

INSTITUTIONAL STRUCTURAL REFORM BY IMPLEMENTING THE DIGITAL GOVERNANCE

INTRODUCTION

The role of public administration is essential to put society on the targeted path of development; it is one of the main organizational pillars for the provision of services and public goods to citizens who are characterized by varied and constantly increasing needs and interact in a complex and changing environment, which directly affects the requirements of development. The role of government officials is rapidly evolving, parallel with the needs and demands of citizens, thus affecting the ability of governments and institutions to design and implement policies; government officials face many issues and challenges considering the political, social and economic factors that affect both the public and private sectors. In addition, issues such as public budgets, whether contracts for products and services are under government authority or have been privatized, the level of transparency, the effectiveness of citizen participation in designing and developing policies are all affected, as legislative institutions and their leadership are among the most important official actors. Many public policies, organizations and institutions still operate according to traditional strategies and mechanisms. Change is needed to build effective capacities capable of providing the services that societies expect from the public sector.

SUMMARY

The structural reform strategy is a major driver for modernizing and developing the work system of institutions and raising their abilities for resilience and flexibility in facing local and international challenges and variables to achieve the sustainable development goals. In this context, the study presents the broad features of the components of structural reform as a major driver towards sustainable development with a global perspective to meet the requirements of sustainable development, as an evolution of the New Public Management perspective as a model for administrative reform. This paper deals with contemporary trends in public administration towards structural reform of institutions and digital governance to face local and international changes and challenges, which look to contribute to achieving sustainable development.

Keywords: structural reform; digital governance; sustainable development; digital advocacy.

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MATERIALS AND METHODS

The new public administration

The subject of structural reform of institutions and the related variables and dimensions raises various research questions, the most important of which are as follows:

1. What are the most important factors affecting the development of the concept and strategies of public administration?
2. Do structural reform mechanisms contribute to achieving sustainable development goals?
3. What are the main aims and axes of institutional structural reform?
4. What is the relationship between structural reform and the establishment of digital governance?
5. What are the governing and supporting factors for the success of the structural reform process?
6. Does digitization affect the effectiveness of civic participation and the adoption of more flexible institutional mechanisms?

During the last four decades, the public sector has been reconfigured through structural reforms under the umbrella of New Public Administration Theory (10, 214; 15, 87), through which the traditional concept and hierarchical authority of public administration has been replaced by the concept of results-based management since the late seventies (9, 29; 1, 216), or the marketization of State. The new public administration revolves around two main axes when applying the practices of the private sector in the work system. The first relate to all functions within the institution, and the second is related to the institution's interactions in the external environment, as public institutions are quasi-

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markets. Despite studies on the impact of the concept of reform, according to the new public administration model, it affects the quality and effectiveness of the public services system, and we still have a limited understanding of its impact, which may differ from one field to another. There are many institutional factors that influence the outcome of reform processes, including state capacity, level of quality and efficiency of the bureaucracy; accountability mechanisms; transparency rules and characteristics of general managers and employees, including gender representation and experience in the private sector (11, 117-119).

The new public administration is also influenced by administrative and political culture—that is, trends. The con-

cept of management for the new general has tended to strive for efficiency and effectiveness and measure success based on outputs instead of inputs and operations as was the traditional concepts of performance measurement mechanisms (4, 29). In addition, many of the mechanisms of the work system have been changed, the most important of which are: competitiveness in the distribution of services between the public and private sectors; incentives for public officials; and classification of structures into smaller implementing agencies based on specialization and division of labor. The European Commission advocates an economic strategy based on fiscal responsibility, investment and structural reforms in order to promote growth and create more jobs. Structural reforms address obstacles to the primary drivers of growth by liberalizing labor markets, products and services, thus encouraging job creation and investment and improving productivity. It is designed to enhance the economy's competitiveness, growth potential and adaptability (7, 18-20).

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The World Bank 2020 surveys indicate that mistrust and corruption in government continues to prevent many countries from achieving the desired social and economic development, efforts to enhance the independence of official institutions entrusted with activating accountability, applying relevant international standards, enhancing transparency and public participation are essential to enhancing the state's capacity and effectiveness in providing the best vital services to the people (21, 56).

The United Nations also emphasized that institutional reforms are necessary to achieve the sustainable development goals, which stressed that effectiveness and accountability are essential pillars for achieving them. Without modernizing concepts and mechanisms of public administration to adapt to changing and increasing needs, achieving a better future for all will be impossible. Then, in the absence of effective management, governments will be powerless, and therefore sustainable development will not be achieved. Therefore, countries must have a new vision to prepare their institutions and public administration to achieve the goals of sustainable development and develop their performance to achieve more effectiveness, transparency, accountability, and inclusiveness (20, 61-62).

As for the relationship of digital governance and the effectiveness of institutions and their ability to achieve development requirements, good governance requires, among other things, the issuance of correct decisions based on information, data, and knowledge, and converting this infor-

mation into digital form and making it available on a network accessible to all individuals paves the way for governance digital or e-governance. Hence, digital governance ensures enhancing citizen participation and influencing decision-making processes, as the citizen is no longer a recipient of the services provided only to him/her, but can proactively identify the types and standards of services he/she wants.

Objectives and importance of the study

Given the rapid and intertwined political, social, economic and technological changes that societies are witnessing, and the direct impact on the effectiveness of public administration as one of the most important organizational pillars for providing services and vital needs of the citizen, which are often exposed to risk in the face of drastic changes, there has become an urgent need to adopt new concepts and mechanisms to raise the capacity and effectiveness of government institutions in order to play their role in achieving comprehensive development requirements.

The subject of the study belongs to the interrelated issues related to the structural reform process of institutions to contribute to achieving sustainable development. Achieving the sustainability of comprehensive development depends, in large part, on the development of a new concept of effective and rational management, which is Digital Governance through the concept of Institutional Structural Reform.

The research problem was addressed, and the study hypothesis tested through a case study and the application of the systems analysis approach that focuses on the structural reform program of the Egyptian Ministry of Tourism that took place in November 2018. This tool is characterized by its ability to test a specific political phenomenon in a country, through which the relevant theories can be reviewed, and new theories can be made. It also contributes to deepening knowledge of a country and analyzing the causes of a specific phenomenon in it and its historical and political background, which is a rich and important source of ideas and information in the field of comparative systemic studies (14, 316-318).

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The systems analysis approach is also used to analyze the impact of structural reform on contributing to achieving sustainable development and the interaction of intertwined elements and variables in the change process, as this approach is characterized by the study of complex phenomena and variables with intertwined relationships (16,

186). The study is based on the systems analysis model according to David Easton. The system here is considered as a group of elements that are functionally linked together in an orderly manner, including interaction and mutual dependence, that is, a change in one element or part affects the rest of the other elements (12, 107).

The study also shows the impact of the reform process on the development of digital governance, in which the digital infrastructure, pluralism of companies and work culture play an important role to activate it and raise its efficiency in interacting with the digital citizen through the smart participation platform it establishes to support civic participation aimed at citizen satisfaction with public policies. Achieving development requirements at the economic, social, environmental and administrative levels.

FACTORS AFFECTING NEW TRENDS IN PUBLIC ADMINISTRATION

First - the political climate

The field of public administration is seeing an evolving change due to the rapid change of the general climate, which will have an impact on the nature of this field. Some of these global trends include political climate change, especially as the field of public administration is influenced by sociology, economics, business, political science, and other fields to build strong and sustainable societies. Public officials always identify the needs of society, examine available resources and assets, and make investments a priority to support infrastructure and economic development. *Uncertainty about resources is among the challenges facing societal development.* Uncertainty about resources is among the challenges facing societal development, due to changes in the political climate (13, 369-371). In fact, public officials are tasked with ensuring that the resources they can obtain are managed efficiently and effectively, and one of the most important requirements in today's field of public administration is that the public servant be proficient in the use of technology, communication, global vision, and effectiveness.

Second - the public health policy

There are changes in public health policy that will affect public administration strategies. Many of the factors that affect health are external to the healthcare sector such as the

development of sewage systems and building codes so that people have access to clean water and safe homes that have a positive impact on the health and well-being of citizens. There is an urgent need to review health policies, especially with regard to preventive medicine, and includes dealing with health pandemics, such as; Corona epidemic, opening the debate about the link between the strength of the health system and the spread of epidemics, the need to establish a comprehensive health insurance system, and the establishment of well-equipped basic health units.

Third - technology and digitization

Technology and digitization are in constant progress. Emerging technologies have a significant impact on how governments and organizations interact with citizens. Existing software and hardware allow government officials to better access and analyze data, study trends, learn about best practices around the world, develop policies and take actions that modernize and organize work mechanisms and provide more transparency for stakeholders. Digitization has also lowered operating costs for enterprises as fewer physical resources are needed, such as paper and file storage facilities for information acquisition and storage, computing and smartphone systems have become more compact and energy efficient. It also provided the opportunity for remote communication and management between work teams locally and internationally, between departments and their leadership, between institutions and each other, especially between institutions, the public and addressing problems when they arise, and providing services.

However, it should be noted that with the advancement of technology, the need to protect confidential and personal information has become a necessity, especially with the continuing development of programs designed to penetrate computing servers to steal confidential or personal data. Today's public officials must remain vigilant, and modern systems are in place to ensure that information remains secure and public trust is maintained. This advanced technology has led to the emergence of grassroots digital advocacy, which has become a global trend in this changing climate. Technology has changed the way news is transmitted, how organizations interact with the public and how elected bodies respond to proposed legislation at all levels of government; technology and social media have become a means to advocate for change. In seconds, messages can reach millions of

people to mobilize and take action on critical social issues. Environmental issues, human rights abuses, international agreements and other topics that were previously isolated from many countries are now global concerns, governments and their policies face scrutiny, not only from their own citizens, but also from the international community. Therefore, it must act now from a global perspective in order to achieve national goals, in addition to the fact that social media also has a dramatic impact on the field of public administration. It enabled citizens and leaders to express their opinions, communicate with a wide range of audiences, and make important information available to the public directly. On the other hand, it should be noted that these platforms can provide an opportunity for disaffected or dissatisfied people to share their disdain for government or regulatory actions, or to spread misinformation that can hinder the adoption and implementation of important initiatives that can benefit their communities (1, 263-265).

Fourth - sustainable development goals

The principle of sustainability has become a major requirement in the comprehensive development process at the global level, and then the sustainable development goals have become a basic pillar in drawing public administration strategies, and it consists of seventeen objectives as follows (20, 45-46):

1. Eliminate poverty
2. Zero Hunger
3. Good health and well-being
4. Good education
5. Gender equality
6. Clean water
7. Affordable clean energy
8. Decent work and economic growth
9. Industry, innovation and infrastructure
10. Reducing inequalities
11. Sustainable Cities and Communities
12. Responsible consumption and production
13. Anticipating Climate Change
14. Aquatic life
15. Life on Earth
16. Peace, justice and strong institutions
17. Partnerships to achieve goals

Since the SDGs are integrated, the results in any field are affected by other areas, also aims to achieve a balance between the sustainability of social, economic and environmental development. Besides, it seeks towards the integration of marginalized groups and the worthiest of care and the elimination of many problems and general issues that affect all aspects of life. This includes extreme poverty, hunger, epidemics and discrimination against women, and in order to achieve these ambitious goals, knowledge, creativity, technology and financial resources have become essential pillars. This requires adopting the concept of structural reform of institutions, on top of which is the trend towards human development and empowering women and pushing them to senior management as a primary driver of institutional reform. It is related to goal No. 16, which is based on the pursuit of promoting peaceful and inclusive societies to achieve sustainable development, achieve justice for all, and build effective and accountable institutions at all levels that include all segments of society.

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Without peace, stability, human rights, and effective governance, based on the rule of law - we cannot hope for sustainable development. Reform also requires a real partnership between the government, the private sector, civil society, and citizens, which contributes to achieving goal No. 17 of the Sustainable Development Goals, which seeks to strengthen the establishment and activation of international partnerships in order to achieve sustainable development. The world today is more interconnected than ever before. Improving access to technology and knowledge is an important way to exchange ideas and promote innovation. This goal also includes policy coordination to help developing countries manage their debt, as well as encourage investment (20, 51). Therefore, the sustainable development goals come as a major driver for the development of the New Public Management NPM model, which is one of the models that countries resorted to in the 1980s to implement administrative reform in the public sector and make it more modern as a result of changes, including the spread of democracy.

STRUCTURAL REFORM AS A NEW DIRECTION IN PUBLIC ADMINISTRATION POLICIES

Global crises have prompted government officials to continuously develop policies to achieve public interests that include all areas, from using renewable energy sources to re-

ducing opportunities for government corruption. The emergence of new global issues, such as climate change, has created new challenges in public administration. Many of the decision-making engines are now global and require integration with national interests, which puts the responsibility on public officials and the development of mechanisms that will meet the requirements of development with a global perspective without compromising the needs of future generations. For example, with constant changes in public policy priorities, government officials must assess the urgency of addressing environmental concerns; here, it must also be emphasized that the thought and vision of administrative leaders play an important role in placing the principle of sustainability at the forefront of public policy priorities. Innovation is needed in the field of public administration, as technology has already become one of the main pillars necessary to achieve development, as it has become an important element in all aspects of life. In addition, we must remember that most of the economies in which the Global Innovation Index has risen have benefited strongly from its integration into Global Value Chains and Innovation Networks (8, 142-145).

China, Vietnam, India, and the Philippines are clear examples of this. In the framework of the Global Innovation Index, 2020, the importance of moving towards the principle of multilateralism and the importance of international partnerships in the field of scientific research, industry, services and encouraging foreign investments, which is consistent with the sustainable development goal No. 17, must be confirmed (2, 57-59).

The public sector needs to gain the ability to adapt to the technological development that has proven its importance in times of crisis during the COVID-19 pandemic. The increasing prevalence of digital technology is already blurring the barriers between the virtual world and the physical world. In fact, public officials face the challenges posed by the new global trends by adopting and implementing new thinking and visions in the field of public administration in relation to governance, leadership styles, planning, performance measurement and evaluation, focus on citizen service, structural reform, e-government, service delivery, innovation, professional ethics, and transparency. In the face of these global challenges and trends, and in the context of the pursuit of sustainable development goals, it is imperative to review the traditional concepts and mechanisms of public administration to integrate and establish new visions, ideas and trends with inter-

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national standards and a national vision towards raising the efficiency, effectiveness and contribution of institutions to the sustainability of the development wheel. It must also work to promote the development of healthy and integrated societies and support the cohesion of the state in the face of any danger or threat (18, 47).

Hence, there is an urgent need to adopt the concept of Institutional Structural Reform (ISR), which targets the following (5, 98):

- Integrating sustainable development goals into the concept of public administration and institutional strategies.
- Keeping abreast of international changes and trends in public administration.
- International competitiveness.
- Eliminate corruption.
- Achieving transparency, and accountability.
- Contribute to comprehensive development
- Contribute to the support of Institutional homogeneity, which is one of the main pillars to preserve the state in the face of radical crises.
- Raising the efficiency of the administrative apparatus.
- Citizen satisfaction with public services.

THE MAIN AXES OF INSTITUTIONAL STRUCTURAL REFORM

Institutional Reform

There is a need to update the organizational structure to effectively implement a new vision of structural reform, and to develop and modernize the work system to contribute to the development of efficiency and effectiveness to achieve development goals in various sectors; this requires the following:

- Reviewing the organizational structure and job analysis to achieve flexibility, effectiveness and documentation of work systems within institutions.
- Using digital technology in human resources management systems (HRIS).
- Establishing objective documented and announced mechanisms for evaluation and follow-up following international quality assurance standards.
- Empowering distinguished cadres, especially young men and women, to occupy leadership positions.

- Preparing intensive training programs to develop technical and administrative capabilities within the institutions.
- Modernization of digital infrastructure, including networks, hardware and software.

Multilateralism

The multilateralism of development partners is an essential pillar for achieving the sustainable development goals. There are two dimensions to this concept, the first relates to the partnership between the government, civil society and the private sector. Smart Ecosystems must be implemented, according to which governments work to increase the partnership between the public and private sectors and civil society to solve societal issues. Such as, health care, mobility, education and workforce development. These ecosystems benefit from the collective intelligence of the private sector, emerging technology companies, the academic field, research centers, thought and citizens (17, 65-67). As for the second dimension, it is partnerships with international institutions to transfer expertise to contribute to the reform process, especially through obtaining educational and training grants and increasing competitiveness on the one hand and supporting investment on the other hand.

Management by initiative

Effective leadership is a key driver of innovation and sustainability (13, 26-27), as the structural reform process needs to be addressed to what we call it Management by Initiative (MBI). The role of management should not stop at improvement, even if it affects all variables, because it is limited in its scope and goals. However, it should lead to the acceleration of putting forward and implementing an idea or a mechanism with the aim of interwoven positive change, dealing with the stagnation of the current situation and the difficulty of its transformation into an appropriate and motivating situation.

Management by initiative means that the function of management does not stop at implementation or follow-up but extends to presenting effective and favorable initiatives and then coordinating between the various state agencies to find harmony between them in responding to the demands of change. The structural reform process requires, first of

all, an initiative with a national administrative thought that is not only effective and rational, but it is also characterized by risk, creativity and predictability, bearing in mind that achieving the requirements of development and competitiveness represents a national goal to break free from the chain of dependence on major countries, and clearly contribute to achieving sustainable development (3, 192).

Inclusive Management

Institutions are moving towards the concept of inclusion in management, in particular youth and women groups, and empowering them to assume leadership positions, which confirms the importance of the role of youth and women in society and the necessity of their participation in all areas to achieve comprehensive development.

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There is no doubt that structural reform requires new thinking, the ability to be creative, take risks, and empower young people in leadership positions. This effectively contributes to the government's success in experimenting with digital transformation, keeping pace with modern technology, using the latest management systems, and solving public issues through innovative ideas and initiatives. There is also a global trend towards promoting women's participation and supporting Gender Mainstreaming to set up the principle of meritocracy in management and to achieve the principle of equality, and studies have proven that women's economic empowerment contributes to a significant increase in gross domestic product rates.

Digital governance

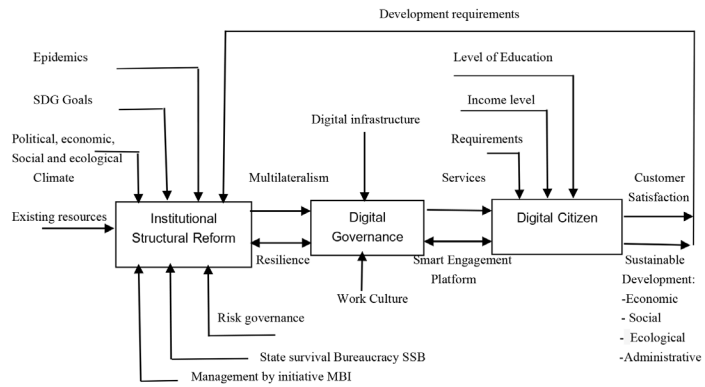
In the context of new global trends and challenges, there is an urgent need to develop a new perspective in public administration, which is Digital Governance. Which depends on the use of technology to develop and globalize the performance of institutions and develop new mechanisms for direct interaction with citizens in all marginalized regions, especially in the field of advocating public policies, and providing services to citizens to improve the quality of life, security, economy, and education. There is enormous potential for digitization and innovation to add value to society and contribute to the development of many sectors, and cross-sector collaboration will play a pivotal role in allowing

us to building better than building in the current crisis (15, 173-174). Digitization has become the main driver of the connection between the virtual world and the physical world. This convergence of these two worlds has enabled the government to track, control and manage resources. The integration of advanced technology will help bring more transparency and traceability into value chains to serve customers and society in a more responsible and sustainable manner as well as databased decisions (22, 81).

The establishment and management of the Smart Engagement Platform is an essential part of digital governance. This platform establishes a new partnership for exchanging information between government agencies, companies, civil society, and citizens, and providing the opportunity for virtual advocacy. In addition, through it, governments can use technology to enable civic engagement, support decentralization, service reform, and make better decisions through the transformation of the citizen to Digital Citizen. At the institutional level, successful digital transformation will require enabling people to work in modern ways such as remote management, which will require new skills. This requires the development of the work system and the capabilities to apply modern technologies and advanced management models to maintain the sustainability and competitiveness of institutions in a rapidly changing world. Hence, one of the essential elements for business continuity is the so-called Economic Flexibility, especially since distance learning and work have increased greatly during the Corona pandemic period and can continue after it, is to build the right digital infrastructure to serve the community (6, 31-35). This will make cooperation with governments, financial institutions, and regulators necessary, as it cannot be achieved through the work of a single company or country, as it requires global partnerships between the public and private sectors. This also underscores the importance of providing a supportive ecosystem for startups that is very important to encourage more entrepreneurship and innovation, and this includes providing entrepreneurs with incubation programs as well as support in terms of funding, skills development, and business networking (22, 62-64). These trends are consistent with the content of SDG 17 on the importance of promoting partnerships for development, as one of the most important factors for the success of digital governance is the mobilization of more public-private partnerships in this field (19, 104-107).

Successful digital transformation will require enabling people to work in modern ways such as remote management, which will require new skills.

Institutions and companies also need to work closely with governments and international agencies such as the World Economic Forum to exchange experiences in developing a set of global standards and broad policy frameworks to support the transition to the Fourth Industrial Revolution. On the other hand, this needs to develop more mechanisms to raise awareness concerning global technological trends and spreading the culture of digitization. Figure 1 illustrates the structural reform system for institutions and its role in setting up digital governance, as well as the relationship between the governing variables and support for the reform process and the transition to digital governance in order to achieve the requirements of sustainable development.



Source: Image by authors

Figure 1: Illustrates the structural reform system for institutions

CONCLUSION AND RECOMMENDATIONS

The study presented latest developments in the science of public administration in relation to the branches and concepts of management. As the structural reform of institutions has become one of the main pillars to move towards achieving sustainable development goals, which requires adopting new visions and directions for the development of public administration with a global perspective to meet the requirements of development. This requires not only inheriting systems and mechanisms that guarantee the resilience of countries' economies and their ability to withstand crises, such as the Covid-19 pandemic crisis, but also requires a cultural revolution in government institutions to advocate and motivate change to build better societies.

Undoubtedly, many countries will face many challenges related to rehabilitating human resources and enabling them to use modern technologies in management, otherwise many will be exposed to exit from the labor force market. In Egypt, for example, it is expected that 60,000 public employees will move to the Administrative Capital, out of about 6 million. This may indicate that only 1% of public employees are qualified and able to learn to acquire the knowledge and technological skills required to deal with modern technologies in the Administrative Capital, which is a very low and worrying percentage. In this context, the study presents some recommendations:

- There is an urgent need to expand the adoption and application of the concept of structural reform as one of the main pillars of administrative reform.
- Although there are studies on the de-politicization of public administration, which makes up a major driver in maintaining the survival of the state
- In times of crisis and drastic changes, the State Survival Bureaucracy may need more in the future.
- The research opens the door to future studies on the concept of digital governance and remote management, especially on implementation mechanisms and impact assessment in terms of efficiency and effectiveness in achieving sustainable development requirements.
- Establishing mechanisms to encourage and stimulate more entrepreneurship and innovation, including incubation programs, and providing financial and technical support to entrepreneurs.
- Establishing the principle of multilateralism in the expansion of local and international partnerships in the field of exchanging experiences, education, training, scientific research, and investment.

STRUKTURNA REFORMA INSTITUCIJA IMPLEMENTACIJOM DIGITALNE UPRAVE

REZIME

Strategija strukturnih reformi je glavni pokretač modernizacije i razvoja sistema rada institucija i podizanja njihovih kapaciteta za otpornost i fleksibilnost u suočavanju sa lokalnim i međunarodnim izazovima i varijablama u cilju postizanja ciljeva održivog razvoja. U ovom kontekstu, studija predstavlja široke karakteristike komponenti strukturne reforme kao glavnog pokretača održivog razvoja sa globalnom perspektivom za ispunjavanje zahteva održivog razvoja, kao evoluciju perspektive novog javnog upravljanja kao modela za reformu uprave. Ovaj rad se bavi novim trendovima u javnoj upravi ka strukturnoj reformi institucija i digitalnom upravljanju radi suočavanja sa lokalnim i međunarodnim promenama i izazovima, koji nastoje da doprinesu postizanju održivog razvoja.

Ključne reči: strukturna reforma, digitalno upravljanje, održivi razvoj, digitalno zagovaranje.

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