OECD E-Government Project

MAKING CHANGE HAPPEN AND MULTI-CHANNEL SERVICE DELIVERY

14-15 July 2004
Seoul, Korea

The 4th OECD Symposium for Senior E-Government Officials took place on 14-15 July, in Seoul at the invitation of the Ministry of Government Administration and Home Affairs (MOGAHA) and the National Computerisation Agency. As with previous symposia, the purpose of the meeting was to give e-government leaders the opportunity to confront and share views with their peers in an informal setting on the fast evolving shape and impact of e-government. The theme of the meeting, “Making Change Happen”, looked at how e-government visions can be translated into reality through the use of available tools to influence the behaviour of public servants and service delivery partners. The meeting brought together 23 participants representing 14 countries.

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OECD E-GOVERNMENT SYMPOSIUM "MAKING CHANGE HAPPEN AND MULTI-CHANNEL SERVICE DELIVERY"

14-15 JULY 2004, SEOUL

SHORT SUMMARY

The 4th OECD Symposium for Senior E-Government Officials took place on 14-15 July, in Seoul at the invitation of the Ministry of Government Administration and Home Affairs (MOGAHA) and the National Computerisation Agency. As with previous symposia, the purpose of the meeting was to give e-government leaders the opportunity to confront and share views with their peers in an informal setting on the fast evolving shape and impact of e-government. The theme of the meeting, “Making Change Happen”, looked at how e-government visions can be translated into reality through the use of available tools to influence the behaviour of public servants and service delivery partners. The meeting brought together 23 participants representing 14 countries.

In the “knowledge era”, building internal “know how” has become a key factor of success to bring about innovation in government. Countries realise that transforming government implies not only understanding what needs to be done and translating it into a well defined vision for change, but also knowing how to make change happen. By providing fora for the exchange of experiences, the OECD plays an important role not only in capturing and disseminating knowledge, but also in by helping countries build up a reform “toolkit” of practical “know how” to implement change. Some key conclusions of the Symposium:

- **Successful e-government should integrate ICTs into public service delivery, not create a separate, parallel system.** While OECD governments recognise the potential benefit of using ICTs to transform the public administration by making it more efficient, user oriented and transparent, they are also reaching the conclusion that applying ICT in itself does not bring about change. In order for e-government to be a catalyst for reform, governments need to look at e-government in the broader context of public management reform, taking into account its impacts on government structures, process and leadership. This requires an understanding of both the policy and service objectives of government and the transformative potential of e-government to deliver these objectives in new ways.

- **E-government change requires aligning the interests of public servants with reform objectives.** The human component plays an essential role in government transformation. Rather than employing a rhetoric that public servants are against change, e-government leaders need to help public servants understand their role as change agents in an ICT-enabled administration. Leaders should ask themselves what needs to be done to make change true to the culture, reality
and objectives of government organisations in order to ensure that public servants buy-in to the change process.

- **E-government transformation requires better indicators.** The arrival of e-government reflects broader societal and cultural change, in terms of the information society and expectation for leaner government. E-government can be further supported by external demands for good government from civil society, but governments need to understand the impact of e-government in order to communicate its benefits externally, as well as to measure -- and penalize or reward -- performance.

The Symposium looked at the common elements for e-government transformation that were discussed in the previous symposia -- leadership (Washington, 2003), structure (Lisbon, 2003) and process (Cancun, 2004). As each of these aspects of transformation depend on people’s behaviour within an overall good governance framework, participants discussed tools such as incentives, commitment, and partnerships to bring about e-government change. In addition, summaries of OECD reviews of e-government in Mexico and Norway were discussed by participants who welcomed the preliminary findings.
ANNEX A. HIGHLIGHTS OF THE DISCUSSION

Incentives to promote change

Incentives at all levels (government-wide, organisational and personal) can be a powerful tool to implement change in administrations. While a public service ethic and an expectation of making a business case for e-government are important components for delivering e-government at the organisational level, they can be insufficient. Because e-government is disruptive of existing processes and structures, organisations may need to put incentives in place (i.e. both financial and non-financial) in order to increase personal motivation and sense of ownership or to promote inter-agency collaboration.

1. **Incentives should reflect both an organisation’s overall goals and its e-government goals.** While performance rewards can be helpful to motivate public servants in the achievement of specific goals, they can also be counter-productive when they present an obstacle to collaboration and team work. Incentives cannot work if organisational goals and e-government goals are in conflict.

2. While the incentive to implement e-government is clearer in the context of individual agencies, it can be much more difficult, in the case of joint action among multiple agencies, to identify who benefits from a project. A funding preference for jointly-owned projects, for example, can create an **incentive for inter-agency collaboration.**

3. **Financial incentives for e-government may not always be possible** where there is a lack of resources or capacity to effectively allocate funds. Nor are they always desirable: more decentralised administrations may want to avoid such a role, and, when ineffectively used, more resources do not necessarily mean better quality outcomes.

4. **Recognition of quality work is a powerful non-financial incentive.** Many OECD countries are putting awards in place in order to provide peer recognition and to disseminate good e-government practice. Quality personal performance can also be recognised by both the public and private sectors. Recognition can reinforce internal drivers to implement change by creating conditions for motivating people. This is more powerful than external drivers which depend on a push from the media, users or politicians.

5. **A tight budgetary environment can help people focus on the need for change and reform.** When there is no option to “spend one’s way” out of a problem, non-financial incentives can help focus on providing quality public goods, improving accountability to citizens and businesses, strengthening the transfer of knowledge, values and good practices across the organisation and fostering ownership of the benefits and results of change.

Creating effective partnerships with the private sector

The term “public private partnerships” is used to cover governments’ contractual arrangements with a non-government entity to provide goods and services in which risks and rewards are shared. In particular, public private partnerships often refer to the private sector financing and operating of infrastructure assets traditionally provided by the public sector. The benefits for the public sector in partnering with the private sector include increasing innovation and flexibility and acquiring technology, know how and capital. In the
context of implementing e-government, sharing the cost of financial resources is particularly important for
the public sector as IT implementation requires large and complex infrastructure and systems.

Risk is the key characteristic in defining public-private partnerships. Public and private partners share
risk whereas in outsourcing, the government assumes the risk and the private sector provides the service.
Partnerships can also offer more flexible arrangements. Governments often turn to the private sector when
the public sector is too rigid. This is part of the case for public sector reform.

1. Change will always involve a certain element of risk. However, as governments are typically risk
adverse, it is difficult for them to become innovative organisations. Governments need to a) create an environment supportive of reasonable risk taking and b) manage risk sharing with the private sector.

2. Public private partnerships have both pros and cons. For the private sector, profit is the main
benefit of public private partnerships. There are also downsides, however, including becoming locked-in to a single partner and paying higher costs for private sector capital. The experience of public private partnership is still early. Some countries have shared that, when the risk is high and the return is not clear, they have difficulty in finding private partners. They also have difficulties in ensuring that partners take a sufficiently long-term view.

3. Public private partnerships should be based on clear criteria rather than an ideological position that “private is better”. Before entering into e-government partnering arrangements, governments should identify how they expect to benefit. For example, the private sector makes a good e-government partner when it already has the processes, know how, and systems in place (i.e. banking infrastructure) that can be adapted to public electronic service delivery rather than built from scratch.

4. Building trust with public service users is a key challenge when setting up public-private partnerships. The uniqueness of public sector (e.g. principle of universality of service -- price for equity, duty of care in using taxpayer money, organisational rigidities) requires that governments find a way to remain accountable to citizens while sharing service delivery responsibilities with the private sector. Even when the private partner bears the financial risk, the political risk of failure rests with the public partner.

Creating commitment for change

Commitment and leadership at all levels of government are essential to guide the transformation of government through ICT. E-government leadership is key to motivate personnel, develop skills, strengthen partnerships and provide incentives. Leadership is just as important among managers closest to personnel as it is at the very top.

1. Leadership cascades down, so top leadership can translate into leadership at every level of government in support of a transformation agenda. Leadership at the top needs to be diffused and articulated across government in order to remove barriers to e-government and promote ownership of change among public servants.

2. Leadership needs to be higher for cross-agency projects. Collaboration is difficult, and requires leaders at the head of or above all of the partnering organisations to lead the way and to incentivise new ways of working together. Leaders also need to make sure that common resources are used effectively and that benefits are shared.
3. **Leadership is also about communication.** Promoting a constant dialogue across all levels of government organisations on the impact of e-government serves to engage public servants in the need for change. Consultation and feedback also improve an organisation’s capacity to learn from its mistakes and to incorporate unintended consequences into its planning. Clear messages are needed to limit confusion and uncertainty.

4. In order to be effectively exercised, **leadership for e-government transformation needs to be reinforced** through 1) the creation of cross-agency bodies, 2) consistency between actions and rules/regulations, 3) maintaining a consistent message over time and 4) promoting training and skill-building, in particular with regard to motivation skills.

**OECD peer reviews of E-Government**

Representatives from Mexico and Norway presented the preliminary findings of the OECD peer reviews of e-government in their countries. The presentations were followed by comments from peer reviewers -- e-government practitioners from other OECD countries who had participated in the interview process. The purpose of this discussion was to get feedback on the focus and key issues based on highlights from the draft reports.

1. The discussion on the Mexico peer review acknowledged that e-government in Mexico has changed very fast. It was also mentioned that strategies now need to be institutionalised in order to achieve long-term progress, and that the impact of e-government on modernisation needs to be better explained to public servants. Other OECD countries noted that they have gone through the same problems Mexico faces. For example, the UK also had to deal with the digital divide and chose to bridge the relationship between e-government and the digital divide by encouraging local innovations and making use of local organisations.

2. The discussion on the peer review of Norway provided a starting point for a discussion on the role of central co-ordination of e-government initiatives in general. While the division of responsibilities between two central actors has been identified as one of the main challenges for e-government implementation in Norway, participants observed that creating a central authority responsible for co-ordination is not always the best solution and recognised the importance of "decentralised co-ordination" that strikes a balance between ministerial central steering and decentralised implementation responsibilities at the agency level.

3. The OECD provided some clarification on the OECD peer review process. It does not attempt to rank countries, but is interested in developing comparable data to allow comparisons along key indicators once more peer reviews have been completed. The representative from Finland commented on the usefulness of the peer review in Finland in terms of the advancing the internal debate on the role of e-government in the public administration. Participants felt that it was positive that the OECD uses both qualitative and quantitative indicators in its reviews.
ANNEX B. AGENDA

Introduction

1. Governments are increasingly realising that e-government has a potential to transform public administration by making it more efficient, user-oriented, and transparent. However governments have also learned by experience that applying ICT in itself does not bring about change. In order to discuss how to make change happen and to better reap the benefits of e-government, the OECD has organised the fourth OECD Symposium on “Making Change Happen: Identifying Preconditions, Partnerships and Incentives for Transforming Public Administration” on 14-15 July in Korea. The symposium will allow participants to exchange solutions that have been found to date and discuss incentives/tools that could be further used to implement a user focussed and efficient e-government.

2. In the previous symposia, e-government leaders discussed key challenges to e-government implementation and reached some key conclusions concerning the role of leadership, the structure of e-government and the benefits of common processes for improving the overall service and efficiency of government. First, as e-government is becoming more and more linked to the overall reform of government, leadership is becoming essential in order to develop and diffuse a vision, guide transformation, enhance co-ordination of initiatives, and provide incentives for agencies to join in. Secondly, no matter how government is organised, the e-government structure should support solutions for meeting a delocalised demand for public services and enabling efficiency gains. Thirdly, e-government has the potential to improve governance arrangements and collaboration between agencies by strengthening common business processes and transforming government into a rational business organisation.

3. While each of the three components of e-government transformation (leadership, structure and processes) can be developed independently, the relationship between the three is essential to making change happen. The figure below provides a framework for government transformation that suggests that there are links between the three target areas discussed in the previous meetings and proposes solutions to bring about change. This framework is meant to help guide thinking at the 4th OECD Symposium, and should not be considered as fixed or absolute.

Making change happen: a framework for analysis
4. Building on the country papers and lessons learned from the past symposia, the meeting will discuss the solutions that OECD countries have found to prepare for change, and in particular it will focus on identifying good practices on using tools, incentives and partnering arrangements to bring about change. In preparation for this meeting, the OECD Secretariat will ask countries to submit short country papers following a set of guidelines. The papers will provide examples of successes and failures of making change happen in the national context. These country papers will be distributed several weeks before the meeting, and serve as a basis for discussion.

Incentives

5. Incentives can be a powerful tool to implement change in administrations. Which incentives are best suited for structural change and e-government process re-engineering? What is the role of funding to implement change? What other incentives have government provided? Which incentives have been the most successful? To what extent are government using both “carrots” and “sticks”?

Partnership

6. The term public-private partnerships refer to arrangements where government contractually engage with a non-government entity to provide goods or services, sharing risks and rewards (OECD e-Government Imperative, p.128). Many OECD countries are exploring partnerships with private sector partners in order to assist the transformation process. To what extent have countries found such partnerships useful, and what are the benefits of partnering? What are the difficulties that must be overcome in order for such partnerships to be successful? What aspects of e-government can be successfully “outsourced” to private partners? What are the medium and long term impacts of these changes?

Commitment

7. Employee motivation can be a strong catalyst for change and have an impact on agencies’ ability to work together and make structural changes. Commitment and leadership at the top is essential to strengthen partnerships, improve personnel motivation and provide incentives for change. To what extent does personnel motivation depend on leadership at the top? And how can government ensure employee ownership for e-government initiatives?

Country Peer Reviews

8. In addition to the discussion on making change happen, the symposium will discuss the Peer Review of e-Government in Mexico, and the Peer Review of e-Government in Norway. This discussion will enable countries to provide feedback, not only on the OECD reviews themselves, but also on the OECD methodology for e-government peer reviews.

Intermediate Outputs:

- **Country reports**: What are examples of successes and failures in e-government transformation in your country? What are examples of incentives for change? What are your partnering arrangements with the private sector? (pre-meeting for Symposium discussion)
- **Output paper (following the meeting)**: results of the discussion along with the country papers will go into the OECD synthesis report “Making Change Happen” (due end of 2004)
Agenda

Tuesday, 13 July  Welcome cocktail at the Intercontinental Hotel

Wednesday, 14 July

9:00 – 10:00  Welcome and Introduction: Progress report on Solutions for Seamless Service

- Welcome - Korea
- Progress Report – Rolf Alter, OECD

Action required: The Secretariat will bring participants up to date on progress made with the Synthesis Report, and the objective to produce it by the end of 2004. Comments on the overall structure and content will be welcomed.

10:00 – 10.30  Overview and presentation of the challenges for Making Change Happen

10:30 – 11:00  Coffee Break

11:00 – 12:30  Session 1. Incentives for Change
Document: Collection of country reports on Making Change Happen

Action required: For discussion. The aim of this session is to discuss incentives available to government to drive change. How can central funding and other financial incentives help encourage e-government change? How can momentum be maintained over the long term? What is the importance of non financial incentives (internal pressure, favourable legislation) as drivers of change? At what level of the organisation should incentives be applied?

Lead Speaker – Mr. Ryoji FUKUI, Ministry of Public Management, Home Affairs, Posts and Telecommunications, Japan

12:30 – 14:00  Lunch and Group Photo

14:00 – 16:00  Session 2. Partnering and creating commitment for change
Document: Collection of country reports on Making Change Happen

Action required: The aim of the parallel sessions is to discuss both countries’ experiences in creating partnerships with the private sector, and government solutions to improve personnel commitment to bring about change.

<table>
<thead>
<tr>
<th>Group A: Partnering for Change</th>
<th>Group B: Creating commitment for change</th>
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<tbody>
<tr>
<td>Can the private sector help fund the transformation? What types of partnerships are most useful for achieving change? How could partnering with the private sector change the government’s way of delivering services? How to combine government accountability to citizens with shared service delivery responsibilities?</td>
<td>To what extent does personnel motivation depend on leadership at the top? What levers can the government use to create the co-operative, human environment needed to bring about change? How can the government ensure employee ownership for e-government initiatives?</td>
</tr>
</tbody>
</table>

16:00 – 16:30  Coffee break
16:30 - 17:30  Session 3. Conclusion: Identifying best practices on incentives and partnering for change

**Document**: Collection of country reports on Making Change Happen

**Action required**: For discussion. The objective of this session is to present the conclusions of the parallel sessions and identify examples of best practices to be included in the OECD synthesis report “Solutions for Seamless Services”.

**Thursday, 15 July**

08:30-9:00  Discussion on peer review process of e-Government in Mexico
Presentation by Mexico followed by comments from Peer Reviewers (Finland)

**Document**: Draft of “Main Findings from OECD E-Government Studies: Mexico”

**Action required**: For discussion. The objective of this session is to present the preliminary findings of the report and to allow participants to provide their inputs and comments on the draft.

9:00-10:00  Following the structure of the report: discussion and brainstorming on 3 areas of action
- leadership and collaboration
- external barriers and organisational change
- citizen focus and monitoring and evaluation

10.00-10.30  Coffee Break

10:30-11.00  Discussion on peer review process of e-Government in Norway
Presentation by Norway followed by comments from Peer Reviewers (Mexico)

**Document**: Draft of “Main Findings from OECD E-Government Studies: Norway”

**Action required**: For discussion. The objective of this session is to present the preliminary findings of the report and to allow participants to provide their inputs and comments on the draft.

11:00-12:00  Following the structure of the report: discussion and brainstorming on 3 areas of action
- leadership and collaboration
- external barriers and organisational change
- citizen focus and monitoring and evaluation

12:00-12:30  Closing remarks

12:30-14:00  Lunch

14:00-17:30  Steering Group meeting

**Friday, 16 July**

Guided visit to the International Exposition of Government Innovation and a Korean Information Village.
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