencies. This means placing the burden of managing support operations on the management of these institutions, in addition to other technical burdens related to managing the main services that fall within the main tasks of the entities they manage. Here, the necessity of switching to shared services emerges, wherever possible and proven feasible, in order to achieve the desired goal of rationalizing spending on these operations and making optimal use of human, financial, technical and informational resources.

Features of shared services

- One reference to obtain the service among the various government agencies.
- Standardized service operations that are easily replicable.
- Automated operations with systems available to its users.
- Ensuring high efficiency and professionalism.

Moreover, the Jordanian government has previous experiences in applying the principle of shared services to a number of support operations, such as the government financial information management system, the procurement system, the inventory management system, and a number of services related to digital transformation and technical support to automate government services. It has also succeeded in saving costs and standardizing procedures for a number of shared services like the national call center, cloud services and others.

Undoubtedly, the expansion in applying shared services calls for studying the real situation of the existing shared services, and the challenges they face, the benefits they have achieved, and the lessons learned from them. As well as proposing new shared services that can be utilized to expand the scope of application, while paying attention to providing a design model for new shared services, in accordance with international best practices in this field, and by benefiting from the previous Jordanian experience so that challenges are addressed proactively.



THE CAUSES OF CHANGE

WHY DO WE NEED TO DEVELOP SHARED SERVICES?

1. **Inadequate comprehensiveness and integration of the implementation**, as the legislation on shared services is not fully enforced due to its non-compulsory nature, such as the non-compulsory use of electronic systems in procurement or inventory management. This affected the ability of the service provider to achieve cost reduction resulting from economies of scale or to plan well to develop the quality and governance of shared services.
2. **The lack of basic requirements for optimal use of the electronic systems available for shared services**, such as the weak technical infrastructure, and the lack of competencies among government agencies benefiting from these services to benefit from them in planning and implementation processes and facilitating procedures. This affects the speed of response to meet the needs of the beneficiaries, and ensures the process of monitoring and evaluation on a regular basis, in a manner that helps improve performance and development. Moreover, in the event that technical systems exist, not all government agencies are committed to using them optimally.
3. **Involving all stakeholders in shared services.** In a number of existing shared services, some stakeholders are not involved, whether in the design or the evaluation, which leads to confusion in understanding their needs, and thus providing shared services that do not meet the needs and do not achieve the level of quality required of these services.
4. **Inadequate institutional and individual competencies to provide shared services at the level of the government as a whole**, as shared services require the availability of technical capacities to deal with their systems, the coordination capacity among the various agencies, and understanding the different and diverse needs of government agencies.
5. **Instability and constant change in the management of government agencies that provide shared services**, which led to the inability to implement the established plans, and to institutionalize shared services and achieve their goals in the long term.
6. **The general impression of shared services.** Some recipients of shared services believe that shared services have increased the complexity and centralization of their provision due to the presence of a new administrative level instead of obtaining them in a simple, decentralized and easy-to-communicate manner.
7. **The lack of necessary data**, including the data required to calculate the costs resulting from converting support services to shared services, and the return from implementing this, which led to a lack of confidence in the ability of government agencies that provide shared services to achieve a balance between benefit and cost or to rationalize expenditures.
8. **The high cost of support services, and the varying level of quality in providing them**, as government agencies carry out the same operations in the same way internally and repeatedly, such as training, payroll management, information technology, etc., which results in an increase in the cost on the budget of these agencies and the budget of the state as a whole, and an increase in the number of employees. The quality of service



provision varies for several reasons, including: the lack of specific standards or specifications that all government agencies follow when providing services, which affects the performance of government agencies and the users. There is also a difference in the competencies of the employees providing these services and attention given to them based on the management of those agencies, which results in frustration and a decline in their level of satisfaction.

9. **The lack of a one-stop government culture through which resources are unified and optimally utilized**, which prevented thinking in an institutionalized or planned manner in terms of transferring recurring operations in government agencies to one entity that provides them in the form of shared services, in addition to the fear of losing some powers and the presence of a struggle for power.
10. **The lack of data and information necessary to provide support services at the state level to assist in planning this approach**, such as the number of transactions executed

internally, the time taken to provide them, or the number of employees performing the same recurring services in government agencies. Also, there are no studies of previous experiences of providing shared services such as procurement and inventory management, public finances or information technology, and there is no scientific analysis of the feasibility achieved from these services and their impact on rationalizing expenditures or raising their quality after they have become shared, or even raising the skills of service providers and others.

11. **Fragmentation of management efforts in government agencies and failure to utilize the available resources with the required efficiency and effectiveness**, as the support services implemented internally by the entities require additional effort from the managers instead of focusing on their work and the main tasks of the entities they manage. In addition, support services require assigning allocations within the budgets of those agencies and assigning employees to provide these services.





THE FRAMEWORK

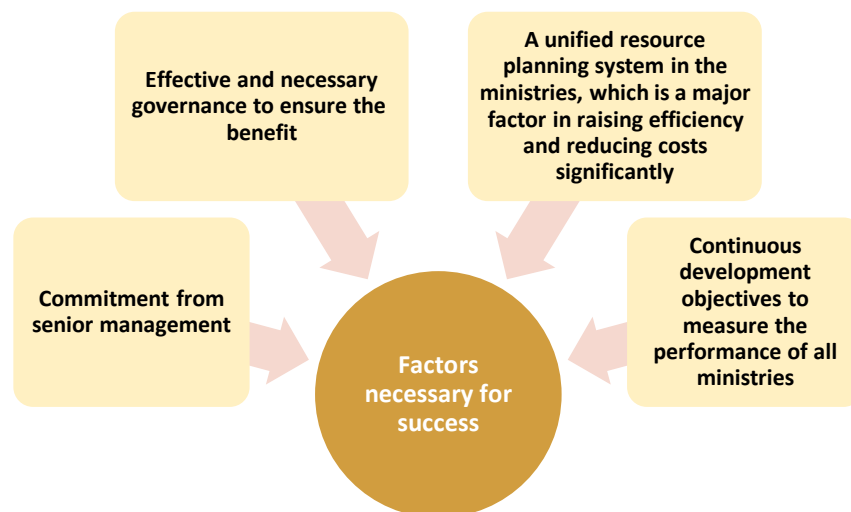
In order to discover what Jordan has achieved in the field of shared services, and to compare that with successful experiences in the field of shared services implemented in developed countries, various work models for providing shared services were studied globally, and meetings were held with various parties to assess the status of existing shared services. Accordingly, the support services that can be converted into shared services and the foundations that should be relied upon when designing and implementing new shared services or when reviewing and developing shared services have been identified, and the proposed operational model for shared services was developed, which achieves the aspiration of reaching an “agile, consistent and automated government procedures that achieve integration, accelerate digitalization, and support smart management and efficient expenditure.” Accordingly, the

drivers of change influencing the existing shared services were identified, while moving forward into new areas of shared services.

The proposed operational model includes a framework for the governance of shared services, and defines the methodology and scope of work. Accordingly, two strategic objectives were identified and the initiatives to be implemented to reach these objectives were set, with an indication of the factors that must be available for success. The specific strategic objectives focused on:

- Enabling and enhancing existing shared services.
- Designing and planning new shared services, which are implemented to achieve the desired objectives.





Based on the foregoing, and in order to realize the aspiration, **two strategic objectives** were set to be achieved over a period of four years, namely:

1. Enabling government agencies with existing shared services to provide flexibility, raise the level of quality, improve user satisfaction, and achieve cost reduction.
2. Providing new support shared services in the public sector that create value, are flexible, standardize procedures and reduce costs.

Shared services operational model:

Transforming any support services into shared services is based on a number of pillars that must be identified in order to build the operational model for these services, including the implementation approach, scope of work, structure, identifying the level of service, and the relationship with the users of the shared service. The following is an explanation of these pillars:

Factors affecting the choice of operational model for shared services



Implementation approach:

The approach of the government in implementing shared services can be either top-down or bottom-up:

- **top-down Implementation:** The use of the entity providing the shared service is compulsory, and employees working on the shared services to be converted are transferred, taking into account the relevant legislation. The advantage of this approach is that it can be implemented in phases and has a clear separation of roles and responsibilities. However, resistance to change can be high and entities may not be ready to transfer tasks to places where shared services are provided.
- **bottom-up implementation:** the use of the entity providing the shared service is voluntary and not compulsory, and the shared services management must involve all stakeholders and agree with them on providing shared services according to their needs and the agreed fees. This requires an amendment in legislation and providing incentives for government agencies to deal with the entity that provides the shared service, and for employees to move and work with the entity that provides the shared service.



Design and Implementation

The process of design and then implementation is one of the most important stages in the process of transitioning to shared services. At this stage, the following are determined:

The scope of work

Most shared services centers began to have payroll and accounting issues, along with numerous human resource management related issues, although fleet and payroll management has consistently been the most effective. Most countries have established an independent shared services center for specialized technical services. And some countries have also established a shared services center for procurement. The scope of work depends on the extent of the effort saved and the effectiveness achieved from that. Small and medium enterprises have attached great importance to the system of shared services, as the positive results achieved from this experience have been proven, according to global experiences. **The scope of work depends mainly on** the number of transactions that achieve a large economic volume and save in the number of employees so they make optimal use of their time, etc. Here are a number of successful examples of shared services around the world:

- Financial affairs: general ledger, accounts payable, budgeting, accounting/budget execution, financial management and treasury management.
- Human resources: payroll processing, personnel administration, quality training, recruitment process and employee selection, compensation and records.
- Information services: IT infrastructure management, analysis and design, development and maintenance of systems and applications, statistics, digital libraries and archives.
- Logistics management: asset and fleet strategy and management, procurement, acquiring, selling and leasing real estate/vehicle fleet, property preservation and maintenance.
- Procurement operations: property preservation and maintenance, standardizing procurement and managing suppliers.
- Customer service: call centers, permanently solving service problems, and answering inquiries.



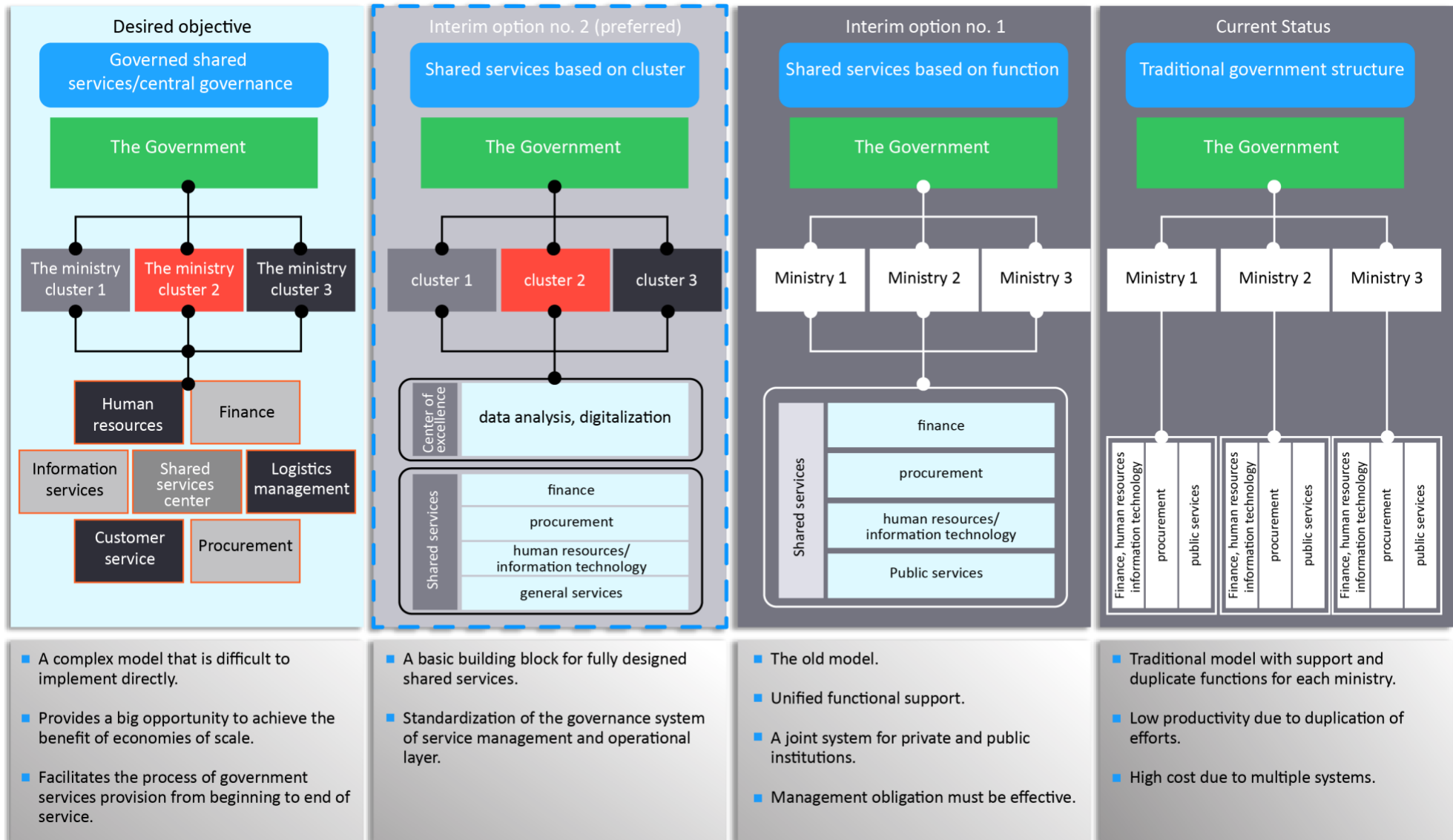
Government Agencies	 Central Shared Services	Ideal Operations for Shared Services	Description
		Financial affairs	- Accounting/budget execution - Financial management and treasury management - General ledger Accounts payable Budgeting
		Human resources	- Recruitment process and employee selection - Compensation Records Payroll processing - Personnel administration Quality training
		Information services	- Statistics IT infrastructure management - Digital libraries and archives Analysis and design, development and maintenance of systems and applications
		Logistics management	- Asset and fleet strategy, management and procurement - Real estate/vehicle fleet acquisition, sale and leasing - Property preservation and maintenance
		Procurement operations	- Centralization and automation of procurement processes - Standardizing procurement and managing suppliers
		Customer service	- Call centers Permanently solving service problems - Answering inquiries Improving the customers experience and strengthening the relationship with them

The Structure:

The shared services structure can be designed as an independent center for shared services or in partnership with the private sector, or as a unit within specific ministries based on functions (Ministry of Finance, Ministry of Transport, etc.). It can also be a body or a unit within a group of government agencies that are linked together in a certain objective, sector or theme (clusters such as: business environment or health), based on the structuring recommendations report as per the following figure. Shared services may also be provided digitally or in traditional ways until the entity providing the shared service is enabled to carry out its tasks. Moreover, in order for the entity providing shared services to present the expected quality, its decisions must be governed through a board or steering committee that includes representatives of government agencies from service recipients to directly communicate their requirements and expected standards for shared services.



- Transitioning from the traditional operational model to a modern shared services model that uses accurate evaluation and through which wise decisions are made that are in line with the overall strategy.



Implementation

Governments are implementing the transition to shared services through two basic approaches: gradual implementation, or immediate implementation. In both approaches, it is important to have the constant political commitment and management support to the shared service provider. The approach to implementation is chosen by weighing the positive and negative aspects of each approach, and in accordance with the approach and general directions of the government. The key dimensions of the two approaches can be summarized as follows:

- **Gradual implementation:** It is the gradual transfer of shared services to the service provider in a way that allows it to learn through implementation, and then improve based on the lessons learned when transferring new shared services. Among the advantages of this approach is dealing with challenges promptly, responding to them, and avoiding them in the remaining shared services, and the possibility of managing change smoothly with continuous improvement of the quality of the shared services provided. However, among the disadvantages of gradual implementation is that there are several risks related to the failure of the government to complete the transfer of all services as planned, which affects the economic value of the transfer, in addition to the possibility of increasing resistance to change with time. The progress of the implementation process may be very slow, which increases the chance of resistance, as well as the possibility of halting the process of change altogether. Furthermore, frequent government changes may affect the gradual implementation of the roadmap.
- **Immediate implementation:** This approach means immediate implementation of the process of transforming support services into shared services. Therefore, there will be no time for change or failure to implement, which requires that the shared service provider or shared service center deal with the actual situation and learn quickly, it also means that employees must accept their new status as shared services employees, and government agencies that use the service must cooperate to obtain the service with the required quality and time while achieving service efficiency. As for the drawbacks to this approach, it is the big resistance to change from the beginning, which may hinder the progress in the implementation of shared services.

Determining the level of service and the relationship with users of the shared service

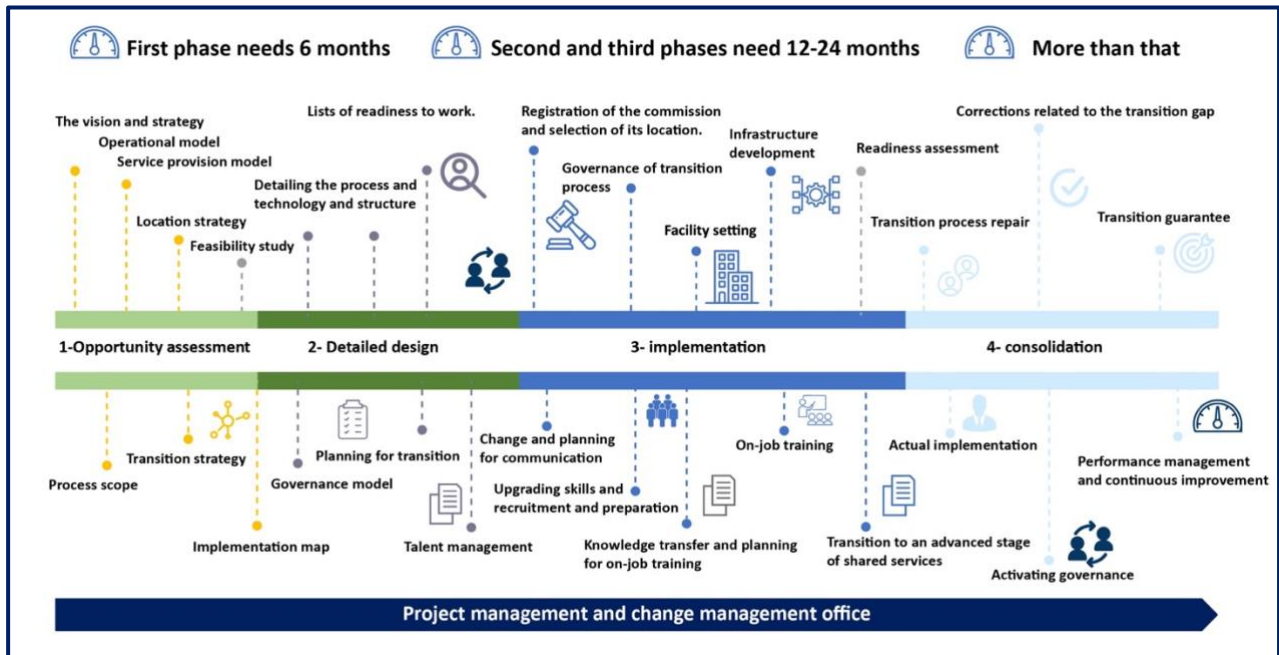
The entities providing the shared service must determine the level of service and the relationship with the government agencies using the shared service by setting agreements for performance levels between them and the entity using the service, and specifying the quantitative and qualitative indicators to monitor the level of performance in accordance with these agreements.

Moreover, the shared service provider looks into opportunities for cooperation with the private sector in its various forms, including outsourcing the provision of shared services such as renting vehicles as requested by government agencies based on detailed feasibility studies comparing the provision of shared services by the government agency providing the service, or through a partner from the private sector with control over the level of services provided.

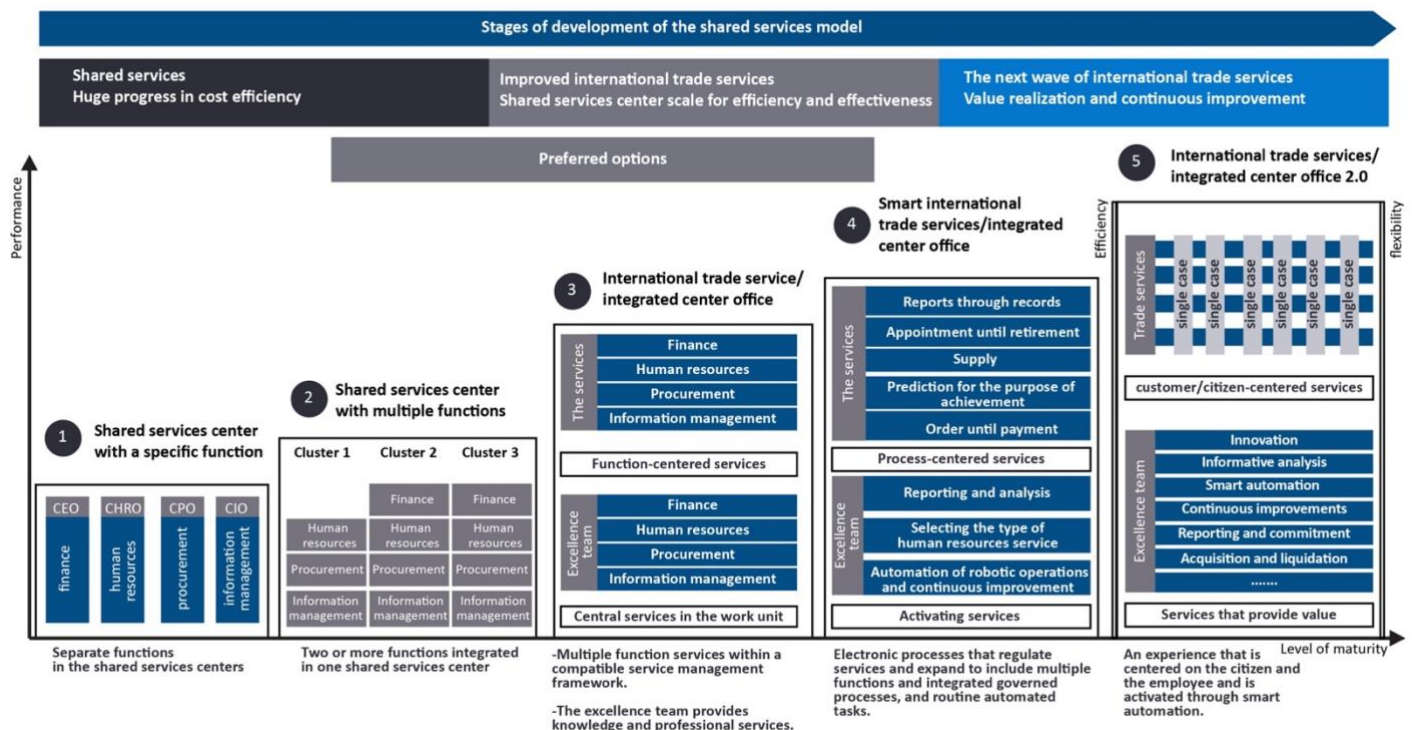


The Roadmap

For the purposes of implementation, a detailed roadmap has been developed that leads the process of change when following what is shown in the figure below.



The shared services model continues to evolve towards digital transformation, and the figure below shows the development of the level of maturity from separate services to multi-functional shared services that reduce costs, and then to – world class - shared services through an integrated shared services center that is designed according to the needs of the customer, and ultimately delivering smart integrated shared services from start to end that realize value and are constantly improved.



ASPIRATIONS, STRATEGIC OBJECTIVES AND INITIATIVES

STRATEGIC ASPIRATION

Agile, consistent, and automated government procedures that achieve integration, accelerate digitalization, and support smart management and efficient expenditure.

The main steps for designing and managing shared services are as follows:

- Identifying existing and new shared functions.
- Evaluating existing shared services for continuous learning and improvement.
- Enabling existing shared services/related functions.
- Identifying the requirements (technical, infrastructure, administrative and human requirements).
- Targeting specific areas as a start for new services.
- Designing the work model.

Based on the foregoing, and in order to realize the aspiration, **two strategic objectives** were set to be achieved over a period of four years, namely:

1. Enabling government agencies with existing shared services to provide flexibility, raise the level of quality, improve user satisfaction, and achieve cost reduction.
2. Providing new support shared services in the public sector that create value, are flexible, standardize procedures and reduce costs.

First strategic objective

Enabling government agencies with existing shared services to provide flexibility, raise the level of quality, improve user satisfaction, and achieve cost reduction.

According to the analysis of the current situation, and future directions to expand the provision of shared services, it is important to work on improving and developing the existing shared services, so that the challenges facing them and preventing the provision of these services with the required quality, efficiency and effectiveness are dealt with. This requires taking a number of key steps, including designing and developing a governance model and an operational model for managing shared services, and supporting them with binding legislation that helps them carry out the tasks and achieve the desired goals, the most

important of which is reducing costs, simplifying procedures, and raising the efficiency of shared services providers.

Moreover, the responsible entity is entrusted with managing and developing shared services, examining the operational model of the existing services mentioned above, and carrying out a comprehensive assessment that results in a main action plan that shows the most important requirements for improvement and development, including the required infrastructure and technology, redesigning operations, human resources, and the necessary



capacity building programs, monitoring and improvement and development of performance and service provision alternatives, including outsourcing and partnership with the private sector, and selecting the optimal alternative according to the desired objectives. It is necessary that this be in line with the digital transformation strategy, because the automation of administrative systems and technical infrastructure plays a vital role in providing shared services with the required quality, efficiency and effectiveness.

The existing shared services are an important source of lessons learned that must be taken into account before expanding with new services. The design process for new shared services must include mechanisms and procedures to deal with the challenges that arose in the previous implementation of existing shared services. So that they are avoided and addressed at the design stage and prior to implementation. In addition to the above, it is key to define and announce the results achieved in this field, in order to reduce the impact of resistance to change, and to pave the way for new services.

INITIATIVES AND TIMEFRAME FOR EXPECTED OUTPUTS

	2022	2023	2024	2025
Expected Outputs	Assessing and modernizing operational models for government agencies with existing shared services and their governance frameworks to enhance their capabilities, and develop and activate the comprehensive implementation of services and their quality standards in partnership with all relevant stakeholders including government agencies, the private sector and others, with a focus on reducing costs, simplifying procedures, and raising the efficiency of shared services providers, while choosing the best alternatives in modernizing and implementing these services.	Full implementation of approved developmental legislation, policies, action plans, and competency raising programs to develop existing shared services, and implementation of any proposed amendments to the structure of government agencies with existing shared services, and signing performance agreements according to the quality standards and the provision of the necessary infrastructure and budgets to carry out their work accordingly, and starting to implement the digital transformation strategy for the existing shared services.	Evaluating the costs, benefits and extent of completion in the development plans and digital transformation strategy of government agencies with existing shared services to ensure the full and effective implementation of the required improvements to existing shared services, and drafting new policies to utilize future technology and any new innovations and non-traditional methods in the field of existing shared services provision and the future functions of these services.	Endorsing new policies to utilize future technology and any new innovations and unconventional methods in the field of existing shared services provision, and implementing restructuring processes for government agencies and existing jobs in accordance with the requirements of future trends in this field, with continuous review, evaluation and improvement based on the outcomes of implementing the operational model, policies and procedures applied and their impact on developing services and learning from the lessons learned.



Second strategic objective:

Identifying and designing new shared services in the public sector that create value, are flexible, standardize procedures, and reduce costs.

To provide new shared services, focus should be placed on expanding the scope of shared services by increasing the beneficiaries of those services (increasing the number of entities participating in the service/increasing the sectors participating in the service) or adding a new shared service. The expansion of shared services requires defining the scope of work according to priorities in line with the digital transformation strategy, to ensure that the necessary technical infrastructure is provided to support the work of the entities that will provide the shared service. As a first step, feasibility studies must be carried out when making the decision to proceed with the transition to shared services, and scenarios must be identified for how to implement them to balance cost and benefit through:

1. Identifying three to five support services to be transformed into shared services.
2. Identifying the shared services scope of work.
3. Identifying the appropriate structure scenarios for shared services with a cost-benefit analysis.
4. Identifying the parties that will be affected by change and analyzing them to develop change management plans.

5. Suggesting implementation mechanisms with a specific roadmap to start implementation.
6. Starting to garner support and advocacy.

Furthermore, the governance model for these services must be identified, which includes legislation and policies that govern the management and development of shared services, performance monitoring, and the operational model, including:

- Alternatives to service provision, which include partnership with the private sector in its various forms, such as outsourcing and others.
- Performance standards that govern those services.
- The resources required to provide those services efficiently and effectively.

Also, it is important to focus on the fact that monitoring the performance of shared services is an essential step in the process of managing them, and this requires monitoring operational plans and measuring indicators in accordance with agreed service standards, and taking corrective measures, if necessary, to ensure that the implementation achieves the desired results.



INITIATIVES AND TIMEFRAME FOR EXPECTED OUTPUTS

	2022	2023	2024	2025
Expected Outputs	Identifying new shared government services in three to five specific areas of work (large ministries, sectors) with feasibility studies that include different alternatives in designing and implementing these services, and proposing governance structures and operational models for each of them, and detailed action plans for their management, and identifying management, legislation, policies, technical, human and financial resources necessary for their operation, performance standards and services, competencies required for their development, and risks that may hinder their work in accordance with appropriate international best practices.	Endorsing legislation and policies for new shared government services in accordance with the governance structures and operational models established for each of them, and implementing them according to the timeline in the detailed action plans for managing them and providing the necessary technical, human and financial resources for their operation, and signing service performance agreements with the launch of the digital transformation strategy for the new shared services, and benefiting from the lessons learned from the existing shared services and launching plans for change to deal with all relevant stakeholders influenced by the new shared services.	Monitoring the implementation of the operational work plans and change plans for the new shared services, and taking the necessary measures to enhance them with the implementation of the digital transformation strategy for the new shared services, and measuring the performance of the services in accordance with the signed performance agreements.	Assessing the effectiveness and feasibility of expenditure on these new shared services provided, and taking the necessary measures to enhance them, and launching three to five work areas for new shared services, their governance frameworks, feasibility, and operational models, while identifying the digital transformation strategy for new shared services to adopt future technology and any new innovations and non-traditional methods in the field of new shared services provision, with continuous review, evaluation and improvement based on the outcomes of implementing the operational model, policies and procedures applied and their impact on developing services and learning from the lessons learned.



Committee recommendations for shared services proposals in the short term:

First: Beginning to empower government agencies that currently provide shared services (existing ones) by empowering them with qualified individuals and clear, simplified procedures based on the needs of recipients from other government agencies, while searching in parallel for opportunities to provide new shared services, and by learning from successful experiences of existing shared services after strengthening, enhancing and enabling them. Viable areas of shared services can be launched in the form of clusters according to the suggested and preferred structure mentioned above, to achieve maximum benefit from this work model.

Second: The principle of shared services can be applied to the following services to achieve the desired objectives:

- Payrolls: Centralization of the payrolls at the Ministry of Finance as a sub-unit after linking the government financial information management system with the human resources management system.
- Training: The Institute of Public Administration can remain independent, but a change must be made to the institute to host some of the fifteen training centers within the government. The institute can also start hosting online training courses designed by the various ministries.
- Maintenance of government vehicles: Integration of some services for ministries and smaller departments (which have less than 100 employees or those that do not have field work visits) such as maintenance.
- Media/gatekeeping: Unifying the services provided by media commissions (editing, photographing, etc.)/gatekeeping services.
- IT support services: Studying the possibility of uniting call centers and technical support offices and providing various technical tools for communication such as CHATBOT.
- Legal affairs: Expanding the scope of work of the Legislation and Opinion Bureau to include the Shared Services Unit for Legal Affairs and Consultations.

