Introduction to Electronic Government

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Overview

1. concepts

2. reasons
   2.1. efficiency
   2.2. customer focus
   2.3. policy outcomes
   2.4. economic objectives
   2.5. public reform
   2.6. citizen engagement

3. challenges
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4. front office
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   5.3. coordination
   5.4. inter agency collaboration
   5.5. e-government skills
   5.6. public-private partnership

6. summary
Governments are under pressure:

- from globalisation
- from fiscal demands
- from evolving societies
- from citizen expectations

They are expected to be responsive to social change, to address public concerns, to manage public funds efficiently, etc.

The expectations on governments grow as IS is more widespread.
Response

Public reform:

- customer orientation
- business-like management
- citizen engagement and trust, etc.

ICT on governments' agendas:

- e-government strategies
- e-government development targets
- e-government coordination offices and structures
Resistance

At the same time:

- governments adapt slowly
- governments tend to regard e-government as only one among many challenges they confront
Different definitions:

- **Internet (on-line) service delivery** and other Internet-based activity by governments – front-office only

- **All uses of ICT by governments**, on-line and off-line, front-office and back-office

- **Capacity to transform public administration through the use of ICT** or new forms of government built around ICT

They reflect different priorities in government strategies, and shift as priorities change and progress is made.
### e-Government Definition

**Definition [e-Government]**

e-Government refers to the use of ICT, particularly the Internet, as a tool to achieve better government.
e-Government as a Tool

e-Government is not an aim in itself.

It is a tool to enable:

- better policy outcomes
- higher quality of services
- more efficient use of public funds
- more efficient government processes
- greater engagement with citizens and businesses
- improvements in other selected performance indicators
- etc.

e-Government is more about government than about “e”!

What starts as a technical exercise at developing more responsive public services becomes an exercise in governance.
Reasons for Electronic Government
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6. summary
Reasons for e-Government

The main reasons to embrace e-government:

- e-government improves **efficiency**
- e-government improves **service quality**
- e-government helps achieve **policy outcomes**
- e-government contributes to achieving **economic objectives**
- e-government can be the major contributor to **reform**
- e-government builds **trust** between citizens and government

Until now, the main drivers for e-government have been efficiency gains and effective delivery of policy outcomes.

Recently, the focus has shifted to other objectives: improving services, increasing accountability, facilitating engagement.
Efficiency

Cost reduction is the major driver for ICT use by governments:

- replacing paper-based application processes with Internet applications – cut down costs of data re-entry and checking

- improved booking arrangements – more efficient use of scarce resources: skilled staff and facilities

- greater sharing of data within government – eliminate costs of multiple collections, data reconciliation and checking

- reduce government publication and distribution costs by relying more on on-line publications, etc.

Greater efficiencies are generated from ICT projects that involve transformation of business processes.
### Example [e-Procurement in Italy]

Italian Ministry of Economy and Finance adopts e-procurement to increase efficiency, policy outcomes and stimulate e-commerce.

Three procurement channels:

- e-auctions
- e-marketplaces
- on-line product catalogues

New legislation, transactional procurement website, ICT applications created, existing businesses processes re-engineered.

Benefits: 30% reduction in the cost of goods and services, adoption of e-commerce practices by suppliers, etc.
## Exercise: Efficiency

Consider how your agency introduced ICT.

1) was it an aim to reduce costs? .................................................

2) were any cost reductions created? ...........................................

3) was ICT adoption preceded by process restructuring? ...............

Provide examples of ICT-induced cost reductions that:

4) have taken place ........................................................................

5) could have taken place .............................................................
Customer Focus

Adopting customer focus is the main part of the countries' public reform agendas and e-government strategies.

**Definition [Customer Focus]**

Customer focus is about providing citizens and businesses with a coherent interface with government which reflects their needs rather than the structure of the government.
Customer Focus Initiatives

e-Government initiatives to improve customer focus:

- **on-line portals** focused on particular topics or groups, bringing together relevant information and services

- **targeting** of on-line information to specific groups of citizen so that relevant information can be found more readily

- **e-mail lists** to push customised information to specific groups, whenever the information becomes available

- allowing identified users to carry out routine transactions with the government as **on-line government services**
Example: Customer Focus

Example [Customer-Focused Portals in Mexico]

The Government of Mexico launched a government-wide portal that organizes information in a thematic and not institutional fashion.

For instance, under “work” theme one can find:

- labour rights
- public housing
- job matchmaker services
- taxation on labour services, etc.

Over 1500 services from about 100 government agencies.

The bundling of information and services in thematic channels required horizontal coordination of government agencies.
Exercise: Customer Focus

Consider how your agency serves citizens and businesses.

1) Is customer focus part of your agency's service policy?

...................................................

2) Provide examples of the measures taken to enhance customer focus:

...................................................

3) What measures could have been taken?

...................................................
Improved Policy Outcomes

e-Government can help achieve better outcomes in major policy areas, such as:

- **taxation policy** - improved collection of taxes through increased sharing of information by agencies

- **health policy** - reduced demand for health services through better use of health information and scarce health resources

- **fiscal policy** - reduced unemployment payments owing to better matching of the unemployed and vacancies

- **social policy** - promoting the use of native languages and awareness of indigenous people

- **environmental policy** – through better sharing of information between national and sub-national governments

It is expected that all policy areas will be affected by e-government.
Economic Objectives

Through reduced corruption, greater openness and increased trust in government, e-government contributes to economic objectives.

Specific measures:

- improving **business productivity** by administrative simplification and on-line support for small and medium-size businesses

- **business portals** providing access to economic information - market trends, export opportunities, assistance programmes

- reduced government calls on **public funds** through more effective programs and operations

- direct consumption of **ICT goods and services** by government is significant and more stable than by private sector
Public Management Reform

Public management reform has been on the agendas of many countries long before e-government emerged.

Reform and e-government are mutually dependant:

- reform is necessary for e-government to deliver
- e-government is an enabler of the reform
Reform for e-Government

Reform is necessary for e-government to deliver:

- The promise of e-government will not materialise by simply digitising government information and placing it on-line.

- Instead, e-government is about the use of ICT to transform the structures, operations and the culture of government.
e-Government for Reform

e-Government is an enabler of the reform:

- it serves as a tool for reform:
  1) simplifies administrative processes
  2) makes such processes more transparent
  3) helps to deliver services in more efficient ways
  4) facilitates the integration of services and processes
  5) enables seamless government

- highlights internal government inconsistencies

- underscores commitment to good governance objectives

Modernizing government structures and processes to meet e-government will have a major impact on how services are delivered.
Consider a major process change performed by your agency.

1) What was the reason for the change?

2) Was the process change supported by ICT?

3) Were the expected benefits produced? If not, why?
Exercise: Public Reform 2

Consider a major ICT system deployed in your agency.

1) What is the system's function?
   ............................................................................................................

2) Was the deployment followed by process change?
   ............................................................................................................

3) Were the expected benefits produced? If not, why?
   ............................................................................................................

Exercise [Public Reform]
Citizen Engagement

Building trust between government and citizens is fundamental.

In the absence of trust:

- the rule of law
- legitimacy of government decisions
- support for specific government reforms

may be all called into question.

ICT is an enabler to build trust by engaging citizens.
Citizen Engagement

Ways of engagement:

- consultation and feedback by service users – web logs, questionnaires and feedback contacts
- citizen engagement in policy making – consultation and active participation to better address constituents' needs
- helping individual's voice be heard
### Example [Engaging the Citizen in Scottish Parliament]

Scottish Parliament maintains a website to inform and engage citizens in the democratic process:

1. public education about parliament
2. web casting of parliamentary sessions
3. enabling citizens to petition parliament on-line
4. enabling citizens to contact their parliament members
5. providing for direct participation using discussion boards

All serve to advance the principles of openness, accountability and citizen engagement in the parliamentary process.
Exercise: Citizen Engagement

Exercise [Citizen Engagement]

Consider the measures taken by your agency to engage citizens in deciding how public services should be improved.

Provide examples of the measures taken:

1) .................................................................................................................. 

2) .................................................................................................................. 

What other ICT-enabled measures could be taken? Provide ideas:

1) .................................................................................................................. 

2) ..................................................................................................................
The case for e-Government:

1) improves efficiency

   mass processing tasks, data collection and transmission, communication with customers, greater sharing of data within and between governments

2) improves services

   online services are build with understanding of user requirements, seamless services for one-government interface, multi-channel service delivery

3) can help achieve specific policy outcomes

   more sharing of information means: improved collection of taxes, better use of health services, better matching of unemployed and vacancies, etc.
Summary: Reasons 2

4) can contribute to economic policy objectives

   improvements in business productivity, effective government programmes, promoting e-Commerce, government consumption of ICT goods, etc.

5) can be a major contributor to the reform

   e-government enables public reform through: transparency, simplification, information sharing, enabling seamless government, etc.

6) can help build trust between government and citizens

   e-government enables citizen engagement in the policy process, prevents corruption, promotes accountability and openness, etc.
Challenges to Electronic Government
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Challenges to e-Government

Implementation of e-government can face a number of challenges.

The following have to be addressed on a whole-of-government basis in order to be overcome:

- **legislative barriers** – e-government processes must have the same standing as paper-based processes

- **financial barriers** – funding arrangements should account for the agencies working together on e-government projects

- **technology change** – adoption of whole-of-government standards, software integration and middleware technologies

- **digital divide** – large differences in the level of access to the Internet and therefore ability to benefit from e-government
Legislative Barriers

Governments must ensure that a proper legal framework exists before e-government initiatives and processes can take up.

What is needed:

1) **Recognition** of electronic processes and services as equivalent with paper-based processes and services. Legal recognition of digital signatures!

2) **Clarification** of requirements on the agencies implementing e-government: what they can and cannot do.
Legislative Barriers

3) Overcoming **collaboration** barriers:

- **accountability** rules designed to ensure responsible use of public resources by clearly identifying who does what

  Who is responsible for the shared project?

- **performance** management also follows clear distinction of who does what

  How to evaluate shared project?

4) Legislations designed to protect the **privacy** and **security** of data, to balance free access with society's expectations.
Example: Legislative Barriers

<table>
<thead>
<tr>
<th>Example [Privacy Rights in France]</th>
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<tbody>
<tr>
<td>The Law of 1978 “Informatique at libertes” recognizes that citizens have several rights with respect to automatic data processing:</td>
</tr>
<tr>
<td>1) the right to ask anybody whether it holds information concerning him/her</td>
</tr>
<tr>
<td>2) the knowledge of such data, directly or indirectly (data related to national defence or public safety)</td>
</tr>
<tr>
<td>3) the right to rectify data</td>
</tr>
<tr>
<td>4) the right to refuse that a file is kept on them when such a file is not obligated by law</td>
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</tbody>
</table>

Institutions wishing to process personal information must inform individuals of the use that will be made of data concerning them.

Commission Nationale de l'Informatique et des Libertes is the institution charged with safeguarding privacy and data-sharing.
## Exercise: Legislative Barriers

Consider what kind of legal challenges your agency may face when implementing e-government.

Provide examples:

1) ..............................................................

2) ..............................................................

3) ..............................................................
## Exercise: Cooperation Barriers

<table>
<thead>
<tr>
<th>Exercise [Cooperation Barriers]</th>
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<tbody>
<tr>
<td>Consider what kind of inter-agency projects your agency has been involved or could have been involved.</td>
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</table>

Provide examples of legislative/regulatory challenges to such cooperation:

1) **project** …………………………………………………………………………………
   
   **challenge** …………………………………………………………………………………

2) **project** …………………………………………………………………………………
   
   **challenge** …………………………………………………………………………………
Budgetary Barriers

Traditional public management funding:

- vertical funding structure
- agency is held **accountable** for achieving its mission
- agency receives the **resources** to accomplish its mission
- the resources are budgeted on the **annual** or bi-annual basis

This principle does not act in favour of e-government projects that involve **long-term funding** and **collaboration across agencies**.
Barriers to e-Government Funding

Factors acting against e-government funding:

- e-government is unlikely to win out in competition with other public policy objectives e.g. health, education, security

- it is difficult to measure costs and potential benefits of e-government, so to develop funding cases for projects

- if not treated as capital investment, e-government has to compete with other pressing recurrent funding proposals, and will seem to involve comparatively large expenditure

- governments are reluctant to commit expenditure beyond budgeting horizons, and yet many e-government projects are of multi-annual nature
Measures to e-Government Funding

Measures to assist e-government funding:

- classifying major e-government projects as capital investment with up-front capital outlays and subsequent benefits

- separate approval by the e-government coordination office to ensure no duplication of inconsistency with broader strategies

- public-private partnerships to overcome: capital limitations, budget-time horizons, disincentives for collaboration

- central funding for innovation for high-risk demonstration project that wouldn’t receive funding otherwise

- ability for agencies to retain savings created by e-government
Example: Funding Barriers

Example [UK, Capital Modernization Fund]

A 2.7 billion fund set up in 1998 to support capital investment to improve public services. Funding is allocated on a competitive basis.

Criteria:

1) extent to which the project is innovative
2) quality of the project's economic appraisal
3) impact on the effectiveness of the service
4) how far the project contributes to agency's mission
5) how solid is the management of the project

Some successful projects:

1) 470 million to build 1000 country-wide IT training centres
2) 1.1 million to develop a government “shopping mall” for low-value transaction to and from government
3) 23.3 million to transform the Crown Court by reducing delays
Measures to e-Gov Collaboration

Measures to assist e-government collaboration:

- **central register of e-government initiatives seeking funding**
- **central funds** to encourage certain initiatives e.g. collaboration
- **lead agency model** – an agency funds a project that benefits other agencies as well as itself
- **several agencies coordinating their approach to obtain funding**
- **pooled funding** – several agencies share funding for a common project, under a semi-contractual arrangement
- **agency payment model** – co-ordinating agency funds the project, other agencies then pay to use the service
- **a mandatory levy** on agencies to enable some joint projects
Example: Collaboration Barriers

<table>
<thead>
<tr>
<th>Example [US, Clinger-Cohen Act]</th>
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<tbody>
<tr>
<td>Information Technology Management Reform Act explicitly encourages inter-agency projects:</td>
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<tr>
<td>1) Office of Management of Budget (OMB) to issue guidance for government-wide investment in Information Technology</td>
</tr>
<tr>
<td>2) OMB has the authority to redirect funds from one agency to another to finance multi-agency projects</td>
</tr>
<tr>
<td>3) agency are permitted to jointly fund IT projects – “pass the hat” funding</td>
</tr>
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</table>

The “pass the hat” authority of OMB helped to fund:

| 1) activities of the Chief Information Officer Council – principal coordinating body for federal ICT activities |
| 2) the FirstGov initiative |
Exercise: Budgetary Barriers

Exercise [Budgetary Barriers]
Consider what kind of e-government projects your agency may like to carry out with other agencies:

1) ........................................................................................................................................

2) ........................................................................................................................................

How could such projects be funded under the current legislation and practice?
........................................................................................................................................
........................................................................................................................................
Technology Change

Technology-related barriers to e-government:

1) legacy systems
2) lack of shared infrastructure
3) too rapid technological changes, etc.

Complex technical issues arise.
Legacy Systems

**Definition [Legacy System]**

Legacy System is a computer system or program which continues to be used because of the cost of replacing or redesigning it.

Legacy systems:

1) are old, large, monolithic and difficult to modify

2) meet the basic needs of organisations, which neither can afford to stop, nor to update them
Legacy Systems and e-Gov

Legacy systems can be a major barrier to e-government.

Integrating back-office information systems with Internet to provide on-line access to clients, has occupied many e-government projects.

Common solutions:

1) middleware and web services
2) data-exchange standards relying on XML

Also, promotion of government-wide frameworks, standards and data definitions by e-government coordinators.
Lack of Shared Infrastructure

Technology-related barriers to collaboration between agencies and the uptake of e-government:

1) lack of shared standards
2) lack of compatible infrastructure between agencies

Infrastructure development is too expensive for a single agency.

Shared development faces budgetary and collaboration barriers.

What can be done?
Shared Infrastructure and e-Gov

Governments can provide a technological, legal and organizational framework for delivering electronic services:

1) common technical standards
2) common technical infrastructure
3) whole-of-government approach to lower the legal and technical barriers for inter-agency cooperation
4) whole-of-government approach to reduce redundancy, e.g. by adopting common back-office processes
Technology Change

How to plan development of e-government facing uncertainty over the fast-moving technological change?

Public-private partnership is one solution, provided they are in the areas where established standards already exist in the market.

Other approaches:

1) **technology neutrality** in legislation and regulation
2) **flexibility** within broad regulatory frameworks
3) **adaptation of current laws** to a digital world
4) **involvement of all stakeholders** in the regulatory process
5) **international cooperation** to harmonise approaches
6) **performance requirements** rather than technical specifications when procuring new technologies
Digital Divide

e-Government can indirectly improve services to citizens with no Internet access through back-office improvements, however:

1) Advantages of on-line services cannot be replicated off-line, so people without Internet access will be unable to benefit.

2) The groups in society with lower level of access are already disengaged - the target of government intervention.

Such groups have higher level of interaction with government:

a) establishing identity
b) entitlement for assistance
c) complex medical or social intervention

Some, but not all, suited for on-line provision.

Many governments pursue policies to reduce digital divide.
Summary: Challenges 1

External barriers acting against e-government:

1) **legislative barriers can impede the uptake of e-government**
   
   e-government processes are not legally recognized, agencies are unclear what they can do, barriers to collaboration exist (accountability, performance), lack of privacy/security laws

2) **budgetary frameworks can restrict e-government initiatives**

   ICT as recurrent expenditure, short budgeting horizons, lack of incentives for cross-agency projects, lack of tools for measuring returns on investment and measures to retain the savings
Summary: Challenges 2

3) government need to prepare for technological change

   whole-of-government standards, data exchange and software integration technologies, development of shared infrastructure, technology-neutral legislation, performance-based purchasing...

4) the digital divide impedes the uptake of e-government

   benefits of online services cannot be replicated offline, those without access to Internet cannot benefit, this group tends to also have the highest level of interaction with the government

External barriers to e-government have to be tackled on the whole-of-government basis in order to be overcome.
Electronic Government Front-Office
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Front-Office

Definition [Front Office]
Front-office refers to the government as its constituents see it, meaning the information and service providers, and the interaction between government and both citizens and businesses.

Front-office implementation of e-government involves two issues:

1) on-line services
2) citizen engagement
On-Line Services Model

Many models for on-line service delivery.

None accepted as “standard”.

A four-stage model by the Australian National Audit Office:

1) Information
2) Interactive Information
3) Transactions
4) Data Sharing
Stage 1: Information

A website publishing information about service(s).

Information is static.

Challenges for implementing agencies:

1) Digitise the available information and make it accessible on-line.
2) No process re-engineering needed.
Stage 2: Interactive Information

Stage 1 + users' ability to access agencies' databases:

1) browsing, exploring and interacting with data
2) performing electronic searches and calculations based on the user's criteria

Challenges for implementing agencies:

1) how will citizens use the information?
2) what are the rules for making certain information public?
3) what is the target audience for specific information?
4) how to make information easier to find?
5) what tools can be used to enrich user's experience?
Stage 3: Transactions

Stages 1 and 2 + users' ability to enter secure information and engage in transactions with the agency.

Requires real-time responsiveness by government agencies to the service demands by citizens and businesses.

Challenges for the implementing agencies:

1) establish online service standards
2) ensure security and privacy protection
3) prepare back-office processes for on-line delivery
4) rethink relations with agencies for seamless service delivery
Stage 4: Data Sharing

Stages 1, 2 and 3 + agencies' ability to share with other agencies personal information, when approved by law and with the users consent.

Data-sharing has many benefits:

1) simplify procedures
2) create savings in administrations
3) reduce reporting burden for citizens and businesses

However:

1) sharing of data among agencies must be limited because of privacy protection legislation
2) all data-matching must be legally approved or explicitly permitted to prevent unauthorised/illegal combination of data
Service Quality

Successful services are built on an understanding of the user needs.

There is a growing empirical evidence on what works:

1) Effective services need not be complex.
2) Simple information services may meet the user needs.
3) Moving to transaction services may not necessarily add value.
4) Seamless services are more effective than delivering many separate services to the same user group.
5) Services should be offered through various delivery channels, with on-line delivery being just one of the options.
Example: Service Quality

Example [Evaluation of Services in Denmark]

The project “Top of the Web” carries out an annual evaluation of all public sector websites and collect users' opinions.

Evaluation criteria:

1) user-friendliness – users should find the website easy to use regardless of their level of expertise
2) practical value – users should benefit from the information, information is up to date and self-service options are provided
3) openness – users should understand who takes decisions and how they can influence a decision-making process
4) interactivity – users can ask questions and receive answers electronically

Public assessment of websites inspire agencies to improve the quality of their services; few agencies want to rank at the bottom of the list.
Exercise: Service Maturity

List the main online services delivered by your agency. For each service, specify its maturity level in the 4-level hierarchy.

1) service: ........................................................................................................
   maturity: ....................................................................................................

2) service: ........................................................................................................
   maturity: ....................................................................................................

3) service: ........................................................................................................
   maturity: ....................................................................................................
Channel Strategy

e-Government services should be developed as part of a broader service channel strategy, especially given the digital divide.

Integrated approach to service delivery:

1) “no wrong door” to access public services
2) on-line delivery as just one possible access point, with traditional channels - phone, kiosks, counter maintained
3) choice of channel is in itself a service quality attribute
4) channel integration is part of the overall transformation of a particular service to better serve particular customer groups
5) more efficient approach in the long term – more intensive use is made of common infrastructure and data
Citizen Engagement

ICT can be used as a tool for providing information, consulting and engaging citizens in the policy-making.

This can be done through:

1) **reaching** a wider audience
2) **tailoring** information to the target audience
3) **engaging** citizens through consultation and participation
4) facilitating the **analysis** of citizen contributions
5) providing **feedback** to citizens
Access and Trust

Increasing citizen trust through access to information:

1) information on entitlements and costs of services reduce opportunities for arbitrary behaviour

2) systems that guide applicants through complex entitlement procedures clarify the decision-making process

3) on-line tracking of applications, linked to timeliness standards for approval processes, reduce fears of corruption, etc.

All reduce administrative and judicial appeals, which impose costs on both administrations and citizens.

Also increase citizens' confidence that laws are applied fairly.
Access and Accessibility

Two key issues to enable citizens to obtain online information:

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<td>Access is the real possibility of consulting or acquiring government information electronically.</td>
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<th>Definition [Accessibility]</th>
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<td>Accessibility is the ease with which citizens can make use of the possibility of consulting government information electronically: find, digest and use it.</td>
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**Accessibility criteria:** recognizability, availability, manageability, affordability, reliability, clarity, ability to cater for special needs.

**Accessibility measures:** search engines, spell- and grammar-checkers, multilingual translations, online glossaries, etc.
Example: Accessibility

Example [Guidelines for Accessible Website Content, Japan]

The guidelines for page designers and developers of website tools to make sure that government websites are accessible for the disabled:

1) provide alternatives to represent content
2) avoid dependence on color information
3) ensure clarity in the use of natural language
4) use markup languages and stylesheets
5) ensure that design does not rely on special devices
6) respect technical standards for the Internet
7) explain clearly the system of navigation
8) ensure that users can convert to newer technologies
9) ensure that pages are accessible without newer technologies

Designed jointly by the Ministry of Posts and Telecommunications and the Ministry of Health and Welfare.
Electronic Government
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   5.5. e-government skills
   5.6. public-private partnership

6. summary
Front-Office

Definition [Front Office]
Front-office refers to the government as its constituents see it, meaning the information and service providers, and the interaction between government and both citizens and businesses.

Front-office implementation of e-government involves two issues:

1) on-line services
2) citizen engagement
On-Line Services Model

Many models for on-line service delivery.

None accepted as “standard”.

A four-stage model by the Australian National Audit Office:

1) Information
2) Interactive Information
3) Transactions
4) Data Sharing
Stage 1: Information

A website publishing information about service(s).

Information is static.

Challenges for implementing agencies:

1) Digitise the available information and make it accessible on-line.
2) No process re-engineering needed.
Stage 2: Interactive Information

Stage 1 + users' ability to access agencies' databases:

1) browsing, exploring and interacting with data
2) performing electronic searches and calculations based on the user's criteria

Challenges for implementing agencies:

1) how will citizens use the information?
2) what are the rules for making certain information public?
3) what is the target audience for specific information?
4) how to make information easier to find?
5) what tools can be used to enrich user's experience?
Stage 3: Transactions

Stages 1 and 2 + users' ability to enter secure information and engage in transactions with the agency.

Requires real-time responsiveness by government agencies to the service demands by citizens and businesses.

Challenges for the implementing agencies:

1) establish online service standards
2) ensure security and privacy protection
3) prepare back-office processes for on-line delivery
4) rethink relations with agencies for seamless service delivery
Stage 4: Data Sharing

Stages 1, 2 and 3 + agencies' ability to share with other agencies personal information, when approved by law and with the users consent.

Data-sharing has many benefits:

1) simplify procedures
2) create savings in administrations
3) reduce reporting burden for citizens and businesses

However:

1) sharing of data among agencies must be limited because of privacy protection legislation
2) all data-matching must be legally approved or explicitly permitted to prevent unauthorised/illegal combination of data
Service Quality

Successful services are built on an understanding of the user needs.

There is a growing empirical evidence on what works:

1) Effective services need not be complex.
2) Simple information services may meet the user needs.
3) Moving to transaction services may not necessarily add value.
4) *Seamless services* are more effective than delivering many separate services to the same user group.
5) Services should be offered through various delivery channels, with on-line delivery being just one of the options.
**Example: Service Quality**

**Example [Evaluation of Services in Denmark]**

The project “Top of the Web” carries out an annual evaluation of all public sector websites and collect users' opinions.

Evaluation criteria:

1) **user-friendliness** – users should find the website easy to use regardless of their level of expertise
2) **practical value** – users should benefit from the information, information is up to date and self-service options are provided
3) **openness** – users should understand who takes decisions and how they can influence a decision-making process
4) **interactivity** – users can ask questions and receive answers electronically

Public assessment of websites inspire agencies to improve the quality of their services; few agencies want to rank at the bottom of the list.
## Exercise: Service Maturity

List the main online services delivered by your agency. For each service, specify its maturity level in the 4-level hierarchy.

<table>
<thead>
<tr>
<th></th>
<th>Service</th>
<th>Maturity</th>
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<tr>
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<td>3</td>
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</tbody>
</table>
Channel Strategy

e-Government services should be developed as part of a broader **service channel strategy**, especially given the digital divide.

Integrated approach to service delivery:

1) “no wrong door” to access public services
2) on-line delivery as just one possible access point, with traditional channels - phone, kiosks, counter maintained
3) choice of channel is in itself a service quality attribute
4) **channel integration** is part of the overall transformation of a particular service to better serve particular customer groups
5) more efficient approach in the long term – more intensive use is made of common infrastructure and data
Citizen Engagement

ICT can be used as a tool for providing information, consulting and engaging citizens in the policy-making.

This can be done through:

1) reaching a wider audience
2) tailoring information to the target audience
3) engaging citizens through consultation and participation
4) facilitating the analysis of citizen contributions
5) providing feedback to citizens
Access and Trust

Increasing citizen trust through access to information:

1) information on entitlements and costs of services reduce opportunities for arbitrary behaviour

2) systems that guide applicants through complex entitlement procedures clarify the decision-making process

3) on-line tracking of applications, linked to timeliness standards for approval processes, reduce fears of corruption, etc.

All reduce administrative and judicial appeals, which impose costs on both administrations and citizens.

Also increase citizens' confidence that laws are applied fairly.
Access and Accessibility

Two key issues to enable citizens to obtain online information:

**Definition [Access]**
Access is the real possibility of consulting or acquiring government information electronically.

**Definition [Accessibility]**
Accessibility is the ease with which citizens can make use of the possibility of consulting government information electronically: find, digest and use it.

**Accessibility criteria**: recognizability, availability, manageability, affordability, reliability, clarity, ability to cater for special needs.

**Accessibility measures**: search engines, spell- and grammar-checkers, multilingual translations, online glossaries, etc.
Example: Accessibility

**Example [Guidelines for Accessible Website Content, Japan]**

The guidelines for page designers and developers of website tools to make sure that government websites are accessible for the disabled:

1. provide alternatives to represent content
2. avoid dependence on color information
3. ensure clarity in the use of natural language
4. use markup languages and stylesheets
5. ensure that design does not rely on special devices
6. respect technical standards for the Internet
7. explain clearly the system of navigation
8. ensure that users can convert to newer technologies
9. ensure that pages are accessible without newer technologies

Designed jointly by the Ministry of Posts and Telecommunications and the Ministry of Health and Welfare.
Summary: Front-Office

Front-office development for e-government:

1) a maturity model for online services
   (1) static information about services (2) users can access agencies' databases (3) users can engage in secure transactions (4) agencies can share information

2) services should rely on the understanding of the user needs
   more mature is not always best, most effective are seamless services, online services are part of channel strategy, channel integration follows the overall process transformation

3) e-government as a tool for citizen engagement
   email lists, discussion forums, government consultation portals, online mediation systems to support deliberations about policy and service matters
Electronic Government Back-Office
Overview

1. concepts

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   2.2. customer focus
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   5.6. public-private partnership

6. summary
Back-Office and Reform

Definition [Back Office]

Back-office is the internal operations of an organization that support core processes and are not accessible or visible to the general public.

e-Government versus back-office reform:

- e-government helps to reform administrative back-office
- e-government also needs such reform in order to be successful
Back-Office Implementation

Back-office implementation issues:

1) organizational change
2) leadership and coordination
3) inter-agency collaboration
4) e-government skills
5) private-public partnership
ICT and Process Change

The introduction of ICT into government requires accompanying process changes in order to make the most of e-government.

However:

- ICT are often overlaid on an existing organizational structure without any thought how those structures can be improved.

- Governments tend to regard ICT as a patch to seamless interface with users to a complex administrative structure.

- National portals often involve rearrangement of existing information without any change in processes and procedures.
Types of Organizational Change

Small-scale ICT activity – development of a website as an additional information channel – may not require complex supporting changes.

Far reaching organizational change will be required when:

1) The website begins to offer deeper, more complex services.
2) Agencies are asked to work together to deliver services according to the needs of citizens and not their structure.
3) New work styles - tele-working, virtual teams - emerge.
4) With increased data-sharing and communication:
   - particular data holdings become redundant
   - more decisions are made at the lower organization levels
   - special units are established for government-wide projects
Internal Resistance to Change

Government structures are traditionally resilient to change.

Two issues to address when planning change:

1) The willingness and ability to adopt new ways of working:
   - helping staff understand their role in ICT-enabled processes
   - providing job redesign and training programmes
   - establishing ownership of reform
   - maintain dialogue with stakeholders

2) The need for understanding/support by senior management:
   - more than the statement of principle and good intentions
   - understanding the impact, benefits and risks of reform
   - willingness to sell the reform to staff and leaders
Example: Change

Example [Creating an Agile Workforce in Canada]

Public expectations for high-quality public services requires an agile, adaptable workforce.

Government agency as a “learning organization”.

Agile workforce initiative by the Organizational Readiness Office in the Chief Information Officer Branch of the Treasury Board of Canada:

1) competency-based staffing
2) greater use of pre-qualified posts
3) generic competitions for executive-level positions
4) repositories of work descriptions
5) e-learning gateway

Based on communities of public servants who play strategic roles in transforming and e-enabling service delivery.
## Exercise: Change

### Exercise [Creating an Agile Workforce in Canada]

Consider what organizational changes had taken place in your agency in order to support the introduction of new ICT.

1) ...........................................................................................................................................

2) ...........................................................................................................................................

Consider what organizational changes had taken place in your agency that were enabled by the introduction of ICT.

3) ...........................................................................................................................................

4) .............................................................................................................................................
Leadership

e-Government implementation can be difficult, risky and expensive.

Governments are asked to translate a broad vision into effective public services, while facing time constraints, lack of resources and political pressure.

Sustained leadership is essential:

1) to motivate people
2) to create incentives for action
3) to motivate and break down barriers to change
4) to put the right administrative mechanisms for e-government
Types of Leadership: Stage

Depending on the stage of e-government:

- **early stage** - obtain views on what needs to change, share a common vision with staff, evaluate new ideas

- **middle stage** – selling the benefits of the vision, creating personnel commitment

- **late stage** – sustain momentum and enthusiasm among stakeholders as benefits take time to emerge
Types of Leadership: Level

Leadership is needed at all levels:

- **political** – establish the vision, define priorities, express citizen’s needs, make decisions, provide the will to carry them out

- **ministerial** – ensure vertical planning, get the resources, motivate staff, ensure cooperation across agencies/ministries

- **middle-level** – innovation, ability to translate the vision or objectives into precise actions and policies

Many e-government advances were driven in the past by the enthusiasm of individuals and individual agencies.
Leadership and Decentralisation

Leadership is not about centralisation of competencies.

Instead, e-Government Organization should be in line with the delegation of power and responsibility.

The key is to create local leaders:

- team leaders
- project leaders
- coordination leaders, ...

With team-working and data-sharing, the crucial asset is the ability to coordinate people, resources and responsibilities.
Example: Leadership

Example [IT Strategy Headquarters in Japan]

IT Strategy Headquarters were established in 2001 to “promote policy measures to create an advanced Information Society”.

The Headquarters:

1) is chaired by the Prime Minister
2) consists of all Cabinet Ministers, private sector, etc.
3) has explicit duties and powers written in law
4) has its own secretariat with exclusive staff
5) is in charge of formulating and adopting the overall national
6) IT strategies and policies, including e-government.

IT Headquarters reviews the IT policy annually, studies the implementation twice-annually, makes the study results public.
Exercise: Leadership

Exercise [Leadership]

Consider what leadership potential exists in your agency, at all levels, for leading e-government projects.

Provide examples, specify strengths and weaknesses:

1) .............................................................................................................................
.............................................................................................................................
2) .............................................................................................................................
.............................................................................................................................

What measures could your agency adopt to create more leaders?

.............................................................................................................................
Central Coordination

Central coordination is a feature of most e-government strategies

This may take different forms:

- **formal units** located within public administration
- formal units linked to broader Information Society units
- a **coordination committee** comprising representatives of key agencies, private sector and other levels of government
- a committee of agency heads and chief information officers
Coordination - Roles

The roles differ: from advisory and information sharing, to policy development and implementation oversight.

In particular:

1) developing e-government strategy
2) monitoring progress towards goals
3) promoting benefits to the public
4) linking e-government to broader public reform
5) linking e-government to broader Information Society
6) reasserting strategies in the light of experience and progress
Coordination - Implementation

Central coordination can facilitate efficient implementation by:

1) promoting **sharing of information and good practices** – online registers of projects, seminars, publications, websites, etc.

2) facilitating **efficient acquisition of ICT products and services** - e-procurement, central purchasing, sharing of information

3) promoting **shared frameworks and standards** across government to facilitate interoperability and efficiencies

4) taking steps to **avoid duplication of efforts** – information sharing, expenditure approval, brokering of joint contracts
Example: Coordination

Example [Standards and Architecture for e-Government, Germany]

The German government consolidated all government-wide standards and guidance into one document:

- SAGA – Standards and Architecture for e-Government Applications
- Aim: to develop standards for the smooth flow of digital information, to build electronic services using uniform procedures and data models.
- SAGA describes:
  1) compliance requirements (standards and architecture)
  2) components for the functioning e-government architecture
  3) standards for the basic components, such as:
     - content management system
     - platform for payment transactions, etc.
Exercise: Central Coordination

<table>
<thead>
<tr>
<th>Exercise [Central Coordination]</th>
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<tbody>
<tr>
<td>Do you think there is a need for a central unit to coordinate e-government activities in your government? If so, why?</td>
</tr>
<tr>
<td>1) ..........................................................</td>
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<td>2) ..........................................................</td>
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<td>3) ..........................................................</td>
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<tr>
<td>What kind of support your agency would need from this unit to carry out e-government projects?</td>
</tr>
<tr>
<td>1) ..........................................................</td>
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</tbody>
</table>
Seamless Services

Agency-based division versus cross-agency services:

- governments are divided into vertical units with mutually exclusive responsibility areas, control and political accountability

- e-government enables seamless, cross-agency services so that users can interact with the government as a single organization

Seamless services are central to customer-focus:

Definition [Seamless Services]
Seamless services are services that transcend the agency-based structure of the supply of information and services, and present users with a coherent, integrated package of information and services.
Inter-Agency Collaboration

Development of seamless services requires greater collaboration between agencies: authentication, shared processing, data exchange.

Collaboration is needed in both aspects:

- front-office – better service to the customers
- back-office – efficiency and interoperability in government

Two complementary views:

- customer’s view – government appears as a single organization
- government’s view – customer appears as a single customer

Attempts to implement seamless services highlight the need for change in internal governance frameworks of public administrations.
Collaboration and Customers

Close cooperation is necessary for seamless transaction services:

1) pooling of market research on shared customers
2) common approaches to data presentation
3) data sharing within government
4) joint authentication

Cooperation is imperative when agencies share customers: the greater the sharing, the greater the level of required cooperation between agencies.

A key organizational principle for e-government.

Emerging organizational structure: clusters of agencies with shared customers and strong levels of cooperation.
Example: Agency Collaboration

**Example [Processing Migration Cases, Sweden]**

Wilma is an IT tool shared by Swedish authorities involved in processing migration cases: (1) Migration Board, (2) diplomatic missions, (3) Aliens Appeals Board and (4) police border units.

Wilma supports the entire chain from application for a visa at the diplomatic mission to a decision in the case of any appeal.

Wilma has been part of broad process and structural changes:

1) IT support
2) central help desk
3) skills development
4) improved information and follow-up
5) more migration officers posted overseas
**Exercise: Collaboration**

<table>
<thead>
<tr>
<th>Exercise [Collaboration]</th>
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</thead>
<tbody>
<tr>
<td>Consider in what ways your agency collaborates with other agencies to serve the shared groups of customers.</td>
</tr>
</tbody>
</table>

Provide examples of the resulting seamless services:

1) ................................................................. .......................................
2) ................................................................. .......................................

Provide examples of the resulting process/organization changes:

1) ........................................................................................................
2) ........................................................................................................
e-Government Skills

ICT skills have become a new general skill, like literacy or numeracy.

e-Government increases the importance of ICT skills required by public administration workforces.

Four skills sets are considered essential:

1) Information Technology (IT) skills
2) Information Management (IM) skills
3) Information Society (IS) skills
4) updated management skills
Who Needs the Skills?

e-Government skills are technical matters best left to specialists? No.

Information Technology
    IT literacy
    specialist IT skills

Information Management
    internal information management
    external information management
    privacy protection

Information Society
    understand capabilities of ICT
    ability to evaluate trends
    ability to set ICT strategy

Management/Business
    organizational change
    accountability frameworks
    cooperation and collaboration
    public-private partnership

all employees

managers, IM specialists

managers

managers
Skills for Managers

Public managers must be able to:

- lead (and not be led by) the IT departments
- integrate ICT strategy with organizational goals
- match government processes with technical solutions

To this end, they need to:

1) have basic IT skills
2) understand how ICT works
3) understand limitations of ICT
4) understand how ICT can be used
5) manage the agency's information strategy
6) deal with the impact of e-government on the agency
7) see how e-gov applications can build new services/products
8) see how e-gov applications can open new delivery channels
Example: Manager Skills

Example [Skills for Public Managers, Italy]

Department of Public Administration and Department of Innovation Technologies promote two new training programmes for managers:

- Providing top management at the state government with training to develop IM and IS skills.

- Provide top- and middle-level managers of regional and local administrations with training to develop managerial skills in the context of e-government and modernization plans.
Management/Business Skills

e-Government has a major impact on public administrations.

Public managers must update their traditional management skills to meet new organizational needs:

1) managing organizational change
2) improving customer responsiveness
3) developing accountability frameworks
4) creating incentives for cooperation and collaboration
5) managing relationships with the private sector
Skills Development

The scale, complexity and rate of e-government-related change requires structured initiatives to ensure that skills remain relevant.

Example approaches:

1) in-house training
2) hiring of skilled professionals
3) partnering with outside organizations
4) more flexible remuneration arrangements
5) use of contractors and private outsourcing companies
6) more information on skills needs and opportunities
7) new pathways to IT jobs for non-IT staff

Maintaining skill levels is an ongoing process, not a one-time fix.
# Example: Skills Development

## Example [Information Skills Map, UK]

The Office of the E-Envoy has outlined a skills map to prepare government agencies for e-government adoption. Seven skill areas:

- leadership
- project management
- acquisition
- information professionalism
- IT professionalism
- IT-based service design
- end-user skills

Skills assessment toolkit:

- the level of e-readiness by agencies
- what skills are available internally
- what skill-gaps exist and how to address them (hiring or outsourcing)
Many countries have created **CIO positions**:

- within individual government agencies
- for the whole of government

in order to improve:

- **organization practices** for the management of IT
- **coordination and cooperation** within government

Some provide specific training opportunities for CIO positions.
Example: CIO

Example [CIO University, US]

The Chief Information Officer University is a government-sponsored training programme for those aspiring to take up CIO positions.

CIO University covers 12 broad topics:

1) policy and organization
2) leadership and management
3) process/change management
4) information resources strategy and planning
5) performance assessment
6) project/programme management
7) capital planning and investment assessment
8) acquisition
9) e-government/e-business/e-commerce
10) IT security and information assurance
11) technical skills
12) desktop technology tools
Private-Public Partnership

Definition [Private-public Partnership]
Private-public partnership includes all arrangements where governments contractually engage with a non-government entity to provide goods/services.

More narrowly, partnerships involve arrangements whereby work, risk and rewards are shared between partners.

In practice all private supplier relationships will involve elements of partnership, so it is useful to see them as part of a continuum.
Partnerships - Evolution

Evolution of private-public relations:

1) acquisition of ICT products
2) services for the use of ICT in government
3) direct provision to end-users of government services
4) access to advance technologies (public key infrastructure) for complex transactional services.

Integration of public services with private activity can make use of the existing infrastructure and patterns of interaction with citizens.

For citizens, integration with private-firm and civil-society services may be more relevant than linking government services.
Partnerships - Reasons

Why e-government increases the need to engage private partners?

1) With widespread use of ICT, governments may be drawn too deep into ICT production issues.

2) Partnerships can free administrations to focus on core policy and business issues, instead of technical IT issues.

3) Partnerships can be used to access specialised skills which may be difficult or uneconomical to maintain in government.

4) Partnerships can help reduce risks by formal assessment of technical solutions and sharing project risks.

5) Partnership can reduce the need to obtain sufficient up-front funding to establish a service.
Partnerships - Features

All partnerships are covered by some form of contractual arrangement of varying level of detail and complexity.

Such arrangements specify:

- outputs
- costs
- expectations
- dispute resolution mechanisms, etc.

Partnerships operated within established arrangements for procurement, accountability and reporting.

Transparency in such arrangements is a major governance issue!

While governments use private firms to deliver goods/services, responsibility for the services ultimately rests with the government.
Partnerships - Challenges

Some challenges for developing sound partnerships:

1) Accountability/audit - balance the need for flexibility to foster innovation while preserving oversight for public expenditure.

2) If specifications of outputs are too tight - they will require renegotiation, if too broad - they will require clarification.

3) Traditional procurement transfers risks but retains control. In partnerships, both partners share the risks and benefits.

4) Risk management should assign respective risks to the parties best placed to manage them.

5) A danger exists that existing partnerships will be seen as the only approach, effectively excluding other service providers.
Partnerships - Collaboration

It is difficult to determine which services:

- should use public-private partnerships
- should use conventional supplier relationships
- are best retained within public administration

A structured approach for the assessment of options should be made available to the agencies to make appropriate decisions.

Three forces:

- e-government coordinators
- procurement authorities
- key agencies

may develop an e-government private-public partnerships framework to help clarify what is allowed, but also retain decision on the merits.
## Exercise: Partnerships

<table>
<thead>
<tr>
<th>Exercise [Partnership]</th>
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<tbody>
<tr>
<td>Consider public-private partnerships your agency has established.</td>
</tr>
<tr>
<td>Provide ICT-related examples, with reasons, scope and challenges:</td>
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<tr>
<td>1) ................................................................. .................................................................</td>
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<tr>
<td>How could the e-government public-private partnership framework help manage such relationships?</td>
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</tbody>
</table>
Summary: Back-Office 1

Front-office improvement must follow more fundamental changes at the administrative back-office. The issues are:

1) e-government challenges existing ways of working

   ICT should be incorporated into a package of modernization, organizational change and public reform, with greater team work, work flexibility, knowledge management practices.

2) e-government requires leadership

   At all levels - from the political to the administrative, and stages: early - gain acceptance and create implementation frameworks, advanced - manage change and sustain support.
3) **seamless services will draw agencies closer together**

Development of seamless services require collaboration not just in technical terms but engaging deeper with share customers.

4) **managers need e-government skills**

E-Government increases the need for ICT-related skills: information technology (IT), management (IM), society (IS) and updated management skills (accountability, collaboration, etc).

5) **e-government involves public-private partnerships**

Governments work with private sector to access skills, products and capital, share risks, integrate public and private services.
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6. summary
E-Government: Transformation

E-Government is about using ICT to transform the structures, operations and culture of governments.

E-Government will have a fundamental impact on:

- how services are delivered
- how public policies are developed
- how public administrations operate

The challenge: balance between protecting citizen's rights and better matching their needs with efficient, integrated, engaging processes.

What started as a technical exercise aimed at developing more responsive programs/services becomes an exercise in governance.
E-Government: The Future

Now - initial impressive and visible results:

- government portals
- sophisticated transactional services
- examples of seamless, multi-channel services

In the future:

- connected back-office arrangements
- seamless, multi-channel, transactional services
- development of a hidden e-government infrastructure
- methodology/tools to assemble infrastructure-compliant services

What is needed: greater collaboration within government, higher funding levels, more awareness, deeper organizational change.
Acknowledgements

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