



E-CITIZENSHIP, GOOD GOVERNANCE AND ICT

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*The terms in **bold** can be found in the glossary (Annex 1).*

I. INTRODUCTION

This report examines aspects linked to e-citizenship, practices of good government and ICT, principally related to transparency, public responsibility and information access, from the demand side.

It is difficult to focus only on the demand side without presenting fragmented results therefore a systematic perspective will be used that includes governmental supply while recognizing that demand is still not sufficiently represented. This perspective includes the developments of e-governments which include e-citizenship, in tune with the logic of the Information Society - important strengthening developments in public-private web structure (Governance). Different social and economic sectors are the "partners" in these developments, especially in policy related to daily life. One of the modalities that government policies are promoting with community participation are **Communities of Practice (CoPs)** which are spreading exponentially around the world and in the region, even without a clear understanding of their potential regionally.

Access to information in a network implies access to useful information produced as much by public integrants as private integrants of the network since what is really at work is development between various actors of the Knowledge Society. This is the position from which experiences and trends will be gauged and that the solicited proposals will be elaborated. Keeping this perspective in mind, government practices in South America will be examined through some of their relevant actors: the Presidency, legislators, political parties, non-governmental organizations and citizens. Trends will be identified throughout the report in order to later suggest strategies along with the conclusions.

II. GLOBAL CONTEXT OF E-CITIZENSHIP, GOOD GOVERNANCE AND ICT¹

1. E-Citizenship. Choice of possible relationships to address in the report

1. E-citizenship and digital citizenship: Refers to a new wave of social rights and digital rights² linked to e-training, not only the right to access.
2. E-citizenship and participation in public policy management. This focuses on recognizing and driving forms of participation in daily policy and management, where the citizenship intervenes in differentiated groups or individually from the point of view of their "concrete" interest. Forums of participation include anything from simple, unassociated participation models to associated forms (associative model that refers to the concept of **Governance**, with **Digital Cities** being just one example.)

¹ Warning: Often it will be difficult to distinguish between "e-citizenship" and "access to information" and for this reason Point II will be more extensively developed in Points III and IV and through the examination of concrete experiences.

² See the European Charter of Rights of Citizens in the Knowledge Society (also known as the Charter of E-Rights) as an example.

3. E-Citizenship and “Communities of Practice” (CoPs). This approach refers to concrete forms of participation framed in the “**web structure**”, which are growing in several countries³ and now also in the region. (Kaufman et al, 2005b). These models of public-private collaboration (both real and virtual) help reverse the increasing weakening of bureaucratic structures through horizontal mechanisms meant to improve practices and resolve specific problems through voluntary communities. Many countries, such as Canada, the United States and Australia, have given a strong push in this direction mainly in social areas and e-government.⁴

2. Experiences and potentialities

The interactive potentiality of ICT facilitates highly participative virtual mechanisms. Many governments have been able to strengthen their relationships with communities, through associative models (**governance models**) which are visible (at first contact) through their government portals. The recipients transform into the central organizer of production content in the Front Office in these experiences, which suggests complex **web structures** in the Back Office. They pass from being passive “abstract and universal” users to active “concrete and differentiated” agents. One very interesting expression of this association are Life Events where the content organizer revolves around the biographic moments that develop in daily life. These are valuable when these events receive strong community support⁵ (Kaufman, 2004b).

Through these mechanisms and content selection, governments lose auto-referential presence to throw themselves into the service of the community as requested - responding to the challenge of identifying the potential and the interests of each actor.

This is not the only work of ICT. If governments do not develop inclusive policy which incorporates social participation, the situations described are impossible to realize. E-governments are not unconnected virtual fantasies. This belief, which can be identified as the **Technological Model**, still exists and is maintained by business interests.⁶

If the real government encourages participation, participatory and associative models will emerge. These models have had different levels of development in international experiences.

- o Participatory E-Government models, which guarantee intersectorial participation through some level of generally non-binding interaction (2-way

³The excellent review of experiences in the United States by Snyder, W. (2003) y Snyder, W.M. & Wenger, E. (2003) is recommended. Also it is interesting to look over the content of www.agimo.gov.au/resources/cop (Australian Government Information Management Office-AGIMO), and its CoPs program and e-government.

⁴ Recently the University of Westminster has issued a call to put together *The Encyclopedia of Communities of Practice in Information and Knowledge Management*. The author's work “The Potential of Communities of Practice (CoPs) in Argentina to Articulate Public Organizations into Networks” (Kaufman y Falivene, 2005b) will be included. The encyclopedia is comprised of 120 articles from diverse countries and few refer to the public sector. However they are aware that these types of structures are emerging even though they remain nameless in Latin America.

⁵ See the Government of Leicester: www.leicester.gov.uk

⁶ The e-government is a potential mirror of the real government. Through ICT, the e-government process a huge amount of interactions and information exchanges with a certain autonomy of the bureaucratic structure. When feedback returns to the real government, it has become diluted or changed by the channels of communication therefore losing its potential to really change the trends of the real government (being that not an absolute truth).

communication), through consultation by means of the channels described below.

- o Associative E-Government: The interaction permits:
 1. the preparation of the community to participate in the design, implementation and evaluation of online sectorial services so that these services conform to specific interests, and
 2. the integration of mixed societies with shareholder participation (like in the case of the Valencian Generalitat and its "Infoville" model applied to more than 100 cities in Europe). This is the most advanced model.⁷

Associative models ⁸ are constructed through the association of actors on models of networks and governance that are advantageous to public-private e-services where citizens, represented by their associations or directly, act in a *Government to Partners: G2P*⁹ relationship. (OECD: 2001; Kaufman, 2004b). Their implementation includes strategic planning that prepares public administrations for their position in the network with the associates. The associates are included in the policy decision-making process of sectors linked to services offered by the government and online information linked to daily life (group content production). The entrance to this information is a portal shared by the government and associated groups (economic, educative, cultural, etc.) That is to say you enter the government but you gain access to the digital community.

The following ICT participation channels stand out: 1) portals (associated to the idea of one stop shops) with productive participation (public-private) of content and services on the basis of citizen needs and Life Events¹⁰; 2) e-mail, with connection to public authorities and those responsible for services; 3) distribution lists; 4) web forums and news forums where citizens share opinions and debates; 5) chats; 6) surveys ; 7) electronic vote.¹¹

III. SPECIFIC DESCRIPTION OF THE USE OF ICT TO IMPROVE TRANSPARENCY, RESPONSIBILITY AND ACCESS TO INFORMATION.

⁷ www.infoville.es. The INFOVILLE project originated in 1995 with the objective of modernizing the administration of the Valencian Generalitat. The first phase saw the installation of more than 1,300 computers in homes and businesses in Villena, in Alicante. These computers were connected to frequent use servers: town hall, Generalitat, businesses, etc. It is the largest non-corporate intranet in Spain. It offers multiple services such as booking an appointment in the health centre, requesting town hall licenses, consulting the school schedule, price comparison of different products, e-commerce, tele-banking, email, chat, recreation, telework, etc. In each of its implementations, a society is being shaped between the local government, health organizations, citizen action groups, private/public society organizations, principal industrial partners, research centres, and independent experts. More information at <http://usuarios.iponet.es/casinada/18info01.htm>

⁸ This model will be defined in the principal text and not in the Glossary since a more developed definition than that found in the preliminary report was required by the IDRC.

⁹ Graphic 1, Annex II.

¹⁰ For example: e-Citizen Gateway (Singapore: www.ecitizen.gov.sg), FirstGov (United States: www.firstgov.gov), Citizen's Guide (Finland: www.suomi.fi), Public Counter 2000 (Holand: www.ol2000.nl), UKOnline (United Kingdom: www.ukonline.gov.uk), Service Public (France: www.service-public.fr, or Administracion.es (Spain www.administracion.es)

¹¹ The electronic vote could appear a) as a electoral tool and b) as a channel of communication for daily and public management topics.

ICT can improve policy in this sense but first policy must exist. ICT comes later to strengthen what really belongs to the public will.

1. Supply of public government information

There is little clarity associated with the term “transparency”. A superficial discussion on “citizen training” and the “fight against corruption” prevails. If you barely scratch the surface concepts such as “improving investment in underdeveloped regions”; “digitalization of documents considering the centrality of the investment”, and “the importance of transparency in e-procurement” appear, among others.

Therefore it is possible to ask oneself with have these concepts been taken seriously? And access and transparency for who? A law is recognized when it is published in the official gazette (now also on the Internet). Little attention is paid to whether the language is incomprehensible to a layperson. The same happens with the rest of official information. “Access to information” is only equated to its availability on the Internet (or physically). Who knows if this information can only be interpreted by experts (be it professionals, officials or large corporations). Even in the best cases, the information that has to do with transparency and the presentation of public accounts, is totally formal. How can this question be resolved?

One way is by considering that “access to information” means checking to see that the information has been understood, creating as many texts as there are profiles of audience members. This approach is being recognized. This is what guarantees empowerment, the creation of citizenship and the construction of social demand. We are moving towards this due to the good practices that are personalizing language on the Internet but this movement tends to be reflected very little and without precise instruments.

Even in the cases where information is only digitalized (without being processed to improve its general comprehension), this is a step in the right direction. How can this advance be taken advantage of in order to progress further? The transformation of recent and abundant legislation and instruments, and their appropriation by citizens will only happen by demanding that information be made clear.¹²

2. Demand of non-public information by government

Governments also need to elaborate their strategies using information that is dispersed in the community in order to improve its services. It must recognize that the Information Society has taken away its almost complete monopoly on public goods. One of the mechanisms mentioned are **Communities of Practice**. For example, take the case of security and crime prevention. This should not only be thought of as a service offered by the police. Rather it should be thought of as the systematic intervention by local society and its needs for information on crime bosses and juvenile misconduct programs, and community and neighbour interaction for the prevention of crime. Some of these initiatives are noteworthy, even though they are regrettably incomplete. This is the case

¹² A regional comparative table looks at legislation and instruments. Please see Table I, Annex III.

of the creation of an interactive crime map with citizens, where charges and alerts are registered in a GIS in real time.¹³

IV. ANALYSIS OF SUB-REGIONAL PARTICULARITIES. DATA AND BASIC INDICATORS.

1. E-government developments relating to forms of e-democracy

Generally, the region has not been able to take advantage of good experiences, in part due to the increasing internal fragmentation of the State and non-participatory practices with regards to civil society. A **“technological model”** which implies only the consumption of technology has been put into place. Latin America presents budding developments in these areas. (Kaufman, 2005a, 2004c, 2003a) . The first countries to face up to them were Brazil and Chile, in 1995. Their most complete programs started in 1999 (“Towards an Information Society”, in Chile) and in 2000 (“Green Book on the Information Society” in Brasil). Chile also published its “E-Government Agenda 2002-2005”, in 2002. Costa Rica started its policy in 1997 and designed its “Digital Agenda” in 2001 and its “Costa Rican Plan for Public Policy in the Digital Government 2002-2006” was announced in the same year. Argentina made its “Argentina Internet for All” program public in 1998. At that time government webwites and portals appeared. Peru started “E-Peru” in 2001 and its “National Policy of Information Technology” in 2002. The following year it announces its “National E-Government Strategy”.

These processes have been very different. ¹⁴ Chile’s and Peru’s experiences profile better than the rest.¹⁵ Both are involved in participatory mechanisms with different characteristics of which two moments and levels need to be distinguished:

1. Participatory mechanisms for the launch of public policy

From this perspective, the country that distinguishes itself most is Brazil, which has already developed a more binding call than the rest, where the business and academic sectors participate and where civil society organizations are almost exclusively worried about “connectivity” (Reilly, K. et al, 2003). Venezuela also has invited all sectors to participate in its “National Forum”. In 2002, Peru opened participatory channels at the request of a financing organization (Inter-American Development Bank). These calls appear to have met with initial success, but later their continuity is unknown or the same programs cease to exist. Chile and Argentina have decided their e-government policy behind closed doors.

2. Portal participatory mechanisms on less relevant topics¹⁶

¹³ Government of the City of Buenos Aires.

¹⁴ It is worth looking at local developments which could likely provide some positive surprises.

¹⁵ The reasons why Chile and Brazil find themselves ahead of the rest of the countries in the region is probably due to the institutional quality of their bureaucracies, especially in Chile which is professionalized (in the weberian sense of the term). Programs referring to ICT and government require long timeframes. The organized way in which power has been transferred (example: Cardozo to Lula in Brazil) has not created internal conflict or resulted in the cancelling of initiatives. These characteristics are absent from the majority of the countries in the region, with some exceptions such as Uruguay.

¹⁶ Votes, surveys and forums on different topics.

Chile is developing well in this area, and is at least more visible (from the portal) than Brazil. Both countries are in the lead in this aspect although other experiences are beginning to become undone. (See Table 1, Annex III in the "Citizenship Participation" column.)

The panorama in Latin America, with some exceptions, is that the information on these strategies is made public only once they have already been decided upon and sometimes consultations take place but generally they lack binding relevance and transparency. At the same time, a lack of real implemented policies on the Information Society (or very weak and slow implementation) means that there are serious difficulties when it comes to integrating e-government and forms of e-citizenship as articulators of the Information Society.

The central topics for the incorporation of ICT are: improvements in administrative management, reduction in online transaction costs and increases in budgeted resources, protection of privacy, security and the mechanisms for guaranteeing transparency.¹⁷ This is not a small agenda but it is insufficient, and there has been little development on the majority of these goals.

The **Technological Model** predominates over associative or participatory models. The information is auto-referenced for abstract users (except in the case of Chile and Brazil). The information turns citizens into individuals and passive receptors. It is not presented to generate citizen capacities or networks/social relationships although this characteristic is gradually being abandoned, as predicted.¹⁸ In order to capture something of the logic and the needs of the recipients some type of economic promotion is used. The private sector is seen as a valuable actor, an expert and a source of advice. Civil society organizations on the other hand are not taken into account (this also has to do with their own strategic planning problems). Additionally community participation is very low.

The Information Society is a minor topic for the majority of governments, when the implementation of concrete programs is considered. In policies (or absence of) policies related to the "digital divide" a consumerist criteria of technology continues to exist. For example, the governments of Argentina and Chile have launched computer purchasing programs. The e-training, in general, is absent (primarily in the first country). However, society is answering these training needs which is the other strong trend in the region. There are paradigmatic examples in these same countries (and also in Peru) of social approbation in the use of ICT. That is to say, "Information Culture". There is an aggressive commercial trend towards the installation of private telephone centres and internet cafes which permit access to the Internet at a low cost. These private initiatives are not correlated with government policy. The real familiarization with ICT on the part of a large number of citizens gets one thinking of other possible uses for these initiatives, if they were supported by government policy, such as access to online information and government services and budding e-

¹⁷ The collection of fees and taxes is a very central and agrees with the special development of transactional services in these areas.

¹⁸ See the style of the messages at Citizen Consciousness Videos of Venezuela: http://www.gobiernoenlinea.gob.ve/conciencia_ciudadana/conciencia_ciudadana.html

democracy developments. Such meetings begin to become trends through very punctual experiences (Kaufman, E., 2005c).

3. Different strategies and instruments

1. From the government towards the citizenship (ref. Table 2, Annex III)

In general terms the governments of the region are prioritizing legislation on *access to information* while the legislation on privacy is not developing with any urgency. Meanwhile, the evaluation of e-government programs is weak or non-existent and, with regards to participation (concentrating on various online complaint programs) there are no services with the capacity to take action. (Reilly, 2003, 13). As for what is referred to as public responsibility and the presentation of public accounts, ICT is very weakly used to facilitate mechanisms that address this topic.

Specifically when it comes to transparency, the terms linked to anticorruption and the opening of markets are in the front row. A series of institutions working in this area exist such as the Anti-Corruption Office (Argentina), the Controller General of the Nation (Brazil) and the Presidential Plan to Fight Against Corruption (Colombia).¹⁹

All of these topics have been worked into a table developed by Reilly (2003, 43), which has allowed a comparative baseline to be taken from the year of its creation. Changes from following years are then recognized and added which allows for the identification of trends. The changes can be seen in the "Citizenship Participation" column where more completed forms for making claims, making complaints, and communicating can be seen along with more precise recipients (public employees). Votes, surveys, forums (Brazil, Chile, Costa Rica, Peru and Venezuela) have also started to appear, as well as content linked to creating citizen capacities in some portals (Venezuela for example). Even if these displays may be merely formal or part of a communication strategy, they are building links that citizens should take advantage of.

With respect to the other countries not contemplated in Reilly's list, Paraguay's portal shows no evidence of participation, neither does Argentina. Bolivia's portal shows some evidence of participatory planning and in Colombia there is good access to information but not much more.²⁰

2. From citizenship to the government. Measuring instruments.

With the aim of identifying the specific problems of each country, the perception and the response of the citizenship will be used. This will be done even without

¹⁹ www.anticorruccion.jus.gov.ar; www.presidencia.gov.br/cgu; www.anticorruccion.gov.co. They provide information about legislation, public ethic codes, and anti-corruption organizations and programs; display prevention, control and anti-corruption mechanisms; receive claims and complaints about supposed acts of corruption, and permit access to monitoring information and provide information about the processes, decisions and lines of action adopted in the face of corruption complaints.

²⁰ www.paraguaygobierno.gov.py; www.gobiernoelectronico.ar; <http://www.bolivia.gov.bo> y www.enlared.org.bo/2005/agencia/cgdefault.asp?cg1=3202; http://www.gobiernoenlinea.gov.co/tema_ciudadanos.aspx?temID=69

considering the use of ICT, knowing that incorporating it could reinforce existing tendencies.

With this goal in mind, two indices will be used: the Corruption Perceptions Index (CPI)²¹ and the Citizen Participation Index (CPI)²². Both can be used to reflect on trends and future strategies.

Perception of corruption among public employees and politicians

	133 countries: 2003		158 countries: 2005		Variation	Considerations
	Range	CPI	Range	CPI		
Chile	20	7.4	21	7.3	+	The CPI rating goes from 10 (least corrupt) to 1 (most corrupt)
Uruguay	33	5.5	32	5.9	+	
C. Rica	50	4.3	51	4.2	+	
Brasil	54	3.9	62	3.7	-	
Colombia	59	3.7	55	4.0	+	The most positive variations were found for Uruguay. Colombia, Argentina and Ecuador also have increasing scores.
Peru			65	3.5		
Argentina	92	2.5	97	2.8	+	
Ecuador	113	2.2	117	2.5	+	
Venezuela	100	2.4	130	2.3	+	
Bolivia	106	2.3	117	2.5	+	
Paraguay	129	1,6				

Citizen Participation Index (IPC). This index was presented in 2004 in Argentina, Mexico, the Dominican Republic, Costa Rica, Chile and Brazil by the Inter-American Network for Democracy (RID). For this report, only the countries in the region will be considered. According to the results (many of which are graphed in n° 2 to n° 6 of Annex II), Chile, Peru, Argentina, Costa Rica and Brazil rank in decreasing order according to their degree of participation. The greatest participation is found among adults aged 36-55 years (with the exception of Chile which includes seniors) (Graph 3). Men participate more than women (except in Peru and Argentina where there is no difference) and those with a higher socioeconomic standing also participate more (except in Peru where the highest participation is registered in the low socioeconomic level: Graph 2). The reasons for not participating include a lack of motivation (Chile), distrust and low credibility (Argentina) and misinformation and lack of information (Brazil). In Argentina, the perception of corruption (CPI) is related to this mistrst and low credibility.

The type of participation by country, points to benefit or voluntary participation (Chile) public demonstrations, protests, artistic and cultural activities

²¹CPI (TI Corruptions Index) developed by Transparency Internacional. It measures the degree of perception of corruption existing among public employees and politicians. It reflects the opinions of business leaders, analysts and experts from all over the world. <http://www.transparency.org/cpi>

²² The IPC is an instrument to evaluate citizen participation in a specific country and it is set up to be used as a tool that permits the comparison of its evolution. The Inter-American Democracy Network (RID) used the tool in the seven countries in the region . The simultaneousness of the research gave an idea of the citizen participation situation in the region and allowed for comparative analysis. More information can be found at <http://www.redinter.org/Noticias/Novedades-de-la-SERID/27037>

(Argentina), religious activities, unions and cooperatives (Costa Rica), community activities and education support (Peru): Graphic 4 and 5. Reasons for participation include belonging to a group, for entertainment or distraction, to express oneself or to make ideas known (Chile); help or collaborate (Peru, Brazil); commit oneself, involve oneself or take action (Argentina). Refer to Graph 6.

Another purpose of the research is to focus on individual use of ICT to petition the government. People were asked if in the last 12 months, they had tried to contact the government to request information, make a complaint or resolve some type of problem.

MEDIUM	Visit in person %	Access to website %	E mail %	Conclusion
Argentina	13.6	12.8	9.9	The preference to use ICT was seen clearly in Argentina, followed by Chile.
Chile	17.2	10.1	8	
Perú	16.5	4.9	3.7	
Brasil	10.2	3.9	5.4	

3. Other actors

1. Legislature

In the majority of the countries in the region, this is the group whose reputation has been damaged most with regards to transparency and access to information. There is also a critical incompetency to legislate well, due to organizational and technical deficiencies in existing regulation and legislative processes, in the development and debate of laws, and in the drafting of legislation, for example.

With respect to ICT, even if parliamentary websites have been created to provide information, the interest in using ICT in participation mechanisms or in order to satisfy information requirements and transparency is low. This is shown by a low response to requests and proposals made by citizens through these means.

Rodríguez Duarte (2002) studied 14 Latin American and Caribbean countries and found that only 4.3% of e-mails sent to legislators received a reply.²³

2. Political Parties

They also underuse ICT as a channel of communication. This weakens their roles as mediators, condemning them to be seen as self-centred institutions. Unfortunately, these topics do not form part of their agenda.

Political parties in the region are missing a great opportunity to modernize their structure using dynamic information systems, such as forums, e-mail lists, news groups, chats, web logs, etc. They are also missing out on the opportunity to renew the content of communication by incorporating topics of interest to citizens: current affairs, parliamentary debates, controversial, global and local issues. In this way they could respond to the growing sophistication of the demands which end up transforming into concrete votes.

The parties could transform their regional headquarters into points of public access – like telecentres – which would permit their militants to

²³ In this poll undertaken by Piana (2005) in the Province of Buenos Aires, where e-mails were sent to legislators, it was shown that of 414 e-mails sent to request information, only 22 received a reply, and the political alliance of the recipient was not considered important.

communicate among themselves, and with their members of parliament and leaders, reducing the distance between who has access and who does not. Political organizations could be living networks of people and ideas and not just electoral machines. Imagine a party that takes this topic seriously and decides to create a database with the e-mail of its members. It could establish permanent channels of communication, consultation and participation. (Araya Dujisin, 2005).

3. Social movements

Differently from the other institutions mentioned, social movements have learned to mobilize using different channels for detecting trends and developing future strategies. Many citizens, in addition to being consumers of information, are transforming into their own producers, as is the case of **blogs** or *weblogs*. This is particularly true among youth and represents a global trend.²⁴

4. Citizenship in general

One must ask what is the real interest of the citizenship with respect to official digitalized information. We must return to what has already been said about access. It is necessary to identify the information needs of the population in communities; of social movements and civil society organizations for the defense of certain/specific rights, the essential resources that the people require to obtain the necessary information on political activities, and the technical support that an electronic administration could offer to the citizenship. Unfortunately, there are few testimonies and investigations on these details.

4. Growth of mobile phone use and participation: a specific topic (trends towards massivity): The quantity of telephones rose from 23.12 to 52.7 per 100 inhabitants in South American countries during the last five years. Of the 193 million telephone users in 2004, 62.6% used mobile phones. Although Internet users are increasing rapidly, they still represent only 12 of every 100 inhabitants in Latin America and the Caribbean. Therefore it is important to think of models of mobile phone e-citizenship. In this area, it is important to draw attention to the collaborative environments and list of initiatives of Knowledge, Innovation and Information Technology in Public Management (CONIP).²⁵ The channels of participation outlined in point II.3, could be operationalized through telephones.

²⁴ For example:

- **France:** Young agitators are using blog messages and e-bulletins to incite violence and mobile phones to organize attacks in tactics they have copied from anti-globalization protests, according to security experts. Searching through **blogs** is a big task for security services. "Communications Latin America" by Mario Osava, October 30 2005. IPS. <http://www.ipsnoticias.net>
- **Spain:** Electoral turnaround produced after the government accused the ETA of the March 11 attacks in Madrid. Two days later, a protest was held in front of the headquarters of the governing party against the manipulation of information. No conventional form of communication was used. The call to protest was issued through telephone text messages that circulated through personal contacts. There was a call to protest and punished by vote.

²⁵ CONIP (Knowledge, Innovation and Information Technology in Public Management) is a NGO whose objective is the diffusion of knowledge and practices in the use of ICT for the development of citizenship, strengthening of democracy and the improvement of public management. <http://www.conip.org.br/mgov>

5. Initiatives to maintain. Good Practices in the region

- Local and national practices of associated content production (public private) and e-service policies
- National portals with citizen-friendly content (Chile for example)
- Social response to digital rights in telecentres, telephone centres and internet cafes. Public support experiences to incorporate e-services and e-democracy
- Public networks and CoPs, public private and non-public. Good use of ICT.
- Public policy related to transparency, responsibility, and access to information through ICT.

6. Innovations that should be undertaken in the region

- Electronic voting. Widen its use to consult on public management and everyday topics.
- Improve transparency initiatives and access to information through ICT.
- Circulation of and awareness raising on legislation and social control institutions linked to transparency, responsibility and access to information. Public private associated proposals. Empowerment of the legislation and institutions through ICT.
- Use of ICT for access to useful public-private information for communities (Knowledge Society) For example, the crime GIS.
- Public-private associated content production for Life Events websites.
- Development of participatory and associative models of e-government.
- Use of ICT for the strengthening of the representative democratic system: mediator role of the parties and the representation role of the legislative powers.

V. CONCLUSIONS AND RECOMMENDATIONS OF POSSIBLE CENTRAL TOPICS OF RESEARCH

1. Potentialities of the e-government as a strengthener of e-citizenship

The e-government and its forms of e-democracy are opportunities for change in the near future. Technology, if well used, powers interactions and is also an excellent excuse to reform the architecture between the public and private sectors, as well as an opportunity to generate virtual interaction. While taking advantage of the lack of universal access, technology can be used to create a base for virtual participatory models in real and interactive parallel worlds.

How do you build these worlds? In principle by pulling in the nets already thrown out, where information technology specialists and ICT businesses have become the kings of these topics. They are needed but only as another tool.

The convergence of society, government and ICT urgently requires the participation of universities, especially in the field of Social Sciences. It is not even possible to start similar developments without undertaking research with the community which permits segmentation and the search for representative entities first for purposes of participation and then for the purpose of association.

These tasks require the help of academic teams that focus on participatory planning in order to development design, implementation, evaluation and

process and result monitoring methodologies; for the compilation of both quantitative and qualitative information, documentation; for the development of workshops with the community and the government; and to generate competencies for network management, CoPs, etc.

2. Central axes of research and development

Production and diffusion of research (1), of developments (2) and of methodologies (3): Publications, Encyclopedias, Seminars, Conferences, Courses (real and on-line)	
(1) Research Collection of Good Practices in the region	(2) Support for the development of projects using the entire range of ICT (including mobile phone technology)
a) <u>Electronic voting</u> a. Common elections and referendums b. Consultation on public management	Development of multi-use projects
b) <u>Access to PUBLIC Information, Public Responsibility and Transparency</u> Privileged perspective: from the demand side	Development projects: o Legislation and institutions of social control empowerment o Management of information/knowledge, according to profiles
c) <u>Access to PUBLIC-PRIVATE Information Networks/CoPs</u>	Projects associated with o Associated management of information and knowledge o Innovation and economic development
d) <u>Participatory/Associative E-Government</u> Group production of content and e-services. Life Events. Networks and CoPs for the Back Office	Participatory and associative e-government projects. Strengthening of the non-public sector. Support and building of demand (society).
e) Strengthening of the relationship between political actors, legislators, citizens and civil society organizations through ICT	Associative development projects in order to improve the mediation and representations roles.
f) Stable social response to the demand for digital rights (telecentres, telephone centres, etc.)	Associative development projects in order to incorporate these responses: e-services and e-democracy practices.
(3) Methodologies: For (1) and (2) specific qualitative and quantitative methodologies must be used and constructed. Additionally:	
<ul style="list-style-type: none"> o Success/failure indicators for e-citizenship and CSO empowerment through ICT must be developed. Watches. o The construction of models based on the experiences of existing ICT mentioned in (1) and (2). Improvement of existing models. o Methodologies to determine the profiles of users (individuals / groups) <ul style="list-style-type: none"> o Needs to address o Language for digital communication (with the aim of assuring real access to information and knowledge on the part of the recipient) o Creation of regional indices of e-citizenship / participation, governance, transparency / corruption, accountability and access to information /quality of the information / reception of the information o Network and CoPs management methodologies. Evaluation instruments. 	

2. Recognizing and constructing the demand for the creation of e-citizenship:

Why the "creation of the demand for e-citizenship"? Because there is still no real demand. The review should be guided by correct methodologies in order to determine local potentialities that have still not emerged. Qualitative methodologies should be given priority since they permit structural groups to be identified which are significantly representative of the users. They also establish the characteristics of these groups, and anticipate future access to government and e-democracy with the aim of elaborating a hypothesis about their drawbacks and possible positive and negative consequences. Of course, this implies the use of existing quantitative data (on computer equipment, internet use, education level, etc.) and surveys to provide dimension to the users, investments, etc. Indices such as those used in this report should be used to capture some data that could serve as primary material for other more qualitative methods to be used.

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ANNEX 1: GLOSSARY

Blogs or Weblogs: Blogs are easy-to-make webpages where millions of people post comments. They are increasingly popular within the youngest sectors of the population.

Digital City: A **Digital City** is a local community that decides to widely use ICT in order to accelerate or strengthen the phenomenon of the Information Society. The idea of a Digital and Intelligent City is a community that has developed the means to generate and extract the social and economic benefits of collaborative electronic networks formed by actors from all the sectors of a local community, through innovative services and applications that create new value and transform the way in which a community lives, works, travels, governs, buys, educates and entertains itself. In other words, an Intelligent Digital City is a geographically defined community whose members understand the potential use of ICTs and form partnerships to work together and use the technology to transform their lives in a significant way. "Guide for Creating a Smart Community", Canada 2002. (<http://smartcommunities.ic.gc.ca>)

Communities of Practice (CoPs) are groups of people who share information, ideas, experiences and tools in an area of common interest. Their objective is to increase their skills and resolve problems through shared practice (using "best practices"). They are a type of network but with a stronger than average identity. (Cohendet. et al, 2004)

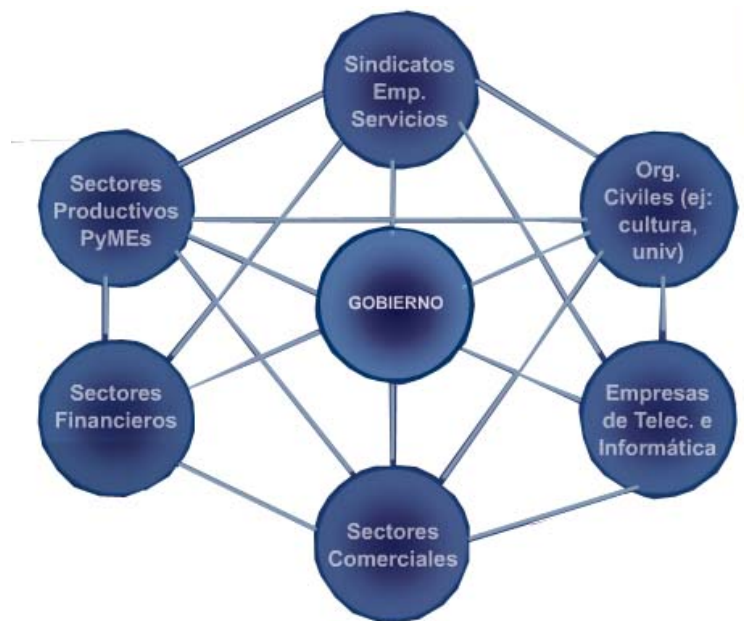
Governance: E-governance or e-government consist of recognizing complexity as an intrinsic element of the political process; a participation system and collaboration between different actors in the framework of different networks and a new position of the public powers in the governing processes, which involves the adoption of new roles and instruments "in which the State, although a relevant actor (maybe the most important), no longer occupies a central role." (Girard, 2002; Kaufman, 2004c).

Technological Model of E-Government: is a model of institutional information that considers the e-government as a source of information rather than a developer of public policy and therefore does not incorporate the diversity of actors it required. It also fails to consider all cultural and institutional aspects, which a good e-government is supposed to include. It is understood that the creation of an e-government includes the construction of some gateways with some official information and technology, as well as some electronic processes related to the tax system and e-purchases, all superimposed on the existing bureaucratic scaffolding. Finally, it assumes that the benefits of the technology magically appear when the technology is acquired.

Web structure: Links that connect points or nodes through an open structure which facilitates their unlimited growth through the incorporation of new nodes whenever their interconnection is possible.

ANEX II

GRÁPH N° 1: Asociative Model

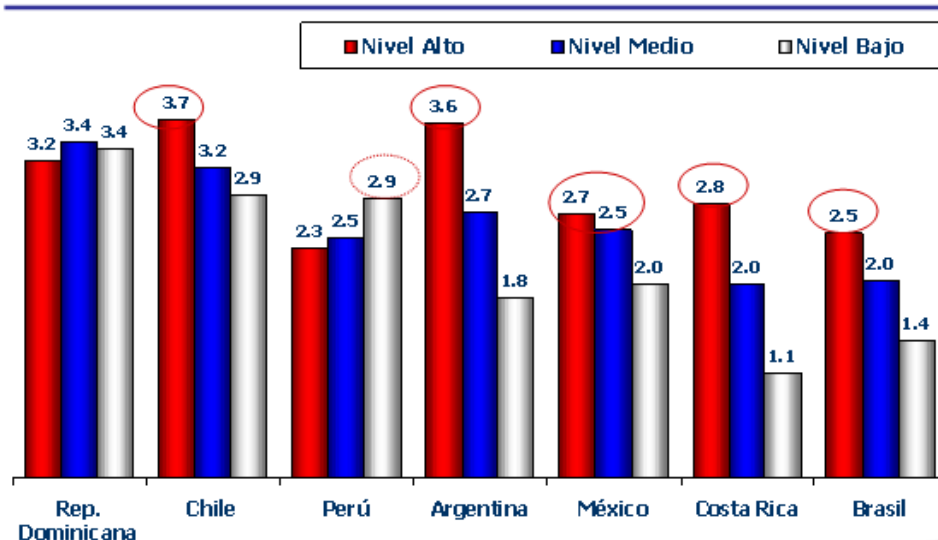


The government is not the Centre of the Net. It is just the strongest coordinator.

GRAPH N° 2

ÍNDICE: Distribución de medias del Índice Comparativo Países según NSE

12



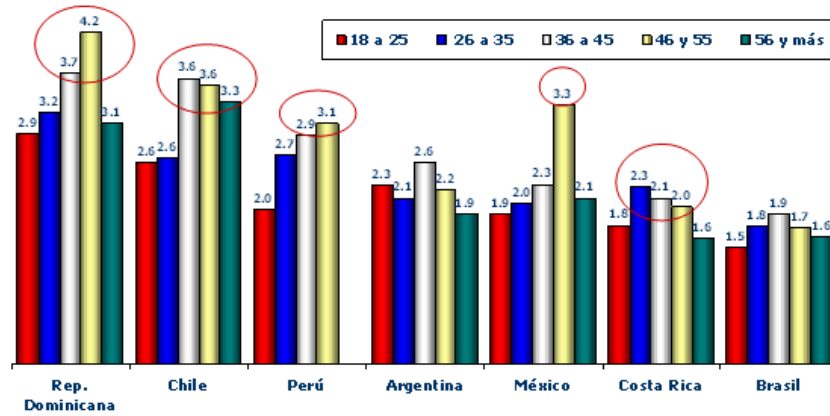
En general, se da una tendencia a una mayor participación a medida que sube el NSE, siendo significativamente mayor en el NSE Alto (salvo Perú en que la participación es mayor en los NSE bajos y República Dominicana que no presenta diferencias).



GRAPH N° 3

ÍNDICE: Distribución de medias del Índice Comparativo Países según EDAD

13



* Perú considera sólo 4 tramos, el último es "46 y más", ya que el tamaño de la muestra no permite desagrupar en dos tramos de edad.

En general, los segmentos de mayor participación son los tramos intermedios 36 a 55 años. Los tramos etáreos que menos participan son 18 a 25 y 56 y más (excepción Chile, donde los mayores participan similar a los segmentos de mayor participación).

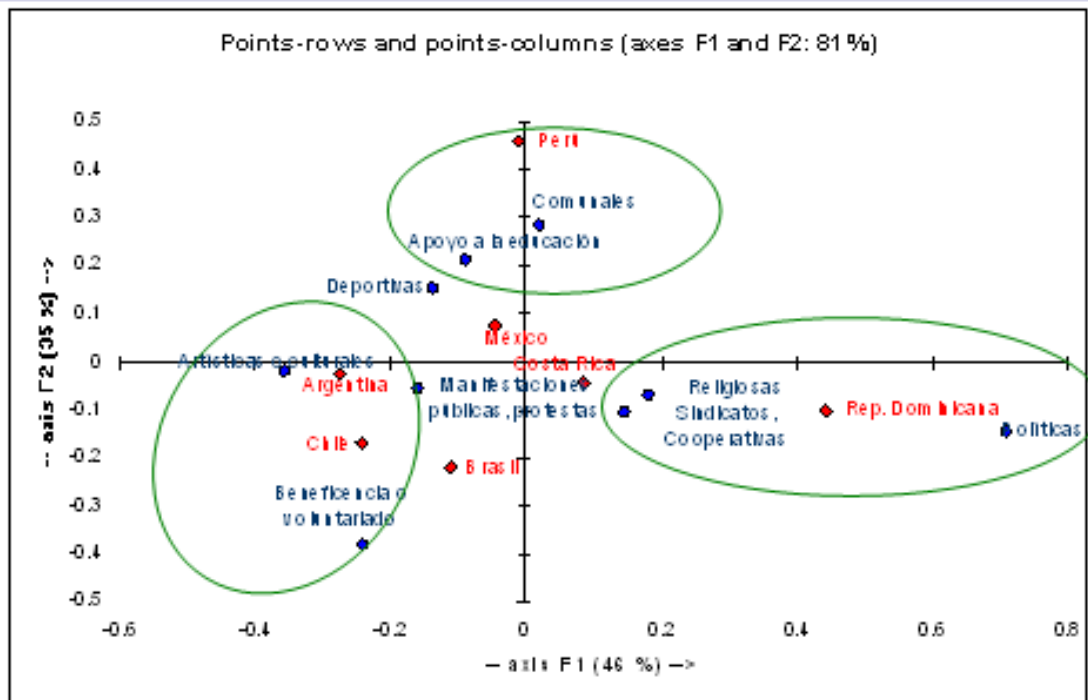


GRAPH N° 4

Análisis de Correspondencia % que participa según países

Base: Total Muestra

PRINCIPALES ACTIVIDADES (sobre 3%)



3

GRAPH N°5

% de Participación Política y Social en los últimos 12 meses 10
Base: Total Muestra

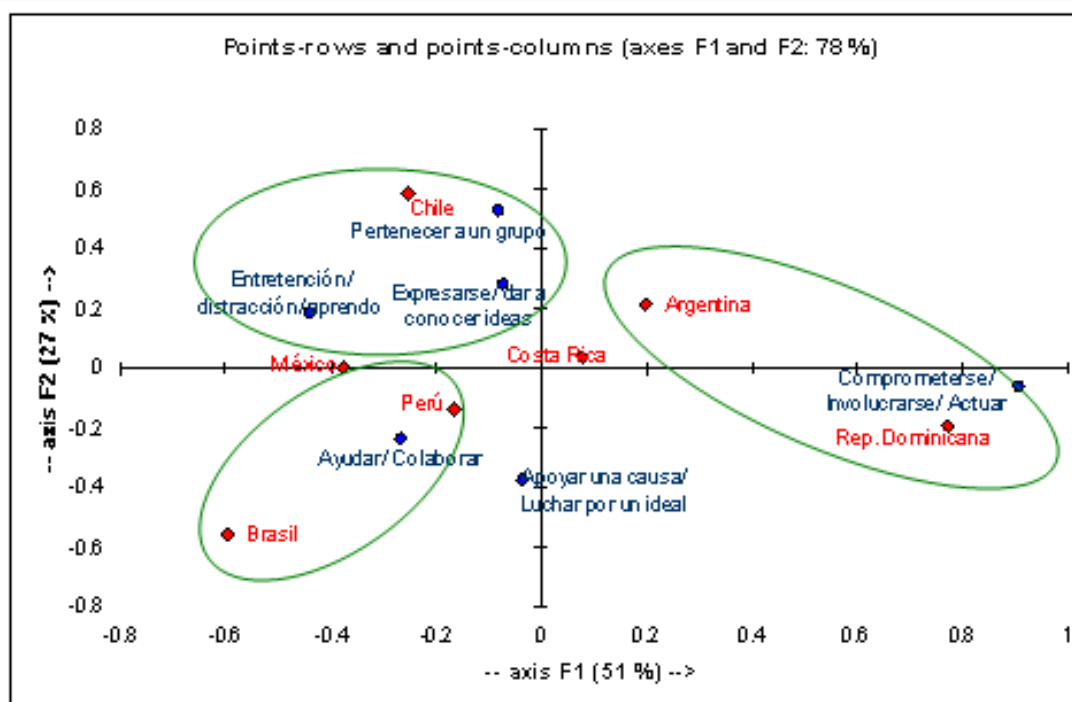
	Chile	R. Dom	Argentina	Perú	México	C. Rica	Brasil	PROM.
PARTICIPACIÓN POLÍTICA								
Actividades del ámbito político	3.4	26.0	4.2	4.7	6.2	5.9	3.2	7.7
Org. Comunales, del barrio o ciudad	20.1	21.4	9.5	33.3	23.3	16.4	11.0	19.3
Organizaciones como sindicatos	6.7	11.0	4.3	5.3	6.2	7.3	5.9	6.7
Actividades de apoyo a la educación	17.5	15.5	15.0	25.0	12.9	13.0	9.6	15.5
Actividades artísticas o culturales	13.0	5.5	13.5	8.1	5.7	5.2	4.8	8.0
Actividades de gestión pública	2.3	2.0	2.7	1.8	1.5	2.2	2.6	2.2
Manifestaciones públicas	7.2	6.8	8.4	6.7	4.0	4.4	7.4	6.4
PARTICIPACIÓN SOCIAL								
Actividades cívicas como ONGs	2.9	4.9	6.7	1.4	2.8	3.6	4.5	3.8
Org. religiosas o actividades religiosas	31.3	49.4	17.8	26.4	18.8	31.0	19.6	27.8
Club deportivo o actividades deportivas	20.4	17.8	21.6	22.6	17.4	11.3	7.4	16.9
Actividad de beneficencia o voluntariado	36.3	17.6	17.4	3.4	18.1	15.5	19.1	18.2
PROM.	14.6	16.2	11.0	12.6	10.6	10.5	8.6	

GRAPH N°6

¿Qué significa para Ud. participar?

Análisis de Correspondencia. Comparativo Países

Base: Total Muestra



°6

ANEX III. Tables

Tabla n° 1: Innovaciones institucionales y legislativas²⁶

	Ejemplos de estructuras p/control social	Control social ex post s/administrac. Pública: Veto y revocatoria (referéndum)	Control social ex ante s/administrac. pública	Transparencia y libre acceso información
Argentina			Audiencias públicas Dec.1172/2003	Audiencias públicas Dec.1172/2003
Bolivia	Comités de Vigilancia (1).			Ley 2235/2001
Brasil			Responsabilidad fiscal: Ley 101/2000	Constitución 1998
Chile				Probidad administrativa. Ley 19653/1999
Colombia	Veedurías Ciudadanas (2)	Constitución 1991	Ley 489/1998	Const.1991 Dec. 1122/2005
Ecuador				Const.98 y otras normas
Perú		Constitución 1993		Const 1993 y otras normas
Venezuela		Constitución 1999		Const. 1999

(1) Modelo de alta formalización. Ley 1551 de 1994

(2) Modelo de baja formalización. Ley 134 de 1994

²⁶ Fuente CLAD / SIARE: www.clad.org.ve

Tabla n° 2. ANÁLISIS DE LOS PORTALES (Actualización 2005 propia, sobre tabla de Reilly 2003,43)

	Responsabilidad / Evaluación	Transparencia / Apertura	Participación Ciudadana	Acceso a Información
Brasil http://www.brasil.gov.br http://www.redegoverno.gov.br/ http://www.planalto.gov.br/	Publicaciones – enlaces a reportes de gestión y logros de Ministerios	<ul style="list-style-type: none"> • Proyectos de Ley • http://www.comprasnet.gov.br • Directorio de los Empleados del Estado • Agenda del Presidente • Brasil Transparente (sitio roto) www.brasiltransparente.gov.br 	<ul style="list-style-type: none"> • Fale Com o Governo • Enlaces a sitios de Quejas, sugerencias, consultas, solicitudes de dependencias del gobierno 	<ul style="list-style-type: none"> • Estructura del Gobierno • Planes, Programas y Proyectos • Legislación, Decretos, Leyes • Noticias • Diario Oficial de la Unión • Enlaces a las páginas de Atención al Ciudadano de los Estados • Información sobre Centros de Atención Telefónica • Glosario de Términos para Ciudadanos • Agendas del Gobierno
Chile http://www.gobiernodechile.cl http://www.presidencia.cl http://www.segegob.cl	<ul style="list-style-type: none"> • Logros anuales • Balance Legislativo 	<ul style="list-style-type: none"> • http://www.chilecompra.cl • Agenda del Presidente • Presupuesto en Línea http://www.dipres.cl/ • Iniciativas Legislativas • http://www.e-legislacion.cl • http://www.elecciones.gov.cl 	<ul style="list-style-type: none"> • Proyecto Defensor Ciudadano de la Presidencia • Cartas al Presidente • http://www.participacionciudadana.cl/ Votación y encuestas. • http://www.portalciudadano.cl Encuestas • Contáctenos (a Segegob) http://www.segegob.cl. Votación, encuesta. FORO • http://www.preguntachileno.cl/ Encuestas y votación • TICsChile: Espacio de participación público-privada sobre la participación ciudadana y las TICs http://www.ticschile.cl/portal/sitio/info.asp?Ob=3&Id=16 Foros de discusión 	<ul style="list-style-type: none"> • Noticias • Donde acceder a la red de infocentros nacionales. • Estructura del Estado • Metas 2000-2005 • Discursos del Presidente y de los Ministros • Constitución • Consultas telefónicas y Teléfono "Información Ciudadana"
Costa Rica http://www.go.cr	<ul style="list-style-type: none"> • Enlace al sitio del Sistema Nacional de Evaluación (SINE) http://www.mideplan.go.cr/sine/index.html 	<ul style="list-style-type: none"> • Proyectos de Ley • Agenda del Presidente 	<ul style="list-style-type: none"> • Foros (es el primer foro, sobre el Plan Fiscal y tiene una sola intervención.) • Enlaces a denuncias de varios tipos • Comuníquese con el Presidente • Iniciativas y Sugerencias • Conferencia (<i>chat</i>) con oficiales del estado 	<ul style="list-style-type: none"> • Noticias y Boletines de Prensa • Organigrama del Estado • Plan Nacional de Desarrollo y varios planes y programas sectoriales • Gobierno en Marcha (metas de la administración) • Discursos del Presidente

	Responsabilidad / Evaluación	Transparencia / Apertura	Participación Ciudadana	Acceso a Información
Perú http://www.peru.gob.pe http://www.pcm.gob.pe/	<ul style="list-style-type: none"> Reportes sobre el estado presupuestal y adquisiciones 	<ul style="list-style-type: none"> Eventos Varios sitios de compras y contrataciones del estado http://transparencia-economica.mef.gob.pe/quees/ (incluye versión amigable del presupuesto) Directorio del Ejecutivo Agenda del Congreso 	<ul style="list-style-type: none"> Enlaces a consultas y denuncias en línea de dependencias del estado http://www.acuerdonacional.gob.pe (Entre los firmantes se encuentran OSCs. En un comienzo incluía datos sobre como participar, una encuesta, y un formulario para remitir opiniones.) 	<ul style="list-style-type: none"> Ventana de Información Ciudadana Call Centre – Lista de números para hacer consultas, quejas o denuncias Directorio de instituciones del Estado Organigrama del Estado Plan Estratégico Nacional 2002-2006 y Planes Estratégicos Sectoriales y Proyectos Específicos Campañas Enlaces a páginas de noticias del estado y prensa Enlaces a páginas con información sobre oportunidades para ciudadanos y empresas (trabajo, becas, vivienda, etc.) Discursos del Presidente Noticias
Uruguay http://www.uruguay.gub.uy/estado/default.asp	<ul style="list-style-type: none"> Memoria Anual del Ejército 	<ul style="list-style-type: none"> Proyectos de Ley Sueldos Públicos Información y Gestión de Compras y Contrataciones del Estado 		<ul style="list-style-type: none"> Decretos, resoluciones, leyes Enlaces a organismos del estado Constitución de la República Noticias (con enlaces a prensa)
Venezuela http://www.venezuela.gov.ve http://www.gobiernoenlinea.ve	<ul style="list-style-type: none"> Listas de las obras realizadas por varias alcaldías en 2001 y 2002. 	<ul style="list-style-type: none"> Directorio de empleados del Estado 	<ul style="list-style-type: none"> Atención al Ciudadano – canalizar solicitudes, quejas, sugerencias, etc. ,al organismo público indicado. Círculos Bolivarianos – información y registro en línea. Información sobre y definición de participación ciudadana. Conciencia ciudadana. http://www.gobiernoenlinea.gob.ve/conciencia_ciudadana/conciencia_ciudadana.html#1 Videos de concientización ciudadana Autoridades responden 	<ul style="list-style-type: none"> Gaceta Oficial en línea Convenios y Proyectos Alocuciones presidenciales Estructura y organización del Poder Publico La Constitución Resumen de Políticas del Estado Legislación Noticias