



se2009.eu

Strategic management of eGovernment

The results of a EUPAN survey



se2009.eu

Stockholm 30 November 2009

The Swedish Presidency has entrusted the task of managing Sweden's EUPAN activities to the Swedish Agency for Public Management, in close cooperation with the Swedish Agency for Government Employers.

During the Swedish Presidency of EUPAN, between 1 July and 31 December 2009, a number of publications have been developed and commissioned. These publications are presented by the Swedish Presidency.

The report *Strategic management of eGovernment* is hereby presented.

Ms. Yvonne Gustafsson
Director General
Swedish Agency for Public Management

Mr. Göran Ekström
Director General
Swedish Agency for Government Employers

Ms. Ylva Grahn-Agering
Director General
Ministry of Finance, Sweden





Strategic management of eGovernment

The results of a EUPAN survey



se2009.eu

Strategic management of eGovernment – The results of a EUPAN survey

Executive summary

A brief survey on the strategic management of eGovernment in the EU Member States was performed during the Swedish Presidency in 2009. The recorded answers provide an overview of the arrangements in 22 of the 27 Member States. The lack of a sufficient terminological standardisation and of details limits the possible conclusions. However, some interesting observations are made and presented in the report.

The responsibility for eGovernment is, in almost all Member States, linked to the responsibility for the public administration. In a few Member States, the responsibility is vested in a Ministry for Telecommunications. All Member States have a central management and coordination function or institution, but its character and capacity vary across the countries. Regulations seem to focus on interoperability and functionality, although a number of Member States also have regulations focused on standardisation.

All responding Member States have eGovernment plans, although at different levels, but only a minority have mandatory plans. More countries than expected thus seem to rely solely on guidance and loyal implementation. The incidence of separately managed executive agencies also seems higher than expected. Only seven Member States have specific recurring performance audits and evaluations of eGovernment projects, which is surprising considering the high risk for failures or semi-failures in such projects.

The national eGovernment mandate covers the regional and municipal levels in only three Member States, while the other countries rely on advice, consultation and cooperation. The increasing importance of joined-up government across levels of government means that this may become a critical issue in many Member States.

Finally, there seems to be high reform activity, since sixteen of the twenty-two respondents have answered that their country has reformed its strategic eGovernment arrangements this year or the year before. This is a sign that what we see is not a mature eGovernment process, but might be the end of an initial phase, and a re-orientation intended to reap the full benefits of the new technologies.

Index

The survey	6
A. Context variables	7
1. Overall e-administration structure.....	7
B. Governance variables	9
2. Who is the formal owner of/responsible for eGovernment policies?	9
3. Who is responsible for the strategic management of eGovernment transformations?	10
4. Where is the central management and coordination function/institution situated?	11
5. What competence does it provide?	12
C. Governance instruments	13
6. The character of eGovernment planning	13
7. The main character or characters of the regulatory environment for eGovernment	14
8. Arrangements for management of eGovernment investments.....	15
9. The strategic management function's relation to the regional and municipal level.....	16
D. Audit and evaluation mechanisms	17
10. How is eGovernment audited and evaluated?.....	17
11. When was the strategic e-management arrangements last reformed?.....	18
12. When were the strategic e-management arrangements last evaluated?	19
Annex 1 – Survey contact persons	21
Annex 2 – The Survey, questions	23

Strategic management of eGovernment – The results of a EUPAN survey

The world is in the early stages of a major technological transformation. The new transformation is based on digital and microelectronic applications. It gives new tools and possibilities for eGovernment, and helps administrations to meet new challenges in Europe's social and economic development.

E-government has been on the agenda for a long time, although the terminology has shifted from automatic data processing to using new information and communication technologies, and then to eGovernment. European governments and public administrations are now deep into a transition from eGovernment as a separate set of activities to mainstreaming the use of digitalised information and microelectronic applications for information retrieval, storage, treatment, use and transmission. The goals for this new phase in the modernising of governance and administration arrangements are efficient and performing public administrations, able to implement government policies and serve citizens and companies in the best possible way, and exploiting the full potential of the new technologies that have become available.

Looking back at the first decades of eGovernment evolution makes it possible to discern four waves in eGovernment development. The first wave was the introduction of computing in selected parts of the public administration; the second was computerising the workplaces and making the different parts of the administration work together, and the third a consolidation of systems and investments. Many countries faced with rising costs for eGovernment investments and services are now actively engaged in consolidation. At the same time one can note that the leading countries are shifting their focus to the transformational potential of the new technologies.

It is at the same time possible to discern three stages in the strategic management of eGovernment. The first stage can be called be an organisation-centred development, the second stage an output-centred development and the third a citizen-driven e-administration.

That eGovernment is mainstreamed into the general governance and management arrangements and that focus shifts to citizen value does not diminish the need for a strategic management of eGovernment. The demands will on the contrary rise, since governments can no longer rely on a single central specialised organisation, but have to work through its normal channels, that are through the channels made up by departments and separate executive agencies.

The survey

The survey on the strategic management of eGovernment in the 27 Member States of the European Union was sent out by the Swedish Presidency of the European Union on 26 June 2009. It was designed as a brief survey in order to reduce the efforts needed to answer it. The brevity has of course had a price in that more information is sometimes needed to understand and assess the answers. Some of that information can be found in the European Union's EGovernment Observatory, on the website www.epractice.eu/en/factsheets/.

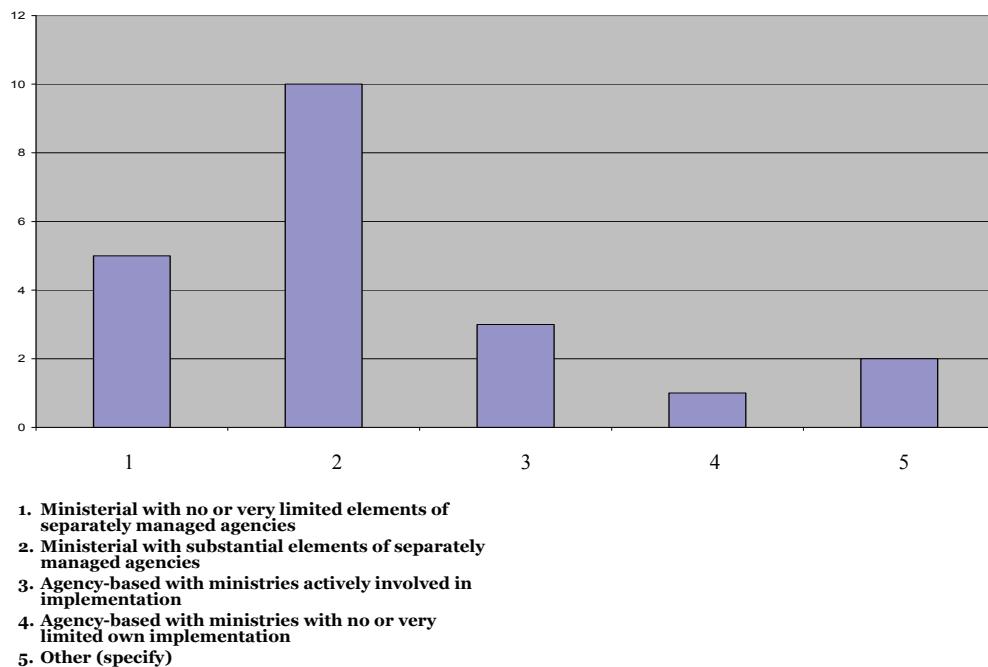
The survey is not intended as an assessment and cannot be used to create a ranked list. The national administrative and political context varies across EU countries, and the strategic management arrangements are inevitably affected by and adapted to the national context.

The result of the survey will be presented and discussed at the meeting with the EUPAN eGOV working group on the 17 November 2009 in Malmö.

22 of the 27 Member States have replied to this survey, giving a response rate of 81 percent. The five countries that haven't answered are BE, DK, EE, PL, and IT. Several of these can be regarded as innovative eGovernment leaders, and their answers would have been of value for the survey.

A. Context variables

1. Overall e-administration structure



21 of the 22 respondents have answered this question. Two respondents have answered ‘Other’ and given comments that seem to indicate that they have difficulties in applying the duopoly ministerial/agency-based to the administration structure in their country (ES, SI). One of these (ES) is a country at present undergoing a regionalisation process.

It is well known and visible, in the graph that the ministerial model dominates in the EU Member States. Only four respondents (AT, GR, MT, SE) have said that their country has an agency model. These countries can be expected to be less centralized and to have a stronger need of monitoring and guiding delegated eGovernment development in their executive agencies.

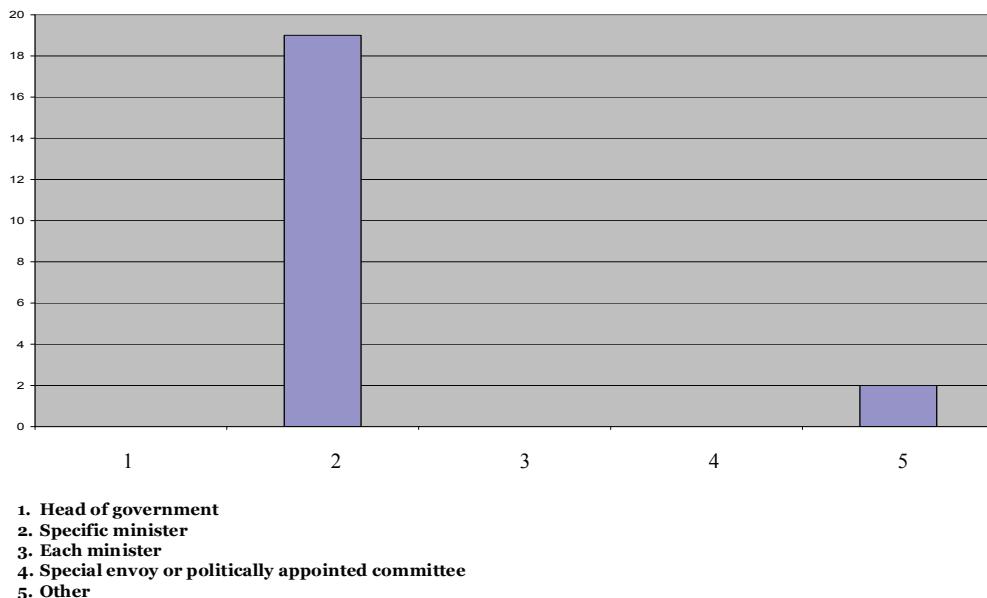
It is more unexpected that two-thirds of the respondents that have answered ‘Ministerial’ at the same time indicate that their country has substantial elements of separately managed agencies. The duopoly ministerial/agency thus seems to be rather fuzzy, and the incidence of separately managed agencies to be higher than normally assumed.



se2009.eu

B. Governance variables

2. Who is the formal owner of/responsible for eGovernment policies?



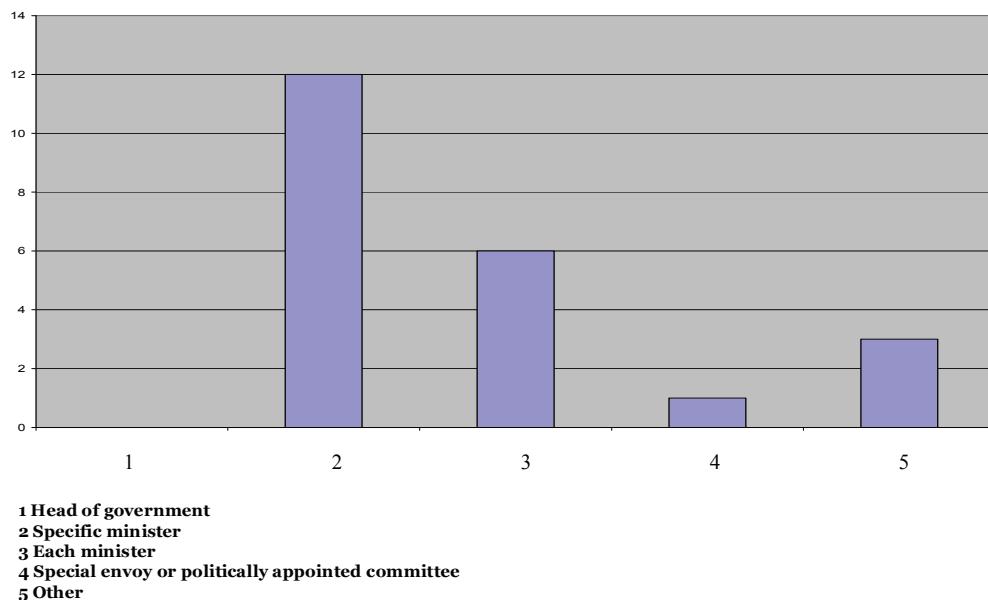
21 of the 22 respondents answered this question.

The overwhelmingly dominating answer is that it is a specific minister. Who this Minister is varies however. One must be aware when interpreting this question that the content and distribution of the ministerial portfolios vary across countries, and sometimes also across time in the same country. A reasonable assumption is therefore that the main reason for this variation in which minister that is responsible, is that the designation of the minister responsible for the public administration varies across the Member States.

Four respondents state that it is a Minister or State Secretary responsible for the public administration and/or local government. In addition however, five respondents state that it is a Minister for interior affairs, three respondents state that it is a Minister of Finance, and four that is a specific Minister or State Secretary in the office of the Head of government. Most of these are probably also responsible for the public administration in their countries.

Four answers seem to deviate from this pattern. One respondent (FR) states that it is the Minister for the budget, one (PT) that it is a State Secretary for administrative modernisation, and three (BG, MT, RO) that it is a Minister for infrastructure, transport and/or communication. The latter answers might indicate that eGovernment is still seen as primarily technical infrastructure issue in these countries.

3. Who is responsible for the strategic management of eGovernment transformations?



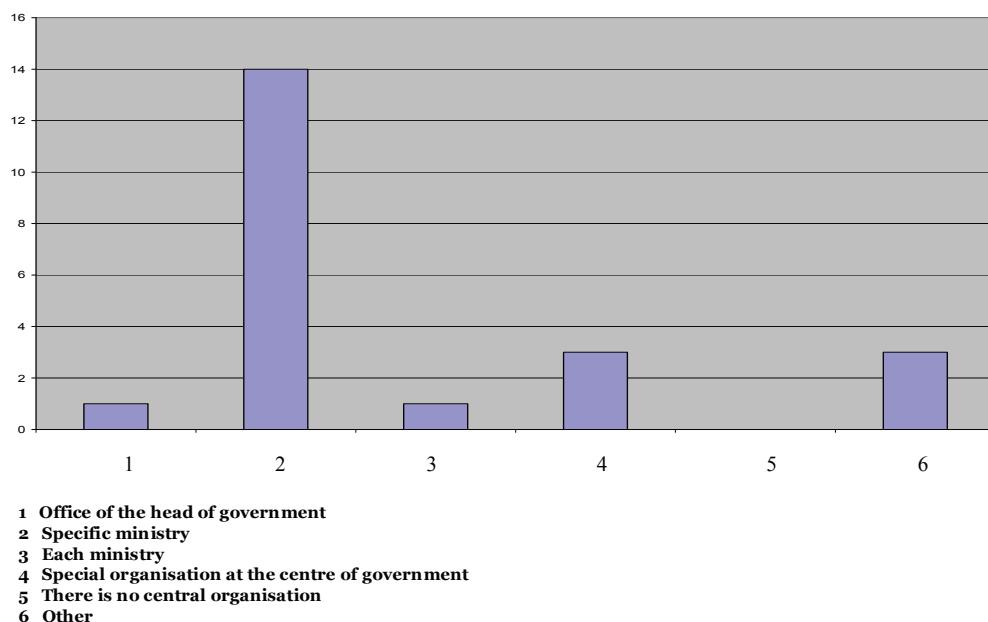
All 22 respondents answered this question.

There is an obvious preference for a coherent management of the eGovernment transformation. A majority of the respondents – twelve - state that it is a specific Minister or State Secretary. To this can be added one respondent (AT) that states that it is a special envoy or politically appointed committee, and one that states that it is a Director under a specific Minister. Yet one more respondent states that a specific Minister has a coordinating role.

Only six respondents state that it is each Minister. The remaining respondent (LU) states that it is a State Centre for ICT, possibly indicating that the focus in that country may be more on the technical basis for eGovernment than on the transformation of administrative processes and public services.

The answers about who the specific minister is, are as ambiguous as the answers to the previous question, since the responsibility for the public administration may be entrusted to different ministries in different countries. Of the 12 respondents that have said that it is a special Minister, two say it is a Minister in the office of the head of government, five say that it is a Minister for public administration, for interior affairs or for local government and three say that it is the Minister of Finance. Of the remaining two respondents, one (FR) says that it is the Minister for the Budget and one (RO) that it is a Minister for communication and information technology.

4. Where is the central management and coordination function/institution situated?



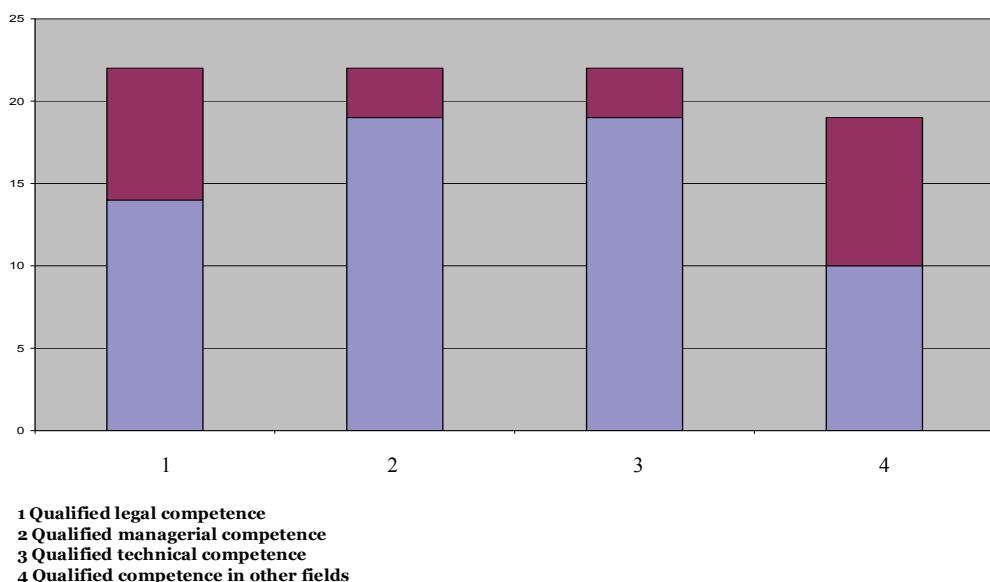
All 22 respondents answered this question.

All respondents state that there is a central management and coordination function or institution. The most common answer is that it is placed in a specific ministry. Of these fourteen respondents, five say that this ministry is a Ministry for interior affairs, four that it is the Ministry of Finance, two (ES, UK) that it is a Ministry that serves as the centre of government, one (LV) that it is a Ministry for regional development and local government, and one (FR) that it is within a Ministry for the modernisation of the state. One respondent (RO) states that it is a Ministry for Communication and IT.

Only one respondent (AT) states that it is placed in the Office of the Head of Government, but this is the Federal Chancellery, which is also responsible for the federal public administration. Only one respondent (SK) states that there is a function in each ministry.

The remaining six countries have a function/institution outside the normal ministerial structure. Three respondents state that there is a special organisation at the centre of government. In one case (MT) it is an EGovernment unit, in one case (PT) it is an agency for the modernisation of the public services and in one case (SE) it is a steering committee composed of the chief executives of the most relevant government agencies. The remaining cases are a Coordination Council for Information Society (BG), a State secretariat for infocommunication and eGovernment (HU), and a State centre for IT (LU).

5. What competence does it provide?



This graph aggregates four separate survey questions. The lower part represents a ‘Yes’ answer and the upper part a ‘No’ answer. All 22 respondents answered the first three, but only 19 answered the fourth.

The large number of respondents that have answered ‘Yes’ to these questions may over-estimate the level of competence made available to other parts of the public administration. The comments provided indicate that the spread is wider than one might assume at a first look, and it is evident that the organisations referred to in the previous question vary substantially in capacity and professionalism. Some of them only consist of a few persons, while others consist of several hundreds of staff. There might also be a tendency towards an overestimation of the competence provided, caused by the facts that the questions implicate a ‘best practice’ and that the respondents may want to present their country’s arrangements in a positive light. This overestimation is possible due to the vagueness of the question; the term ‘qualified’ was not defined.

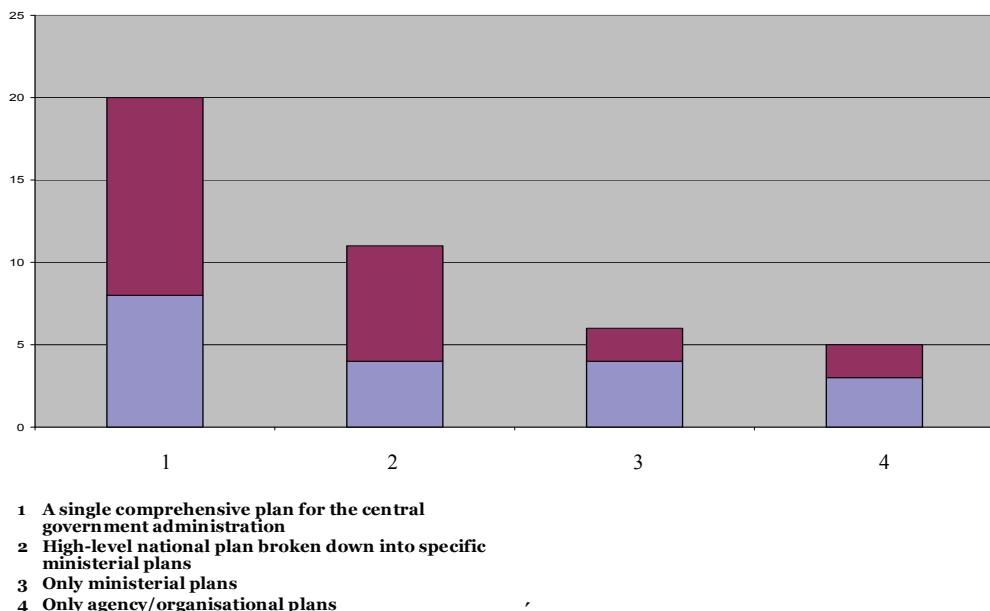
A closer look at some of the comments also illustrates the difficulties in cross-national surveys caused by a lack of semantic or notational coherence. The question on access to qualified legal aid provides the best example of different interpretations of the question. Two respondents have commented that legal competence is provided by the country’s Office of the Attorney General – but one (IE) has answered ‘Yes’ and the other (MT) has answered ‘No’ to the same question.

C. Governance instruments

6. The character of eGovernment planning

This graph also aggregates four separate survey questions. The lower part represents a 'Mandatory' answer and the upper part a 'Guidance' answer. All 22 respondents have answered these questions, and several respondents have indicated that there are plans at several levels.

No respondent has answered 'Yes' only to question three or four (in spite of the wording of these questions) but has also answered yes to one or more of the other questions. This means that all countries seem to have some type of national or high-level plan spanning across the different parts of their administration.



An interesting observation is that ten respondents have not answered 'Mandatory' to any of the questions. A surprisingly high number of countries thus seem to rely solely on guidance and on the ability of lower administrative levels to willingly pursue efficient and appropriate arrangements.

The highest level of mandatory plans are 'Single comprehensive' for eight respondents, 'High level national' for two respondents, 'Ministerial' for one respondent (GR) and 'Agency' for one respondent (SE).

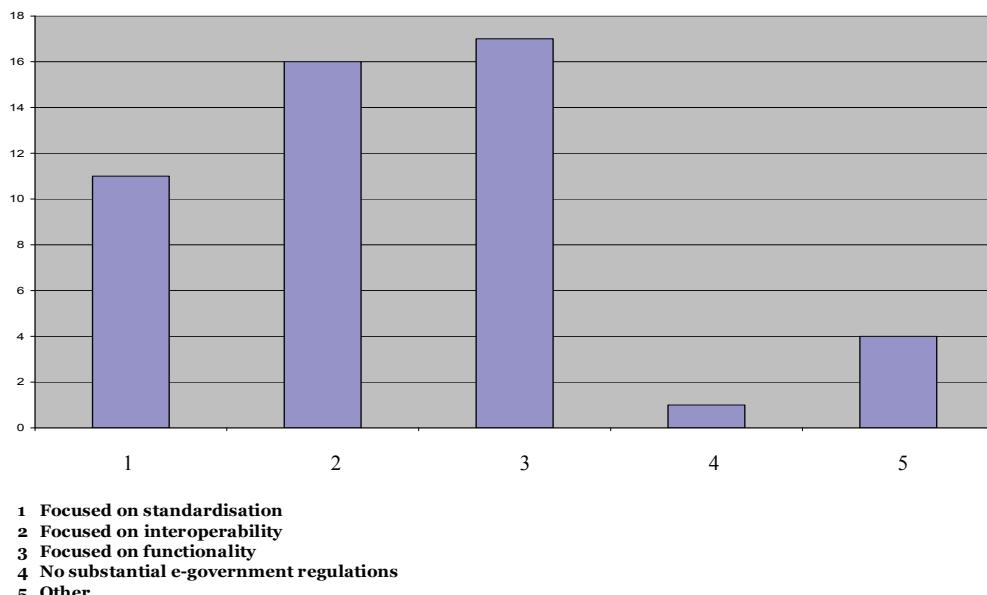
7. The main character or characters of the regulatory environment for eGovernment

This diagram aggregates five separate survey questions. All 22 respondents have answered these questions.

Only one respondent (IE) answers that the country doesn't have any substantial eGovernment regulations. The survey is not detailed enough to provide a background or an explanation for this answer.

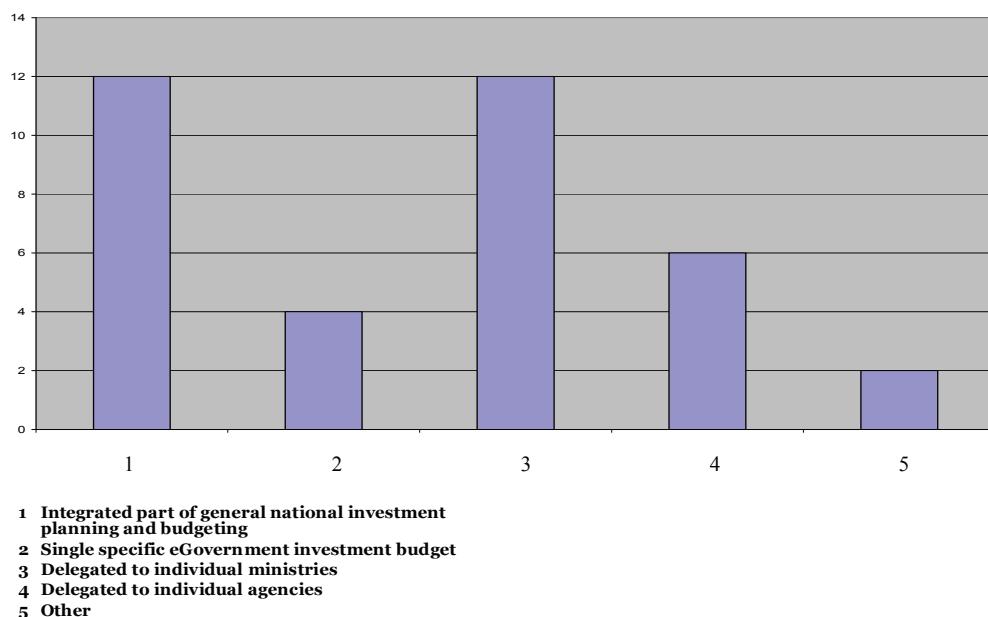
The main focus is on interoperability and functionality. Only half of the respondents say that there is a focus on standardisation, and no respondent has answered 'Yes' to only that question. This seems to confirm the latest observations from Gartner Group that the emphasis is shifting and should shift from how services are produced to the functions and results that countries want to achieve. Such a focus shift would lead to a higher emphasis on interoperability and functionality.

The four respondents that have answered 'Other' mention regulations about the management of registers and about e-identification. The latter are regulations that probably exist in all EUPAN countries, given the existing European directives.



One respondent (NL) lists the use of unique identifying numbers and another (ES) the e-rights of citizens. These four answers could probably have been classified as interoperability and/or functionality.

8. Arrangements for management of eGovernment investments



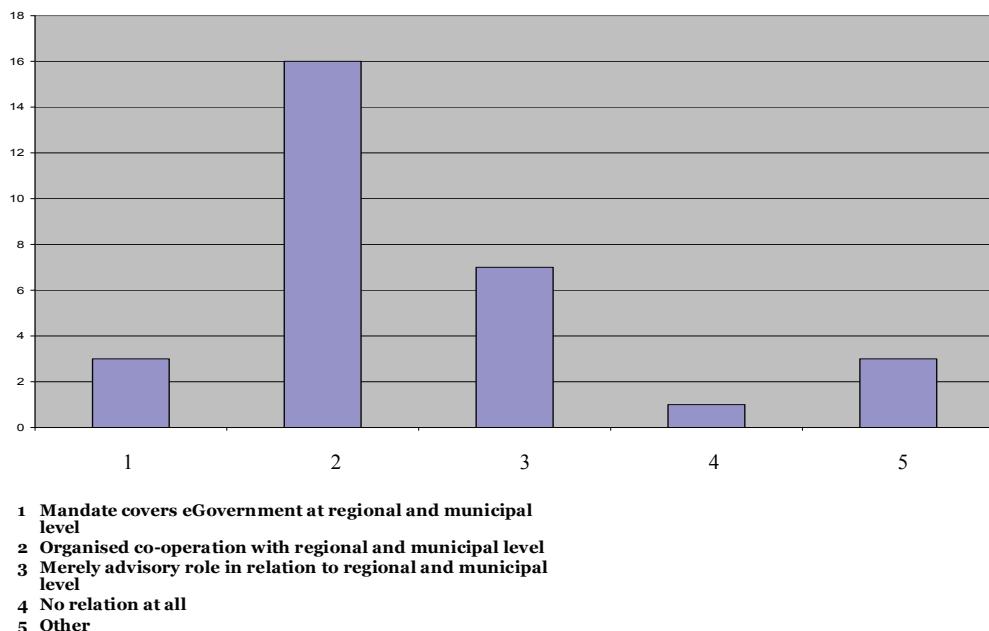
This diagram aggregates five separate survey questions. 21 of the 22 respondents answered at least one of these questions. Several respondents have answered 'Yes' to more than one of the questions, signalling that their countries have a hierarchy of budgets.

Twelve respondents have answered that their budget for e-investments is an integrated part of the national investment budget. Three respondents have said that the highest level in their country is a specific e-investment budget, and five respondents have said that the highest level in their country is the individual ministry. Only one respondent (SE) has said that the highest level is the individual executive agencies.

These answers reflect the general public investment framework in different countries. Most countries have a separate investment budget. Sweden does not have a special investment budget and is thus an exception. Government control over public investments in Sweden is instead exercised by setting separate borrowing limits for each executive agency.

The two respondents (CZ, LT) that have answered 'Other' (in addition to a previous 'Yes') have made reference to the European Union's structural funds.

9. The strategic management function's relation to the regional and municipal level



This graph aggregates five separate survey questions. All 22 respondents have answered at least one of these questions. Several respondents have answered 'Yes' to more than one of the questions.

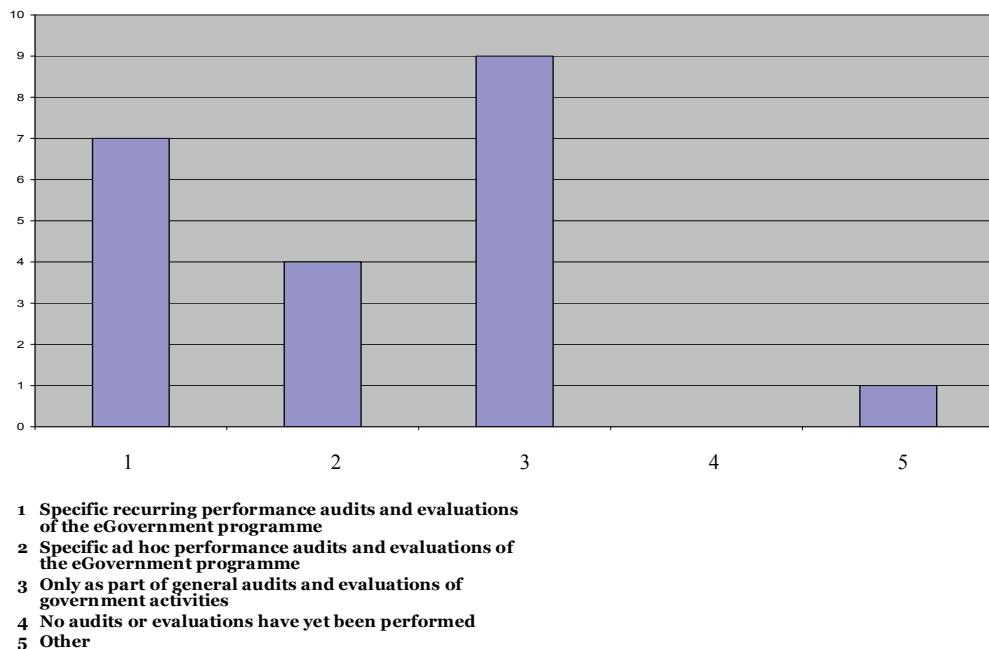
Only three respondents (ES, LV, RO) have said that the mandate in their country covers the regional and municipal level. Fourteen of the other respondents have 'Organised cooperation' as their highest and three respondents have 'Merely advisory role'. One respondent (SE) has answered 'No relation at all' which reflects the completely informal character of any dialogue between an executive agency and a local government administration in that country. One respondent (LT) has only answered 'Other' and added the comment that the municipalities have their own budgets.

The dominating relation mode is thus cooperation and dialogue. This reflects the trends towards more autonomy for the directly elected local governments within the European Union.

It seems reasonable to assume that issues' concerning coherence and cooperation across levels of government becomes more strategic as policy goals shifts from merely introducing and using the new technologies to enhancing efficiency and citizen value through joined-up services and improved information management and sharing. It might thus be interesting to study the details of cooperation and coordination across levels of government and to compare the relations and results achieved so far.

D. Audit and evaluation mechanisms

10. How is eGovernment audited and evaluated?



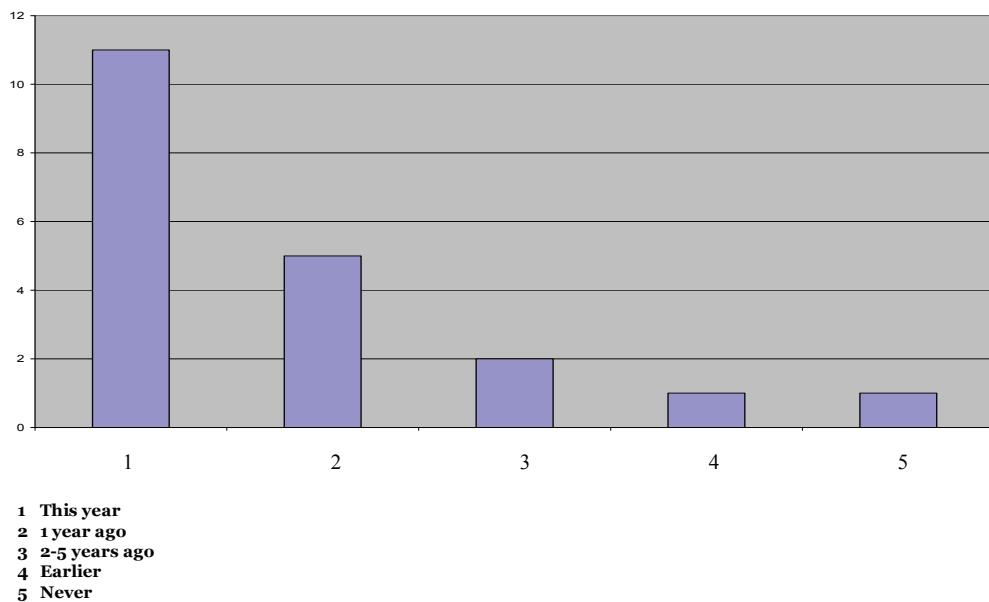
21 of the 22 respondents have answered this question. One respondent (HU) that answered 'Other' also explained that ad-hoc performance audits are a part of the programme for the modernisation of the public administration, and that there is a compulsive monitoring of eGovernment and EU projects and strategies.

Only seven respondents (AT, DE, IE, NL, PT, SI, UK) have answered that they have specific recurring performance audits and evaluations of eGovernment projects, while nine respondents have answered that they have no specific auditing and evaluation of eGovernment projects. The remaining respondents (four + one) have answered that they have ad hoc performance audits and evaluations.

Surveys done by among others Gartner Group have showed that the incidence of serious problems and failures (excessive costs, inability to keep time plans, inability to deliver expected results) is high in public eGovernment and ICT-projects. The relatively low share for recurring performance audits and evaluations of eGovernment projects is therefore surprisingly low, especially when taking into account the section 8, where fifteen respondents said that eGovernment investments were either including in the general budget or in a specific national eGovernment budget.

As a comparison can be noted that at this autumn's meeting with the International Council for Information Technology in Government Administration (ICA), several countries including Canada and the United States reported that they were strengthening and institutionalising the monitoring and evaluation of public eGovernment projects.

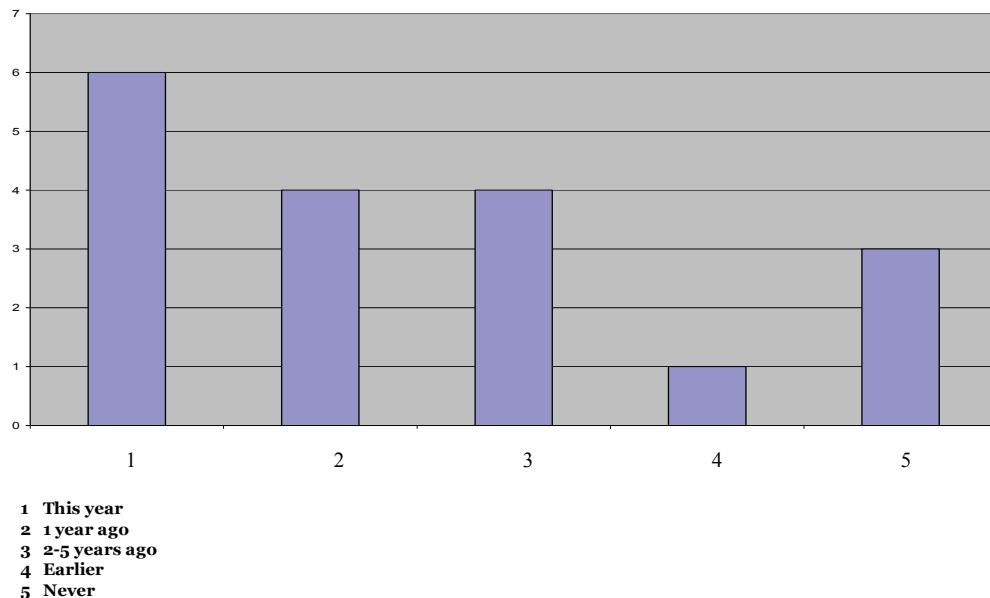
11. When was the strategic e-management arrangements last reformed?



20 of the 22 respondents have answered this question

The picture shows a surprisingly high reform activity, with sixteen respondents answering that their country has reformed its strategic eGovernment arrangements this year or the year before. No attempt has however been made to look at the extent of the reforms, and one cannot rule out that they might have been marginal or superficial in some countries.

12. When were the strategic e-management arrangements last evaluated?



18 of the 22 respondents have answered this question. Two are the same respondents that didn't answer in sections 10 and 11, and none of other two answered in section 10 that their country had specific recurring performance audits and evaluations of eGovernment project.

That three respondents (LT, CZ, RO) answered 'Never' might be understandable if their strategic e-management arrangements were introduced relatively recent, and thus are of relatively modern design compared to western European countries with old and much more inert administrations.

That ten respondents state that their country has evaluated its strategic e-management arrangements during this or the previous year still indicates a relatively high evaluation rate, especially when seen against the background of the answers in section 11, which shows that eleven countries have reformed their strategic e-management arrangements during this year. These two events might however have been linked in some countries, so that an early evaluation has already been followed by a reform.



Annex 1 – Survey contact persons

Austria

Ms Angelica Flatz
 Director General for Public Service and
 Administrative Reform
 Federal Chancellery Austria
 Tel.: +43 (0)1/53 115-7100
angelika.flatz@bka.gv.at

Bulgaria

Mr Roumen Trifonov, PhD.
 Council of Ministers
 Secretary of Coordination Council for
 Information Society at Council of
 Ministers
 Tel.: +359 2 9402439
r.trifonov@government.bg

Cyprus

Ms Myroula Papadopoulou
 Ministry of Finance
 Department of Information Technology
 Services
 Information Technology Officer A
 Tel.: +357 22601380
mpapadopoulou@dits.mof.gov.cy

Czech Republic

Mr Jiří Průša
 Head of EU Cross-sectional Projects
 Department
 Ministry of Interior of the Czech
 Republic
 Tel.: +420 974 817 532
jiri.prusa@mvcr.cz

Finland

Mr Olli-Pekka Rissanen
 Ministry of Finance
 Public Management Department
 Special Adviser
 State IT-Unit
 Tel.: +358-40-8610060
Olli-Pekka.Rissanen@vm.fi

France

Mr Jean-Jacques Leandri
 Adviser eGovernment
 Ministry of Budget, public accounts,
 civil service and State reform
 Directorate General for State
 modernisation
jean-jacques.leandri@finances.gouv.fr

Germany

Mr Jens Dietrich
 Federal Ministry of the Interior
jens.dietrich@bmi.bund.de

Great Britain

Ms Sue Bateman
 Cabinet Office
sue.bateman@cabinet-office.x.gsi.gov.uk

Greece

Mr Nikos Saridakis
 Ministry of Interior
 Consultant
 Tel.: +30 6973 044 264
n.sar@ypesdda.gov.gr

Ireland

Mr Martin Troy
 eGovernment Policy Unit
 Department of Finance
 Tel.: + 353 1 604 5132
martin.troy@finance.gov.ie

Luxembourg

Mr Ricky Wohl
 Conseiller de direction première classe
 Chef de division “Coordination et
 Organisation”
 Ministère de la Fonction Publique
 et de la Réforme administrative
ricky.wohl@ctie.etat.lu

Malta

Ms Marisa Scerri
 Office of the Prime Minister
 Tel.: +356 2599 2956
marisa.b.scerri@gov.mt

Portugal

Ms Matilde Cardoso
Director of Planning and Knowledge Management
Agency for the Public Services Reform
Tel.: + 351 21 723 12 00
matilde.cardoso@ama.pt

Republic of Hungary

Ms Bernadett Köteles
Expert Adviser
Prime Minister's Office
State Secretariat for Infocommunication and eGovernment
Tel.: + 36-1-441-2512
bernadett.koteles@ekk.gov.hu

Republic of Latvia

Mr Ugis Bisenieks
Head of department
Ministry of Regional Development and Local Government
ugis.bisenieks@raplm.gov.lv

Republic of Lithuania

Mr Paulius Skardžius
Director of the Public Administration Policy Department
Ministry of the Interior
Tel.: +370 5 271 7071
paulius.skardzius@vrm.lt

Republic of Slovenia

Ms Alenka Zuzek
Secretary
Ministry of Public Administration
Tel.: + 386 1 478 8685
alenka.zuzek@gov.si

Romania

Ms Milena Stancu
National Agency of Public Servants
milena.stancu@anfp.gov.ro

Spain

Mr Miguel Amutio
Ministry of Public Administration
miguel.amutio@map.es

Sweden

Dr. Folke K Larsson
Director, Deputy Director General
Swedish Agency for Public Management
Tel.: + 46 8 454 46 37
folke.k.larsson@statskontoret.se

The Netherlands

Mr Tjabbe Bos
Ministry of the Interior and Kingdom Relations
Tel.: +31 (0) 70 426 9426
tjabbe.bos@minbzk.nl

The Slovak Republic

Ms Nadežda Nikšová
Ministry of Finance of the Slovak Republic
Tel.: +421 2 59582423
nadezda.niksova@mfsr.sk

Annex 2 – The Survey, questions

QUEST TEST

european public administration network

Survey on eGovernment

Questions marked * are mandatory

Please state name and contact information for the country's contact person/persons in strategic eGovernment issues: ***What instance/authority appoints representatives in the different eGov groups at EU level (e.g. EUPAN, IDABC, eGov Sub Group) and according to what principles? *****A - CONTEXT VARIABLES****A1 - Overall e-administration structure**

- Ministerial with no or very limited elements of separately managed agencies
- Ministerial with substantial elements of separately managed agencies
- Agency-based with ministries actively involved in implementation
- Agency-based with ministries with no or very limited own implementation
- Other (specify)

Next >>

20 % completed

QUEST TEST**Survey on eGovernment****B - GOVERNANCE VARIABLES****B1 - Who is the formal owner of/responsible for eGovernment policies?**

- Head of government
- Specific minister (state which below)
- Each minister
- Special envoy or politically appointed committee
- Other (specify)

If second alternative selected please state specific minister**B2 - Who is responsible for the strategic management of eGovernment transformations?**

- Head of government
- Specific minister (state which below)
- Each minister
- Special envoy or politically appointed committee
- Other (specify)

If second alternative selected please state specific minister**B3 Where is the central management and coordination function/institution situated?**

- Office of head of government
- Specific ministry (state which below)
- Each ministry
- Special organisation at the centre of government
- There is no central organisation
- Other (specify)

If second alternative selected please state specific ministry

[**<< Back**](#) [**Next >>**](#)

40 % completed

© Copyright www.QuestBack.com. All Rights Reserved.

QUEST TEST**Survey on eGovernment****C1 - The character of eGovernment planning**

	Mandatory plan	Guidance plan
A single comprehensive plan for the central government administration	<input type="radio"/>	<input type="radio"/>
High-level national plan broken down into specific ministerial plans	<input type="radio"/>	<input type="radio"/>
Only ministerial plans	<input type="radio"/>	<input type="radio"/>
Only agency/organisational plans	<input type="radio"/>	<input type="radio"/>

Comments**C2 - The main character or characters of the regulatory environment for eGovernment (select one or more alternatives)**

- Focused on standardisation
- Focused on interoperability
- Focused on functionality
- No substantial e-government regulations
- Other (specify)

C3 - Arrangements for management of eGovernment investments (select one or more alternatives)

- Integrated part of general national investment planning and budgeting
- Single specific eGovernment investment budget
- Delegated to individual ministries
- Delegated to individual agencies
- Other (specify)

C4 - The strategic management function's relation to the regional and municipal level (select one or more alternatives)

- Mandate covers eGovernment at regional and municipal level
 - Organised co-operation with regional and municipal level
 - Merely advisory role in relation to regional and municipal level
 - No relation at all
 - Other (specify)
-

[<< Back](#) [Next >>](#)

80 % completed

© Copyright www.QuestBack.com. All Rights Reserved.

QUEST TEST**Survey on eGovernment****D - AUDIT AND EVALUATION MECHANISMS****D1 - How is eGovernment audited and evaluated**

- Specific recurring performance audits and evaluations of the eGovernment programme
- Specific ad hoc performance audits and evaluations of the eGovernment programme
- Only as part of general audits and evaluations of government activities
- No audits or evaluations have yet been performed
- Other (specify)

D2 - Result of past evaluations

	This year	1 year ago	2-5 years ago	Earlier	Never
When was the strategic e-management arrangements last reformed?	<input type="radio"/>				
When was the strategic e-management arrangements last evaluated?	<input type="radio"/>				

Please provide a brief summary of the latest evaluation**<< Back** **Send**

100 % completed