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# The Evaluation of E-Government projects for SLGOs

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# Aims

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- Sketch a *citizen-centered* and *role-based* view of Public Value
  - Define an approach to the evaluation of E-Government projects based on the concept of Public Value
  - Exemplify the evaluation approach with respect to the case of intercommunal cooperations (as required by the Italian action plan for the inclusion of small municipalities in the spread of e-Government)
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# E-Government: a broad definition

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E-government:

- **is more about government than about “e”**
- improves efficiency
- improves services
- helps achieves specific outcomes
- can contribute to broad policy objectives
- can be a major contributor to reform
- can help build trust between governments and citizens
- can open up the policy process
- challenges existing ways of working
- seamless government services will drive agencies closer together”

[Organization for Economic Co-operation and Development (OECD)  
[www.oecd.org/puma/Egov](http://www.oecd.org/puma/Egov)]

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## E-Government: a broad definition

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E-Government can be considered as the process of innovation of Public Administration in order to achieve innovative forms of government and governance through the use of ICTs.

The evaluation of an E-Government system must be referred to its capacity of improving on the whole the performances of the organization adopting it.

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## E-Government and public value

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The social values inherent in public services may not be adequately addressed by the economic efficiency calculus of markets.

The consumer notion of citizenship does not adequately address the broader social concerns of the citizen.

Likewise, governments are more than a business; they reflect collective identity, respond to diversity, and promote social equity.

[Hefetz, A., Warner, M., “Privatization and Its Reverse: Explaining the Dynamics of the Government Contracting Process”, *Journal of Public Administration Research and Theory*, 2004]

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## E-Government and public value

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Public value provides a broader measure than is conventionally used within the new public management literature, covering outcomes, the means used to deliver them as well as trust and legitimacy. It addresses issues such as equity, ethos and accountability. Current public management practice sometimes fails to consider, understand or manage this full range of factors.

[Kelly, G., Mulgan, G., Muers, S., *Creating Public Value: An Analytical Framework for Public Service Reform*, 2002]

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## E-Government and public value

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As an analytical framework referring to the value created for citizens by government, public value can be used to aid decision making, to assess performance and, in the e-government context, to provide a bridge between the technology and wider policy communities.

[Kearns, I., *Public Value and E-Government*, ippr, 2004]

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## Public value: a general definition

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At its most basic level, public value can be thought of as the value added to the public sphere by any activity, service or relationship, or any investment of human, financial or technical resources.

Benington, J., “From Private Choice to Public Value”, *The Public Management and Policy Association*, 2005]

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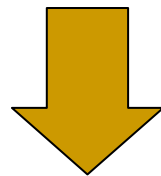
## A citizen-centered approach to public value

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[...] the ultimate beneficiary of civil service IT system must be the citizen in all his or her roles as customer, recipient, participant, taxpayer and so on [...]

Bannister, F., "Citizen Centricity: A Model of IS Value in Public Administration", *Electronic Journal of Information Systems Evaluation*, 2002

Citizens can play many different roles in their relation with Public Administration; in doing so they express different points of view on public value



citizen-centered and role-based approach to  
Public Value

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# A role-based approach to public value

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- **citizen as such**: any person having the right of citizenship;
  - **citizen as taxpayer**: person who, through taxation, finances Public Administration;
  - **citizen as user/consumer**: person who “buys” a service from Public Administration, thus obtaining private value (for himself);
  - **citizen as beneficiary**: person who receives a service from Public Administration without having to buy it;
  - **citizen as entrepreneur**: person who benefits from the services of Public Administration as economical subject;
  - **citizen as participant**: person participating in democratic decision making or policy formulation;
  - **citizen as policy maker**: person playing the role of policy maker within Public Administration;
  - **citizen as operator**: person working for Public Administration;
  - **citizen as delegate agent**: person working on behalf of Public Administration without being an operator of Public Administration;
  - **citizen as supplier**: person who, as economic subject, supplies goods and services to Public Administration.
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## E-Government for SLGOs

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for SLGOs the sharing of resources and competencies is one of the possibilities to manage the processes of technological and organizational innovation that are required for the implementation of E-Government systems.

The Action Plan for the diffusion of E-Government in Italy provides special funding for SLGOs that define cooperation agreements for the activation of Local Service Centers (LSCs), based on the model of intercommunal cooperation for service provision.

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## Intercommunal cooperation

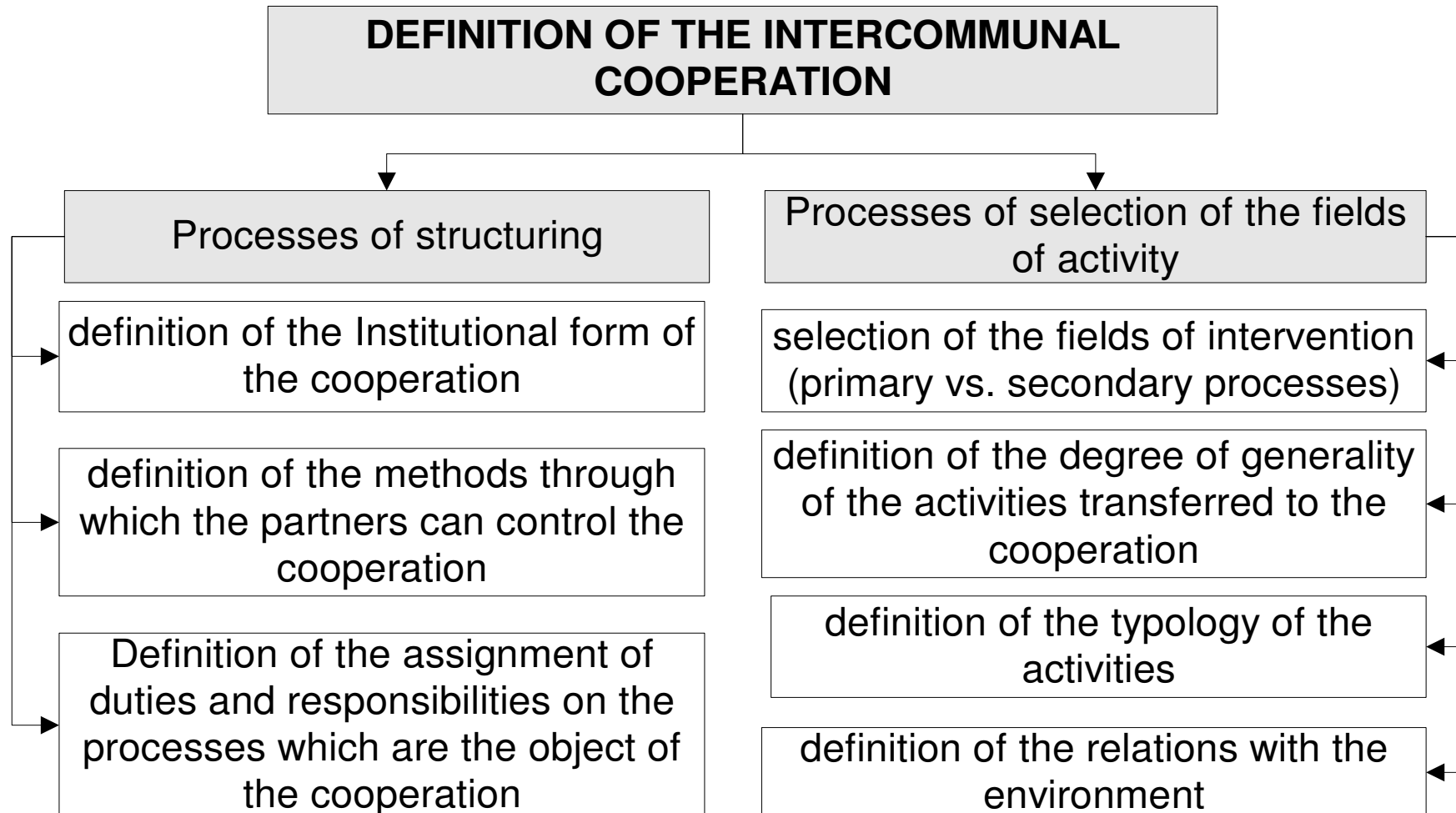
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Considered as the result of a cooperative process, the activation of a LSC requires:

- the definition of the goals of the cooperation;
  - the definition of the functions assigned to the LSC;
  - the definition of the levels of responsibility;
  - the definition of the relations among the LSC and the SLGOs that adhere to it;
  - the definition of the conditions for the attribution and the management of the resources necessary for the functioning of the LSC.
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# Intercommunal cooperation: definition processes

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# Evaluating E-Government projects for SLGO

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## Aims:

Consider how the internal roles involved in the definition of an intercommunal cooperation can perceive a public value as the result of the definition processes.

Define what the indicators of public value could be for the internal roles

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# The sources of Public value

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Sources of public value for citizens (Kelly, Mulgan, Muers 2002):

SERVICES

OUTCOMES

TRUST

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# The sources of Public value

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## Services

Citizens derive benefits from the personal use of public services that are very similar to the benefits derived from consuming those purchased from the private sector.

[Kearns, I., *Public Value and E-Government*, Institute for Public Policy Research, 2004]

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## Public value for internal roles: quality of service

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Attributes	Evaluation elements
Service availability	<ul style="list-style-type: none"><li>• Timeliness of the answer to inquiries about the functioning of the intercommunal cooperation</li><li>• Flexibility and timeliness in changing the performance levels</li><li>• Capability to anticipate problems and solutions</li><li>• Capability to offer original trends</li><li>• Transparency levels, intended as possibility to control the acts externally</li></ul>
Satisfaction levels with services	<ul style="list-style-type: none"><li>• Overall satisfaction level about the functioning of the intercommunal cooperation.</li></ul>
Importance of services offered	<ul style="list-style-type: none"><li>• Relation between services which can be delivered only through an intercommunal cooperation and services which can be anyway delivered by the single administrations.</li></ul>
Fairness of service provision	<ul style="list-style-type: none"><li>• Congruence between the needs formally recognized and the services delivered in the administrated territory.</li><li>• Congruence between the costs covered for the services delivered by the administrations and the level of the service delivery.</li></ul>
Cost	<ul style="list-style-type: none"><li>• Congruence between costs for the management of the intercommunal cooperation and the benefits derived.</li><li>• Adequate levels of economicity, such as ability to maintain an economic balance on the long term.</li></ul>

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# The sources of Public value

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## Outcomes

As well as assessing government through service experiences at the point of use, the public also expects government to deliver a series of socially desirable and important outcomes. Governments that clearly impact upon the outcomes considered important by the public are governments engaged in the delivery of public value added.

[Kearns, I., *Public Value and E-Government*, Institute for Public Policy Research, 2004]

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## Public value for internal roles: outcomes

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- degree of policies integration in homogeneous territorial areas
  - capability of investing in goods which cannot be acquired individually by the single administrations
  - organizational and operational simplification of the single institutions forming the network
  - contractual strength with reference to suppliers and other administrations
  - capability of maintaining cooperative relations with other administrations, suppliers, associations
  - capability to play a regulation role in systems of Networked Government
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# The sources of Public value

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## Trust

Trust is at the heart of the relationship between citizens and government.

- Trust in government is shaped by general levels of social trust and propensity to trust institutions in general.
- Trust in government is shaped by the effectiveness with which it manages the economy and delivers services.
- Trust in government is shaped by the way politicians and political institutions behave.

[Kearns, I., *Public Value and E-Government*, Institute for Public Policy Research, 2004]

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## Public value for internal roles: trust

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The level of trust of the partners towards the cooperation can be indirectly measured by considering their degree of integration within the network.

The higher is the level of trust towards the cooperation, the more willing the partners will be to integrate in the network.

Similarly, reaching levels of close integration can determine an increasing of trust of the partners towards the network through more and more active forms of collaboration.

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# Public value for internal roles: trust

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## Attributes of cooperability:

### **Preparedness**

this attribute describes the preparedness of the organization to interoperate. It is made up of doctrine, experience and training.

### **Understanding**

the understanding attribute measures the amount of communication and sharing of knowledge and information within the organization and how the information is used.

### **Command Style**

this is the attribute that describes the management and command style of the organization – how decisions are made and how roles and responsibilities are allocated/delegated.

### **Ethos**

the ethos attribute concerns the culture and value systems of the organization and its goals and aspiration.

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## Public value for internal roles: trust

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LEVELS OF COOPERABILITY	ATTRIBUTES			
	Preparedness	Understanding	Command style	Ethos
<b>Unified</b>	Complete, normal day-to-day working	Shared	Homogeneous	Uniform
<b>Combined</b>	Detailed doctrine and experience in using it	Shared communications and shared knowledge	One chain of command and interaction with home organizations	Shared ethos but with influence from home organizations
<b>Collaborative</b>	General doctrine in place and some experience	Shared communications and shared knowledge about specific topics	Separate reporting lines of responsibility overlaid with a single command chain	Shared purpose; goals, value system significantly influenced by home organizations
<b>Ad hoc</b>	General guidelines	Electronic communications and shared information	Separate reporting lines of responsibility	Shared purpose
<b>Independent</b>	No preparedness	Communication via phone, etc.	No interaction	Limited shared purpose

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