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E-GOVERNMENT: ANALYSIS FRAMEWORK AND METHODOLOGY

This document sets out the analytical approach and methodology for the OECD Project on the Impact of E-Government. It draws on discussions at the first meeting of the E-Government Working Group on 21 October 2001 and at the 24th Sesion of the Public Management Committee on 5-6 November 2001.

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OECD PROJECT ON E-GOVERNMENT: ANALYSIS FRAMEWORK AND METHODOLOGY

1.   This paper sets out the proposed analysis framework and methodology to be adopted for the OECD e-government project. This document should be read in conjunction with PUMA(2001)10/REV2, which outlines the project parameters and working methods.

Background and Definitions

2.   The term *"e-government"* focuses on the use of new information and communication technologies (ICTs) by governments as applied to the full range of government functions. In particular, the networking potential offered by the Internet and related technologies has the potential to transform the structures and operation of government. The project takes as its starting point that *e-government has the potential to be a major enabler in the adoption of good governance practices.* The project will look at the impact of e-government on national administrations from a series of different perspectives:

- **How can governments meet future challenges?** How can the greater integration of ICT within government facilitate governments' capacity to respond to the evolving characteristics, needs and expectations of society? How can this greater ICT use reinforce good governance practices? How will government structures and processes change as new technologies open new ways of working? The focus here will be on the longer-term vision (2005-10);

- **Where are we now, and where are we going?** What are the objectives for e-government and how do they fit into broader policy objectives? What progress has been made; what are the challenges and threats in the provision of e-government, and what are the good practice strategies and solutions that are emerging? This element will be based on a more immediate time frame, built around existing challenges and solutions;

- **What are the pathways to the longer- term vision?** What groundwork needs to be laid; what needs to be planned for now to achieve the desired longer-term outcomes?

Objectives and Scope

3.   The objective of the project is to identify e-government strategies and solutions to achieve good governance for the information age.

4.   The project will cover the *full range* of government/administration activity, covering functions such as the delivery of services, policy making and regulation and internal factors such as administrative structures, administrative processes and managerial capacity.

5.   The key factors that will differentiate the project from other work on e-government are the *focus on the longer-term picture* and the grounding of the work in the broader debate on *good governance and modernisation* of public administration. Virtually everyone is concentrating their resources on the

immediate impact of ICT and its integration into administrative systems within the next 2-4 years. This project asks what happens after this.

6.   The *impact* of e-government will be assessed on both governments and stakeholders, for example, the impact on both service delivery agencies and service users. However, the project will not analyse the impact of ICT use in society on specific policy decisions in areas such as health and education.

7.   The project will concentrate on the impact of e-government at the *national level,* although it will also explicitly look at relations between national and other levels of government insofar as they are partners in meeting national policy objectives.

8.   A key feature of the project is its longer-term focus. However, this needs to be grounded in an assessment of current initiatives and challenges, to ensure that immediate current issues are addressed and to provide a framework for the identification of "pathways" to models of good governance. Specific topics for assessment will thus be considered under the *three -stage framework* outlined above

- possible future models/arrangements;

- current practices and issues;

- how to achieve the longer term good governance models - what are the "pathways".

Assessment Criteria

9.   The OECD's work on governance is based on the firm belief that effective governance is an important requirement for the achievement of economic, social and environmental objectives. To assess "good governance" in the context of the project, it is proposed to draw on the *broader framework developed by the OECD* in its analysis of governance issues. In the document "Governance Outreach Initiative: Progress Report and Next Steps"[C(2000)111], released in June 2000, the OECD Secretary-General set out a draft statement of governance priorities for the 21st century. This statement, noted by the OECD Council at Ministerial level, indicated that the experiences of OECD countries in building democratic and prosperous societies tended to be characterised by:

- **Legitimacy**: The credibility of governance institutions ultimately depends on their ability to deliver results that respond to the needs and expectations of their constituents. Sustainable societies must focus on citizens' needs because the authority of democratic governments depends on the consent of its citizens to be governed.

- **Rule of Law**: Transparent and fairly-applied laws, regulations and codes should be enforced equally.

- **Transparency, accountability, and integrity**: Transparency promotes effective governance by opening up decision-making processes to public scrutiny and enhancing the degree to which constituents can hold governance institutions to account. Effective governance requires ethical behaviour and vigorous action to fight corruption. Integrity is a pre-condition for the creation of a trustworthy and effective framework of governance. Effective governance institutions are answerable to their constituencies, whether they be shareholders or citizens. Accountability entails the existence of reporting and feedback mechanisms.

- **Efficiency**: Efficient governance institutions demonstrate good stewardship of resources by achieving concrete results with a minimum of waste, while following agreed-upon standards and procedures. Achieving efficiency requires effective and responsive policies for building and maintaining well-performing and efficient institutions to deliver quality services.

- **Coherence**: Coherence helps to ensure that the combined set of an institution's policies is serving the same goals.

- **Adaptability**: Effective governance is not static. New risks are constantly emerging and societies need to continuously reflect on the values their governance arrangements are intended to promote and to anticipate changing needs and meet them through innovative procedures and new policies.

- **Participation and Consultation**: Participation and consultation are mechanisms for identifying and aggregating the will of constituents. Building them into the decision-making process can increase support for governance institutions and their policies. Consultation and informed participation can also help lead to policies that better address constituents' needs. Democratic participation is a prerequisite for good governance.

10.   The various elements of e-government provision and impact will thus be assessed against these criteria to provide an indication as to their contribution towards "good governance".

Methodology

11.   The topic of e-government is wide-ranging. To provide a focus for the analysis, it is proposed to group areas for analysis under the following headings:

Vision, Context and Responsiveness: - How can e-government make government more responsive?

Reform of Public Administrations: - What reforms can e-government make possible?

Strategic Implementation of E-Government-: - What is required for e-government to work?

Measurement and Evaluation: - How do we measure the impact?

12.   It is proposed that these themes be used as major section headings in the final Flagship report of the project, scheduled to be finalised by the end of 2002.

13.   The table below shows, in summary form, the specific topics for analysis within these broad areas. The framework incorporates input from both the first meeting of the project Working Group on 21 October 2001 and the PUMA Committee's consideration of the project on 5 November 2001. Further detail on the research topics and indicative questions that the analysis will need to address are shown at Attachment A.

THEME	TOPIC
VISION, CONTEXT AND RESPONSIVNESS	1]Identify the current and potential social and , as relevant, technological context for the implementation of e-government, including consideration of access issues; 2] Identify principles, strategies, mechanisms and potential trade-offs and risks using e-government to enhance citizen engagement in policy processes; 3] Identify principles, strategies, mechanisms and potential trade-offs and risks using e-government to maximise responsive design and delivery of

THEME	TOPIC
	services; 4]Identify potential changes to the role and legitimacy of public administrations, and relations with stakeholders, as a result of the implementation of e-government.
REFORM OF PUBLIC ADMINISTRATIONS	5] Identify potential structural, behavioural, process and cultural reforms of public administrations made possible by e-government, including potential operational efficiencies; 6] Identify the required strategies and mechanisms to support and sustain reforms resulting from e-government, including in the areas of change management, managerial and other skills and knowledge management.
STRATEGIC E-GOVERNMENT IMPLEMENTATION	7]Identify effective approaches to leadership , co-ordination and policy coherence for the implementation of e-government, including consideration of centralised/decentralised approaches; 8]Identify effective investment and financing models for e-government including consideration of models for the co-ordinated acquisition of ICT; 9]Identify appropriate private /public sector partnership models for the implementation of e-government; 10] Identify the managerial and other skill requirements for the implementation of e-government, and the policies to provide these.
MEASUREMENT AND EVALUATION	11] Develop evaluation frameworks and key indicators for e-government, covering government responsiveness, the impact on public administrations, and e-government implementation, including measures to benchmark progress, quality, benefits and costs, effectiveness.

13.   For each of the 11 topics above, it is proposed that initial work be undertaken which will then be used as a basis for dialogue with the Working Group, Member countries generally and Associate Group members. In general terms, the *stages of analysis* of these topics would be:

- *Information* to be drawn together from existing sources. It is proposed that Working Group, Member countries and Associate Group members be asked to provide details of web based information sources, which would then be made available to all members, and used as background for the project.
- Concepts and key issues to be tested through a *pilot study* to be conducted in a Working Group member country.
- *Initial paper* prepared on each topic, by either a consultant or the E-Government Taskforce; this would use the assessment framework and definitions outlined above, supplemented as required.
- If necessary, *short surveys* of members would be undertaken to obtain additional information on the topic.
- As timing permits, the *draft paper* would then be *discussed* on-line.

- A *revised version* would then be *discussed at a face to face seminar* of Working Group, Member countries and Associate Group members (a number of topics would be discussed at each workshop, see below).
- An *interim version* would then be *published on-line*.
- *Visits to Member countries* by Taskforce staff, to gain a greater understanding of priorities and key issues.
- *Production of Flagship report*. The various research papers and findings from the pilot member study would constitute a major input into the project Flagship report. Production of the report would involve further consultation with members and associates, and if necessary verification and updating of information through focussed member surveys.

14.   This approach, built around a series of separate research consultancies, is put forward given the need to cover a wide range of issues within the relatively tight project time scale. The production of separate research papers also facilitates staged consultation and dialogue with Member states and outside experts.

15.   The proposed approach could potentially lead to some inconsistency in approach between the various research topics. This will be reduced by a common framework and definitions applying across all topics and the drawing up by the Task Force of a detailed research brief for each topic before work is undertaken. Also, in the preparation of the Flagship report, the Task Force will bring together the various research papers into a coherent final report.

Priorities and Timing

16.   Priorities for analysis in accord with the above will be determined by the Working Group, in the context of input from Member countries and the Associates Group. The commissioned research papers will be used as a basis for discussion at one of the project seminars scheduled for March, June and September 2002. Specifically, these seminars will cover the following research themes:

- March 2002- Vision, Context and Responsiveness; Measurement and Evaluation;
- June 2002- Strategic Implementation of E-government;
- September 2002- Reform of Public Administrations.

17.   As the project progresses, it is likely that additional areas for analysis will emerge. This issue will be a matter for Working Group determination.

ATTACHMENT A - PROJECT RESEARCH TOPICS

THEME	TOPIC	INDICATIVE QUESTIONS
VISION, CONTEXT AND RESPONSIVENESS	1]Identify the current and potential social and, as relevant, technological context for the implementation of e-government, including consideration of access issues;	What will be the impact of changing access to ICT across society? What will be the different pressures governments face? What are the good governance principles for the future? How is the relationship between citizens and governments changing now, and how will it change, as a result of greater use of ICT in society? What will the impact of the "digital divide" on e-government? What are possible key impacts of technology in the period ahead? What will be the major external facilitators and inhibitors for e-government in the future? What technologies will be required for e-government?
	2] Identify principles, strategies, mechanisms and potential trade-offs and risks using e-government to enhance citizen engagement in policy processes, including a) arrangements for effective information provision; b) arrangements for effective consultation; c) arrangements to enhance accountability; d) arrangements to enhance trust in the use of e-government.	What are citizens' expectations of e-government? How can governments ensure the needed capacity to collect and respond to these expectations? Will e-government lead to greater citizen engagement and influence? Can governments keep pace with rising expectations? What are the consequences for transparency and accountability of the implementation of e-government? What policies can be put in place to ensure appropriate safeguards for citizens? Can citizens trust e-government? What are the current approaches to the online interface between governments and citizens? What are the consequences for accountability and transparency? Will e-government lead to lasting change in policy development and other processes?
	3] Identify principles, strategies, mechanisms and potential trade-offs and risks using e-government to maximise responsive design and delivery of services, including a) arrangements to minimise compliance costs faced by businesses and citizens; b) approaches to integrate services across agencies and levels of government; c) implications for service delivery strategies; d) arrangements to enhance trust in the use of e-government.	What is the impact of e-government on governments' ability to deliver citizen focussed services? Will e-government services lead to greater power and influence by service users? Do citizens and businesses want integrated services, and what does the term actually mean? What are the risks involved in providing e-government services? How are priorities for services determined-are the services being delivered on line those that citizens want? Can e-government change the roles of service providers and users ? Can citizens trust e-government services? What new services could be possible? What are the likely inhibitors and facilitators of the rollout of e-services?

THEME	TOPIC	INDICATIVE QUESTIONS
	4]Identify potential changes to the role and legitimacy of public administrations, and relations with stakeholders, as a result of the implementation of e-government, including a) scenarios identifying possible impacts of e-government on governance; b) principles for the operation of e-government that support good governance; c) arrangements to enhance trust in governments; c) assessment of the impact of e-government on the achievement of national social, economic and other policy objectives.	What are the good governance principles for the operation of e-government? How will e-government affect governments' external relations with citizens, businesses and civil society? Will e-government lead to greater citizen influence? What impact will it have on society in general? How will it help support social and other policy objectives such as employment or environmental quality? How will e-government affect the role and functioning of democratic institutions, including the relationship between Parliament and the Executive? What broad changes to the way governments will operate can be identified? How can e-government be integrated with broader policies?
REFORM OF PUBLIC ADMINISTRATIONS	5] Identify potential structural, behavioural, process and cultural reforms of public administrations made possible by e-government, including a) the impact on relations between agencies and with other levels of government on common services and programmes; b)potential operational efficiencies in areas such as: budgetary processes; human resource management; knowledge management; procurement; policy development; data processing.	What will be the impact of e-government on the way public administrations operate? Will e-government lead to administrative simplification and transformation, and if so, how? How can e-government facilitate reform? How will administrative structures respond to e-government? How can administrations best organise and plan to take full advantage of the communications and networking potential of e-government? Will we see fundamental shifts in the way governments do business? Will governments be able to cope with the level of change-what are the change management implications? Can governments adopt lessons from outside to enhance their own business processes? What is special about the government environment? Can efficiencies be captured in a way that promotes good governance?
	6] Identify the required strategies and mechanisms to support and sustain reforms resulting from e-government, including in the areas of a)change management; b) managerial and other skills; c) knowledge management.	How can gains from e-government be sustained? What are the main threats to these gains? What are the key requirements for sustained reform? Are there new leadership skills that are /will be required? If so, how can public administrations obtain these?

THEME	TOPIC	INDICATIVE QUESTIONS
STRATEGIC E-GOVERNMENT IMPLEMENTATION	7]Identify effective approaches to leadership , co-ordination and policy coherence for the implementation of e-government, including a) arrangements for strategy development and implementation; b) co-ordination across agencies; c) the use of cross-agency standards; d)consideration of centralised/decentralised approaches.	How can e-government strategies be formulated and managed? What is best co-ordinated centrally and what best left to agencies? How to get buy in for e-government policies across administrations? What are the major risks to successful e-government implementation? What are the critical success factors? What are the legal and other enabling frameworks required? What are effective approaches to ensure they are in place?
	8]Identify effective investment and financing models for e-government including consideration of a)approaches to the co-ordinated acquisition of ICT; b) the budgetary treatment of ICT spending; c) risk assessment approaches to ICT expenditure; d) assessment of costs and benefits of e-government; e) the role of the private sector in the provision and ongoing funding of ICT infrastructure and services.	What are effective approaches to funding e-government? Are they sustainable? How do current budgetary processes facilitate, or hinder, e-government implementation? Are governments spending too much, or too little, on e-government? Who pays for, and who benefits, from e-government?
	9]Identify appropriate private /public sector partnership models for the implementation of e-government [involving both private sector firms and civil society organisations], including in the areas of a)e-government strategy development and implementation; b) service delivery; c)innovative approaches and relationships.	What does 'partnership' mean in the e-government context? What role can private sector firms and civil society organisations play in the implementation and provision of e-government? Are there areas and tasks where these players may be more effective than government agencies? What are the likely benefits, and possible issues, with such involvement?

THEME	TOPIC	INDICATIVE QUESTIONS
	10] Identify the managerial and other skill requirements for the implementation of e-government, and the policies to provide these including a) the skills required by central co-ordinators of e-government strategies; b) the skill needs of business unit managers; c) the specific technical ICT skills required, and approaches to obtain them.	How do public administrations build the skills base needed? How do they maintain it? How can they cope and learn from failures? What is to be learnt from private sector e-commerce initiatives?
MEASUREMENT AND EVALUATION	11] Develop evaluation frameworks and key indicators for e-government, including measures to benchmark progress, quality, benefits and costs, covering a) frameworks and indicators to assess the effects of e-government on government responsiveness; b) frameworks and indicators to assess the impacts on public administrations made possible by e-government; c) frameworks and indicators to assess the operational and financial performance and effectiveness of e-government implementation on a whole of government basis.	What criteria can governments develop to assess tradeoffs in policy making, for example between efficiency and improved participation and accountability? How can the benefits to particular recipients of services, such as portals, be quantified? How to measure quality of services, or consultative processes, and their enhancement using e-government? Can progress in e-government be assessed? What are the key indicators? How can whole of government e-government strategies be evaluated?