PROJECT DOCUMENT
Developing capacity for e-Participation: Engaging citizens in development policy and decision-making processes through ICTs

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Developing capacity for e-Participation: Engaging citizens in development policy and decision-making processes through ICTs

1. EXECUTIVE SUMMARY

The objective of this project is to strengthen the capacity of developing countries to apply Information Communication Technologies (ICTs) for engaging citizens through e-participation for development results. One expected accomplishment includes enhanced knowledge of 1) government policy-makers, and 2) relevant business and civil society leaders on the current concepts, approaches, and best practices on e-participation. Another expected accomplishment is the increased capacity of the governments of at least three (3) countries to implement options for regulatory and institutional frameworks to engage citizens through e-participation in public policy and service delivery. A self-assessment guide, the Measurement and Evaluation Tool for E-Participation Readiness (METEP) will be co-produced for application by the stakeholders.

Through e-participation, these countries can provide more responsive and effective public services to their citizens and engage them in policy decision-making processes in development planning and management, particularly in the post-2015 environment. The capacity development will focus on the three components of e-participation, as defined in the United Nations e-Government Survey, namely: e-information, e-consultation and e-decision-making.

The proposed duration of the project is from 1 June 2013 to 31 October 2015. The overall budget is $362,900. The implementing agency is the Division for Public Administration and Development Management of the United Nations Department of Economic and Social Affairs (DPADM/UNDESA).

The project targets 12 developing countries, chosen from a pool of 20 countries that have met the selection criteria (see 3.2 below) or expressed an interest in developing their capacities for citizen engagement through ICTs. The pool has been divided into three groups to include those with low, medium and high e-participation scores, included in the findings of the 2012 UN e-Government Survey.

The target government institutions and officials whose capacities will be strengthened include (i) ministries or agencies in charge of providing public information or giving access to information including ministries of ICTs, (ii) economic and social councils or similar institutions that consult citizens in development planning, and (iii) ministries in charge of public administration or planning or other development agencies that may include the voice of citizens in development planning or management. Relevant leaders from civil society and businesses will also be targeted. Indirect beneficiaries include citizens and communities at large.
2. BACKGROUND

2.1 Introduction

Member States are facing increased complexity in development challenges and are recognizing broad public participation as a “fundamental prerequisite for the achievement of sustainable development.” At the same time, increasing segments of societies around the world are demanding active participation in public life.

As one response to these concerns, the Secretary-General has pinpointed the need for the United Nations to mainstream democratic and participatory principles and practices into its capacity development programmes. Taking a cue from this, DESA/DPADM is proposing to support interested governments of developing countries in applying ICTs to enhance citizen engagement in public policy and decision-making processes, thus developing their capacity for e-participation.

2.2 Link to the programme budget

The project contributes to the objective of DESA’s subprogramme 8 of the strategic framework for 2012-2013 to foster effective, efficient, transparent, accountable, and citizen-oriented public administration and public services. In particular, the project contributes to expected accomplishments: (a) Improved accessibility of information; (b) knowledge-sharing and partnerships through the United Nations Public Administration Network and Public Administration Knowledge Space; and (c) Increased capacity of national and local governments to strengthen professionalism, accountability, and excellence in the public sector.

Moreover, the project responds to a recommendation by the United Nations Committee of Experts on Public Administration (CEPA), an independent technical advisory body to the Secretary-General on the UN Programme on public administration and finance. In its report of the 2011 session (and as passed in the Economic and Social Council Resolution 2011/22), CEPA requested the Secretariat to “continue to assist in capacity-building and technical cooperation for e-government, including through the further development of the

1 UN System Task Team on the Post-2015 UN Development Agenda, Realizing the Future We Want for All: Report to the Secretary General. June 2012. See http://www.slideshare.net/undesa/realizing-the-future-we-want-for-all
3 Decision No. 2011/26—Democracy, 15 December Policy Committee Meeting
Measurement and Evaluation Tool for E-Government Readiness”. This project proposes to produce an online self-assessment guide: the Measurement and Evaluation Tool for E-Participation Readiness (METEP) that builds on METER methodology and the framework of another of DPADM’s tool, the Citizen Engagement Self-Assessment Questionnaire (CESAQ).

2.3 Link to the Internationally Agreed Development Goals (IADGs), including the Millennium Development Goals (MDGs)

The benefits of public participation to governments are very relevant today in the context of internationally agreed development agenda, including the Millennium Development goals and the Post-2015 development management initiatives. In each United Nations development decade, public participation in government continues to be advocated and pursued. Since 1969 the General Assembly established that popular participation is an integral element of development, stating in the Declaration on Social Progress and Development that all elements of society should participate in the preparation and execution of national plans and programmes of social and economic development. In the Economic and Social Council resolution 1746 (1973) it is further recommended, specifically to governments, on the subject of national experience in achieving far-reaching social and economic changes, that appropriate measures should be taken at all levels to ensure more active participation by the entire population including the labour force, in the production, preparation and execution of economic and social development policies and programmes.

Recent inter-governmental deliberations have addressed the importance of increasing public participation and engaging citizens in setting and achievement of IADGs, including the MDGs, through the deployment of ICTs. For instance, the General Assembly highlighted the need to provide an enabling environment for the participation of all segments of society in public decision-making processes and the need to harness the adequate use of ICTs for development. The UN Commission on Sustainable Development stressed the value of recognizing different points of view by taking advantage of the opportunities presented by the new knowledge economy. The recent Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda presents as a central recommendation increasing public participation in political processes and civic engagement at all levels.

The project also responds to some specific action lines contained in the outcome documents of global UN Conferences such as the World Summit on Information Society

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E-participation has the potential to not only present effectively the development plans and goals to citizens but also to solicit their input and incorporate their feedback in the implementation of these plans and goals. As a result, development management becomes more citizen-centric, demand-driven, context-specific and realistic. The project also contributes to the post-2015 development agenda setting by seeking citizens’ inputs through online tools of G2C (government to citizen) and C2G (citizen to government) interaction.

3. ANALYSIS

3.1 Problem analysis

DESA/DPADM, along with other UN agencies and intergovernmental organizations,\(^8\) has documented the value of e-government and e-participation, quantitatively by the United Nations E-government Survey\(^9\), and qualitatively by the United Nations Public Service Awards. The 2012 Survey “e-Government for the People” has demonstrated that countries with strong online service delivery platforms have a higher likelihood of introducing ICT tools to engage their citizens in policy and decision-making processes. Most recently, the 2012 Public Service Awards have included several noteworthy cases of innovative uses of e-participation towards sustainable and equitable development.\(^10\)

The potential transformative power of ICTs to enhance citizen participation has not, however, been fully harnessed for national development efforts.\(^11\) Nor have governments systematically applied ICTs to better identify and respond to citizens’ demands for new and improved public policies and services, which are critical to achieving the IADGs.

The international community, in its current discussions on the post-2015 development agenda, has identified the lack of citizens’ voice and ownership in national development plans as major impediments to fully achieving the MDGs. The importance of addressing this governance and accountability deficit by enabling greater public participation and

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\(^11\) A/RES/66/184. 66/184. Information and communications technologies for development. 6 February 2012.
employing the potential of ICTs is acknowledged in the Rio+20 outcome document and the UN System Task Team’s report on the post-2015 agenda.

As highlighted in Figure 1: Problem Tree, the low levels of capacity for exploiting the ICTs for public participation (or e-participation) due to no or weak knowledge and skills and no or weak deployment of strategies and tools for e-participation are contributory factors to where there have been little progress on the IADGs. The activities of this project aim to tackle these problems directly with a focus on citizen e-participation. Of course, other factors such as the technical infrastructure or lack of political will for e-participation are outside the scope of this project.

Figure 1. Problem Tree

Specifically, this project aims to support the capacity development of participating government institutions and key officials at the following three levels of e-participation:
(i) **E-Information**: Does the national government have a public information or open government data policy? Does it give access to information on government policy or programmes while protecting privacy of citizens or privileged information?

(ii) **E-Consultation**: Are there ways for the public to engage in consultations with policy makers, government officials and one another, through institutions such as the economic and social councils or similar institutions and through online fora?

(iii) **E-Decision-making**: Can citizens directly influence decisions, for example, by voting online or using a mobile phone/device?

### 3.2 Stakeholder analysis and capacity assessment

DPADM has targeted 12 from a pool of 20 potentially participating UN Member States: **Azerbaijan, Dominican Republic, Mauritania, Romania, Kenya, Ethiopia, Morocco, Argentina, Kazakhstan, Singapore, Colombia and Indonesia.** The countries were chosen based on their e-participation scores as measured in the 2012 UN e-government survey while taking into account their overall e-government development ranking, socio-economic development levels as measured by their GDP/capita, and their human development index (HDI). (Pertinent information is compiled in Figure 2 below.) DPADM also took into account requests for support it received from Member States (including Azerbaijan, Kazakhstan, Singapore, and Colombia) on various aspects of e-government, including e-participation.

Given that no government has a dedicated ministry for e-participation, the institutional framework for this initiative will be different for each participating government. Therefore, the project and its workshops will target those government agencies most likely to be involved in promoting e-participation at the national level. Based on DPADM’s work in e-government, these typically include central agencies or core ministries such as planning, public administration, and ICT’s. Other consultative government agencies or affiliated bodies such as economic and social councils and similar institution will also be involved.

Since the project aims to increase the capacity of e-participation in the entire country, regional and local offices of the ministries concerned will also be targeted.

The targeted countries are divided into three groups: a) those with emerging and transactional stages of e-government development; b) those with emerging, enhanced and transactional stages of e-government development; and c) those with the most advanced connected and transactional stages of e-government development.

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13 Singapore is considered a high income developing country. The other eight countries in the pool of 20 include Turkey, India, Benin, Senegal, Mongolia, Thailand, Mexico and Republic of Moldova.

14 Worthy of note, there are countries with different levels of e-government development within each group with
### Figure 2. Selected countries

<table>
<thead>
<tr>
<th>COUNTRIES</th>
<th>(Sub) Region</th>
<th>E-participation ranking (UN E-govt Survey 2012)</th>
<th>E-government development (Ibid.)</th>
<th>GDP/capita (CIA World Fact book)*</th>
<th>HDI (UNDP) **</th>
</tr>
</thead>
<tbody>
<tr>
<td>Azerbaijan</td>
<td>Western Asia</td>
<td><strong>e-information:</strong> 27th</td>
<td>Transact- <strong>low</strong>: 96\textsuperscript{th}</td>
<td>$$</td>
<td>100th</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>Caribbean</td>
<td>15th</td>
<td>Transact- <strong>low</strong>: 89\textsuperscript{th}</td>
<td>$$</td>
<td>115th</td>
</tr>
<tr>
<td>Mauritania</td>
<td>Western Africa</td>
<td>32nd</td>
<td>Emerging: 181\textsuperscript{st}</td>
<td>$</td>
<td>186th</td>
</tr>
<tr>
<td>Romania</td>
<td>Eastern Europe</td>
<td>29\textsuperscript{th}</td>
<td>Transact- <strong>high</strong>: 62\textsuperscript{nd}</td>
<td>$$</td>
<td>97th</td>
</tr>
<tr>
<td>Kenya</td>
<td>Eastern Africa</td>
<td>30th</td>
<td>Enhanced: 119\textsuperscript{th}</td>
<td>$</td>
<td>195th</td>
</tr>
<tr>
<td>Ethiopia</td>
<td>Eastern Africa</td>
<td>19th</td>
<td>Emerging: 172\textsuperscript{nd}</td>
<td>$</td>
<td>212nd</td>
</tr>
<tr>
<td>Morocco</td>
<td>Northern Africa</td>
<td>17th</td>
<td>Enhanced: 120\textsuperscript{th}</td>
<td>$$</td>
<td>149th</td>
</tr>
<tr>
<td>Indonesia</td>
<td>SE Asia</td>
<td>24th</td>
<td>Transact- <strong>low</strong>: 97\textsuperscript{nd}</td>
<td>$$</td>
<td>155th</td>
</tr>
<tr>
<td>Argentina</td>
<td>South America</td>
<td>21st</td>
<td>56\textsuperscript{th}</td>
<td>$$</td>
<td>77th</td>
</tr>
<tr>
<td>Kazakhstan</td>
<td>Central Asia</td>
<td><strong>e-decision-making:</strong> 2nd</td>
<td>Connect- <strong>low</strong>: 38\textsuperscript{th}</td>
<td>$$</td>
<td>91st</td>
</tr>
<tr>
<td>Singapore</td>
<td>SE Asia</td>
<td>2nd</td>
<td>Connect- <strong>high</strong>: 10\textsuperscript{th}</td>
<td>$$$</td>
<td>5\textsuperscript{th}</td>
</tr>
<tr>
<td>Colombia</td>
<td>South America</td>
<td>6th</td>
<td>Connect- <strong>low</strong>: 43\textsuperscript{rd}</td>
<td>$$</td>
<td>109th</td>
</tr>
</tbody>
</table>

* [http://www.indexmundi.com/g/r.aspx?v=67](http://www.indexmundi.com/g/r.aspx?v=67)


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low, medium and high e-participation scores.
To begin, DPADM carried out a preliminary analysis of the existing levels of e-participation on HDI for any correlations\textsuperscript{15}. The timeframe starts with the global financial crisis in 2008 and extends to the present day. The crisis started in developed countries (with its epicenter in the US and Europe) and created a domino effect by first spreading to middle income and then to developing countries.

DPADM’s findings show that in the group of countries with high e-participation scores, both the HDI and the e-participation have continued to increase over the 2008-2012 period -- with the former increasing slightly while the latter increased significantly, except for Dominican Republic where the e-participation falls between 2008-2010 and then increases between 2010-2012. In the group of countries with medium e-participation scores, the increase in the HDI was very slight, almost stagnant. (Exceptions are the e-participation rates that increased significantly in the case of Ethiopia, Indonesia and Morocco. Also, the index for Argentina took a steep dip in 2010 but recovered for 2012.) However, in the group of countries with low e-participation scores, HDI growth slowed down almost to the point of stagnation (and in the case of Mauritania, decreased). The stagnation/decrease of HDI seems to go hand in hand with a significant decrease in the e-participation rates in all the countries with low e-participation. This trend results in simultaneously taking the countries farther away from the achievement of the IADG’s and MDGs and participatory policy-making.

**Three (3) Target Countries**

**Criteria for the Selection Countries**

i. One country from each e-participation group (Low, Medium, High) based on the e-participation rank from the UN E-Government Survey 2012. It is decided to pick from each e-participation grouping so that the Project can learn from the different levels of e-participation and which would also allow the Project to make the utilization of METEP in all levels of e-participation development across the Member States.

ii. Request and intention of the Member States to develop and/or strengthen regulatory and institutional frameworks to engage citizens through e-participation in public policy and service delivery

iii. To forge synergies among existing or forthcoming projects or activities on e-government initiated and implemented by the UN Agencies, Member States and International Technical Assistance Donor Communities

**Selection of a low-level ranked country**

\textsuperscript{15} Refer to Figures 3. a, b and c in the annex section
<table>
<thead>
<tr>
<th>Country</th>
<th>Official Request</th>
<th>Existing Synergies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Azerbaijan</td>
<td>YES</td>
<td>NO</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>NO</td>
<td>YES</td>
</tr>
<tr>
<td>Mauritania</td>
<td>NO</td>
<td>NO</td>
</tr>
<tr>
<td>Romania</td>
<td>NO</td>
<td>NO</td>
</tr>
<tr>
<td><strong>Kenya</strong></td>
<td>NO</td>
<td>YES</td>
</tr>
</tbody>
</table>

Group 1 contains five countries that all rank low in terms of E-Participation. Of this group of five countries, we have targeted **Kenya** as a candidate for improving E-Participation within the country. Kenya was targeted because of its low E-Participation score, but also because among nations with low E-Participation indexes, particularly other African nations, it ranks high in E-Government index. This indicates that there is existing infrastructure that would help in further developing E-Participation. The inclusion of Kenya in this project would also allow for the strengthening of synergies with the ongoing and forthcoming DPADM activities in the country including the 9th tranche development account 'Strengthening of capacities of developing countries to provide Access to Development Information through Open Government Data'.

Since Kenya does rank close to the average in terms of e-government, the infrastructure is present here more so than in other African countries and since mobile phone use is high in Kenya, mobile technologies can be utilized as a method of fostering e-participation. An example of this being successfully utilized would be how Uganda uses its U-Report mobile application to empower and involve the public, particularly the youth, more closely in government activities. Since this avenue of participation is open in Kenya, successful implementation of METEP can allow Kenya to become not only a leader among African nations in terms of e-participation, but also a shining example on a global level.

**Selection of a mid-level ranked country**

<table>
<thead>
<tr>
<th>Country</th>
<th>Official Request</th>
<th>Existing Synergies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ethiopia</td>
<td>NO</td>
<td>YES</td>
</tr>
<tr>
<td>Morocco</td>
<td>NO</td>
<td>NO</td>
</tr>
<tr>
<td><strong>Indonesia</strong></td>
<td>YES</td>
<td>YES</td>
</tr>
<tr>
<td>Argentina</td>
<td>NO</td>
<td>NO</td>
</tr>
</tbody>
</table>

Group 2 contains four countries that rank close to the average of all nations surveyed in terms of E-Participation. Indonesia has been chosen from this group to improve its E-Participation index. Indonesia has expressed interest to strengthen its E-Participation capabilities, which is one of the criteria that lead to Indonesia being selected. Indonesia will also be host to the Internet Governance Forum (IGF), which also indicates that there are synergies for further collaboration. By holding the national workshop during the 2013 IGF,
participants will have a unique opportunity to connect, exchange and learn more on ICTs for development and e-participation from the high level experts and practitioners during informal meetings.

Through using the METEP, the goal is to improve the level of e-participation in Indonesia and put it more on part with high ranking region leaders such as Republic of Korea and Singapore.

**Selection of a high-level ranked country**

<table>
<thead>
<tr>
<th>Country</th>
<th>Official Request</th>
<th>Existing Synergies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Colombia</td>
<td>YES</td>
<td>NO</td>
</tr>
<tr>
<td><strong>Kazakhstan</strong></td>
<td>YES</td>
<td>YES</td>
</tr>
<tr>
<td>Singapore</td>
<td>YES</td>
<td>NO</td>
</tr>
</tbody>
</table>

Group 3 contains three nations that all rank high in terms of E-Participation. Kazakhstan was selected from this group of three as a candidate for improving E-Participation. There are also existing synergies with Kazakhstan. Kazakhstan is building a regional hub within civil service in terms of the experience and knowledge in regards to public administration and the United Nations Development Programme (UNDP) office in Kazakhstan already requested DPADM to assist the regional hub by sharing experiences of the United Nations Public Administration Network (UNPAN). Kazakhstan is interested in the improvement of E-Participation and Kazakhstan wishes to promote the ideals of good governance and citizen engagement in the region of Central Asia.

Most of the notable aspects of Kazakhstan’s e-participation capabilities are at the e-information level due to the rich amount of information services implemented across the country. Although Kazakhstan possesses a very high e-participation index, there is still room for improvement particularly in the areas of e-decision making. More can be done to allow citizens to communicate directly with executives of government agencies by using the latest e-participation tools and modalities. By using the METEP, Kazakhstan will take further steps to engage the citizens in government and to better allow for their voices to be heard in a very fast and easy to access environment.

In addition, alternative target countries\(^{16}\) are identified for each country.

Within the three targeted countries, the stakeholders of this project as direct beneficiaries include:

\(^{16}\)Azerbaijan as alternative to Kenya as low level e-participation grouping and due to official express of interest, Argentina as alternative to Indonesia in mid-level e-participation and due to informal express of interest, Colombia as alternative to Kazakhstan in high level of e-participation grouping and express of assistance in the area of e-government.
(i) Government policy-makers\(^{17}\) and senior officials in charge of e-participation. These ministers, heads and senior professionals of local and central government agencies will increase their capacity to appreciate and apply the potential of e-participation to more inclusive and responsive development plans, public policies and public services.

(ii) Leaders from relevant businesses and civil society organizations who will play a role in mobilizing their constituents and citizens in e-participation.

Although the specific needs of the government stakeholders are different from one country to another, the overall targeted capacity gap is the low levels of knowledge and implementation of tools for e-participation, as highlighted in Figure 1. DPADM will fully employ the relevant findings on constitutional provisions, regulatory and institutional frameworks, channels and modalities and effective cases of e-participation through its ongoing research in the UN Public Administration Country Studies (UNPACS). Priority will be to detect those ICT tools and strategies that best respond to any given country’s needs to integrate citizens into its developmental policy/decision-making processes.

The stakeholders as indirect beneficiaries include:

(iii) Citizens and their communities. Individual citizens will have better access to the central public authorities and will face government policy makers and senior public officials who understand and exploit the benefits of e-participation for development goals. The increased e-participation of citizens and civil society organizations is also expected to have a beneficial effect on the overall development and stability of the countries, thus enhancing the lives of communities at large.

To be fully inclusive, the project activities will take into account the different communication and participation needs of men and women by including gender-specific aspects in the policy options presented, where appropriate. Likewise, the project will also pay attention to the different needs, assets and skills of vulnerable groups such as the poor, physically challenged, the illiterate, youth and indigenous peoples.

### 3.3 Analysis of the objectives

Given that the problem analysis identified no or weak knowledge and skills and no or weak deployment of strategies and tools for e-participation as contributory factors to where there have been little progress on the IADGs, the project aims to address these capacity gaps. The overall objective is to strengthen the capacity of developing countries to apply

\(^{17}\) such as ministers, vice-ministers or heads of public information or information commissions, economic and social councils or similar institutions, ministries of public administration, ministries of planning, and heads of other units in charge of using ICTs for public engagement
ICTs for engaging citizens through e-participation (including e-information, e-consultation and e-decision-making) for development results.

As outlined in Figure 3: Objective Tree, it aims to i) increase the awareness of the benefits of e-participation through enhancing the knowledge of key senior officials, as well as relevant business and civil society leaders, and ii) increase the deployment of e-participation strategies and tools by those government agencies in charge of development management such as the ministries of planning, public administration, ICTs, economic and social councils and similar institutions, among others. A tool to self-assess e-participation readiness and work on appropriate regulatory and institutional frameworks and mechanisms will be co-produced and training on its use provided. Through this capacity development, the project aims at increased engagement of citizens in development management for better development results.

To maximize the resources of the project and its previous work on e-government, DPADM ascertains that the best way to achieve the project objective is to (i) co-design and produce with the project stakeholders an online e-participation self-assessment tool (provisionally named Measurement and Evaluation Tool for E-Participation Readiness: METEP), and (ii) build the capacities of target countries, and other interested countries, to use METEP in order to enhance citizen engagement through e-participation. In order to assure the sustainability and multiplier effect of the project outcomes, DPADM is planning to integrate the proposed activities of this project into its ongoing e-government and UNPACS initiatives as well as to promote METEP and other citizen engagement tools beyond the conclusion of the project.

As one result of this project, participating governments should be able and wiling and incorporate citizens’ inputs in development planning in all its stages through the application of ICTs, wherever possible. Similarly, citizens will be empowered through the introduction and improvement of mechanisms to interact with government entities and officials.

**Figure 3. Objective Tree**
4. PROJECT STRATEGY: OBJECTIVE, EXPECTED ACCOMPLISHMENTS, INDICATORS, MAIN ACTIVITIES

4.1 Objective

As stated above, the overall objective is to strengthen the capacity of developing countries to apply ICTs for engaging citizens through e-participation, including e-information, e-consultation and e-decision-making for development results.

Strategy

The participatory development of METEP, training on its application and follow-up action will, through themselves, contribute to capacity development for examining and endorsing policy and programme options for: 1) an enabling regulatory framework for e-information (e.g. constitutional provisions on right and access to information, public information and freedom of information laws, open government data policies, 2) an enabling institutional framework for e-consultation (e.g. web-enabled or mobile technology enabled multi-stakeholder consultation platforms, citizen scorecards, blogs, social media, etc.) and 3) channels and modalities for e-decision-making (e.g. mobile applications for voting on issues, virtual citizens advisory councils, etc.). Self-assessments through METEP will assist
national policy-makers to identify gaps and learn about the benefits of e-participation, resulting in knowledge enhancement. In addition, any ensuing policy, programme or procedural improvements will institutionalize changes needed for enabling national public administrations to promote e-participation -- particularly to benefit businesses, civil society organizations and citizens.

An international seminar, targeted at government decision-makers as well as a small number of other business and civil society leaders will focus on the aforementioned issues related to e-information, e-consultation and e-decision-making. Invited e-participation and citizen engagement experts will serve as resource persons. A METEP methodology, initially developed by DPADM on the METER model and the Citizen Engagement Self-Assessment Questionnaire (CESAQ), will be co-designed by the participants, based on their expertise and knowledge of the conditions in their localities. The international seminar will also aim at applying METEP at the national (and potentially sub-national and local) levels. The participants will focus on information gathering, strategy setting, and stakeholder analysis needed to operationalize the findings of METEP diagnostics as well as for monitoring progress on promoting e-participation through external measures such as the UN e-participation index, among others.18

Once the methodology for METEP has been refined and adopted by the experts and endorsed by government decision-makers, DPADM will convert it to an online, interactive tool for considering model institutional frameworks, policy options and corresponding administrative procedures, training requirements of public servants, and suggestions for public awareness-raising initiatives. In addition, METEP can be linked to METER with its five pillars: Commitment, Legal, Vision and Policy, Organization, and Technology. Such a link would make it easier for governments to promote e-participation while improving their e-government initiatives.

After the international seminar, DPADM will organize three (3) national workshops to present and demonstrate the intended uses and the potential for stimulating e-participation in development planning and management. Dual purpose of this workshop is to highlight METEP in high/medium/low level countries and at the same time provide capacity development. These workshops will also provide substantive training on self-assessment through METEP and undertaking follow-up policy, programme and procedural improvements for e-participation. Being that this project focuses on e-participation, both those inside and outside of governments need to be involved. They will target government officials, civil society organizations and private sector representatives of the target

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18 Although not an explicit expected accomplishment and outside the scope of this project, the seminar can serve as a forum for the subject matter experts, government officials and non-governmental stakeholders to become informal national e-participation focal points. The focal points will be encouraged to form a network to continue to share knowledge and experience in e-participation. Such an informal network can be loosely connected to DPADM’s work on e-participation. To encourage sustainability of the network, an online platform could be set up on the currently existing WSIS platform.
countries. Although the primary focus of national workshops is to pilot METEP and build capacity in that country, where practical, interested self-funded participants from other countries in the region will also be included to increase the expansion and extension of METEP beyond the target countries. Such self-financed additional participation has the potential to increase the impact of METEP beyond the target countries. Follow-up field advisory mission(s) will be mounted on a cost-sharing basis, after the national workshops, in requesting countries to monitor progress on capacity development for e-participation for development management.

The results of the capacity development project will be shared during the 2015 World Summit on Information Society (WSIS) Forum. Each year DESA organizes a facilitation meeting of three action lines of the Tunis Agenda during the WSIS. Results will be presented at the 2015 meeting which attracts the participation of WSIS stakeholders on e-governance issues. Such exposure can give wide dissemination of the possibilities for and results of e-participation in development planning and management.

4.2 Expected accomplishments

Expected Accomplishment 1 (EA.1)

Enhanced knowledge of 1) government policy-makers and 2) relevant business and civil society leaders on e-participation through the development, production and utilization of the METEP.

Expected Accomplishment 2 (EA.2)

Increased capacity of at least two (2) governments to implement modalities (policies, directives, laws, legislations etc.) in their regulatory and institutional frameworks to engage citizens through e-participation.

4.3 Indicators of Achievement

Indicator of Achievement 1 (IA.1)

50% of countries participated in the international seminar will have used METEP

Indicator of Achievement 2 (IA.2)

At least (2) two implementation plans formulated, based on introduction of or changes to policies, directives, laws, legislation, etc. in the regulatory and institutional frameworks to engage citizens through e-participation.
### 4.4 Main Activities

<table>
<thead>
<tr>
<th>A1.1</th>
<th>Substantive Preparations: Refinement of draft METEP Methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Outcome:</strong></td>
<td>Improved capacity for measuring e-participation readiness</td>
</tr>
<tr>
<td><strong>Activity:</strong></td>
<td>Develop and refine a draft self-assessment questionnaire and guidelines: Measurement and Evaluation Tool for E-Participation Readiness (METEP), based on the DPADM’s Citizen Engagement Self-Assessment Questionnaire (CESAQ) and Measurement and Evaluation Tool for E-Government Readiness (METER).</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>A1.2</th>
<th>International Seminar</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Outcome:</strong></td>
<td>Enhanced knowledge on the part of government decision-makers and leaders from the private sector and civil society on e-participation; improved capacity for developing tools such as METEP through co-developing and refining the methodology with DPADM and other experts; improved capacity for promoting e-participation and endorsement and application of METEP for self-assessment</td>
</tr>
<tr>
<td><strong>Duration:</strong></td>
<td>3 days</td>
</tr>
<tr>
<td><strong>Location:</strong></td>
<td>Geneva, Switzerland.</td>
</tr>
<tr>
<td><strong>Participants:</strong></td>
<td>government decision-makers and relevant business and civil society leaders from 20 selected countries and interested, self-funded participants from other countries (e.g. academics, advisers from ministries of public information, information and communication technology, information commissions, economic and social councils and similar institutions, public administration and/or planning ministries and other relevant units working with ICTs for public engagement); representatives of DESA, other invited experts.</td>
</tr>
</tbody>
</table>

| A.1.3 | Deployment of METEP as Online Platform |

<table>
<thead>
<tr>
<th>A2.1</th>
<th>1st National Workshop for Government, Business and Civil Society Stakeholders</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Outcome:</strong></td>
<td>Improved capacity of government officials and relevant business and civil society leaders developed for e-participation in the national government through substantive training on the self-assessment guide (METEP) and follow-up in priority areas.</td>
</tr>
<tr>
<td><strong>Duration:</strong></td>
<td>4 days (during the 8th Internet Governance Forum)</td>
</tr>
<tr>
<td><strong>Location:</strong></td>
<td>Bali, Indonesia</td>
</tr>
<tr>
<td><strong>Participants:</strong></td>
<td>government officials and relevant civil society and business leaders of Indonesia and self-funded participants from other countries, representatives of DESA, UNDP CO.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>A2.2</th>
<th>2nd National Workshop for Government, Business and Civil Society Stakeholders</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Outcome:</strong></td>
<td>Improved capacity of government officials and relevant business and civil society leaders developed for e-participation in the Africa region through substantive training on the self-assessment guide (METEP) and follow-up in priority areas.</td>
</tr>
<tr>
<td><strong>Duration:</strong></td>
<td>4 days</td>
</tr>
<tr>
<td><strong>Location:</strong></td>
<td>Nairobi, Kenya</td>
</tr>
<tr>
<td><strong>Participants:</strong></td>
<td>government officials and relevant civil society and business leaders of Kenya and self-funded participants from other countries, representatives of DESA, UNDP CO.</td>
</tr>
</tbody>
</table>
A2.3 3rd National Workshop for Government, Business and Civil Society Stakeholders

Outcome: Improved capacity of government officials and relevant business and civil society leaders developed for e-participation in the Africa region through substantive training on the self-assessment guide (METEP) and follow-up in priority areas.

Duration: 4 days

Location: Astana, Kazakhstan

Participants: government officials and relevant civil society and business leaders of Kazakhstan and self-funded participants from other countries, representatives of DESA, UNDP CO.

A2.4 Field advisory services (to be cost shared)

Outcome: Minimum three monitoring initiatives of capacity development for e-participation in participating countries.

Modalities: At least three advisory missions, on the application of METEP and action on findings, will be undertaken to the largest possible extent simultaneously among the three (3) target countries.

4.5 Assumptions and risk management

The proposed project activities will be regularly reviewed and external conditions monitored in case there is a need for venue changes or adjusted activities to mitigate risks that might arise during the implementation. DPADM will take appropriate and timely action, consulting partners when necessary, to ensure that the project objectives are achieved.

4.6 Multiplier effect and sustainability

The project is expected to achieve a positive multiplier effect and to sustain the benefits of its achievements beyond its completion by:

- Enhancing the knowledge of and demonstrating the potential and practice of e-participation for development results for the part of key senior government policy-makers and programme managers as well as business and civil society stakeholders
- Creating an informal community of e-participation practitioners who can sustain the exchange of experiences and knowledge gained
- Getting endorsement for and expanding the effective use by national governments of the e-participation self-assessment guide, METEP, and disseminating its value for promoting e-participation for development
- Clearly demonstrating the linkages among e-participation, e-government and human development trajectories
- Effectively mainstreaming e-participation into development policies, plans and programmes

4.7 Lessons learned and good practices
The project builds on the expertise and experience of DPADM on promoting e-Government through 1) the biennial United Nations e-Government Survey, 2) the United Nations e-government development index (EGDI), and 3) the Measurement and Evaluation Tool for E-Government Readiness (METER).

First, the e-Government Survey is based on an assessment of the online presence of all 193 Member States, which focuses on the technical features of national websites as well as e-government policies and strategies applied in general and by specific sectors for delivery of essential services. Currently, the survey includes an e-participation index that extends the survey by emphasizing quality in the connected presence stage of e-government. Second, EGDI is a composite indicator measuring the willingness and capacity of national administrations to use information and communication technology to deliver public services. It allows for a Member State to compare its progress against others. Third, METER is a self-evaluative tool for countries to estimate and monitor the current state of factors affecting e-government development. Conceived to serve as an advisory tool, it helps to identify the key areas to work on, and how to prioritize them.

It also builds on DPADM’s knowledge and work on citizen engagement for development management documented in 1) the 2008 World Public Sector Report: People Matter, Civic Engagement in Public Governance, 2) the 2010 report of an Expert Group Meeting (EGM) on e-Government and New Technologies: Towards better citizen engagement for development, 3) current research on regulatory and institutional frameworks for citizen engagement in the United Nations Public Administration Country Studies (UNPACS), and 4) the Citizen Engagement Self-Assessment Questionnaire (CESAQ).

First, the 2008 World Public Sector Report highlighted the importance of civic engagement in public governance and examined institutional and operational frameworks necessary to capacity building for civic engagement for development. Second, the 2010 EGM reviewed and analyzed approaches and best policies and programmes in the context of good governance and MDGs implementation. The meeting also focused on the issues and challenges countries face as they advance in communications and accelerated e-participation, given these attributes have the potential for drawing disadvantaged groups into the workings of governance. Third, the current UNPACS work maps out constitutional provisions, access to information legislation, consultative institutions and policies for involving citizens in development planning decisions. Finally, CESAQ is a tool that is being developed with ESCWA for public administrators to self-assess their readiness for e-participation through an examination of relevant regulatory and institutional frameworks. The application of ICT’s to citizen engagement addressed in this work contributes to DPADM’s understanding of the emerging field of e-participation.

5. MONITORING AND EVALUATION
DMB/DPADM will prepare monitoring reports as required by Development Account projects, and will keep abreast of the progress made to identify any possible challenges/risks ahead and to provide solutions to them as early as possible, before they have a negative impact on the project implementation. The progress reports will include sections on the use of resources, implementation of activities, risk identification, necessary decisions taken to solve issues, next steps and lessons learned.

During the international seminar and national capacity building workshops, participants will fill out anonymous evaluation forms to ensure direct and instant feedback from the beneficiaries of the project. The feedback received from the participants will be taken into account in continuing on with the activities of the project.

The information collected on a continuous basis by DPADM for the progress reports will include detailed work-in-progress information (including status of planned and implemented activities), administrative and budgetary records, any surveys and evaluations with participants/beneficiaries and analysis of potential risks.

An external consultant will be hired at the end of the project to evaluate the relevance, efficiency, impact and sustainability of the project. The report will also include recommendations and lessons learned.

6. IMPLEMENTATION ARRANGEMENTS

The project will be executed by the United Nations Department of Economic and Social Affairs (UNDESA), through its Division for Public Administration and Development Management (DPADM). DPADM will work in collaboration with other Divisions in UNDESA as well as UN agencies where practical, including regional commissions, the appropriate UNDP country offices and with the relevant governments of host countries.

Within UNDESA, DPADM is working on a joint vision for governance with Division for Social Policy and Development (DSPD) as integrating the social pillar of development. While DSPD promotes people empowerment for poverty eradication and social integration, DPADM promotes citizen-centric public administration and citizen-engagement for responsive, transparent and accountable governance. By complementing the substantive approaches and coordinating activities with common objectives: public participation for people empowerment, the two Divisions can better address development challenges. DPSD works with its constituency of .... stakeholders to change “behaviour”. For these reasons explained above, DSPD will also be included in the international seminar in Geneva, to review the draft METEP for co-design and application.
DPADM is also in discussion with ESCWA about receiving substantive input for assessing readiness for e-participation for development management as one outcome of the joint Expert Group Meeting and Capacity Development Workshop on Citizen Engagement for the Post-2015 Development Agenda, held in Beirut in December 2012. DPADM will also be working with the International Telecommunications Union (ITU) through the Eighth Internet Governance Forum in Bali and an invitation will be extended to the Economic and Social Commission for Asia-Pacific.
# 7. ANNEXES

## ANNEX 1: LOGICAL FRAMEWORK

**Objective:**
To strengthen the capacity of selected developing countries to apply ICTs for engaging citizens through e-participation -- including e-information, e-consultation and e-decision-making – for development results.

<table>
<thead>
<tr>
<th>Intervention logic</th>
<th>Indicators of achievement</th>
<th>Sources of verification</th>
<th>Risks/Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>EA.1: Enhanced knowledge of 1) government policy-makers and 2) relevant business and civil society leaders on e-participation through the production and utilization of the METEP.</td>
<td>IA.1: At least 50% of countries participating in the International Seminar have used METEP.</td>
<td>(i) Production of METEP will be verified through a background and detailed documentation (offline platform) and also through conversion of these into online assessment platform. (ii) Submission from participating member states through the online platform, and their validation of the areas need to be improved in regards to e-participation.</td>
<td>External factors, such as unforeseen national and/or regional events which may prevent the seminar from taking place.</td>
</tr>
</tbody>
</table>

**Main activity A1.1:** Develop and refine a draft self-assessment questionnaire and guidelines: Measurement and Evaluation Tool for E-Participation Readiness (METEP), based on the DPADM’s Citizen Engagement Self-Assessment Questionnaire (CESAQ) and Measurement and Evaluation Tool for E-Government Readiness (METER).
**Main activity A1.2:** A 3-day international seminar will be held in Geneva, Switzerland. Stakeholders from the selected countries (See Figure 2) and from other potentially participating Member States will be present in the seminar. In addition, interested self-funded participants from other countries (e.g. academics, advisers from ministries of public information, information and communication technologies, information commissions, economic and social councils and similar institutions, public administration and/or planning ministries and other relevant units working with ICTs for public engagement), representatives of DESA, other invited experts on e-participation will review the draft Measurement and Evaluation Tool for E-Participation Readiness (METEP) for co-design and application.

**Main activity A1.3:** Deployment of METEP as Online Platform

<table>
<thead>
<tr>
<th>Intervention logic</th>
<th>Indicators of achievement</th>
<th>Sources of verification</th>
<th>Risks/Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>EA.2</strong> Increased capacity of at least two (2) governments to implement modalities (policies, directives, laws, legislations etc.) in their regulatory and institutional frameworks to engage citizens through e-participation.</td>
<td>(i) At least (2) two implementation plans formulated, based on introduction of or changes to policies, directives, laws, legislation, etc. in the regulatory and institutional frameworks to engage citizens through e-participation</td>
<td>(i) Direct contact with governments to ensure that there are implementation plans on policies, directives, laws, legislations etc. (ii) Independent verification of modalities through government websites, bulletins, press reports etc.</td>
<td>Unforeseen political factors such as an unanticipated transition of government, change in policy direction on citizen participation or natural or national events that prevent the holding of the national workshops.</td>
</tr>
</tbody>
</table>

**Main activity A2.1-A2.3:**
At least three (3) national workshops of four-days will be held in Indonesia, Kenya and Kazakhstan to develop the capacity of government officials and relevant business and civil society leaders for e-participation from the capital and sub-national regions, through substantive training on the self-assessment guide (METEP) and follow-up in priority areas. The government officials from the regions are representatives of the targeted ministry or government agency. Self-funded participants from other countries will also participate. Representatives of DESA, the relevant UNDP country offices and other UN agencies as well as invited experts will serve as resource persons.

**Main activity A2.4:**
Minimum three advisory missions, on the application of METEP and action on findings, will be undertaken to the largest possible extent simultaneously among the three (3) target countries. The advisory missions will be undertaken by DPADM staff or inter-regional
advisers upon request and in conjunction with other missions for achieving maximum cost efficiency. Such advisory missions can monitor for any mainstreaming of e-participation approaches and methodologies in formulating, implementing and evaluating national development policies of governments other than those participating in the project ensuring the multiplier effect and sustainability of the project.

**Independent evaluation:**
An external consultant will be hired at the end of the project to evaluate the relevance, efficiency, impact and sustainability of the project on the basis of the above-mentioned indicators of achievement. The report will also include recommendations and lessons learned.
### ANNEX 2: RESULT BASED WORK PLAN

<table>
<thead>
<tr>
<th>Expected accomplishment</th>
<th>Main activity</th>
<th>Timeframe by output/activity</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>EA.1: Enhanced knowledge of 1) government policy-makers and 2) relevant business and civil society leaders on e-participation through the production and utilization of the METEP.</strong></td>
<td>A.1.1 Refinement of draft Measurement and Evaluation Tool for E-Participation Readiness (METEP) methodology</td>
<td>Q3 2013</td>
</tr>
<tr>
<td></td>
<td>A.1.2 A 3-day international seminar in Geneva, to review the draft METEP for co-design and application</td>
<td>Q3 2013</td>
</tr>
<tr>
<td></td>
<td>A.1.3 Deployment of METEP as online platform</td>
<td>Q4 2013</td>
</tr>
<tr>
<td><strong>EA.2 Increased capacity of at least two (2) governments to implement modalities (policies, directives, laws, legislations etc.) in their regulatory and institutional frameworks to engage citizens through e-participation.</strong></td>
<td>A.2.1 1st National workshop of 4-days for government, business and civil society stakeholders in Indonesia to develop the capacity of government officials and relevant business and civil society leaders from the capital city and sub-national regions, for e-participation through substantive training on the self-assessment guide (METEP) and follow-up in priority areas.</td>
<td>Q4 2013</td>
</tr>
<tr>
<td></td>
<td>A.2.2 2nd national capacity development workshop in Kenya.</td>
<td>Q1 2014</td>
</tr>
<tr>
<td></td>
<td>A.2.3 3rd national capacity development workshop in Kazakhstan.</td>
<td>Q2 2014</td>
</tr>
<tr>
<td></td>
<td>A.2.4 Monitoring field advisory services (to be cost shared) by DPADM staff or inter-regional advisers</td>
<td>Q3-4 2014</td>
</tr>
<tr>
<td></td>
<td><strong>Independent evaluation</strong></td>
<td>Q1 2015</td>
</tr>
<tr>
<td></td>
<td>An external consultant will be hired at the end of the project to evaluate the relevance, efficiency, impact and sustainability of the project on the basis of the above-mentioned indicators of achievement.</td>
<td>Q2-4 2015</td>
</tr>
</tbody>
</table>