«The service concept in e-government and the citizen’s role therein»

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Outline of the talk

«The service concept in e-government and the citizen’s role therein»
PART I

Government, Services, and Citizens
Overview of part I

• What is government?
• What is the public?
• What are public services?
• What are citizens?
  – Views on the citizen as a service receiver
  – Levels of citizen participation
Government

Coleman (2008)

• “Govern”
  - A task shared by a variety of agencies, often acting with little or no knowledge of what the others are doing.

• “Governance”
  - This messy, multi-leveled, reticular exercise of power.

• “Government”
  - A more centralized, linear notion of rule which fails to capture the complexity of the contemporary polity.

Polity: a state or one of its subordinate civil authorities, such as a province, prefecture, county, municipality, city, or district.
The public

Bouvard and Löffler (2009)

• Domain / polity
  – Enabling choice about collective activity and purpose
  – Needs of the community
  – Public interest

• Distinction between private and public sector
  – Private sector… individual ownership … profit
  – Public sector… public ownership … social purpose … public value
Public services

Bovaird and Löffler (2009)

1. Those services which merit public intervention because of market failure.

   *Any good or service that would result in suboptimal welfare if it were provided in the free market should be regulated in some way by the public sector.*

2. Those services which are so important for the re-election of politicians, or political parties, that they are given public subsidy.

3. Those services in which Parliament has decreed a need for regulation.
The citizen

McDonald et al. (2007)

Citizen

Rights

Duties

Participation

User of public services

Tax payer

Voting in elections

Active engagement in political life
Service context: Citizen, Customer or Client

- **Customer**
  - Choice and the possibility to opt-out.
  - Transactions with government not regulated by binding contractual arrangements. (McDonald et al., 2007)

- **Clients** are those individuals who depend on assistance and support provided through government human and social service social systems.

- Suggested that client-based services should be democratized.

How would you prefer to be thought of.. [Canada 2006]:

<table>
<thead>
<tr>
<th>Role</th>
<th>Preference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citizen</td>
<td>48%</td>
</tr>
<tr>
<td>Client</td>
<td>16%</td>
</tr>
<tr>
<td>Customer</td>
<td>13%</td>
</tr>
<tr>
<td>Tax-payer</td>
<td>19%</td>
</tr>
</tbody>
</table>


Clients need to be directly involved in decision making about the design and production of services (Dutil et al., 2010)
Citizen participation (I) “Ladders”

<table>
<thead>
<tr>
<th>Citizen power</th>
<th>Tokenism</th>
<th>Non participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citizen control</td>
<td>Delegated power</td>
<td>Delegated power</td>
</tr>
<tr>
<td>Partnership</td>
<td>Placation</td>
<td>Placation</td>
</tr>
<tr>
<td>Two-way consultation</td>
<td>Two-way informing</td>
<td>Two-way informing</td>
</tr>
<tr>
<td>Therapy</td>
<td>Manipulation</td>
<td>Manipulation</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Information</th>
<th>Consultation</th>
<th>Co-production</th>
</tr>
</thead>
<tbody>
<tr>
<td>One-way flow of information from public agencies to the public</td>
<td>Two-way dialogue between public agencies and the public</td>
<td>Active involvement of the public in policy decisions and/or service design/delivery</td>
</tr>
</tbody>
</table>


## Citizen participation (II)

**Participation and control**

<table>
<thead>
<tr>
<th>Service provider</th>
<th>Service receiver</th>
<th>User centric</th>
<th>User influence</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td>Low</td>
<td>Services provided based on institutional norms.</td>
<td>Services provided based on negotiations within a service catalogue.</td>
</tr>
<tr>
<td>High</td>
<td>High</td>
<td>User participation</td>
<td>User control</td>
</tr>
<tr>
<td></td>
<td>Low</td>
<td>Service provided based on rules or standards.</td>
<td>Service provided as requested.</td>
</tr>
</tbody>
</table>

Vold Hansen (2009)
Overview of part II

• Services’ interaction with citizens
• What is e-government?
• Services and e-services
• Maturity of e-government services
• Citizen participation
“Technology mediated interaction between the civil society sphere and the administration sphere is particularly relevant where [...] citizens are included in the planning and/or development of new digital government services.”

Grönlund and Horan (2004); Sæbø et al. (2008)
E-government

• *The use of ICTs, and particularly the Internet, as a tool to achieve better government* (OECD, 2003)

• *A way to better use IT advances to achieve greater effectiveness and to provide citizens easy, electronic access to government programs, services and information* (Kraemer and King, 2003)

• *The use of information and communications technologies in public administrations – combined with organizational change and new skills – to improve public services and democratic processes and to strengthen support to public policies* (European Commission, 2003)
Services and e-services

E-service is deeds, efforts or performances whose delivery is mediated by information technology (including the Web, information kiosks and mobile devices). Such e-service includes the service element of e-tailing, customer support and service, and service delivery (Rowley, 2006).

An e-service is an overall transactional journey, constructed of smaller encounters between employees and customers, customers and technology, and technology and employees (Gutierriez, 2010).

- E-services have an aspect of self-service.
- *Digital divide* – The Citizen as the non-user (*excluded*)
E-government maturity

European Commission (2010a)
Participation

- “Majority of EU citizens are reluctant to use [e-services]” (European commission, 2010b)
  - Move towards a more open model of design, production, and delivery of online services.

- **Build services**
  - Include citizens in all phases of service construction.
  - Citizens as partners and experts.

- **Evaluate services**
  - Citizens as subjects.
Participation – problematic aspects

Gidlund (2010)

• The Good users (the influential, interested, involved and powerful) are in absolute minority, leaving it to be hard work for practitioners to actually find them.

• It is easy to go astray and create mythical users, created for rhetorical purposes, and risking to lose track of the real ones.

• Being a user is not a stable position and efforts to embody the process of use are easily misguided.

Who qualifies as citizens? How are they found? How to interact with them? What is the nature of the interaction? What counts as participation?
“E-government 2.0”
– Open data and communities

• Alternative approach to participatory design and development.

• Based on Web 2.0 principles (e.g. information-sharing, user-contribution, collaboration).

• Open data
  – Added value through mash-ups.
  – Transparency and citizen-control

• Communities of practice
  – Citizens as information providers (citizen to citizen)
“E-government 2.0”
– Open data and communities
Use-clients and General-clients

Goldkuhl (2008)
PART III

The evolving role of the citizen
Overview of part III

• E-government and transformational government
• The lens of ideologies
  – Public management
  – New public management
  – Public value management
• Discussion and summary
Evolving roles and public reform

Transformational government …

...puts citizens and communities centre stage and envisages a future where citizens are informed and engaged, services are tailored to local needs and organizations are fit for purpose [...] passive recipients of standard services, to active partners in customized service design and delivery (King and Cotterill, 2007)

... is a managed process of ICT-enabled change in the public sector, which puts the needs of citizens and businesses at the heart of that process and which achieves significant and transformational impacts on the efficiency and effectiveness of government (Oasis, 2012)
# Public Management ideologies - Citizen role

Smith (2004); Van Veenstra and Janssen (2012)

<table>
<thead>
<tr>
<th></th>
<th>Main purpose of public sector</th>
<th>Role of the government</th>
<th>Public sector ethos</th>
<th>Formulation of public value</th>
<th>Role of the public</th>
<th>Dominant model of accountability</th>
<th>Role for public participation</th>
<th>Goal for managers</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Traditional public management</strong></td>
<td>Realizing political goals</td>
<td>Policy-making and implementation</td>
<td>Public sector monopoly</td>
<td>Politicians formulate laws, consult experts</td>
<td>Citizens and electorate</td>
<td>Upwards through departments to politicians and through them to parliament</td>
<td>Limited to voting in elections and pressure on elected representatives</td>
<td>Respond to political direction</td>
</tr>
<tr>
<td><strong>New public management</strong></td>
<td>Mitigating market failure</td>
<td>Catalyst for actions of private parties</td>
<td>Customer satisfaction</td>
<td>Aggregation of individual preferences</td>
<td>Customers</td>
<td>Upwards through performance contracts; sometimes outward to customers through market mechanisms</td>
<td>Limited – apart from use of customer satisfaction surveys</td>
<td>Meed agreed performance targets</td>
</tr>
<tr>
<td><strong>Public value management</strong></td>
<td>Creating public value</td>
<td>Serving and empowering</td>
<td>Dialogue and collaboration</td>
<td>Complex process of interactions; result of dialogue</td>
<td>Citizens</td>
<td>Multiple - Citizens as overseers of government - Customers as users - Taxpayers as funders</td>
<td>Crucial – multifaceted (customers, citizens, key stakeholders)</td>
<td>Respond to citizen/user preferences, renew mandate and trust through guaranteeing quality services</td>
</tr>
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## Citizen’s role in e-government services

<table>
<thead>
<tr>
<th>Type</th>
<th>Role</th>
<th>Characteristics</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Excluded</td>
<td>Non-users from design</td>
<td>Disengaged</td>
</tr>
<tr>
<td>Receivers</td>
<td>Customer</td>
<td>Choice</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Client</td>
<td>Need</td>
<td>Beneficiary</td>
</tr>
<tr>
<td></td>
<td>Citizen</td>
<td>Right/duty</td>
<td>Obligatees</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Citizen</td>
<td></td>
<td>Non-users by design</td>
<td></td>
</tr>
<tr>
<td>Contributors</td>
<td>Subject</td>
<td>Response to consultation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Activist</td>
<td>Driven by feeling of ownership</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Partner</td>
<td>“Professional” involvement</td>
<td>Expert</td>
</tr>
<tr>
<td></td>
<td>Provider</td>
<td>Voluntary sector</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Developer</td>
<td>Create services</td>
<td></td>
</tr>
</tbody>
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