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Understanding the e-Government Policy of the European Union

A comparative analysis with the e-Government policies of some
supra national Organizations

Working Document
Reference: PTSI/24

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Valencia, 30 July 2003

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1.- INTRODUCTION

The principal agents in the process of developing and implementing e-Government are Public Administrations, but it is evident that they aren't the unique.

From Citizens and Companies, as tax payers and users of the services provided by Administrations, Information and Communication Technologies Industries as providers of equipment and services, to Consultants and Lawyers as government advisors, and, even Researchers and Academics as knowledge producers, all of these actors seem interested in the development of the e-Government, due to the huge number and type of activities appearing around this topics.

But, on the other hand, some supra-national Organizations, as entities with interest and capacity to influence Public Administrations, both at political and economical level, started to be interested in e-Government affairs. In this document we intend to analyse the activities of some of them.

We must confess, from now, that our main interest in this work is to go a little more in depth in the analysis of the e-Government policy of the European Union – EU, in its quality of supra national Organisation ruled by the Treaties signed up by its Member States. This work could be considered as a step forward in the process of analysis of the Telecommunications¹ and Information Society² policies of the EU started some years ago on the Framework of the Jean Monnet Chair at the Polytechnic University of Valencia.

But differently from the case of many other policies, the European Union has no administrative power in any aspects related with internal affairs of Public Administration at any levels: State, regional or local level, and that constitutes a first and enormous difficulty to develop a coherent policy on e-Government.

Any action carried out by the European Union in any matters must be clearly and doubtless based on the Treaties and, as we will see later on in this document, in the case of e-Government, given the lack of a mandate on this field, the European Union has been obliged to base its activities on its competences in the field of Research and Development, Trans-European Networks and even Industrial promotion, constituting one of the reasons of its difficulties to give a coherence to all of its actions in this field.

In our opinion, we consider that, by now, the so called Policy on e-Government, European Union has not a unique and coherent body and consists of a broad set of activities related with this topic and based on different community programs and initiatives started in different periods and with different purposes.

This document is an attempt to summarize the different activities of the European Union on e-Government with the objective of understanding better what they consist of and which its consequences for the European Public Administrations could be.

¹Alabau A. La Unión Europea y su Política de Telecomunicaciones. En el camino hacia la Sociedad de la Información. Ed. Fundación Airtel. Madrid. 2001

² Alabau A. The European Union and its Information Society Policy. On the threshold of a new European Governance. Ed. Fundación Vodafone. Madrid 2002

But to know if the European Union is doing all it can and must do it is convenient to compare what other Institutions are doing. The problem is that the European Union is unique in its class, so, it is absolutely impossible to make a direct comparison with any other similar body. In this circumstances, and in order to better understand the range of this action we have considered interesting to compare them with those activities developed by other supra national Organisations despite the big differences that exist between them.

This document is structured in three different parts. In the first part we will summarize the main characteristics and activities developed by the different units of the European Commission dealing with aspects related with e-Government and the objective will be to know their main characteristics.

In the second part of the document we will survey the e-Government policies of some of the main relevant supra national Organisation, in concrete United Nations, the International Telecommunications Union and the Organisation for Economic Cooperation and Development.

In the third part of the document we will try to compare the main aspects of the Policy of the European Union on e-Government with those of the other Organisations analysed in order to show the main coincidences and differences.

We are very conscious that this comparative exercise is difficult and that it could be criticized because of the different characteristics between the European Union and the other Organisations analysed. Even though we have considered convenient to do it, because the activities developed by such supra national Organisations have an incidence on the way Public Administrations are acting on e-Government showing them what is important and what is not in this field.

Our interest is to make an attempt to compare the strategic messages on e-Government in order to better understand if these messages derived from the Policy of the European Union are the adequate ones, pretending to avoid the very well known syndrome of “the community policies are the best policies of the European Union”³

Finally, we will conclude the document with some comments about the Policy of the European Union on e-Government derived of the exercise carried out in the previous parts.

To conduct the comparison between e-Government policies analysed we will use a Reference Scheme that summarises what we consider the main aspects of an e-Government Action Plan in Public Administrations. As any reference scheme it is simple and could be criticised and improved, of course, but we consider that it is adequate for our purpose.

This work has been performed between March and July 2003, during our stage at the Information and Communication Section of the Université Libre de Bruxelles in Belgium and we want to thanks to Professor François Heinderyckx, President of the Section its hospitality and kindness. We want, also to thank e-Forum Association for its support.

³ We borrow this sentence from a famous cover page whose title was: “The Spanish roads are the best roads of Spain”. appeared in La Codorniz, a Spanish political and social satiric magazine published between 1941 and 1977

During our stage in Brussels we have had the opportunity to contact, meet and discuss with officials of the European Commission, the OECD and the ITU and we want to thank them for their time, kindness and provided information.

Finally, we want to stress our gratitude to the Polytechnic University of Valencia and the Spanish Ministry of Education, Culture and Sport for the grant conceded that simplify enormously our stay in Brussels.

2.- AN ANALYSYS OF THE EUROPEAN UNION POLICY ON E-GOVERNMENT

Despite previous activities related with the introduction of the Information Society in Public Administration⁴, the European Union started to use the concept of Electronic Administration, Administration on line or just e-Government, in the frame of eEurope Initiative launched in 2000.

With the eEurope Initiative the Commission pretended to construct a coherent strategy and put a common cover to all already existing programs related with Information Society and give a boost to the use of the Information and Communication Technology for the benefit of the development of Telecommunications already liberalised and, of course, to get the objectives of the Lisbon European Council.

The situation of this new set of activities, that will be called since then e-Government, is similar to others included under the umbrella of eEurope with the great difference, as we noticed previously, derived that the European Union haven't any administrative competencies to deal with affairs related with the internal functioning of Public Administrations within the different levels of its Member States.

The European Union tackles the e-Government problem from diverse points of views and through different programs and initiatives managed by the Commission from different origins and submitted to various legal bases. In the following paragraphs we will try to describe them and to analyse their objectives in order to draw a picture of the different components of the e-Government Policy within the European Union.

2.1.- Reference Framework

Nowadays, the European Union develop activities on the field of e-Government mainly from two different Directorate Generals and at least four functional units, that we are marked in italics, as summarized in the next lines. Both Directorate Generals are at present under the responsibility of Commissioner Erkki Liikanen.

A. In Directorate General Information Society:

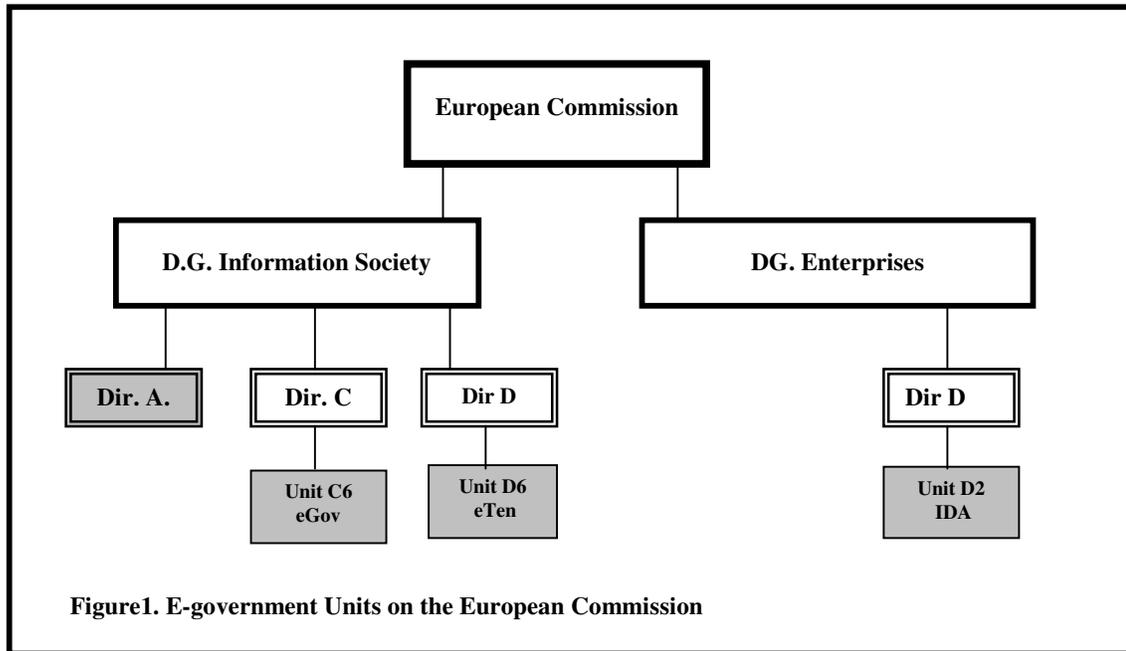
- a. *Directorate A. Information Society Strategy and eEurope*
- b. Directorate C. Components and Subsystems. Applications
 - *Unit C6. e-Government*
- c. Directorate D. Communication Networks, Security and Software. Applications
 - *Unit D6. eTen*

B. In Directorate General Enterprises

- a. Directorate D: Services, tourism, new technologies and design industries
 - *Unit D2. Networks between public administrations (IDA)*

⁴ See Chapter 10. The Information Society and Public Administrations on the book of reference 2

Figure 1 presents a part of the organization chart of the European Commission featuring only the functional units indicated.



It exists other community programs dealing with some aspects related with e-Government, like eContents⁵, managed by Unit 4. Information Markets, at the Directorate E. Interfaces, knowledge and Content technology, Applications. Information market, In DG Information Society, and, of course, those included in the Structural Funds programmes, supervised by Unit A2. Information Society Regional Aspects, that we will not consider here.

2.2.- e-Government activities in the Directorate General Information Society.

The Directorate general Information Society, which hold the heritage of the old DG XIII, has had in charge all aspects related with Telecommunications and Information Society Policy since its revamping in 1986.

This DG, jointly with DG Competition, tackled the process of liberalization of Telecommunications, took in charge from the beginning in 1993 the definition of Action Plan to develop the Information Society, and manage different community technology programs in particular the IST Thematic Area. In this framework, in 2000 the DG Information Society launched the Initiative eEurope 2002 and later on the eEurope 2005 one.

DG Information Society carries out activities related with e-Government, at least, on the following functional units:

⁵ eContents web site: <http://www.cordis.lu/econtent/>

- **Directorate A.** Information Society Strategy and eEurope
- **Unit C6.** e-Government, from Directorate C. Components and Subsystems.
- **Unit D6.** eTen, from Directorate D. Communication Networks, Security and Software.

In the following paragraphs we will analyse in detail some characteristics of the functional units mentioned.

2.2.1.- e-Government activities on Directorate A. Information Society Strategy and eEurope

This new Directorate was created in 2002 in the last reorganization of the DG Information Society in relation to the launching of eEurope 2005 initiative, with the purpose to concentrate in a single point all activities of formulation and monitoring of Information Society strategy of the Commission, including e-Government.

Taking into account the usual delays in the European Union, this Directorate has a clear and important task to perform on the definition of the e-Government plans, as a part of the Information Society strategies, at medium term much more than at the short time where almost all programs are already defined and launched.

Nevertheless, and with the purpose to well know the starting point we consider convenient to remember in the next paragraphs how, in the eEurope initiatives was stated the e-Government strategy and objectives on the main document related with eEurope and the electronic communications policy.

2.2.1.1.- The e-Government strategy in eEurope initiatives.

Concrete activities under the named of e-Government or Government on line appeared on the document of the eEurope 2002⁶ adopted in the European Council of Santa Maria de Feira, according to the indications approved during the European Council of Lisbon, in the spring of 2000. This activities were a part of the

Objective 3. Stimulate the Use of Internet .

In this document the Commission said:

The challenge for the administration is to adapt quickly the new methods of working and enable new innovative ways of working including partnership with the private sector,

And proposed a serie of Actions to be developed both by the Commission and member States.

Between the actions to be developed by the European Commission appeared those carried out by the Programme of Interchange of Data between Administration – IDA, and

⁶ eEurope 2002. Action Plan prepared by the European Commission for the Feira European Council. Brussels, 14 June 2000.

other related with the obsession of the Commission to open to the market the access to the information in the hands of public sector, this aspect would merit a detailed analysis, but it is not the purpose of this document.

To monitor the eEurope objectives, and follow the spirit of the Council of Lisbon, the Commission proposed to extend to the e-Government arena the techniques defined as the Open Method of Coordination and to permit this the Commission propose to adopt a list of twenty (20) indicators⁷ to measure the evolution of the use of Internet in the provision of a similar number of services provided by member states to Citizens and Enterprises.

The eEurope strategy was revised in 2002 and a new proposal of the initiative named eEurope 2005⁸ was presented and adopted during the European Council of Seville in June 2002.

In the document of the new initiative we can read : .

The eEurope action plan is based on two groups of actions which reinforce each other.

- *On one hand it aims to stimulate services, applications and content. Covering both public services and e-business*
- *On the other hand it addresses the underlying broadband infrastructures and security matters.*

The action plan comprises four separate but interlinked tools:

- *Policy measures, to review and adapt legislation at nation and European levels*
- *eEurope will facilitate the exchange of experiences, of good practices and demonstration projects*
- *policy measures will be monitored and better focused by benchmarking the progress made in achieving the objectives of the policies in support of the objectives*
- *an overall co-ordination of existing policies will bring out synergies between proposed actions. A steering group will provide a better overview of policy developments and ensure a good information exchange between national and European policy makers and the private sector.*

In the framework of the new initiative eEurope 2005 the European Commission proposes to add to the list of the e-Government Indicators other five more additional⁹ to complete in order to permit a better benchmarking. The Commission published the results of measurement of the indicators in October 2001, April and October 2002.

⁷ EGovernment Indicators.

http://europa.eu.int/information_society/eeurope/action_plan/pdf/basicpublicservices.pdf

⁸ COM(2002) 263. eEurope 2005: An information society for all. Brussels, 28 may 2002

⁹ COM(2002) 655. eEurope 2005. Benchmarking Indicators. Brussels, 21 November 2002.

http://europa.eu.int/information_society/eeurope/news_library/documents/benchmarking05_en.pdf

Incidentally, it is interesting to know that it exists a first and almost unknown report measuring the evolution of e-Government, using this set of indicators, performed by IDA in 2000¹⁰, but soon this topic came back soon to the eEurope home.

Finally, we have to mention that during 2003, and with the purpose to stimulate the activities developed by Public Administrations, the Commission organized the second eEurope Awards which final ceremony took place in Como 7 and 8 July 2003¹¹. The first edition of the eEurope Awards took place in Brussels in November 2001.

According the eEurope web site¹² no other activities are performed on this field under the umbrella of eEurope they are reduced to those mentioned in the previous paragraphs.

Finally it is interesting to notice that since the publication of the eEurope action plan and in particular during 2002 the different programs related with e-Government activities have incorporated in their presentations clear references to eEurope initiative, we don't know if its is due to a real demonstration of a coordination of its activities from eEurope or just as a shell of protection to justify its existence.

2.2.1.2.- The e-Government strategy on the Electronic Communications Policy

Once finished the process of adoption, during 2002, of the last package of Directives regarding the Electronic Communications regulatory reform The Commission published a Communication relating to the future implementation of this new regulatory framework and its incidence on the development of the Information Society on the framework of eEurope 2005.

This Communication¹³ was adopted in February 2003 the Commission presents, in detail, a set of specific activities and the Commission states :

This Communication does not launch new policies. It reminds Member States of the needs to complete rapidly the process of defining and implementat the actions already planned and complementing these where necessary. Concretely, government should aim to:

- *the full, effective and timely implementation of the new regulatory framework for electronic communications to create and maintain a competitive environment that offers incentives to innovate, invest and improve the quality of the services offered.*

¹⁰ Benchmarking of electronic services delivery in the public sector. TietoEnator, May 2001. Developed under contract no 503336 with IDA.
<http://europa.eu.int/ISPO/ida/jsps/index.jsp?fuseAction=showDocument&documentID=386&parent=chapter&pr eChapterID=0-17-53>

¹¹ LEITNER C. (Editor). eGovernment in Europe: the State of Affairs. European Commission and EIPA. 7-8 July 2003.

¹² eGovernment on the eEurope web site
http://europa.eu.int/information_society/eeurope/action_plan/egov/index_en.htm

¹³ COM(2003) 65. Electronic Communications: the Road to the Knowledge Economy. Brussels 12 February 2003

- *Encourage the use of electronic communication technologies through broadband and multi-platform access, as outlined in the eEurope 2005 Action Plan, to improve public services and, ultimately, to reorganise business and administrative processes to increase productivity and growth.*
- *Support and strengthen current research effort at national and EU level to ensure Europe's long term competitiveness.*

As it is usual on the Commission documents, there is an intend to link the different action proposed to increase its coherence and its mutual support. Regarding e-Government, the document:

- Mentions the importance of e-Government development to increase the development and the demand of Information Society services.
- Stresses the crucial importance of the broad band infrastructures to access to the services, in particular those of e-Government
- Announces the publications, in June 2003, of a communication related with the interoperability in the development of pan-European services

With this Communication the Commission present the e-Government strategy as an end in it self, of course, but also as a mean to promote the development of broad band infrastructure and internet services.

2.2.1.3.- The funds to promote the development of the Information Society strategy

At the end of Programme PROMISE 1998-2002, the Commission proposed to the Parliament and Council a new programme, this time called MODINIS to permit the financing of a series of activities during the period 2003-2005.

This new programme considers the following objectives:

- *Data collection and analysis on the basis of a new set of benchmarking indicators, including regional indicators where appropriate. A special focus should be laid on data related to the key targets of the eEurope Action Plan.*
- *Studies to identify good practices at national and regional level, notably those serving to the successful implementation of the eEurope Action Plan.*
- *Support to targeted conferences, seminars or workshops in order to promote cooperation and exchange of experiences and good practices in the case of the common framework of complementary actions.*
- *Support of the Information Society Forum consisting of web-base experts representing a broad range of interests advising the Commission on challenges for the development of the Information Society.*
- *Financing surveys, studies, workshops in the area of network and information security, in particular on existing or emerging threats and also with the view to prepare the activities of the networks security task-force.*

- *Support the enhancement of national and European efforts for improving networks and information security and the development of broadband rollout through workshops, meetings and exchange of experiences.*

The initial budget demanded by the Commission for all activities of the Programme MODINIS is of 25 M Euros that the Parliament pretend to reduce to 20 M, but this is still pending of discussion. It is interesting to know that these funds have been asked according article 157 of the Treaty related with the Industrial Policy of the European Community, an interesting way to promote e-Government policy.

2.2.1.4.- About Indicators and Open Method of Coordination on e-Government

As we commented before, one of the key activities linked to the implementation of the eEurope strategy is the effort to benchmarking the evolution of e-Government in Member States through a set of Indicators defined by the Commission and accepted by the Council.

As per the documents¹⁴ published in the web site of the Commission, this initiative derived from the decision of European Council of Lisbon. In this document Commission said:

The Lisbon summit in March 2000 established an “open method of coordination” to reach the targets of eEurope Action Plan. This include establishing quantitative and qualitative indicators for benchmarking.

Maybe it is time to remember the way that the Lisbon Council defined the open method of coordination and the spirit in which it was inspired.

In the absence of legislative powers to enforce the eEurope objectives the Commission considered that it was convenient to use non-legislative instruments inspired in those included in the article 137.2.a. of the Treaty on Title XI. Social Policy.

But the Lisbon Council¹⁵, defined the open method of coordination as follow:

Implementing a new open method of coordination

37. Implementation of the strategic goal will be facilitated by applying a new open method of coordination as the means of spreading best practice and achieving greater convergence towards the main EU goals. This method, which is designed to help Member States to progressively develop their own policies, involves:

- *fixing guidelines for the Union combined with specific timetables for achieving the goals which they set in the short, medium and long terms;*
- *establishing, where appropriate, quantitative and qualitative indicators and benchmarks against the best in the world and tailored to the needs of different Member States and sectors as a means of comparing best practice;*

¹⁴ eGovernment Indicators for Benchmarking eEurope. Brussels, 22 February 2001
http://europa.eu.int/information_society/europe/action_plan/pdf/egovindicators.pdf

¹⁵ Presidency conclusion. Lisbon European Council 23-24 March 2000. <http://ue.eu.int/newsroom>

- *translating these European guidelines into national and regional policies by setting specific targets and adopting measures, taking into account national and regional differences;*
- *periodical monitoring, evaluation and peer review organised as mutual learning processes.*

According to this text; Indicators and benchmarking are only a part of the process and in the absence of Guidelines, timetables and its translation to the National and Regional policies it seems that it is not correct to speak about the application of an open method of coordination.

We recognize that in the absence in the Treaty of any power related with Public Administration it seems absolutely impossible even to try to apply a non-legislative instrument. In these circumstances the use of Indicators, and in particular the use of their results, should be put under observation.

2.2.1.5.- Comments

Since then, it seems that the coordination activities of the eEurope initiative have been very weak and give us the impression that its effect has been much closer to a brand used by the Commission than a real strategy.

In our opinion, the new Directorate A. Information Society Strategy and eEurope, has an important task to do in the definition of a real European Union Policy on e-Government as a part of its strategy on Information Society.

As we will have the opportunity to check later on in this document, it is not an easy role, because of the relative independence of the programs of the Commission, under the hand of the Units in charge of them, once approved.

2.2.2.- e-Government activities of the Unit C6. e-Government.

As previously indicated, the Unit C6 – e-Government, integrated in the Directorate C. Components and Subsystems. Applications, of DG Information Society, has, mainly, the responsibility to manage the projects on e-Government corresponding to the Framework Programme of Research and Development, co-financed by the Commission

This Unit has inherited the background of the previous Unit B3. Applications relating to Administrations, included in the former Directorate B. Information Society Technologies, Systems and Services for the Citizen, at the DG Information Society.

At present this Unit manages active projects coming from the 5th Framework Programme – FP5 and will manage those that will be approved under the 6th Framework Programme – FP6.

This Unit had an active role in the organization of the 2003 e-Government Conference mentioned before.

Finally, this Unit is taking an active part in the preparatory phase of the future Communication on e-Government that the Commission has the intention to adopt at the end of 2003.

2.2.2.1.-The e-Government projects on the 5th Framework Programme

During the 5th Framework Programme of Research and Technical Development 1998-2002, the Commission approved a set of projects related with e-Government that are grouped in the so called Smart Government Cluster¹⁶.

According with the words of the Commission, the objective was:

The projects in this cluster help administrations to better serve the public using the latest technologies, strategies and practices to improve the services offered - making them more efficient, flexible, affordable and easy to use.

As many other actions of the FP5, these projects had a strong orientation to the development of applications as it is possible to see when analysing its objectives¹⁷. The Number of projects co financed by the Commission was 19 with an economic participation of 32,4 MEuros of a total budget of 56,7 MEuros. It is supposed that these projects will be finished during 2004. Funds are ruled by article 166 of the Treaty regarding the Research and Technological Development policy.

2.2.2.2.- The e-Government projects on the 6th Framework Programme

The 6th Framework Programme 2002-2006¹⁸ was presented as a unique opportunity to reorient the Research and Development strategy of the European Union with the ambitious objective to contribute to the construction of the European Research Area – ERA. The message sent by the Commission was the necessity to turn the page of the FP5.

Additionally to traditional type of actions:

- Specific Targeted Research Actions,
- Coordination Actions and
- Specific Support Actions,

new formulas were proposed:

- Integrated Projects with the purpose to tackle with big size projects, and
- Network of Excellence as the most specific tool to contribute to create the ERA

¹⁶ 5th Framework programme. E-Government projects.
<http://www.cordis.lu/ist/ka1/administrations/projects/clustering.htm>

¹⁷ European Commission. eGovernment Resource Book. Synopses of IST projects relating to eGovernment. March 2003.

¹⁸ Web site of the 6th Framework Programme. <http://fp6.cordis.lu/fp6/home.cfm>

On the 6th Framework Programme, research activities on e-Government correspond to the following:

Thematic Area: Applied IST research addressing major societal and economic challenges¹⁹

And in it, to the:

Thematic Priority: 3.1.9 Networked businesses and governments²⁰,

Which objectives are described by the Comisión as follow:

Thematic Priority: 3.1.9 Networked businesses and governments

Objective: To develop ICTs supporting organisational networking, process integration, and sharing of resources. This shall enable networked organisations, private and public, to build faster and more effective partnerships and alliances, to re-engineer and integrate their processes, to develop value added products and services, and to share efficiently knowledge and experiences.

Focus in on:

- *Management of dynamic collaborative networks through the development of harmonisation frameworks, open platform specifications, models and ontologies. This includes multi-disciplinary research into complex adaptive and self-organising systems and modelling, representing, tracking and measuring distributed work and knowledge flows in business networks.*
- *Technologies for interoperability supporting open networks of intelligent, autonomous, self-adaptive, self-reconfigurable, and scalable software components for networked organisation including SMEs. Novel reference architectures working in dynamic networks using ontologies, agent and Grid technologies. Web services, semantic web and peer-to-peer computing-*
- *Open sources, interoperable and re-configurable e-government platforms, applications and multi-modal services. They should be based on European standards, support national, regional and local initiatives and deploy as much as possible open source software solutions for all aspects of inter- and intra-government operation including electronic democracy systems, interaction with citizens and business, governmental process re-engineering and knowledge management.*
- *Management knowledge to support innovation and business strategies through sharing, broking, trading and measuring of knowledge and intellectual capital. Research will also cover knowledge modelling from multiple perspectives/levels across the value chain as well as emergent innovation-friendly collaborative and working spaces that facilitate leveraging of tacit knowledge, creativity and resource productivity*

¹⁹ IST Thematic Area web page: <http://www.cordis.lu/fp6/ist.htm>

²⁰ Thematic Priority: Networked businesses and governments web page: <http://www.cordis.lu/ist/so/business-govt/home.html>

- *IST as drivers for small business and government re-organisation through local development process including small business ecosystems and their interactions with local government. Mass deployment actions for one-stop e-government services in the governance of networked organisation and e-government models and its legal issues.*

In principle the budget dedicated to the new set of projects is expected to be similar to the FP5 one.

At the time of publication of this document the Commission hasn't published its final choice of the projects selected, but, according to the pre selection made²¹ it seems that most of the retained proposals go to subjects related with Interoperability and Open source software.

Undoubtedly, interoperability and open source software topics are interesting and necessary topics on e-Government – and as we will see later on, IDA have been working actively on these fields for some years – but we are not at all convinced that it was the unique and the most promising way to contribute to high objectives aspired by the FP6 on the field of e-Government. It will be necessary to wait the final decision to see if the Commission has been able to take advantage of the new formulas.

Personally, we have the impression that the changes on the Framework Programmes strategies coinciding with the internal change of the major part of the officials in charge, have submitted to this Unit a very delicate transitory phase in a very important moment to reorient both Research and e-Government Policies of the European Union. Helas!

2.2.2.3.- Comments

It is evident that the mandate of the Thematic Area of the FP6 managed by This Unit C6 deals with technology but not only with it.

When it seems evident that it starts to be commonly accepted that the most important part of future developments of e-Government is not anymore on the “e” side but rather on the “government” side, to limit the RDT activities of the European Union to continue developing only the technology aspects, even if they are crucial as mentioned before, seems not to be the best and cleverest approach.

2.2.3.- e-Government activities of the Unit D6. eTen

Unit D6. eTen, is a part of the Directorate C. Components and Subsystems. Applications, at the DG Information Society, and deals, mainly, with the management of projects co-financed by the Commission by the TEN TELECOM Programme on the framework of Trans-European Networks.

This Unit is the heir of the former Unit. Trans-European telecommunications networks, on the Directorate. Information Society Technologies: Technological Developments of a Generic Nature and Horizontal Actions, at the same DG Information Society.

²¹ Evaluation Report. Sixth Framework Programme. Information Society Technologies. Call 1 Call identifier FP6/2002/IST/. European Commission . 23 June 2003

As we have analysed in other place, the TEN-Telecom. Program, launched in 1997 after a long process of definition, has followed a trajectory that we could qualify as complex and a little contradictory looking for a sense in a telecommunications liberalized world.

2.2.3.1.- The recent evolution of TEN TELECOM Programme

The TEN TELECOM program²² was regulated by a Decision²³ adopted in 1997 and by the Regulation²⁴ of financial aids of Trans European Networks on 1999,

During 2001 the Commission published a Communication²⁵ containing an analysis of the evolution of the Programme and proposes a set of changes in it, in others the name of the Programme that since then is called eTen, as a way to show its alignment with eEurope initiative. The Commission proposed:

“This will involve re branding the Programme as e-TEN in order to capture the notion of applications and services and less the connotation of telecommunications infrastructures”

The mentioned document contains a proposal modifying the Decision of 1997 that, finally was adopted²⁶ by Parliament and Council in July 2002.

One of the most significant modifications, by the way introduced by the European Parliament²⁷, affect the core of the programme and its article 1 in the following terms:

“for the purpose of this Decision, telecommunications infrastructure shall refer to the electronic transmission networks and the services which make use of them”

It is a very curious way to define telecom infrastructures when there are fund to finance other activities but not the real infrastructures.

In this sense, the Annex of the Decision includes the type of projects that could be eligible, classed in these categories:

²² eTEN web page. http://europa.eu.int/information_society/programmes/eten/index_en.htm

²³ Decision No 1336/97/EC of the European Parliament and of the Council of 17 June 1997 on a series of guidelines for trans-European telecommunications networks OJ L 183 , 11 July 1997 P.12

²⁴ Regulation (EC) No1655/1999 of the European Parliament and of the Council of 19 July 1999, amending Regulation (EC) No 2236/95 laying down general rules for the granting of Community financial aid in the field of trans-European networks. OJ L 197, 29 July 1999, P.1

²⁵ COM(2001) 742. Report on the implementation of Decision n° 1336/97/EC on a series of guidelines for trans-European telecommunications Networks. Brussels 10 December 2001.

²⁶ Decision No 1376/2002/EC of the European Parliament and of the Council of 12 July 2002 amending Decision No 1336/97/EC on a series of guidelines for trans-European telecommunications networks OJ L 200 , 30 July 2002. P.1

²⁷ A5-0114/2002 European Parliament. Committee on Industry, External Trade, Research and Energy 16 April 2002. Report on the proposal for a European Parliament and Council decision revising Annex I to Decision No 1336/97/EC on a series of guidelines for trans-European telecommunications networks COM(2001) 742 Rapporteur: Colette Flesch

- *Applications*
- *Generic Services*
- *Interconnection and interoperability of networks*

The term of "Interconnection and interoperability of networks", used this time substitute the former term of "Basic Networks" of the previous Decision, so, a changing of names permit to solve some of the formal contradictions of the program.

2.2.3.2.- e-Government on the TEN TELECOM Programmes

The Decision of 1997 didn't use, evidently, the term e-Government but mentioned a set of projects related with Public Administrations, like:

- ***Electronic tendering:*** *a trans-European electronic tendering network should be set up, based on electronic procedures for the award of public contracts involving public administrations and suppliers in the Community.*
- ***City information highways:*** *the creation of networks and services should be promoted which interconnect households, businesses, social organizations and administrations and provide access to on-line multimedia information, education, cultural, entertainment and tourism services on a local, regional, national and Community basis.*

By logic, the work programs of 1998-1999 and 2000-2001 don't included, neither, any reference to eGovernment.

So, the first mention to e-Government appear in the Annex of the new Decision of 2002, that include between the Application projects, the followings:

Applications:

- e-Government and e-Administration: *more efficient, interactive, and integrated governmental services benefiting citizens and SME' s constitute a major opportunity for the information society. On-line services including those in the field of electronic procurement, secured access to on-line public services for citizens and SME' s, personal security, environment and tourism, business support for SME' s (including information services and electronic commerce), and services aimed at broadening participation in the democratic decision-making process will be supported at all levels: European, national, regional and local. Services may be provided by, or with the support of, public authorities as a service in the public interest benefiting citizens and SME' s.*

2.2.3.3.- e-Government on the Work Programmes of eTen for 2002 and 2003

The Work Programme of eTEN of 2002²⁸ published by the Commission mentioned e-Government on the following terms:

²⁸ eTEN Work Programme 2002.

http://europa.eu.int/information_society/programmes/eten/reference/docs/workprog2002_en.pdf

Application task 1. e-Government and eAdministration

Applications in this area aimed at more efficient, interactive and integrated governmental service benefiting citizens and SMEs. On-line services include. But are not limited to:

- *Those in the field of electronic procurement*
- *Secured access to on-line public services and SMEs,*
- *Personal security, environment and tourism*
- *Business support for SMEs (including information systems and electronic commerce, and*
- *Services aimed broad ending participation in the democratic decision-making process.*

These will be supported at all levels: European, national, regional and local where is a trans-European element. Services may be provided by, or with the support of, public authorities as a service in the public benefiting citizens and SMEs. Services in this area may complement, but not duplicated, services supported under IDA programme. Note that services in the area of public procurement must conform to legal requirements in this area, including the forthcoming European framework for public procurement. Proposals for such services must make clear how they intend to ensure conformity to this framework.

And, finally, the Work Programme for 2003²⁹, included the following Action Line:

Actinon Line 1. e-Government (eAdministration) *is defined to include on-line public services, culture, tourism, transport and mobility, environment and services aimed at broadening participation in the democratic process.*

The primary objective is to realise seamless e-Government (eAdministration) enabling administrations, citizens, NGOs, business, suppliers and other public sector bodies in Europe to interact. The priorities are: multi-functional access to public services provision. These will be driven by both intra-and inter-government re-engineering, the need to strength efficiency, and striving towards democratic process and open government and public administration. The targets are to build services around citizen' and business' choice; to make cross administration government services more accessible; and to create a user centric, knowledge-based e-Government. Note that services in the area of public procurement must conform to legal requirements in this area, including the forthcoming European frameworks for public procurement. Proposals for such services must make clear how they intend to ensure conformity to this framework.

2.2.3.4.- Comments

Even after the recent changes we consider that the Programme eTen needs to find its place in the all strategy of e-Government of the European Union, in particular in relation with

²⁹ eTEN Work Programme 2003
http://europa.eu.int/information_society/programmes/eten/reference/docs/workprog2003_en.pdf

programme IDA, that we will analyse later on, in others because its common source of financing based on the Article 156 of the Treaty relating to Trans European Networks.

The total funds available for the eTen programme for all its activities, including e-Government reach the quantity of 37,5 M Euros.

2.3.- e-Government activities at the Directorate General Enterprises. Unit D2. Networks between Public Administrations (IDA)

2.3.1.- The IDA Programme

The Interchange of Data between Administrations – IDA, is managed by Unit D2. Networks between public administrations (IDA), corresponding to the Directorate D: Services, tourism, new technologies and design industries, at the Directorate General Enterprises.

The IDA programme is the most ancient activity of the Commission dealing with Government related projects and was adopted in 1995³⁰ for a first period 1995 – 1997, as a consequence of the concerns of the European Commission, manifested in 1991³¹, about the need of fostering and developing the interchange of data between administrations to guaranty the operation of the internal market. At the end of this first phase, a new and evolved version of the programme was adopted under the name of IDA II for the period 1999 – 2004.

Since its beginning the IDA Programme have had the cleverness to evolve according needs and possibilities then becoming, in our opinion, the most solid activity of the European Commission related with e-Government, even if its view of the problem and the way to focus is strongly biased by its legal status as we will have the opportunity to check on the next paragraphs.

The European Commission defines the objectives of IDA³² programme as follows:

The IDA (Interchange of Data between Administrations) mission is to support the implementation of Community policies and activities by co-ordinating the establishment of Trans-European telematic networks between administrations. As data needs to be exchanged throughout Europe, IDA also acts as an important vehicle for the re-engineering of the working processes of the administrations. The work within IDA is performed through several action lines:

- 1. Promoting the implementation of sectorial networks in priority areas of work*
- 2. Developing interoperability measures, for use by sectorial networks*
- 3. Extending the benefits of the networks to Community industry and citizens*

³⁰ Council Decision Of 6 November 1995 on a Community contribution for telematic interchange of data between administration in the Community (IDA). OJ L. 269. 11 November 1995. P. 23.

³¹ SEC(91) 1752. Commission working paper on the need for information exchange between administrations to guaranty the operation of the internal market. Brussels 3 October 1991.

³² IDA web page. <http://europa.eu.int/ISPO/ida/jsps/index.jsp?fuseAction=home>

4. *Co-operating with national authorities and*
5. *Co-operating with other EC services.*

Initially, IDA helped administrations set up infrastructure, establish common formats and adopt new ICT based business processes. It is now focusing on improving network interoperability, services, tools and security, and promoting convergence towards a common telematic interface. IDA is also extending the benefits of the administrative networks to EU enterprises and citizens, thus contributing to the achievement of the eEurope Action Plan. The programme is opening up to more sectorial areas, and very soon, the EEA and EU applicant countries.

2.3.2.- IDA II and the Initiative eEurope

The eEurope initiative, adopted when IDA II programme was already running, opened a new set of possibilities to evolve with the objective to become a part of the Information Society policy of the European Union

As we commented before, it is necessary to have in mind that, from the beginning, the objectives of IDA programme was the development of Trans European Networks, in particular those oriented to support the development of different community policies. Given the absence of administrative powers related with public administration this was the unique way to act on this field.

In these circumstances IDA programme found in the initiative eEurope a way to extend and open its possibilities. As it is well know, eEurope 2002³³ included in its Objective 3 the specific action: *Government on line: electronic access to public services.*

In this document was written:

“All EU institutions should be forerunners in using information technology to promote efficiency, openness and good services to the European citizens. Member States and the Commission have been co-operating in this area though the IDA Programme which will be used as a basis to develop pan-European services and exchanges best practices.

Based on this invitation the IDA programme found a great occasion to consolidate and expand its activities.

2.3.3.- The metamorphosis of IDA.

As we commented before the IDA II Programme was adopted by the Parliament and the Council in July 1999 by the means of a first Decision 1719/1999³⁴ that permit the financing of trans-European networks for the electronic interchange of data between administration and a

³³ eEurope 2002. Action Plan prepared by the Council and the Commission for the Feira European Council on 19-20 June 2000. Brussels 14 June 2000.

³⁴ Decision n° 1719/1999 of the European Parliament and of the Council, of 12 July 1999 on a series of guidelines, including the identification of projects of common interest, for trans-European networks for the electronic interchange of data between administrations (IDA). OJ L 203. 3 July 1999. P. 1.

second Decision 1720/1999³⁵ that permit to develop actions oriented to ensure the interoperability in such a trans-European networks. Any future changes of orientation of the programme should be done by the introduction of modifications on these two Decisions. Let us understand how IDA team proceeded to get this.

Decision 1720/1999, in its article 8 established the obligation to carry out a Quality assurance programme and with this purpose IDA publish tender³⁶ to develop this activity that included the preparation of a Report of the perceptive evaluation of the Program to be done in 2002. It is very curious that in this contract the Commission included, also, a Benchmarking about the development of e-Government on member States using set of 20 indicators accepted by the European Council of Stockholm in March 2001. As we commented previously, it was the first time and the unique way that this analysis was made out of DG Information Society responsibility. In our opinion this was a sight of the readiness of IDA to participate actively of the implementation of the incipient e-Government policy of the Commission.

The results of this study was presented in May 2001 during a IDA Conference in Sandhamn, Sweden. In this Conference took place a meeting with representatives of public Administrations from more than 20 European countries that adopted a series of recommendation that conclude with the following sentence:

Trough the IDA programme the Members States and the European Commission should identify and promote best practices to stimulate convergence between European countries in understanding needs and developing services across the borders

In our opinion, the conclusions of the Sandhamn Conference³⁷ was a real programmatic declaration of the future course of IDA II programme. It seems clear that the Commission was looking for an instrument to act on the field of e-Government and it seems that it have had the informal consent of the European governments to use IDA as such a tool.

By the way, it is the moment to remember an other key piece of this puzzle. In November of 2000³⁸, during the French presidency of the Council, took place in Strasbourg the 8th meeting of Ministers in charge of Public Administrations and in its final declaration was included, in other,

To propose the development of an Internet Portal of the European Administration, as a part of the IDA Programme.

³⁵ Decision n° 1720/1999 of the European Parliament and of the Council, of 12 July 1999 adopting a series of actions and measures in order to ensure interoperability of and access to trans-European networks for the electronic interchange of data between administrations (IDA). OJ L 203. 3 July 1999. P. 9.

³⁶ Framework Contract for informatics services in the context of the Quality Assurance and Quality Control of IDA Projects, no 503336, contracted to TietoEnator Trigon AB, Gothenburg Sweden.

³⁷ Conclusions of the European Commission Conference ' eGovernment in the service of European citizens and enterprises - what is required at the European level' held in Sandhamn, Sweden, on 13 and 14 June 2001 <http://europa.eu.int/ISPO/ida/export/files/en/1458.pdf>

³⁸ Resolution on e-government. 8th Meeting of European Ministers of Public Administrations. Strasbourg, 7 November 2000

All the events referred should permit to IDA programme to create a climate favourable to introduce the waited reforms and the Evaluation Report³⁹ published at the end of 2002 should insist strongly in its necessity.

To finish with the relation of this preparatory events, we should comment the Conference organized by the Commission in November 2001⁴⁰ coinciding with the First eEurope Awards ceremony and its ministerial declaration that said:

Ministers agreed to encourage National Administrations and EU Institutions to establish a common view on which pan-European services are most essential on the European level, and to establishment of an e-Government platform, building on the European Forum on e-Government and the e-Government Observatory.

2.3.4.- The process of modification of IDA Decisions

With all the background mentioned in the previous paragraphs the European Commission had enough arguments to convince the Parliament and the Council to introduce the wanted changes on the Decisions that ruled IDA to permit it to participate of and also on the eEurope strategy.

In September 2001 the Commission published a Communication⁴¹ containing the proposal to modify the mentioned Decisions. In this document the Commission argued:

“In the context of e-Europe, and taking into account the subsidiarity principle, IDA should promote direct access to government’s information and contribute to a reduction of the administrative burden, at both national and EU level. Consideration should be given to how IDA will establish and maintain appropriate consultation links with business and citizens, e.g., through industry associations”

According the usual procedures Parliament and Council adopted, finally, the proposed changes on November 2002^{42, 43}.

The most significant changes introduced was the following:

- On Decision 1719/1999
 - o To include in the list of Priorities of IDA, defined in art 4, the following:

³⁹ IDA II Mid-Term Evaluation 2002. TietorEnator Trigon AB
<http://europa.eu.int/ISPO/ida/export/files/en/1456.pdf>

⁴⁰ Conference on eGovernment: "From Policy to Practice" 29-30 November 2001, Brussels

⁴¹ COM(2001) 507. IDA II Evaluation. Brussels 14 September 2001.

⁴² Decision n° 2045/2002 of 21 October 2002 amending Decision n° 1720/1999 on a series of actions and measures in order to ensure interoperability of access to trans-European networks for electronic interchange of data between administrations (IDA). OJ L 316. 20 November 2002. P. 1

⁴³ Decision n° 2046/2002 of 21 October 2002 amending Decision n° 1719/1999 on a series of guidelines, including the identification of projects of common interest, for trans-European networks for electronic interchange of data between administrations (IDA). OJ L 316. 20 November 2002. P. 4

“h) Contribute to the objectives of eEurope initiative and related actions plan, in particular the chapter on government on line, aimed at benefiting citizens and enterprises”

- o To enlarge the list of projects of interest, appearing in Annex, with the following:

“13) Telematic networks contributing to the objectives of the eEurope initiative and related action plan, in particular the chapter on government on line, aimed at benefiting citizens and enterprises”

- On Decision 1720/1999

- o To include in the list of the objectives, defined in article 1, the following:

“d) the extension of the benefits of such networks,..., notably in those areas where this contributes to the objectives of the eEurope initiative and related action plan, in particular the chapter on government online”

Despite that the fundamental objective of IDA continue being the pan-European networks this new text should open the doors to participate in the eEurope strategy remaining out of the DG Information Society; we do not know if this is an advantage or and inconvenient and neither for whom, we want to stress that it is just a reality.

From this moment, in fact a little before, IDA started to develop a series of new activities that start to became important ingredients of the e-Government policy of the units of the Commission:

- Surveys about pan-European services to citizens and companies⁴⁴.
- The e-Government Observatory⁴⁵
- The Portal of the EU Administration - information on cross-border public services in Europe⁴⁶

In September 2002, IDA organized a Conference to present its new activities⁴⁷

⁴⁴ Pan-European egovernment services for citizens & Enterprises. The Role of IDA. Open consultation <http://europa.eu.int/ISPO/ida/jsps/index.jsp?fuseAction=showDocument&parent=news&documentID=678>

⁴⁵ eGovernment Observatory <http://europa.eu.int/ISPO/ida/jsps/index.jsp?fuseAction=showChapter&chapterID=140&preChapterID=0>

⁴⁶ Portal of the EU Administration <http://europa.eu.int/public-services/>

⁴⁷ IDA Pan-European e-government Conference. Brussels, 19-20 September 2002 <http://europa.eu.int/ISPO/ida/jsps/index.jsp?fuseAction=showDocument&parent=news&documentID=579>

2.3.5.- Impact of IDA activities on the definition of an e-Government policy for the European Union.

As a consequence of its characteristics, its continuity and its coherence, the IDA Programme appears as the most coherent action on e-Government on the European Commission.

In absence of administrative competencies on public administrations affairs, that means, in front of the impossibility to adopt regulatory decision on e-Government, the IDA programme has substituted the non existent Council of Ministers by a very practical representation of the Member States through the Telematics for Administrations Committee – TAC⁴⁸, composed by medium level officials in charge of e-Government affairs on its respective governments.

This TAC Committee, with its enormous advantages and its big inconveniences, seems to be the stronger national support of the Commission on its policy on this field. This fact, may be, explains the orientation of the e-Government policy of this unit of the Commission toward the most practical aspects related with the Implementation of e-Government instead of more top level problems related with the Approach, that it is, obviously out of the responsibility of the members of the Committee and, also, far away of the powers of the European Union.

A sign of this is the good work developed by IDA on the development of Common Tools and Techniques described in the document published on August 2002⁴⁹. This document shows how IDA is developing a set of common tools for the development of e-Government on the framework of trans European Networks that could be used, also, on other type of environment. The greater part of these activities correspond to projects and studies financed by IDA oriented to develop an interoperability framework, as the following:

- **Certification and use of electronic signature.** Providing solutions to support the establishment of trust between the national Certification Authorities of the European Public Administrations
- **One stop-shop-application: eLink.** Developing e-Government services to citizens and enterprises, and securing communications between administrations.
- **Use of Open Source software.** Providing information about the use of Open Source software in public administration and facilitating the exchange of experiences and best practices.
- **E-Procurement.** Interoperability mechanisms to support administrative cooperation at European level

IDA developed other very conscientious studies on topics like Open Source Software and Interoperability that are available in its web pages.

⁴⁸ IDA Telematics for Administrations Committee. <http://europa.eu.int/ISPO/ida/export/files/en/862.doc>

⁴⁹ IDA Catalogue of Common Tools and Techniques. <http://europa.eu.int/ISPO/ida/export/files/en/1227.pdf>

2.3.6.- The future of IDA

Given that the IDA II Programme will be ended on 2004, the Commission has started to prepare the next step following the same successful technique employed in previous cases. The technique consisting in, first of all contribute to outstand a problem to give later on a solution is very well know and its been used once again, as we could see.

2.3.6.1.- First Step. Outstanding the problem.

A half of the activities and resources of IDA II was devoted to solve the interoperability aspects of pan European Networks according the contains of the Decision 1720/1999

Its appears as evident that a part of the success of e-Government applications is based in guaranty the interoperability and inter-functioning of different applications and solutions adopted. And based on the experience cumulated by IDA during the last years in this field it seems that the future strategy of this programme will be based on the evidence that the European Union is very well placed to deal with interoperability problems, but not only at the pan-European level but in all its dimensions.

In this sense, and with the purpose to well stress that interoperability was, more than a problem, just "the" problem, the Unit prepared a working paper⁵⁰ entitled: *Linking up Europe: the importance of interoperability for e-government services*, coinciding with the Conference that the Commission and the Italian Presidency of the Council organised in Como the 7 and 8 of July 2003. In this document it is said:

The working paper set to achieve acceptance from key policy and decision makers on the need for interoperability in Europe, both within and between public administrations and with enterprises; to obtain the necessary commitments for this to happen at all levels (i.e. European, national, regional and local); and to ensure that any consequential adjustment of European or national policies occur.

The objective of the document was to open a debate about the importance of the topic and the way to act to contribute to its solution.

In the speech pronounced by Commissioner Liikanen during this Conference the word Interoperability appeared several times and he said:

One key condition for pan-European services is interoperability, notably of back-office processes between the Member States and with the European Institutions. We are moving in this direction. At this conference a working paper on interoperability is published as a step towards the interoperability framework announced in eEurope 2005. In September this framework will be available for comments on the website of the programme for Interchange of Data between Administrations, IDA.

Finally, the ministerial declaration adopted at the end of the Conference includes the following text:

⁵⁰ SEC(2003) 801. Linking up Europe: the importance of interoperability for e-government services. Brussels 3 July 2003. <http://europa.eu.int/ISPO/ida/export/files/en/1523.pdf>

Ministers welcomed the Working Paper on Interoperability in support of e-Government provided by the Commission as an input to the Conference and restated their desire to see the Commission, in close cooperation with their Countries, deliver the interoperability framework for pan-European services by end 2003, as announced in eEurope 2005 and eEurope 2003+.

As you could see the “mise en scene” seems to be a success: The problem was very well formulated and IDA was ready to run to contribute to its solution.

2.3.6.2.- Second Step. Proposing a solution.

With the objective to prepare the continuation of the Programme IDA II, that will finish at the end of 2004, the Commission adopted, in July 2003, a Communication⁵¹ containing a proposal of Decision of a new programme for the period 2005-2009, heir of IDA II, and suggest a new really audacious name for it: *Interoperable Delivery of pan-European e-Government services to Public Administrations, Business and Citizens (IDABC)*.

In the document the Commission proposes to continue with the prior type of activities of IDA but stressing activities in the field of interoperability. In this sens the two first objectives of the Program speak clearly:

Art. 1

2.- The objectives of this Decision are:

- a) to enable efficient, effective and secure interchange of information between public administrations, whether national, regional or local, as well as between such Administrations and the Community Institutions or other entities as appropriate, in order for the Member States and the Community to implement, with their respective area of competences, the Community policies and activities referred to in Articles 3 and 4 of the Treaty.*
- b) To extend the benefits of the interchange of information as specified under a) to business and citizens*

As you could imagine to cite articles 3 and 4 of the Treaty means to put on your side absolutely all the Community policies.

And to justify this brave proposal, the Commission invokes the principle of subsidiarity:

“(24) Since the objective of establishing pan -European Government services cannot be sufficiently achieved by the Member States and can therefore, by reason of the scale and effects of the action, be better achieved at Community level, the Community may adopt measures, in accordance with the principle of subsidiarity as set out in Article 5 of the Treaty. In accordance with the principle of proportionality, as set out in that Article, this Decision does not go beyond what is necessary in order to achieve those objectives”

⁵¹ COM(2003) 406. Proposal for a Decision in Interoperable Delivery of pan-European eGovernment Services to public Administration, Business and Citizens (IDABC). Brussels, 9 July 2003

In our opinion this proposal pretend to go a little more than the pure pan-European networks of the origins of IDA, even if the legal base of the Decision continue being article 156 of the Treaty referred to Trans European Networks. For its implementation the Commission is asking for a budget of 59,1 M Euros for the period 2005-2006 and another of 89,6 for 2007-2009.

It is still a long way to walk under the final adoption of the Decision that, as usual, will probably take one year time and many things could be changed by Parliament and Council on this time but it is very probable that the major part of the proposal of the Commission remains in the final text. For this reason we recommend an attentive reading because, at the date of today it is the most solid text regarding e-Government strategy of the European Union.

2.3.7.- Comments

As we commented before IDA Programme is the oldest activity of the Commission related with e-Government and the most coherent through the time. It could be suppressive that it was born and continue living out of the Directorate General of Information Society and, may be, this is one of the reason of its survival, out of the volatile policy of Research and Technical Development and far away from the temptations of the past to use Information Society as a leverage of Telecommunications Policy and the promotion of consumption of telecommunication services as objectives.

But, and always in our opinion, under this welcomed coherence it could be hidden the risk that it became the unique piece of policy of the European Union on e-Government, submitted and conditioned by the framework of this Programme.

2.4.- A Summary of the activities of the European Union related with e-Government.

As we presented in the previous paragraphs, the Commission is undertaking a set of activities related with e-Government, under the responsibility of several units of the Commission and with different objectives

In this point we are going to try to summarize the main characteristics of this European Union e-Government policy, under three complementary points of view, considering:

- Strategic aspects
- Regulatory aspects
- Budgetary aspects

2.4.1.- Strategic Aspects

As far as we know it doesn't exist a single document in which the e-Government policy of the European Union was presented in its integrity. It seems that the Commission is in the process to prepare a Communication related with this topic and has the intention to release it before the end of 2003.

Responsibilities of eGovernment activities are spreaded in at least four units classed on two different Directorate General of the Commission, with different objectives and under different disciplines and regulation.

It seems evident that this is a result of the absence in the Treaty of administrative powers related with Public Administrations and the permanent interest of the Commission to deal with this subject of crucial importance, using the sources of funds available and the opportunities permitted by the different conjunctures trough the last decade.

This situation could explain, also, as we will stress latter on, the tendency of the Commission to address its activities to the technical side of the problem more than to the political one, because its neutrality and the absence of risk to collide with competencies, interest and activities of Member States

The recently created Directorate A: Information Society Strategy and eEurope, on the DG Information Society has the important task to clarify the panorama and set the bases of a future European Union Policy on e-Government, integrating all present activities and adding new ones, in order to avoid omissions in important and crucial subjects.

In Table 1 we summarize the main characteristics of the programs and initiatives carried out by the different units of the Commission on this field.

TABLE 1
SUMMARY OF MAIN BODIES IMPLEMENTING THE E-GOVERNMENT POLICY OF
THE EUROPEAN UNION

Body	Objectives	Origin	Main Type of Activities
Directorate General Information Society			
Directorate A. Information Society Strategy and eEurope	Definition and implementation of the Information Society Policy and the management of eEurope Initiative	Reform of the DG Information Society in 2002. Former Unit in charge of eEurope initiative. Activities initiated in 2000 and other staff activities	<ul style="list-style-type: none"> • Planning • Measuring e-government advancement through the Indicators • Dissemination of good practices
Unit C6. e-Gov Directorate C. Components and Subsistems. Applications	Management of the e-government projects of the 5 th and 6 th Framework Programme	Former Unit: Applications relating to Administrations. Activities initiated in 1998	5 th Framework Programme <ul style="list-style-type: none"> • Projects oriented to the development of applications • Coordination and support actions 6 th Framework Programme <ul style="list-style-type: none"> • Open Source software projects and activities • Other minor measures
Unit D6. eTen Directorate D. Communication Networks, Security and Software. Applications	Management of eTen Programme	Former Unit in charge of TEN-TELECOM program. Activities initiated in 1997	<ul style="list-style-type: none"> • Contribute to the establishment and development of Trans European networks for e-government purposes and other.
Directorate General Enterprises			
Unit D2. IDA Networks between public administrations Directorate D: Services, tourism, new technologies and design industries	Management of IDA Programme	IDA Unit. Activities initiated in 1995 managing IDA and IDA II Programmes	<ul style="list-style-type: none"> • Contribute to the establishment or enhancement of sectorial networks concerned support communications between administration in the framework of one or several Community Acts • Implementation of horizontal measures and promotion of generic services. • Diffusion of Information through the e-government Observatory

In the Table 2 it is summarized the calendar of the most important events related with the previous related Programmes and Initiatives.

TABLE 2				
CALENDAR OF THE MAIN EVENTS RELATED WITH THE E-GOVERNMENT POLICY				
European Commission Body				
Year	IDA	IS Strategy	eGov - IST	eTen
1993		December. Delors´ White paper		
1994		July. Information Society Action Plan		
1995	Nov. IDA Programme 1995-1997			Nov. TEN-ISDN Programme
1996				
1997				June. TEN-TELECOM Programme
1998			Dec. 5th FP RDT 1998-2002	
1999	Jul . IDA II Prog. 1999-2004		Smart Government cluster of 19 Projects	
2000		June. eEurope 2002 e-government Nov. 8th meeting of European Ministers of Public Administr. Strasburg. France		
2001	June. IDA Conference on e-government	Nov. 1 st EU. Conference on e-government. Brussels.		
2002	May. e-Government Observatory Sept. IDA Pan-European e-government Conference Oct. Reform of IDA Decisions	June. eEurope 2005	September 6th FP RDT 2002-2006 IST Thematic Area e-government line	July. Reform of TEN-TELECOM Programme , renamed eTen
2003	July. Working document on interoperability July. Proposal of Decision for the new Programme IDABC		July. 2 nd EU Conference on e-government. Como. Italy	
End of the year.				
A Communication on e-Government Policy				

2.4.2.- Regulatory Aspects

In absence of legal competencies to act on aspects related with Public Administration the Commission should use the imagination to find consistent ways to act on fields related with e-Government and to justify the funds used to implement its activities.

We want to insist once more that the lack of a legal framework is one of the big weaknesses of the e-Government policy of the European Union and, as we commented before, the attempt to use the method of coordination and its indicators in this field could not at all be considered as a success.

European Commission has a big professionalism in presenting subjects without blinking giving the sensation of an enormous solidity even if, some times, they have a dubious consistency and an evident superficiality. We think that this is the case that we are commenting here.

In this context the use of non-legislative procedures, as established in the Lisbon Council in 2000 could be a solution with the condition to be applied in all its consequences, but for that the consent on Member State is absolutely necessary.

Regarding the regulatory aspects of funding, the legal bases and, consequently, the disciplines imposed to different programmes developed by the Commission on this field are very diverse. As we could see in Table 3, different community policy: Research and Technical Development, trans European Networks and even Industry render it support to the e-Government activities. That permit to explain some of the weaknesses commented in this document.

2.4.3.- Budgetary Aspects

Funds for commentary activities are always a scarce resource and this is also the case of e-Government activities.

In Table 3 its is summarized the budget allocated to the different activities commented in this document, in some cases for specific eGovernment activities but in some other for all the purposes of the Programme.

Roughly speaking it could be estimated that the total amount of money that the European Union devotes to its e-Government policy should be around 50 M Euros per year, that doesn't seems too much compared with the amount of effort necessary to advance in this field.

Table 4 compare the e-Government estimated budget with other entries of the European Union Budget for 2003.

TABLE 3					
SUMMARY OF MAIN BODIES IMPLEMENTING THE E-GOVERNMENT POLICY OF THE EUROPEAN UNION					
Body	Origin of Funds	Treaty Basis	Policy	Amount	Period
Directorate General Information Society					
Directorate A. Information Society Strategy and eEurope	MODINIS Programme. Pending of approval	Art. 157(3) Title XVI	Industrial Policy	Between 20 and 25 M Euros	2003-2005
Unit C6. e-Gov Directorate C. Components and Subsistems. Applications	IST Thematic Area. Research and Technical Development Framework Programme funds. Decision 1513/2002, of 27 June 2002.	Art 166 Title XVIII	Research and Technological Development Policy	Between 30 and 35 M Euros	2002-2006
Unit D6. eTen Directorate D. Communication Networks, Security and Software. Applications	Trans-European Networks funds. Regulation 1655/1999 of 19 July 1999	Art. 156 Title XV	Trans European Networks Policy	37,5 M Euros	2003
Directorate General Enterprises					
Unit D2. IDA Networks between public administrations Directorate D: Services, tourism, new technologies and design industries	Interchange of data between Administration Programme. Trans European Network funds Decision 2045/2002 of 21 October 2002 and Decision n° 2046/2002 of 21 October 2002	Art. 156 Title XV	Trans European Networks Policy	74 M Euros	2002-2004

TABLE 4		
A COMPARATIVE SUMMARY OF ESTIMATED BUDGETS		
Budget for 2003	M Euros	%
e-Government estimated budget	50	0,05
IST estimated budget	1.000	1,00
RTD estimated budget	4.000	4.00
Internal EU Policies budget	6.800	6,80
Total EU budget	99.700	100

2.5.- Projection of the e-Government activities of the European Union over the Reference Scheme

In Annex I we presented a Reference Scheme representing what we consider the main aspects of the Action Plans of e-Governments of Public Administrations.

In order to have a first check of the wideness of the European Union activities in this field, in the Table 5 we present the result of a projection of the main activities developed by the Commission units analysed before.

According the results of this exercise it seems evident that almost the totality of activities developed by the units of the Commission appear placed on the Implementation side of the Reference Scheme and particularly on the technological aspects in the Implementation.

In the Reference Scheme appears almost empty the Approach side and that means that these concerns are absent of the Commission activities other than in the talks of its representatives and not always.

This exercise will permit us to compare, later on, activities of the European Union with those developed with other supra national Organisations that we will comment at the end of this document.

TABLE 5
MAIN ACTIVITIES ON E-GOVERNMENT OF THE EUROPEAN UNION PROJECTED OVER
THE REFERENCE SCHEME FOR THE ANÁLISIS OF E-GOVERNMENT STRATEGIES

TYPE OF ACTIONS		TYPE OF ACTIVITIES			
		DG Enterprise	DG Information Society		
1 st and 2 nd Level	3 rd Level	IDA	IS Strategy	eGov	eTen
APPROACH					
A.- Strategic Aspects, that include all types of actions related with the political, legal and administrative incidence of the e-government plan	A.1.- Political commitment				
	A.2.- Execution responsibility				
	A.3.- Legal framework				
	A.4.- Impacts on the structure of the Administration				
	A.5.- Impacts on the Society				
B.- Operational Aspects. that include all types of actions related with planning and execution criteria of the e-government plan.	B.1.- Planning mechanisms	EGov. Observatory			
	B.2.- Execution Mechanisms				
	B.3.- Citizens and stakeholders participation mechanisms				
	B.4.- Budgetary mechanisms				
	B.5.- Evaluation mechanisms		Indicators		
IMPLEMENTATION					
C.- Corporate Aspects, (horizontal) that include all types of actions developed at corporate or centralized level related with e-government plans	C.1.- Centralized final services	Pan-european networks		eGov projects	eTen networks
	C.2.- Centralized services provided to the Departments	Horizontal actions		eGov projects	eTen networks
	C.3.- Interoperability and technical standards			eGov projects	
	C.4.- Planning criteria to develop particular plans of departments				
	C.5.- Corporate resources and budgetary aspects				
D.- Departmental Aspects (vertical) that include all types of actions carrier out by different department an agencies of the administration involved on e-government plans	D.1.- Departmental Plans				
	D.2.- Specific services provided by department	Pan-european networks		eGov projects	eTen networks
	D.3.- Departmental resources and budgetary aspects				
	D.4.- Organizational incidences and collision with other areas of the administration				
	D.5.- Incidence on the provision of services				

3.- THE E-GOVERNMENT POLICY OF SOME SUPRA NATIONAL ORGANISATIONS.

In this part of the document we will review some significant aspects of the eGovernment policies carried out by the United Nations – UN, the International Telecommunications Union – ITU, and the Organisation for Economic Co-operation and Development – OECD.

As we mentioned before, our purpose doing this, other than to know a little better what they are doing in this field and why, is to have an element of cooperation of the activities performed by the European Union as supra-national organisations.

It is obvious that UN, ITU and OECD are absolutely different from the European Union in almost every of its purposes, but a think could be admitted: in all cases, in its quality of supra national organisations, some of its activities constitute clear guidelines of internal policies of its Member States, and this could be the case of e-Government.

Other Institution dealing also with e-Government affairs like the World Bank⁵² will be out of this analysis by now.

3.1.- The e-Government Policy of United Nations

3.1.1.- Framework

Activities of e-Government on United Nations correspond to the responsibilities of Division for Public Administration and Development Management – DPADM , at the Department of Economic and Social Affairs – DESA, integrated on the Sctrariat⁵³ of the Organization. This activities coincide, also, whit those of the Economics and Social Council.

These activities have been particulary intensified after Milenium Declaration⁵⁴ of the General Asembly of September 2000 in witch, at the end of a serie of very serious and concerning purposes regarding the poverty erradication in the world, The General Asembly include the following:

To ensure that the benefits of new technologies, especially information and communication technologies, in conformity with recommendations contained in the ECOSOC 2000 Ministerial Declaration⁵⁵, are available to all.

⁵² World Bank e-Government web site. <http://www1.worldbank.org/publicsector/egov/>

⁵³ Organization chart of the United Nations system. <http://www.un.org/aboutun/chart.html>

⁵⁴ Resolution adopted by the General Assembly 55/2. United Nations. Millennium Declaration <http://www.un.org/millennium/declaration/ares552e.htm>

⁵⁵ United Nations Economic and Social Council. Ministerial Declaration of 11 July 2000. Development and international cooperation in the twenty-first century: the role of information technology in the context of a knowledge-based global economy <http://habitat.igc.org/undocs/e2000i9.htm>

The main objectives of the different unit commented before are the following:

- **Department of Economic and Social Affairs – DESA**

The main objective of the Department' s programme is to promote broadbased and sustainable development through a multidimensional and integrated approach to economic, social, environmental, population and gender related aspects of development

- **Division for Public Administration and Development Management – DPADM**

To assist Member States in ensuring that their governance systems, administrative and financial institutions, human resources and policy development processes function in an effective and participatory manner by fostering dialogue, promoting and sharing information and knowledge and providing technical and advisory services

- **The Economic and Social Council**

ECOSOC is responsible for promoting higher standards of living, full employment, and economic and social progress; identifying solutions to international economic, social and health problems; facilitating international cultural and educational cooperation; and encouraging universal respect for human rights and fundamental freedoms

3.1.2.- e-Government activities of the Division for Public Administration and Development Management – DPADM.

The United Nations explain its role in this field as follow:

The Division for Public Administration and Development Management – DPADM, in United Nation Department of Economic and Social Affairs – DESA, has undertaken work in the field of modernization of the State and innovation in the public sector for several decades. In light of new global trends and changed realities as outlined above, the work of the Division expanded to include themes such as national knowledge systems, public sector knowledge creation, management and application, national e-government strategies and application, regional and local, and linkages between e-government, e-governance and e-democracy

The DPADM⁵⁶ develop its activities in the following Thematic Areas:

- **Governance and Public Administration**
 - ♣ Governance System and Institutions
 - ♣ Public Service and Management Innovation
 - ♣ Ethics, Transparency and Accountability
- **Socio-economic Governance and Management**
 - ♣ Social and Economic Governance

⁵⁶ UN – DPADM. <http://www.unpan.org/dpepa.asp>

♣ Public Financial Management

• **Knowledge Management**

- ♣ Knowledge Systems for Development⁵⁷
- ♣ E-government for Development⁵⁸

Activities of the thematic area E-government for Development are, in fact very large and with a clear orientation to transfer the experiences on this discipline from the most developed states to the rest of the member of the United Nations.

This unit carries out, mainly, the following type of actions:

- Research and Analysis
- Advisory Services
- Advocacy and Conferences
- Training

A very well known result of the Research and Analysis action is the document entitled: Benchmarking e-government. A global Perspective⁵⁹, published in 2002 . United Nations have announced a new edition of this study at the end of 2003. Equally has been announced that the UN World Public Sector Report of 2003 will be devoted to e-Government.

This Unit carries out activities of counselling and training to the Government in this field and publish interesting and useful documents about methodological approaches to development of Action Plans on e-Government⁶⁰ .

This Department is the organizer of the well known Conferences "Global Forum for Reinventing Government – REGO"⁶¹. The first of them took place in Washington, in January 1999⁶² but the most significant was the one held in Naples, Italy, in March 2001, with the support of the OECD, that was fully dedicated to e-government⁶³ that constitute a clear breaking point in this field.

To diffuse the information about its activities the DPADM created the UNPAN⁶⁴ service.

The mission of UNPAN - United Nations Online Network in Public Administration and Finance is to promote the sharing of knowledge, experiences and best practices

⁵⁷ UN – DPADM. Knowledge Systems for Development. <http://www.unpan.org/dpepa-kmb-kssystem.asp>

⁵⁸ UN – DPADM. E-government for Development. <http://www.unpan.org/dpepa-kmb-eg.asp>

⁵⁹ UN. Benchmarking e-government. 2002. <http://www.unpan.org/egovernment2.asp#survey>

⁶⁰ Plan of Action. E-government for the development.
<http://unpan1.un.org/intradoc/groups/public/documents/un/unpan006022.pdf>

⁶¹ Global Forum for Reinventing Government <http://www.unpan.org/globalforums.asp>

⁶² Talk of Al Gore on the 1st Forum REGO <http://govinfo.library.unt.edu/npr/newsroom/interego.html>

⁶³ Third Global Forum for Reinventing Government. Naples 15-17-March 2001.
http://www1.oecd.org/puma/Egov/third_global_forum.pdf

⁶⁴ Servicio UNPAM <http://www.unpan.org/index.asp>

throughout the world insound public policies, effective public administration and efficient civil services, through capacity-building and cooperation among the United Nations Member States, with emphasis on south-south cooperation and UNPAN' s commitment to integrity and excellence.

The Division for Public Administration and Development Management (DPADM) in UNDESA has undertaken work in the field of modernization of the State and innovation in the public sector for several decades. In light of new global trends and changed realities as outlined above, the work of the Division expanded to include themes such as national knowledge systems, public sector knowledge creation, management and application, national e-government strategies and application, regional and local, and linkages between e-government, e-governance and e-democracy.

3.1.3.- Comments

Activities on e-Government of United Nation seem to be coherent with the mandate to support Member States, particularly the less developed to go up in this process of modernization taking advantage of the experiences of the most advanced in these fields.

In our opinion, and according the Reference Scheme of Annex I, these activities correspond, clearly to the Approach side, and most in particular to Operational Aspects as we will show later on in Table 7.

3.2. The e-Government Policy of the International Telecommunications Union.

3.2.1.- Framework

The International Telecommunication Union – ITU, as United Nations Agency in the telecommunications sector, have started to show, recently, interest in e-Government under two very different point of views:

- Its activities on the Development of Telecommunications.
- Its traditional functions as Standardisation body.

3.2.2.- e-Government activities of the ITU, as promoter of the Development of Telecommunications

As a part of the activities of its Development Area – ITU-D, the International Telecommunications Union decide recently to take an active role in the promotion of the development of the Information Society and with objective created the e-Strategy⁶⁵ Unit.

According the ITU, the purpose of the e-Strategy unit is:

⁶⁵ ITU strategy on e-government. <http://www.itu.int/ITU-D/e-strategy/index.html>

Assist developing countries in harnessing the potentials of ICTs to contribute towards reducing the social divide, improving the quality life, promoting universal access and facilitating entry into the information society⁶⁶

The main type of activities developed by this new unit consist in helping countries on the implementation of electronic Commerce, by the means of the programme Electronic Commerce for Development Countries EC-DC⁶⁷. The ITU is working on the extension of the implementation of Public Key Infrastructures – PKI according the contents of e-Trust Memorandum of Understanding⁶⁸ developed during 2002. Curiously the UIT initiate this activities as a spin-off of the ITU internal e-commerce services developed in 1997 and extended successively to different countries.

In this context, the ITU received the mandate to start to develop activities on the field of e-Government during the Third World Telecommunication Development Conference – WTDC-02⁶⁹, held in Istanbul from 18 to 27 de March de 2002. The Conference approved the Action Plan of the ITU Telecommunications Development Bureau – ITU-D for the period 2003-2007.

In the Declaration adopted during the Conference is written:

The conference declares that:

m) The programmes summarized below, which are part of the Istanbul Action Plan, developed in a spirit of encouraging awareness and actions on gender issues and implemented under the leadership and coordination of ITU-D, become important and relevant tools for narrowing the "digital divide":

.....

- *E-strategies and e-services/applications: Use of ICTs and telecommunication networks to enhance access and use of secure, cost-effective and socio-economically beneficial value-added ICT services to ensure sustainability and affordability in the development of telecommunications and ICTs and to harness the potential of ICTs to contribute towards reducing the social divide, improving quality of life, good governance, better access to health services, distance learning and universal access, taking into account the requirements and conditions in rural areas and underserved communities, the potential of multipurpose community telecentres (MCT) and Internet protocol (IP) for the delivery of a wide range of services.*

In this framework, logically, very linked to the development of telecommunications, the ITU started to develop its first actions on the e-Government field⁷⁰.

This activities will be, very probably endorsed by the World Summit on the Information Society – WSIS⁷¹, that will take place in Geneva in December 2003.

⁶⁶ ITU An entry ramp to e-society. <http://www.itu.int/ITU-D/e-strategy/Brochure/Brochure.pdf>

⁶⁷ ITU EC-DC action <http://www.itu.int/ITU-D/e-strategy/ecdc/>

⁶⁸ ITU e-Trust action http://www.itu.int/ITU-D/e-strategy/MoU/world_e.html

⁶⁹ ITU WTDC-02. Istanbul 18-27 March 2002. <http://www.itu.int/ITU-D/conferences/wtdc/2002/>

⁷⁰ ITU e-government project in Bulgaria <http://www.itu.int/ITU-D/e-strategy/Seminars/Bulgaria/e-gov.html>

According to ITU officials, activities on e-Government are focused in three main areas:

1. Assistance to developing countries in policies and strategies for e-government.
2. E-government Project implementation
3. Capacity building and awareness on e-government.

It is too soon to evaluate the conclusions of this new challenge. The ITU, as a part of the United Nations system is developing these activities in close contact with other UN Organisations with which the ITU has synergic approaches and complementarities.

3.2.3.- e-Government activities of the ITU as a Standardisation body.

The traditional, unique and very respected role of the ITU as standard body on the Telecommunication sector was deeply affected as a consequence of telecom liberalisation and since then its standardisation sector – ITU-T⁷² is making efforts to look for new and promising areas of activities.

In this context, the ITU-T, through its Study Group SG2⁷³: Operational aspects of service provision, networks and performance, started to be interested in the possibility to participate in the development of standards on e-Government field and with this purpose organised an exploratory seminar in Geneva the 5 and 6 of June 2003⁷⁴ on the framework of the preparation of the World Summit on the Information Society – WSIS of December 2003.

The work of defining and adopting standards⁷⁵ on activities related with the Information Society and, of course e-Government, is a very controversial topic, in particular because the intervention of the traditional standardisation bodies, that justify a future detailed analysis, may be in another moment.

3.2.4.- Comments

Activities of the ITU-D on e-Government seem coherent with the mandate received from the WTDC-02 Conference and given the prestige of the Organisation, its tradition in working with less developed countries and the enormous amount of needs and receptivity of the targeted countries we could forecast a successful evolution of this initiative.

⁷¹ World Summit on Information Society <http://www.itu.int/wsisis/>

⁷² ITU-T standardisation sector. <http://www.itu.int/ITU-T/>

⁷³ ITU-T. Study Group 2. <http://www.itu.int/ITU-T/studygroups/com02/index.asp>

⁷⁴ ITU e-government seminar. <http://www.itu.int/ITU-T/worksem/e-government/index.html>

⁷⁵ **ISO definition of Standard:** document, established by consensus and approved by a recognized body, that provides, for common and repeated use, rules, guidelines or characteristics for activities or their results, aimed at the achievement of the optimum degree of order in a given context. Standards should be based on the consolidated results of science, technology and experience, and aimed at the promotion of optimum community benefits.

Regarding the ITU-T intent to participate in the development of real Standards in e-Government we believe that this task is a little bit more difficult, because the reluctance of companies to accept the traditional discipline of standardisation process and because the lack of tradition of the IUT, coming from the pure telecommunication sector, in the specific arena of Information Society applications. Nevertheless the need of a strong rationalization of the use of common technical solutions on the field of e-Government continues to be an evident need and in its solutions the IUT-T have many to contribute.

In the exercise to projection of the e-Government activities of the ITU we consider that those of ITU-D correspond to the category of Approach and in particular its Operational Aspects, and those of ITU-T clearly to the type of C3. Interoperability and Technical Standards of the Reference Scheme, as appear in Table 7.

3.3.- The e-Government Policy of the Organisation for Economic Co-operation and Development

3.3.1.- Framework

The Organisation for Economic Co-operation and Development – OECD⁷⁶, approaches eGovernment from its Unit of Governance and the Role of the State, placed in the Directorate for Public Governance and Territorial Development- GOV, of the General Secretariat of the Organization⁷⁷.

“The Public Governance and Territorial Development Directorate (GOV) assists countries in adapting their public sector governance arrangements to the changing needs of society. The Directorate supports mutual learning and peer review amongst countries on key organisational, structural and territorial development issues”

The Governance and the Role of the State Unit is the heir of the former and well know Public Governance and Management Service Unit – PUMA,⁷⁸ and its mission continue being the promotion of an efficient functioning of the activities developed by the OECD Member States.

The sequence of events related with eGovernment that preceded the formal adoption for the Organization of its Action Program on this field, that it is convenient to remember here.

During 1999 PUMA organized a Symposium entitled: Government of the Future, whose results appeared in an available OCDE publication⁷⁹. The document stresses the necessity to boost the reform of the management of public affairs to update the public administrations to present times with the following objectives:

- *The purpose of reform is to make government more responsive to society’s needs*

⁷⁶ Web site of the OECD. <http://www.oecd.org>

⁷⁷ OECD Organizational Chart. <http://www.oecd.org/dataoecd/37/13/2348887.pdf>

⁷⁸ PUMA – Public Governance and Management. <http://www1.oecd.org/puma/about/index.htm>

⁷⁹ Government of the Future. OCDE 2000

- *Government need to re-arm the public's trust by providing more choice, democracy and transparency*
- *Government is becoming just one player among many seeking to represent and serve the public.*

And, present a set of lessons learned in this field:

- *Determining the shape of reform depends on government's ability to anticipate the public's needs. The challenge to government is to move away from opportunistic reform toward more strategic reform.*
- *To gain the public's trust, government should communicate the need for reforms, the process of reforms and reforms successes.*
- *Reforms should seek long-term changes in government's behaviour by changing organisational culture*
- *Reform fatigue is the condition in which public servants became cynical and tired of reform. Government can work to avoid reform fatigue.*
- *Leaders within government are key to bringing the gap between the development and the implementation of reform.*

This topic, is a classic of the OCDE activities and as been tackled in a more recent publication about the regulatory policies⁸⁰.

In parallel, also in 1999 PUMA made a survey about how the member states permit to the Citizens the access to the public information and the result appeared in the book entitled *Citizens as Partners*⁸¹ published in 2001. As usual, these works continued and produced a new OECD publication.

3.3.2.- e-Government activities of the Unit Governance and the Role of the State

According the own OECD Third Global Forum for Reinventing Government⁸², organized by the United Nations in Naples, Italy, on March 2001, that we have mentioned before. Consequently the Ministerial Conference⁸³ of the OECD of May 2001 took the decision to initiate specific activities in this field with the following words:

Governance

26. Strengthening effective and coherent public governance remains a priority on the policy agenda. The effective performance of democratic institutions, including

⁸⁰ Reviews of Regulatory Reform Regulatory Policies in OECD Countries: From Interventionism to Regulatory Governance. OCDE 2002

⁸¹ *Citizens as partners*. Information, consultation and public participation in policy making. OCDE 2001

⁸² Third Global Forum for Reinventing Government. Naples 15-17-March 2001.
http://www1.oecd.org/puma/Egov/third_global_forum.pdf

⁸³ OECD Council at Ministerial level. 16-17 May 2001
<http://www.oecd.org/EN/document/0..EN-document-0-nodirectorate-no-12-5294-0.FF.html>

legislatures, and the fight against corruption, are central elements of good governance. Enhanced openness, transparency, and accountability must become guiding principles for governments within OECD' s membership and beyond. OECD should continue to make a vital contribution through its dialogue on public governance with Non Members. We welcome the conclusions of the Third Global Forum on E-Government held in Naples in March 2001 and ask OECD to explore further the challenges and opportunities of e-government.

27. There is increasing public debate about the comparative benefits and costs of regulation and deregulation in Member countries. OECD' s continuing analysis of regulatory reform shows that carefully designed policies enhance regulatory quality, strengthen consumer choice and reduce prices; the reviews of regulatory reform in Member countries (8) provide substantial multidisciplinary guidance on regulatory management. We welcome OECD' s Recommendation on Structural Separation of Regulated Industries which, while recognising industry and country differences, provides guidance on competition-enhancing reform of public utilities. We support OECD' s work to develop principles and ~~best~~ practices for the regulation of private pensions.

28. Fighting corruption remains a high priority. Further progress in the ratification of the Bribery Convention has been made: 32 countries have deposited instruments but implementing legislation is lacking or deficient in some. Monitoring implementation of the Convention and the related Recommendations, including the effective elimination of tax deductibility for bribes, must be rigorously pursued and reinforced. OECD will move ahead on related issues: bribery acts in relation with foreign political parties; advantages promised or given to any person in anticipation of that person becoming a foreign public official; bribery of foreign public officials as a predicate offence for money laundering legislation; and the role of foreign subsidiaries and of off-shore centres in bribery transactions. We encourage efforts to engage a broad range of countries outside OECD in the fight against corruption, including regional initiatives, and support accession to the Convention by qualified states.

29. We note the work undertaken on harmful tax practices and look forward to the conclusions of the OECD project.

Immediately, PUMA created the E-Government Working Group, to prepare a Project that was approved on the 24th Session of the Public Management Committee of the OCDE.

The OECD initiated its Project on the Impact on e-government⁸⁴, in September 2001 to be finished in 2004. The purpose of this project is explained in the next paragraph:

Ministers from OECD countries endorsed the importance of e-government at their annual meeting in May 2001.

This project takes as its starting point that e-government has the potential to be a major enabler in the adoption of good governance practices

⁸⁴ OCDE e-government project.
<http://www.oecd.org/EN/about/0,,EN-about-301-9-no-no-no-0,00.html>

This project will concentrate on the impact of e-government on public administrations and the outcomes for society in general.

The activities of the Project on e-Government have been organised around four specific Working Groups, whose titles and objectives are summarized in the following paragraphs.

- ***Vision, Context and Responsiveness:*** - *How can e-government make government more responsive?*
 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 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:*** - *What reforms can e-government make possible?*
 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 Implementation of E-Government:*** - *What is required for e-government to work?*
 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:*** - *How do we measure the impact?*

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.*

This Working Groups finished its activities at the beginning of 2003 and its results and proposal were presented at the Symposium for senior e-government officials of the OECD, that took place in Washington the 9 of June 2003.

The OECD advanced the results in one of its Project in a Policy Brief⁸⁵ published in March 2003. In this document OCDE summarizes the conclusion of its project in a clear slogan:

The impact of –government at broadest level is simply better government, e-government is more about government that about “e”

The final report of the project will be published and available very soon.

3.3.3.- Comments

According the information available, in our opinion the activities on e-Government developed by the OECD fully correspond with aspects that we have considered in the Reference Scheme as the Approach as we summarize in table 7.

The experience of the Organization and other approaches related with the reform of Public Administration and modernization of the function of the government explain the approach on e-Government matters.

Anyway will see necessary to know in detail the contents of the conclusion of the study to confirm our feeling.

3.4.- A Summary of e-Government Policies of the Supra-national Organizations analysed

In this paragraph we present the most important conclusion of the characteristics of e-Government policies carried out by the Supra national Organization analysed.

Table 6 summarises the mandate and objectives of the Units in charge of e-Government affairs in each Organization reviewed.

Table 7 shows a calendar containing the most significant events related with e-Government that took place on the last years.

⁸⁵ OECD Policy Brief. The e-government imperative: main findings
<http://www.oecd.org/dataoecd/60/60/2502539.pdf>

Finally, Table 8 summarises the projection over the Reference Scheme of Annex I of the main aspects of the e-Government policies. According the contents of this table the most important part of activities correspond to aspects related with the Approach to the problem, that means, the way how Public Administrations, in particular States, should act to move toward the Electronic Administration and only the UIT deals with some aspects related with its Implementation.

TABLE 6			
UNITS IN CHARGE OF E-GOVERNMENT ACTIVITIES IN THE INTERNATIONAL INSTITUTIONS			
	United Nations	OECD	IUT
Unit	<p>DPADM.- Division for Public Administration and Development Management</p> <p>at the Department of Economic and Social Affairs – DESA</p> <p>at the General Secretary</p>	<p>Governance and the Role of the State,</p> <p>at the Directorate for Public Governance and Territorial Development – GOV,</p> <p>at General Secretary</p>	<p>e-Strategy Unit</p> <p>at the UIT-BDT – Telecommunications Development Bureau</p>
Mandate	<p>To assist Member States in ensuring that their governance systems, administrative and financial institutions, human resources and policy development processes function in an effective and participatory manner by fostering dialogue, promoting and sharing information and knowledge and providing technical and advisory services</p>	<p>The Public Governance and Territorial Development Directorate assists countries in adapting their public sector governance arrangements to the changing needs of society. The Directorate supports mutual learning and peer review amongst countries on key organisational, structural and territorial development issues”</p>	<p>Assist developing countries in harnessing the potentials of ICTs to contribute towards reducing the social divide, improving the quality life, promoting universal access and facilitating entry into the information society</p>
Objectives of the e-government activities	<p>The branch seeks to address both the opportunities and challenges of e-government through analysis and building governments' capacity in a number of areas including: development of <i>national e-government</i> strategies and action plans; measuring e-government readiness; bench marking UN Member States' online presence; determining feasibility of e-government applications; identifying the benefits and challenges of <i>regional cooperation on e-government</i> and the specific opportunities and challenges of local e-government; ensuring linkages between <i>e-government, e-governance and e-democracy</i></p>	<p>The project on e-government will look at the impact of e-government on national administrations. It is structured under 4 themes: the vision and potential responsiveness of e-government; its impact on public administrations; its implementation and measurement issues</p>	<ul style="list-style-type: none"> • Assistance to developing countries in policies and strategies for e-government. • E-government Project implementation • Capacity building and awareness on e-government

TABLE 7			
CALENDAR OF THE MAIN EVENTS RELATED WITH THE E-GOVERNMENT POLICY			
Year	United Nations	OECD	IUT
1997-8			
1999	Jan. First Global Forum REGO		
2000	Sept. General Assembly Millennium Resolution. A/RES/55/2		
2001	March . Third Global Forum REGO. Naples	May. Agreement of the Ministers about the e-government actions Sept. Project on Impact of e-government	
2002	May. First Benchmarking e-government		Mars. World Telecom Development Conference – WTDC-02. Istanbul. Definition of the Action Plan 2003-2007 for the UIT-BDT
2003	End of the year. Second Benchmarking e-government	June. Presentation of the results of the Project	

TABLE 8					
A SUMMARY OF THE MAIN TYPE OF ACTIONS ON E-GOVERNMENT					
REFERENCE SCHEME FOR THE ANÁLISIS OF E-GOVERNMENT STRATEGIES					
TYPE OF ACTIONS		UN	OCDE	IUT	
1 st and 2 nd Level	3 rd Level			IUT-D	ITU-T
APPROACH					
A.- Strategic Aspects, that include all types of actions related with the political, legal and administrative incidence of the e-government plan	A.1.- Political commitment				
	A.2.- Execution responsibility				
	A.3.- Legal framework				
	A.4.- Impacts on the structure of the Administration				
	A.5.- Impacts on the Society				
B.- Operational Aspects. that include all types of actions related with planning and execution criteria of the e-government plan.	B.1.- Planning mechanisms				
	B.2.- Execution Mechanisms				
	B.3.- Citizens and stakeholders participation mechanisms				
	B.4.- Budgetary mechanisms				
	B.5.- Evaluation mechanisms				
IMPLEMENTATION					
C.- Corporate Aspects, (horizontal) that include all types of actions developed at corporate or centralized level related with e-government plans	C.1.- Centralized final services				
	C.2.- Centralized services provided to the Departments				
	C.3.- Interoperability and technical standards				
	C.4.- Planning criteria to develop particular plans of departments				
	C.5.- Corporate resources and budgetary aspects				
D.- Departmental Aspects (vertical) that include all types of actions carrier out by different department an agencies of the administration involved on e-government plans	D.1.- Departmental Plans				
	D.2.- Specific services provided by department				
	D.3.- Departmental resources and budgetary aspects				
	D.4.- Organizational incidences and collision with other areas of the administration				
	D.5.- Incidence on the provision of services				

4.- COMPARATIVE ANALYSIS OF THE E-GOVERNMENT POLICIES OF THE EUROPEAN UNION AND THOSE OF OTHER SUPRA NATIONAL ORGANIZATIONS.

As we commented at the beginning, the purpose of this document is to know a little more in depth the approach that the European Union has taken on its policy related with the e-Government, and for this reason we have considered convenient to compare it with activities developed by other supranational organization over a similar and unique grid representing the main activities developed by Public Administration on this field.

We insist once again that the objective is not at all to confront the diverse way to approach the problem but to know how different are the approaches of the various Organization and why.

The Table 9 summarises the previous Tables 4 and 7 and permit us to make the following comments:

- Activities developed by the European Union are mostly oriented toward aspects related with Implementation of e-Government as it is defined in the Reference Scheme utilized.
- Consequently the European Union policy hardly tackle aspects referred to the Approach of public Administration in front of the e-Government, nor in the Strategic Aspects neither in the Operational Aspects.
- On the contrary, United Nations, ITU and specially OECD lay stress in aspects related with the Approach and barely in aspects related with Implementation of e-Government.
- None of the organization analysed consider the totality of the aspects that could be included in an Action Plan of a Member State.
- In consequence. It appear clear complementarities between the approaches of the different Organisms, in particular the OECD and the European Union.

TABLE 9					
A SUMMARY OF THE MAIN TYPE OF ACTIONS ON E-GOVERNMENT					
REFERENCE SCHEME FOR THE ANÁLISIS OF E-GOVERNMENT STRATEGIES					
TYPE OF ACTIONS		UN	OCDE	IUT	EU
1 st and 2 nd Level	3 rd Level				
APPROACH					
A.- Strategic Aspects, that include all types of actions related with the political, legal and administrative incidence of the e-government plan	A.1.- Political commitment				
	A.2.- Execution responsibility				
	A.3.- Legal framework				
	A.4.- Impacts on the structure of the Administration				
	A.5.- Impacts on the Society				
B.- Operational Aspects. that include all types of actions related with planning and execution criteria of the e-government plan.	B.1.- Planning mechanisms				
	B.2.- Execution Mechanisms				
	B.3.- Citizens and stakeholders participation mechanisms				
	B.4.- Budgetary mechanisms				
	B.5.- Evaluation mechanisms				
IMPLEMENTATION					
C.- Corporate Aspects, (horizontal) that include all types of actions developed at corporate or centralized level related with e-government plans	C.1.- Centralized final services				
	C.2.- Centralized services provided to the Departments				
	C.3.- Interoperability and technical standards				
	C.4.- Planning criteria to develop particular plans of departments				
	C.5.- Corporate resources and budgetary aspects				
D.- Departmental Aspects (vertical) that include all types of actions carrier out by different department an agencies of the administration involved on e-government plans	D.1.- Departmental Plans				
	D.2.- Specific services provided by department				
	D.3.- Departmental resources and budgetary aspects				
	D.4.- Organizational incidences and collision with other areas of the administration				
	D.5.- Incidence on the provision of services				

5.- CONCLUSIONS

According all comments included in previous paragraphs in this document we could conclude with the following statements about the e-Government policy carried out by the European Union through activities of its different units.

1. Activities of the European Union on e-Government are very **fragmented**.
 - This situation is a consequence of the way that the Commission have distributed the e-Government activities toward at least four different units.
 - Different sources of funds available and their different legal status in each case constitute an additional source of fragmentation of the activities in this field
 - The absence of leadership is a direct and evident consequence of the distribution of competencies in two different General Directorates of the Commission.
 - The IDA programme appears as the most coherent, at least as a consequence of its continuity and its links with Member States.
 - Logically, an important incidence has been observed between IDA achievements over the eTen activities specially in the interoperability principles.
 - Surprisingly, an influence of IDA has been found in the new approach of e-Government IST-RTD activities, instead to be the contrary, as should be logic.

2. The e-Government policy of the European Union is strongly based in aspects related with its **Implementation** much more than with the Approach of Public Administrations, in consequence:
 - It is a policy basically of a technologic characteristics
 - Usually employ approaches similar to those used in the boots of Information Society in other fields of economic and social affairs.
 - Lay stress essentially in aspects related with the “e” side rather than the “government” side
 - Recent proposals towards Interoperability show that in the future the objectives will continue being similar to those followed until now.
 - Even in the Research Policy, topics like interoperability and open source software appears as those of the main interest.

3. Aspects related with the **Approach** of the e-Government Action Plans of Public Administrations remain out of the scope of the activities of the European Union
 - This situation could be a consequence of the lack of powers on this field in the Treaty on the European Community.
 - Another cause of this situation could be the traditional strong link between Information Society policy and Telecommunication policy still under the effects of liberalisation.

- Another explanation to this situation could be that the unique representation of Member States on e-Government activities is the Telematics for Administrations Committee – TAC composed by medium level officials in charge of e-Government affairs on its respective governments.
- The application to e-Government affairs of non-legislative procedures as the Open Method of Coordination – OMC, could be a solution
- But the partial and biased application of the OMC by the only means of Indicator seems not to be at all adequate to overtake the problem.

In our opinion, in the next revision of e-Government policy the Commission should reconsider in depth its proposal on this field and the new Directorate of Information Strategy and eEurope have a very important and crucial task to do.

The announced Communication of the Commission related with e-Government should be a good occasion to clarify, stabilize and set out a coherent and promising e-Government Policy for the European Union.

ANNEX I

A REFERENCE SCHEME FOR THE ANALYSIS OF E-GOVERNMENT ACTIONS PLANS

1.- INTRODUCTION

Usually, many of the strategic plans related with Information Society and e-Government are presented in lists of projects very poor structured, in particular Action Plans of different Public Administrations. Some times, also, there appear some confusion about which of them could be considered as e-government and which correspond to simple Information Society projects.

In this context, different proposals coming from different sources are very difficult to compare and benchmark given the lack of a structure to facilitate this task.

The need to analyse and compare different activities related with e-government advise the use of Reference Schemes in witch the main aspects of such strategies were considered.. Following previous work¹, a simple Reference Scheme has been proposed^{2, 3}

The basic idea is to define a set of Type of Actions that permit to classify different activities and projects on e-government developed by the main Agents interested in this subjects.

Regarding the Agents. It seems convenient to limit to the main three categories: the Public Administration, the Society and the Industry.

Regarding Type of Actions, it seems also convenient to detect and propose a minimum set that permit to cover the maximum aspects of e-government activities. This proposal will represent a compromise between universality and simplicity that is always difficult to reach.

The proposed criteria has been retained after the analysis of different strategies of e-government of national and regional governments and other documents and proposals related with this subject.

This Reference Scheme proposed here is still in the process of analysis of its validity and any comment will be welcome.

This text is a working document and its content is subject to changes and modifications.

¹ ALABAU A. Telecommunications and Information Society in European Regions. Telecommunications Policy. Vol 21, n 8, 00 761-771. October 1997.

² ALABAU A. Nota sobre estrategias en e-government. Propuesta de un Esquema de Referencia. Documento Interno Ref. PTSI/21d. Valencia 10 de Julio 2002

³ ALABAU A. About a Reference Scheme for the Analysis of e-Government strategic Plans. CJM-UPV Working Document Ref: PTSI-27b. !8 October 2002.

2.- A REFERENCE SCHEME

In the analysis of the e-Government activities, it seems necessary to take into account the different type of elements that intervene. We are going to consider two categories:

- **Agents** concerned on e-government, and
- **Actions** of e-government of each one of the Agents

Both types of elements could be represented in a Matrix into witch Agents will appear as colons and Actions as rows

2.1.- Agents

By Agents we consider the main actors that take part in e-government activities. Here we will hold the following tree:

- **Public Administration**, as the main subject of e-government activities
- **Society**, as users of e-government services
- **Industry**, as suppliers of equipment and technical solutions for e-government service provision

Each one of the different Agents considered here has its own interests, points of view, on e-government and is interested in developing different type of activities, projects, studies or researches.

Obviously, each one of the categories of Agents indicated here can be spitted in sub categories, but for the purpose of this document we consider sufficient not to go down in more detail.

2.2.- Actions

By Actions we will consider the different ways to tackle and focus the e-government by the Agents. The way to focus the e-government can be described at different levels of detail as much as necessary.

In the next paragraphs some characteristics and components of each one of the level proposed will be described.

First level

As a First level of Actions on e-government we have considered the following:

- **Approach** to the e-government problems
- **Implementation** of e-government solutions

Second level

Concerning the **Approach** to the e-government problems, we can consider the following aspects:

- A.- Strategic Aspects**, that include all types of actions related with the political and legal incidence of the e-government plan
- B.- Operational Aspects**, that include all types of actions related with planning and execution criteria of the e-government plan.

Concerning **Implementation** of the different e-government solutions we can consider the following aspects:

- C.- Corporate Aspects**, that include all types of actions developed at corporate or centralized level (horizontal)
- D.- Departmental Aspects**, that include all types of actions carrier out by different department an agencies of the administration (vertical)

Third level

For each one of the Aspects indicated it is possible to specify a limited number of Type of Actions carry out by the different Agents considered

A.- Strategic Aspects

Between the Type of Actions concerning the Strategic Aspects of the e-government we remark the following:

- A.1.- Political commitment.** Level of the political compromise in the Plan
- A.2.- Execution responsibility.** Responsibility and mechanisms for the execution of the Plan
- A.3.- Legal framework.** Legal framework that guaranty the Plan
- A.4.- Impacts on the structure of the Administration.** Objectives of improvement and modernisation of the present structure of the administration
- A.5.- Impacts on the society.** Objectives of improvement of services rendered to stockholders and changes in the relationships with Administration

B.- Operational Aspects

Between the Type of Actions concerning the Operational Aspects of the e-government we remark the following:

- B.1.- Planning mechanisms.** Procedures to elaborate the Plan

- B.2.- Execution Mechanisms.** Responsibilities of the execution of the Plan and mechanisms to guaranty it
- B.3.- Citizens and stakeholders participation mechanisms.** Procedures to permit the real participation of citizens and stakeholders in the decisions of the Plan
- B.4.- Budgetary mechanisms.** Procedures to guaranty the budget for the execution of the Plan
- B.5.- Evaluation mechanisms.** Procedure to measure and evaluate the results and effects of the Plan

C.- Corporate Aspects

Between the Type of Actions concerning the Strategic Aspects of the e-government we remark the following:

- C.1.- Final services centralized.** Final services rendered in a centralized way
- C.2.- Corporate services.** Corporate services to the Departments rendered in a centralized way
- C.3.- Interoperability and technical standards.** Set of criteria and standards to guaranty interoperability of systems
- C.4.- Planning criteria to develop particular plans of departments.** Guides and Procedures to develop departmental plans of e-government
- C.5.- Corporate resources and budgetary aspects.** Human resources and budget to develop all Corporate Aspects

D.- Departmental Aspects

Between the Type of Actions concerning the Strategic Aspects of the e-government we remark the following:

- D.1.- Departmental Plans.** Strategic and action Plans of each Department or Agency
- D.2.- Specific services provided by department.** Activities and services developed under the responsibility of each Department
- D.3.- Departmental resources and budgetary aspects.** Human resources and budget of each departmental plan
- D.4.- Organizational incidences and collision with other areas of the administration.** Repercussions on the internal organisation of the Department concerned and possible conflicts with other areas of the administration
- D.5.- Incidence on the provision of services.** Repercussions on the society and in the way that the services are provided

Next levels

For each Type of Action, a set of particular activities, projects and even research topics could be developed by the different Agents interested in e-government activities: Public Administration, Agents of the Society and Industries.

3.- A SUMMARY OF THE REFERENCE SCHEME

In the Table A-1 we summarise the Reference Scheme in a matrix way. Basic Aspects and Type of Actions considered has been included as the rows of the matrix and the tree types of Agents considered has been included as colons of the matrix.

In Table A-2. for each one of the tree Agents we have marked the Type of Action that we consider of its interest and for witch should develop Activities or Projects.

4.- CONCLUSION

The intention of this Reference Scheme is to be used as a guide in the process of analysis of plans and proposals related with e-government as a way to discriminate, classify and compare the different activities considered.

The use will show its possible interest and validity and will show if is necessary to add or modify any of the element that we have considered here.

TABLE A-1		
REFERENCE SCHEME FOR THE ANÁLISIS OF E-GOVERNMENT ACTION PLANS		
TYPE OF ACTIONS		
1st and 2nd Level	3rd Level	Explanations
APPROACH		
A.- Strategic Aspects, that include all types of actions related with the political, legal and administrative incidence of the e-government plan	A.1.- Political commitment	Level of the political compromise in the Plan
	A.2.- Execution responsibility	Responsibility and mechanisms for the execution of the Plan
	A.3.- Legal framework	Legal framework that guaranty the Plan
	A.4.- Impacts on the structure of the Administration	Objectives of improvement and modernisation of the present structure of the administration
	A.5.- Impacts on the Society	Objectives of improvement of services rendered to stockholders and changes in the relationships with Administration
B.- Operational Aspects. that include all types of actions related with planning and execution criteria of the e-government plan.	B.1.- Planning mechanisms	Procedures to elaborate the Plan
	B.2.- Execution Mechanisms	Responsibilities of the execution of the Plan and mechanisms to guaranty it
	B.3.- Citizens and stakeholders participation mechanisms	Procedures to permit the real participation of citizens and stakeholders in the decisions of the Plan
	B.4.- Budgetary mechanisms	Procedures to guaranty the budget for the execution of the Plan
	B.5.- Evaluation mechanisms	Procedure to measure and evaluate the results and effects of the Plan
IMPLEMENTATION		
C.- Corporate Aspects, (horizontal) that include all types of actions developed at corporate or centralized level related with e-government plans	C.1.- Centralized final services	Final services rendered in a centralized way
	C.2.- Centralized services provided to the Departments	Corporate services to the Departments rendered in a centralized way
	C.3.- Interoperability and technical standards	Set of criteria and standards to guaranty interoperability of systems
	C.4.- Planning criteria to develop particular plans of departments	Guides and Procedures to develop departmental plans of e-government
	C.5.- Corporate resources and budgetary aspects	Human resources and budget to develop all Corporate Aspects
D.- Departmental Aspects (vertical) that include all types of actions carrier out by different department an agencies of the administration involved on e-government plans	D.1.- Departmental Plans	Strategic and action Plans of each Department or Agency
	D.2.- Specific services provided by department	Activities and services developed under the responsibility of each Department
	D.3.- Departmental resources and budgetary aspects	Human resources and budget of each departmental plan
	D.4.- Organizational incidences and collision with other areas of the administration	Repercussions on the internal organisation of the Department concerned and possible conflicts with other areas of the administration
	D.5.- Incidence on the provision of services	Repercussions on the society and in the way that the services are provided

TABLE A-2				
REFERENCE SCHEME FOR THE ANÁLISIS OF E-GOVERNMENT ACTION PLANS				
TYPE OF ACTIONS		TYPE OF AGENTS		
1 st and 2 nd Level	3 rd Level	Administration	Society	Industry
APPROACH				
A.- Strategic Aspects, that include all types of actions related with the political, legal and administrative incidence of the e-government plan	A.1.- Political commitment	X		
	A.2.- Execution responsibility	X		
	A.3.- Legal framework	X		
	A.4.- Impacts on the structure of the Administration	X		
	A.5.- Impacts on the Society	X	X	X
B.- Operational Aspects. that include all types of actions related with planning and execution criteria of the e-government plan.	B.1.- Planning mechanisms	X		
	B.2.- Execution Mechanisms	X		X
	B.3.- Citizens and stakeholders participation mechanisms	X	X	X
	B.4.- Budgetary mechanisms	X		
	B.5.- Evaluation mechanisms	X	X	X
IMPLEMENTATION				
C.- Corporate Aspects, (horizontal) that include all types of actions developed at corporate or centralized level related with e-government plans	C.1.- Centralized final services	X	X	X
	C.2.- Centralized services provided to the Departments	X		X
	C.3.- Interoperability and technical standards	X		X
	C.4.- Planning criteria to develop particular plans of departments	X		X
	C.5.- Corporate resources and budgetary aspects	X		X
D.- Departmental Aspects (vertical) that include all types of actions carrier out by different department an agencies of the administration involved on e-government plans	D.1.- Departmental Plans	X		X
	D.2.- Specific services provided by department	X	X	X
	D.3.- Departmental resources and budgetary aspects	X		X
	D.4.- Organizational incidences and collision with other areas of the administration	X		
	D.5.- Incidence on the provision of services	X		

X.- Type of Actions considered of the main interest of each Type of Agent