PART 3

ADVANCING THE STATE OF E-PARLIAMENT

Chapter 9
The State of e-Parliament in 2012

INTRODUCTION

In 2007 the survey launched by the Global Centre for ICT in Parliament assessed the state of e-parliament in the world's legislatures. Based on the survey results, the *World e-Parliament Report 2008* identified three levels of adoption of technology. At the high end some legislatures were very successful in their use of ICT to support their goals, including having developed systems and using open standards for managing most of their critical documents. They also had websites that presented current activities of the parliament in multiple formats, including real time video, and were creating archives of this information. They were building a wide ranging policy and legislative knowledge base available to members and the public. Legislators had computers in their offices and a laptop that provided remote access to parliament and its information. Many were exploring new ICT-based methods for communicating with citizens and for engaging them in constructive discussions of policy options. However, the survey estimated that less than 10 per cent of respondents fell into this category, and these parliaments were all from either the high or upper middle income groups.

At the lower end, at least 10 per cent of chambers were so constrained by resources that possibly they could not provide even the most basic ICT services. And, based on responses to a variety of survey questions, the percentage of those that could provide only basic ICT services could have been as high as 30 per cent. On the positive side, many of these parliaments responded that they had developed plans for building their ICT capacities to enhance the effectiveness of their operations. Some had established strategies that could be implemented as the resources became available.

In the middle were parliaments whose ICT systems and services would have to be described as uneven at best. Many of them had implemented ICT applications that served some of their most important functions. But many of these applications appeared to be operating at the lowest level of utility and had not been enhanced in a way that took advantage of technology to improve efficiency and effectiveness, or offered additional services. They had, for example, developed websites that had the text of bills, but did not have information about committee activities or links to related information or documents. Committees may have had websites, but they lacked standards for what should appear on their sites or be retained. Many of these websites still needed a search engine for finding bills and related documents. In effect, many of these chambers had introduced some of the important ICT tools, but the implementation and adoption was limited to the most essential services.

Overall the 2008 analysis made evident that there was a substantial gap in most parliaments between what was possible to achieve by using ICT as a means to support the values and goals

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of parliaments and what had been accomplished. This gap was especially pronounced among legislatures from countries with lower income levels.

Two years later, the *World e-Parliament Report 2010* proposed a statistical methodology for assessing ICT maturity in legislatures which resulted in a more detailed description of their e-parliament state compared to the 2008 Report. The methodology assigned a numeric score to six categories related to the management and implementation of technology covered by each section of the 2009 survey:

- Oversight and management of ICT;
- Infrastructure, services, applications and training;
- Systems and standards for creating legislative documents and information;
- Library and research services;
- Parliamentary websites; and,
- Communication between citizens and parliaments.

These numeric values were added together to provide an overall score that described the state of e-parliament worldwide, according to the 134 respondents to the 2009 survey.

The e-parliament elements included in the methodology took into account the most important aspects of technology identified and described by parliamentary leaders, officials, members and experts in presentations at previous World e-Parliament Conferences. They also took into account the results of the 2007 and 2009 surveys and the findings of independent studies and research carried out on this subject.

Scores resulting from the methodology were derived from responses to survey questions linked to each of the six sections used in the survey. To ensure a clear relationship with the key elements of e-parliament, only a selected number of questions were used. Some questions were excluded because they were informative but did not lend themselves to a comparative assessment. Others were deemed not as relevant as the questions that were included or were judged to be insufficiently accurate or valid to warrant being part of the methodology at this time. A total of 44 of the 138 questions were used to calculate the global scores, with many of them containing multiple parts.

SUMMARY OF FINDINGS FROM THE 2009 SURVEY

On the basis of 100 per cent as the highest possible score, total overall scores from the 2009 survey for individual parliaments ranged from 14 per cent to 83 per cent. The average total score for all chambers was 45 per cent. Only 20 per cent of parliaments achieved a total score of at least 66 per cent; 30 per cent had a total score of 33 per cent or lower. As expected, scores were directly related to income level. Those at the highest income level had an average score of 60 per cent, well above those at all other levels. Those in the lowest income group had an average score of 28 per cent.

Among the six categories, *infrastructure, services, applications and training* attained the highest average score (66 per cent). It was clear from this finding that many parliaments were achieving some success in implementing a more a robust and responsive ICT infrastructure. Building an infrastructure may be initially costly, but it is often a critical first step before undertaking more complex applications. The score for infrastructure also reflected the finding that more parliaments were providing training programmes for ICT staff and for members.

Oversight and management of ICT achieved the second highest average score (51.3 per cent). This was a positive finding but it still reached only slightly over half of the mark, suggesting that there was considerable room for improvement. In particular, this score indicated that there were still not enough parliaments whose senior leadership was engaged in ICT issues, and that had *written* vision statements and regularly updated strategic plans.

The average scores for the three remaining areas were all at about the same level: *systems and standards for creating legislative documents and information* (46 per cent); *parliamentary websites* (45 per cent); and *libraries and research services* (42.7 per cent). These scores were all less than 50 per cent of the maximum possible and reflected the fact that not enough parliaments had key capabilities, such as a document management system for proposed legislation, XML for any type of documents, and a website that met most of the IPU recommended guidelines. The relatively low score for libraries and research services was an indication of lack of support for this vital resource.

Communication between citizens and parliaments had the lowest average score (27.5 per cent). There were a number of challenges that parliaments, committees, and members faced in 2009 in using new ICT-supported methods of communication, including the lack of knowledge about which of the new media were the most useful. It was, however, promising that a large percentage of parliaments were using interactive technologies to communicate with young people.

This methodology made it possible to determine which parliaments were at the highest and lowest levels of e-parliament and to describe their characteristics more specifically. It is important to note that there was not a specific score that marks a particular level; there was instead a *continuum* along which all parliaments were arrayed. The specificity of the scoring criteria provides a fuller understanding of strengths and weaknesses at the global, regional, and national level.

Based on their scores, the parliaments at the top level were more likely to have sound management, a solid yet flexible infrastructure, systems for managing all parliamentary documents, library and research services well supported by ICT, a website offering a great deal of timely and complete information with multiple channels to access it, and a variety of methods for engaging with citizens through traditional communication means as well as new and more interactive media. Those at the lowest level of adoption did not have an appropriate management structure in place (although a surprising number did better than expected in this area). They lacked an adequate infrastructure (a few did not have reliable electrical power), often had no systems for managing documents, had very weak libraries, and websites with the least amount of information (some did not have websites at all). Many had no capabilities for using ICT-supported methods to communicate with citizens. Those in the middle varied in their strengths and weaknesses. While they sometimes had good scores in one or two areas (this was particularly true for management), they usually had not achieved a high level of adoption in most categories. There was a continued unevenness in implementation similar to what was first observed in the 2008 report.

As noted above, further analysis of the scoring factors showed a direct relationship between a country's level of income and the parliament's level of adoption of ICT. However, the pattern varied among areas of ICT. For example, the extent of the differences in *envisioning and managing ICT* and in *infrastructure applications, services and training* was much less between parliaments in low and high income countries than the differences in other areas. The size of the difference between parliaments in high income countries and all other income levels was also very large for document management systems, libraries, and websites, suggesting a substantial gap in these three areas. At

the regional level, the parliaments in Latin America achieved a total average score that was above the total average score for all parliaments and the mean score of the upper middle income group, which suggested an encouraging path of e-parliament development in the region.

DISCUSSION OF THE RANKING METHODOLOGY

This methodology serves as a useful tool for looking at the state of ICT adoption in parliaments. For this reason, it was applied again to the results of the 2012 survey. However, the methodology has certain limitations that must be acknowledged. It is based on answers provided by each parliament, which have not been independently verified. This type of self assessment is a valid approach, especially when the goal is to seek self improvement, but the completeness and accuracy of the answers are dependent on the knowledge of the individuals who fill out the questionnaire and their familiarity with the technology in the parliament. The staff completing the survey may also be different in each survey year, which can make it more difficult to compare the analysis of an individual parliament over time. In addition, not all questions apply to all parliaments due to differences in their authorities, structures, environment and circumstances. These factors tend to balance themselves out when the results from all respondents are analyzed.

Nevertheless, many parliaments have expressed a desire to know how they scored within the larger community. Understanding the results of its e-parliament scores for an individual parliament can have a number of advantages. It would allow the parliament to identify or confirm areas of strength and weakness. It could serve as a guide for allocating resources to areas that needed improvement, and it could provide a justification for allocations that had resulted in satisfactory scores. For these reasons, by using the methodology provided in Annex 1, Table 1, the Report provides the possibility to parliaments to calculate their own scores from their responses to the survey. A sample of such a report is shown in Annex 1, Table 2.

FINDINGS FROM THE 2012 SURVEY

The categories for the 2012 survey were the same as for 2009:

- Oversight and management of ICT;
- Infrastructure, services, applications and training;
- Systems and standards for creating legislative documents and information;
- Library and research services;
- Parliamentary websites;
- Communication between citizens and parliaments.

For each ICT category, points were given on the basis of the responses to the selected questions as shown in Annex 1. The points were then totaled for each category and divided by the maximum possible points for that category, thus giving a percentage score, based on 100 per cent, for each category. The total points for all categories were then combined and divided by the total points possible for the entire assessment, which resulted in a total e-parliament percentage score based on a maximum of 100 per cent. In the discussion below the term "raw score" is used to refer to the points given for each category and for all categories combined. The terms "percentage

score" or "score" alone are used to refer to the percentage that resulted from dividing the raw score by the total possible score for each category and for all categories combined. 100 per cent is the maximum possible percentage score for each category and for the total e-parliament score.

Adjustments to the methodology in 2012

While it is important that surveys that intend to identify changes and trends over time continue to use the same questions, it is equally important that they can be updated when necessary to reflect changes in the areas that are being assessed. This is particularly true for ICT, which changes rapidly. The 2012 e-parliament assessment used all of the same questions that were used in 2009, but also added three questions covering mobile devices and applications and the availability of bulk download of parliamentary documents.

The questions about mobile devices and applications were included in the section *infrastructure, services, applications and training* of the assessment. The criteria were adjusted to allow ½ point if the parliament provided members with either a tablet PC or a smart phone. An additional ½ point was given if the parliament had developed applications for delivering information to members through these devices, whether they provided the devices to members or not. See Annex 1, *infrastructure, services, applications and training* category in Table 1.

The question about the availability of bulk download of parliamentary documents was included in the section *communication between citizens and parliaments* of the assessment. The criteria were adjusted to allow one point for making parliamentary documents available via bulk download by the public. See Annex 1, *communication between citizens and parliaments* category in Table 1.

As noted above in the discussion of methodology, the assessment included in the 2010 Report had a maximum possible total score of 100 per cent, calculated as percentage of the combined raw scores for each category divided by 100. The addition of these three new questions with a total value of two points to the criteria in 2012 meant that a parliament could, in theory, score a maximum of 102 points; the total raw score was therefore divided by 102 to ensure that the 2012 percentage score was also based on a maximum of 100 per cent. The net effect of these additions to the criteria, therefore, was to "raise the bar". Parliaments had to obtain higher raw scores to equal or improve upon their previous scores. The effect was the same for global scores: that is, the combined raw scores of all parliaments had to be higher to show any improvement in the percentage scores for the categories *infrastructure, services, applications and training* and *communication between citizens and parliaments* and for the total global e-parliament percentage score.

Global scores

Total overall scores in 2012 for the 156 individual parliaments that participated in the survey ranged from 9 per cent to 88 per cent. The average total score for all chambers was 46 per cent. Only 20 per cent of parliaments achieved a total score of at least 66 per cent, the same percentage as in 2009, when 134 parliaments responded to the survey; 27 per cent had a total score of 33 per cent or lower, fewer than in 2009, which means that more parliaments in 2012 scored in the mid-range between 34 per cent-65 per cent.

Figure 9.1 shows the average e-parliament scores for all respondents to both the 2012 and 2009 surveys for each ICT area, as well as the average total e-parliament score. As seen in this figure, the scores changed relatively little between the two surveys. The score for *infrastructure, services, applications and training* actually declined, perhaps due to the fact that while a surprising number are already providing mobile devices and applications for members, it is still far from a majority of parliaments.

There was an increase of note in *systems and standards for d*o*cument and information* (4.3 per cent - see last column), perhaps due to the larger number of parliaments that are using XML for bills and the increases in the percentages of parliaments that have systems for managing other parliamentary documents.

Figure 9.1: Average total e-parliament scores in each category for all respondents by year

CATEGORY	ALL RESPONDENTS		CHANGE
	2012	2009	
Oversight and management of ICT	52.7%	51.3%	2.7%
Infrastructure, services, applications and training	61.9%	66.0%	-6.3%
Systems and standards for documents and information	48.0%	46.0%	4.3%
Library and research services	43.3%	42.7%	1.5%
Parliamentary websites	44.5%	45.0%	-1.1%
Communication between citizens and parliaments	30.5%	27.5%	10.8%
Total e-parliament percentage score	**45.9%**	**45.4%**	**1.1%**

The most significant increase was in *communication between citizens and parliaments*, which rose almost 11 per cent. As noted in Chapter 2, parliaments are doing more in a variety of ways to communicate with citizens. While the average for this category is still the lowest of the six, it showed the most improvement since 2009.

Figure 9.2 shows the same scores for the 2009:2012 comparison group. Among these 108 respondents that participated in both surveys, the average total e-parliament score rose from 47.9 per cent to 50.7 per cent, an increase of 5.8 per cent over the 2009 score. This is particularly significant because, as noted above, parliaments had to do more to achieve the same or higher scores in 2012. With exception of *infrastructure, services, applications and training* the individual categories also went up, suggesting that there was general improvement across the board. The average increases for each of these categories over their 2009 scores were:
- Communication between citizens and parliaments: +10.6 per cent
- Oversight and management of ICT: + 8.6 per cent
- Libraries and research services: + 7.1 per cent

- Parliamentary websites: + 6.4 per cent
- System and standards for documents and information + 5.9 per cent

These increases in the average total e-parliament scores along with the increases in five of the six ICT categories within the 2009:2012 comparison group are a positive indication that the state of technology in parliaments is improving. While the scores are still low and indicative of the need for much more progress, they are clearly heading in the right direction.

Figure 9.2: Average total e-parliament scores by each category for the 2009:2012 comparison group
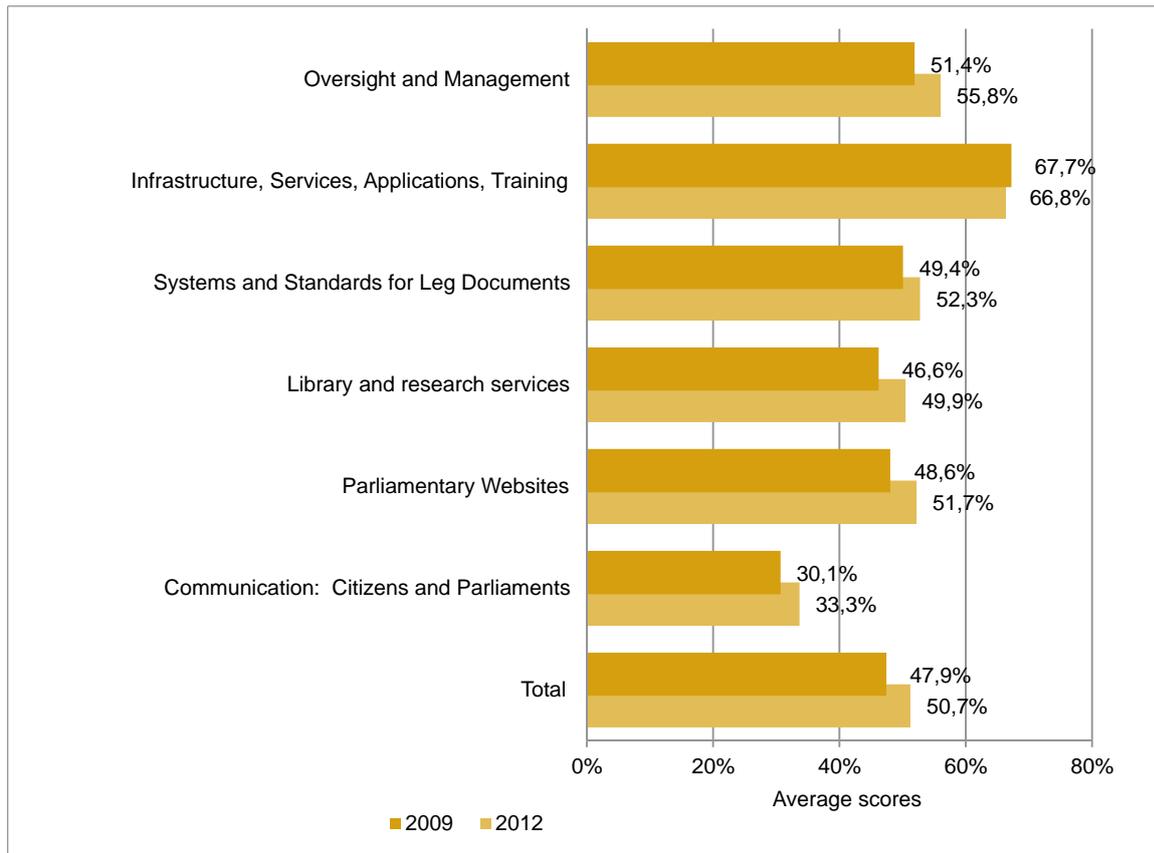
(Source: answers from the 108 parliaments that responded in 2009 and 2012)

Global scores by income level

Figure 9.3 shows the average total e-parliament scores by income level. As seen in 2009 and again in 2012, parliaments in the high income group, as expected, are significantly ahead of the parliaments in the other groups. Figure 9.4, however, provides some positive news: the ICT gap between

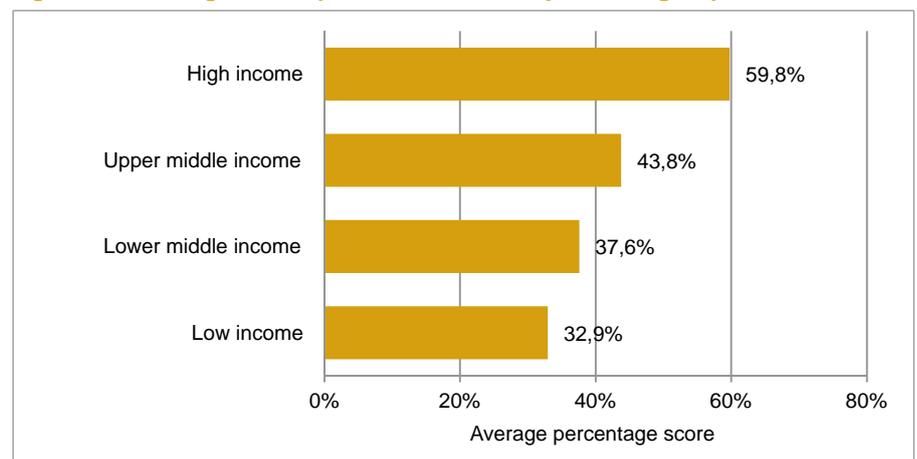**Figure 9.3: Average total e-parliament scores by income groups**

Figure 9.4: Differences in average total e-parliament scores between income groups by year

Income Levels	2012	2009
High : Upper Middle	37%	36%
Upper : Lower Middle	16%	17%
Lower Middle : Low	14%	34%
High : Low	82%	113%

parliaments in low income countries and those at the other income levels is closing. For example, Figure 9.4 shows that between 2009 and 2012 the difference in the average total e-parliament score between those in the low income group and those in the lower middle income group dropped more than 50 per cent from a difference of 34 per cent to a difference of 14 per cent. And while the difference in scores between parliaments in low income countries and high income countries was still at 82 per cent in 2012, that represented a substantial decline from 2009 when the gap was 113 per cent.

Income level has an interesting relationship to the scores for each of the categories. One might expect that the differences between income groups for each of the ICT categories would be approximately the same. Figure 9.5 suggests that this not always the case. As was true in 2009[1], there are much smaller differences by income level for *oversight and management of ICT*. And while there are still substantial differences in the other categories, the differences are not as great for *infrastructure, services, applications and training*. The 2010 Report found the same thing and noted that developing countries were doing comparatively better in these two categories than in the others.

Figure 9.5: Average e-parliament scores for each category by income groups

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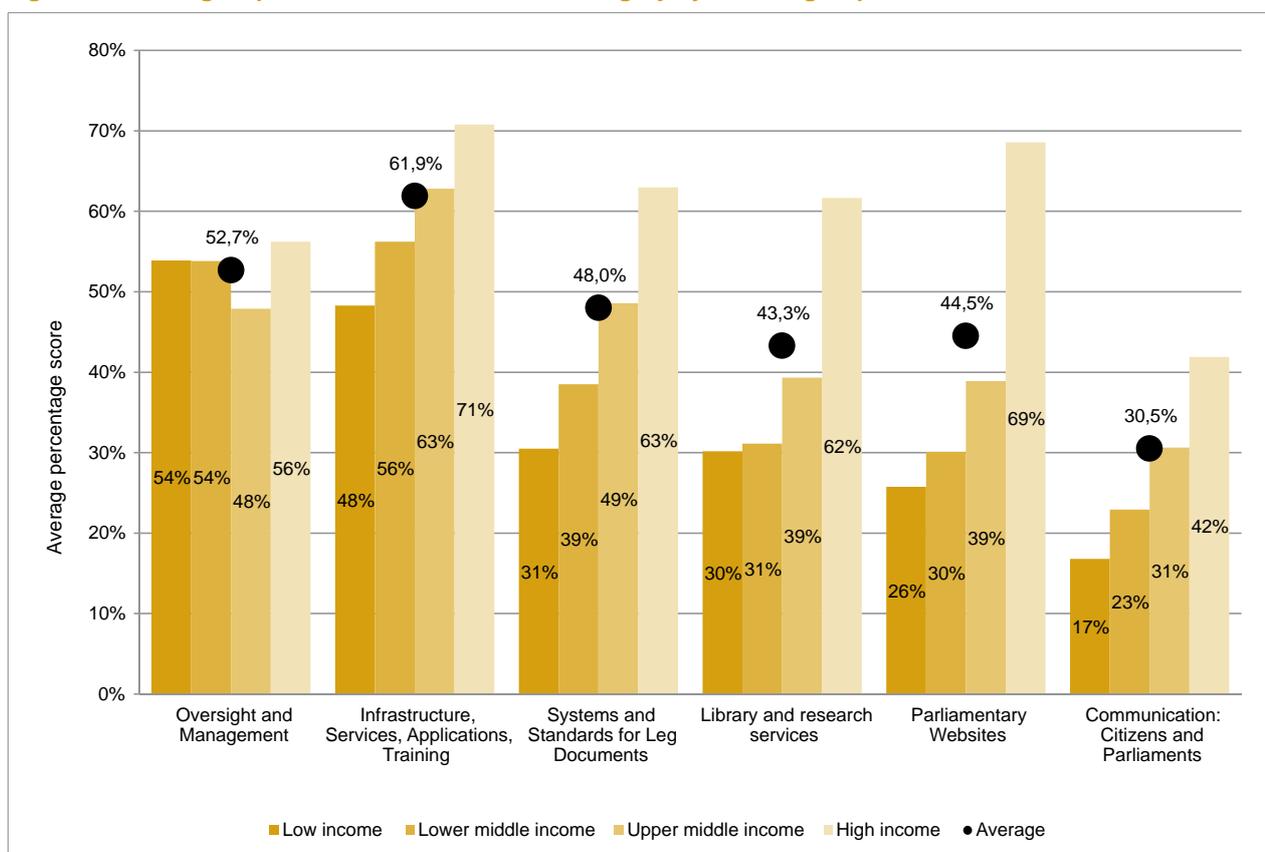
1   See *World e-Parliament Report 2010*, p. 136, Figure 8.3.

Communication between citizens and parliaments is also an interesting category: parliaments in the high income group have the highest percentage score, but the difference between them and the other income groups do not appear to be as large as they are for *systems and standards for documents and information, libraries and research services,* and *parliamentary websites*. It is possible that this occurs for two reasons: a) as discussed in Chapter 2, most parliaments are still trying to determine the best way to use ICT to communicate with citizens; and, b) many of the costs of using ICT for communication purposes, especially some of the newer interactive ones, are lower than are the costs in some of the other areas, such as building an XML-based document management system. This might make it easier for parliaments at all income levels to adopt new ICT-based methods of communication, once it is clearer which ones are the most effective. This is still speculative, however, and future surveys will need to examine the issue more closely.

Figure 9.6: Average total e-parliament scores by regions

Global scores by region

The increase in the number of parliaments responding to the 2012 survey made it possible to include more regions in the analysis. Figure 9.6 shows the total e-parliament percentage scores for Europe, Latin America, Southern and South-Eastern Asia, Africa, and the Caribbean. As seen in this figure, the overall percentage scores for Europe and Latin America are quite close and significantly higher than those of other regions.
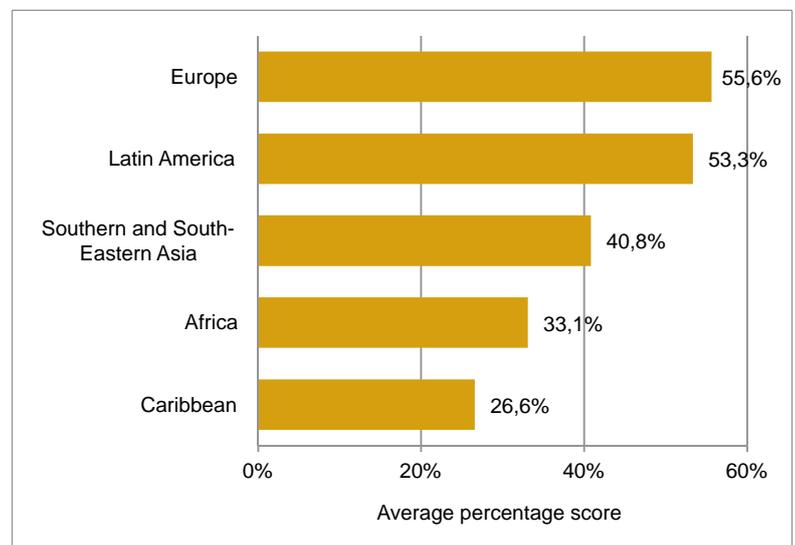
Figure 9.7 presents the sub-scores for each category by region. Each grouping of bars shows the relative strength of each region in each category. For example, the first set of bars shows the average regional e-parliament scores for *oversight and management of ICT*. While parliaments in the Southern and South-Eastern Asia region had the highest score (64 per cent) for this category, all the other regions were comparatively close to each other. European parliaments have high scores compared to other regions for *parliamentary websites* (64 per cent). Both Latin America and Europe have high scores for *infrastructure, services, applications and training* followed closely by Southern and South-Eastern Asia. Both Europe and Latin America also have the highest scores for *systems and standards for documents and information* and for *library and research services*. Latin America has the highest score for *communication between citizens and parliaments*.

Another way to look at Figure 9.7 is to follow a region across all sub-categories. This can show where a region is strongest and weakest when considering all categories. For example, the Caribbean region, shown by the first bar on the left of each grouping, is strongest in *oversight and management* of ICT (42 per cent). For each category after that, the region's scores decline in nearly a straight line from 39 per cent for *infrastructure, services, applications and training* to 17 per cent for parliamentary *websites* and *communication between citizens and parliaments*. Africa has a similar pattern.

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This pattern was discussed in the 2010 Report[2], which suggested that there could be a natural progression in the implementation of ICT: first establishing a good management structure and practice and then building a responsive technical infrastructure. Developing the systems and applications to support document management, libraries, websites, and communication takes longer and therefore the scores for these categories would reasonably be lower.

This progression can be seen again in 2012 in the scores for all respondents for each category, as represented by the position of the black dots on Figure 9.7. The major variation in the pattern is that the e-parliament score for *infrastructure, services, applications and training* for all respondents is the highest of all sub-categories. While this might be an artificial result of the methodology, it is more likely a logical result of the fact that most parliaments must build an adequate technical infrastructure before they can undertake the development of applications in other areas. The basic pattern, therefore, is to start with good management and oversight and then to build a technical infrastructure that is sufficient to support the parliament's strategic goals for ICT (scores for this category can therefore reasonably exceed those for other categories, including management). Parliaments could then undertake the systems that meet their highest priorities.

Figure 9.7 gives support to this progression, as well as highlights a few regional variations. For all regions, *infrastructure, services, applications and training* has the highest score and all other application categories – *systems and standards for documents and information, libraries and research services, parliamentary websites,* and *communication between citizens and parliaments* have lower e-parliament scores. In fact, the scores for these categories decline in relation to each other in the order just listed with two exceptions: Europe's and Southern and South-Eastern Asia's scores for *parliamentary websites.* Regional variations are expected, however, and these differences are interesting but not strategic.

The results and patterns found in Figure 9.7 can provide some ideas for parliamentary networks, such as the ECPRD, APKN, and RIPALC (see Chapter 10), about topics for regional meetings and areas of ICT in which sharing experiences could be especially beneficial.

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2   *World e-Parliament Report 2010*, p.136.

Figure 9.7: Average total e-parliament scores by regions
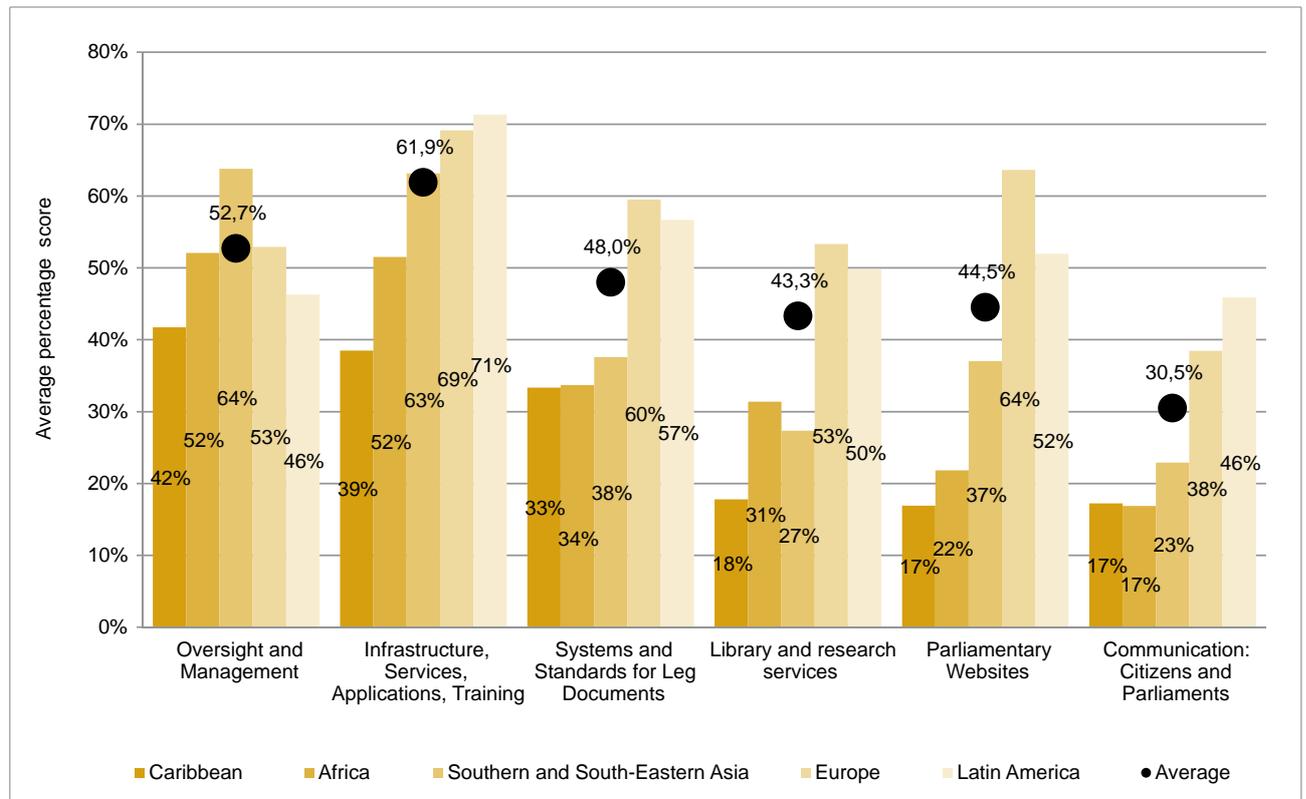
(Percentage scores for all respondents for each category are located on the graph by a black dot ● with the score)

THE E-PARLIAMENT FRAMEWORK 2010-2020: MEASURING PROGRESS

An additional way of assessing progress in parliaments' use of technology can be shown by referring to the work of the high-level Board[3] of the Global Centre for ICT in Parliament, which developed and proposed a set of forward-looking strategic goals for improving the state of technology in legislative bodies[4]. In late 2009, the Board acknowledged the long-term challenge of using ICT as a means for strengthening parliamentary values and called "on all parliaments, international organizations and development partners to unite their efforts around these strategic goals as guiding principles for the international community to support all parliaments around the world to play a key role in shaping the society of the future and to harness modern technologies to become truly representative, transparent, accessible, accountable and effective institutions"[5].

The strategic goals identified by the Board offer a basis for mobilizing a global multilateral effort to facilitate greater coordination and collaboration among all the relevant actors - parliaments, donors, international organizations and civil society organizations – towards the achievement of common targets over a ten-year span (2010-2020).

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3   The Global Centre for ICT in Parliament is guided by a high-level Board composed of Speakers and Presidents of Parliaments, the Under-Secretary-General of the United Nations for Economic and Social Affairs, the President of the Inter-Parliamentary Union and the President of the Association of Secretaries General of Parliament.
4   See *World e-Parliament Report 2010*, Chapter 10.
5   Budapest Statement, third high-level meeting of the Board of the Global Centre for ICT in Parliament, March 2009.

The goals are centered on five key areas for action, described below, that address both policy needs and technology requirements:

1. Establish national and international policies to create an Information Society that is equitable and inclusive;
2. Enhance the connection between legislatures and constituencies;
3. Improve the equality of access to the law and the lawmaking process of the country;
4. Ensure that legislatures around the world can harness ICT tools in the service of the legislative, oversight, and representative functions;
5. Develop a more robust and well coordinated programme of technical assistance.

For each strategic goal under these areas, the Board proposed specific criteria to measure the level of success reached on a worldwide basis and proposed targets for the short term (2010-2012, medium term (2013-2016) and long term (2017-2020). The results of the Global Survey of ICT in Parliaments 2012 provide one means for assessing progress to date in achieving the targets for the short term in areas 2, 3, and 4 that relate directly to the management and implementation of ICT. However, the survey does not provide data related to the goals in areas 1 and 5, and these cannot be assessed in this Report[6.]

Figure 9.8 links specific findings from the survey that have been presented in the preceding chapters of this Report to the goals and measures in areas 2, 3, and 4 of the e-Parliament Framework. Although the time period for the short term as outlined in the Framework is 2010-2012, the survey was carried out during the first quarter of 2012. Some further improvement is therefore possible in meeting the targets by the end of 2012. Nevertheless it is useful to report here the current level of progress, or lack of it, as assessed by the survey.

Below each strategic goal the "Measure of Success" is listed in column1 and the "Measures or Targets" established by the Board for the short term are listed in column 2. Column 3 shows the 2012 survey results that provide some indication as to how well the targets were met. If the survey questions do not permit a complete assessment of the measure, the abbreviation "inc" is used to indicate that the assessment is "incomplete". A footnote indicates what additional information will be needed for a more thorough evaluation.

The last column in Figure 9.8 uses a series of ◈ symbols to indicate one of the following regarding the measures of success:

◈ = little progress in meeting all or even some of the measure

◈◈ = some progress in meeting all or some of the measure

◈◈◈ = measure appears to have been met or is very close to being met

◈◈◈◈ = measure appears to have been exceeded

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6   Areas 1 and 5 are outside the scope of the current survey.

Figure 9.8: e-Parliament Framework 2010-2020: Short Term Measures of Success

Strategic Goal 2.1: Fostering the employment of all available tools, including new media and mobile technologies, to provide citizens with improved access to the work of parliament and means of participation in the political dialogue.			
Measures of Success	**Measures/targets for 2010-2012 (% of Parliaments)**	**2012 survey results**	**Assessment of Progress**
◆Two way e-mail communication between members and citizens with tools to assist parliaments and members in managing and responding to electronic messages from constituents.	50% of parliaments	▪E-mail: >Most members use=44% >Some members use=38% >Most members respond=41% >Some members respond=37% ▪Tools >System for managing e-mail= 17% >Policy regarding retention of communications from citizens=16% >Tools to collect citizens' comments and categorize them more efficiently=26%	Use of e-mail=◆◆ Tools=◆
◆Increased use of interactive technology tools by parliaments to connect to citizens and to offer them the means to express their opinions (e-petitions, forums, etc.).	25% of parliaments	▪Social networking sites=31% ▪Twitter=29% ▪E-Consultation on bills=24% ▪E-Consultation on issues=22% ▪E-Petitions=20% ▪Average=25% ▪Communication objectives - engage more citizens in political process=53% ▪Use of mobile technologies to communicate=25% ▪Increasing communications from citizens via ICT=79%	◆◆◆◆
◆Adoption of accessibility standards in parliamentary websites to allow access to persons with disabilities.	50% of parliaments	▪Parliaments that have adopted standards=38%	◆
◆Access to parliamentary websites in multiple languages	50% of parliaments with multiple official languages	(Percentages are for websites in full or in part in at least two languages; S5/Q10-11) ▪Two official languages/website in at least two languages=47% ▪Three official languages /website in at least two languages=40% ▪Four or more official languages/website in at least two languages=65%	◆◆
Strategic Goal 3.1: Promoting the development of parliamentary websites that convey the work of the parliament in a way that is accurate, timely, and complete.			
Measures of Success	**Measures/targets for 2010-2012 (% of Parliaments)**	**2012 Survey Results**	**Assessment of Progress**
◆Websites with complete legislation information and documentation	50% of parliaments	▪Text and status of all proposed legislation=69% ▪Information/documents re legislation=62% ▪Documents linked to legislation=36% ▪Information re budget and oversight=39% ▪Information re plenary activities= 60%	◆◆◆
◆Information and documentation available for downloading in open standard formats	25% of parliaments	▪Bulk download = 44% ▪Open standards = percentage of parliaments using XML for any document = 26%	◆◆◆◆
◆Strategy to create, in conjunction with the executive and judicial branches, national databases with all of a country's laws in force updated on a timely basis and accessible to all citizens	25% of parliaments	▪Searchable database of enacted legislation 56%	◆◆◆ Inc[7]

7. This is one of the required components of this measure, and therefore is one indication of success. Future assessments will need to be based on whether there is also in place a database of the laws of the country that are currently in force.

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Strategic Goal 4.1: Fostering the active engagement of the leaders and members of parliament in establishing a vision for e-parliament			
⬩Parliaments have a vision statement for ICT	75% of parliaments	▪Written vision statement=36% ▪Planning to do written vision statement=50% ▪President/Speaker engaged in establishment of goals and objectives for ICT=56%	◈◈
⬩Orientation to ICT provided to all current and newly elected members	75% of parliaments	▪Training / orientation session for members = 56% ▪ Planning to provide training=31%	◈◈
Strategic Goal 4.2: Promoting the elaboration of strategic plans, updated regularly, for the use of ICT that directly improve the operational capacity of parliaments to fulfill their legislative, oversight and representational responsibilities			
⬩Parliaments have strategic plans for ICT	75% of parliaments	▪Strategic plan with goals and objectives updated regularly=54%	◈◈
Strategic Goal 4.3: Promoting the development and maintenance of adequate infrastructures and systems in all parliaments to support their legislative, oversight, and representational work			
Measures of Success	**Measures/targets for 2010-2012 (% of Parliaments)**	**2012 Survey Results**	**Assessment of Progress**
⬩All members have a personal computer and access to the Internet	75% of parliaments	▪Desktop or laptop PC=82% ▪Access to the Internet=86%	◈◈◈◈

⬩A document management system capable of preparing and managing all parliamentary documentation is operational	50% of parliaments	▪DMS for bills=45%
		▪DMS for other documents
		  ○ Plenary votes=66%
		  ○ Plenary speeches and debates=74%
		  ○ Minutes of plenary sessions=73%
		  ○ Minutes of committee meetings=60%
		  ○ Committee reports=59%
		  ○ Committee hearings=51%
			Bills= ◈◈
			
			Other docs= ◈◈◈◈

⬩Mobile access for all members	60% of parliaments	▪Remote data access=37% ▪Mobile access to website=34%	◈
⬩Information and research services supported by ICT and linked to the legislative and policy issues that confront the parliament	50% of parliaments	▪Website provides access to information sources organizes by issues of concern to the parliament=43% ▪Automated system for managing info resources=77% ▪Library connected to intranet=58% ▪ Can receive requests electronically=62% ▪Library offers alerting services=35% ▪Use of collaboration software by library staff=35% ▪Online subscriptions=49%	◈◈
Strategic Goal 4.4: Advocating for and promoting annual training programmes for at least 50% of staff engaged in the development, support, or use of ICT.			
⬩Parliaments provide annual training for at least 50% of staff engaged in the development, support, or use of ICT	50% of parliaments	▪Percentage of parliaments that provide training for ICT staff=75% ▪Average percentage of ICT staff receiving training in last year=44% ▪Percentage of parliaments that provide training for non-ICT staff=67%	◈◈◈
Strategic Goal 4.5: Fostering the regular exchange of information, experiences and practices among Parliaments at the international level			
⬩Responses to the global survey on ICT in Parliament	140 assemblies	▪156 responses representing 177 assemblies	◈◈◈◈

Because this is the first effort at evaluating progress in achieving the strategic goals of the e-Parliament Framework, and also because, as noted, some of the measures are incomplete, the results reported here should be interpreted with caution. Nevertheless it is worth observing that 8 of the 12 measures or targets for the 2010-2012 period appear to have been met or exceeded. While this Report has consistently pointed out the areas that continue to require significant improvement, it is equally important and encouraging to acknowledge areas of progress. The findings related to the e-Parliament Framework are consistent with those in the Chapter 4 that described the improvement in the impact on members that has resulted from more parliaments enhancing the state of their ICT systems and services. They are also consistent with the incremental but still positive increase in the global e-parliament scores discussed previously in this Chapter.

ICT AND THE VALUES OF PARLIAMENTARY DEMOCRACY

As noted by many observers, technology is not an end in itself but one of the means for supporting the work of legislative bodies throughout the world. While in today's world many legislatures have acknowledged the role of ICT in assisting parliament's most important responsibilities - representation, lawmaking and scrutiny - the link between technology adoption and parliamentary democratic values may be less evident.

An informative and useful step is to associate the results of the survey and the scoring methodology to the framework describing the parliamentary contribution to democracy defined by the Inter-Parliamentary Union[8]. This framework, discussed extensively in the *World e-Parliament Report 2008*, identifies a number of important parliamentary objectives and values. These include transparency, accessibility, accountability, and effectiveness. The definition of e-parliament used by this report reflects these values and expands on them to take into account the impact of technology:

> "An e-parliament is a legislature that is empowered to be more **open, transparent** and **accountable** through ICT. It also empowers people, in all their diversity, to be more **engaged** in public life by providing **higher quality information** and **greater access** to documents and activities of the legislative body. An e-parliament is an **efficient organization** where stakeholders use information and communication technologies to **perform their primary functions** of lawmaking, representation, and oversight **more effectively**. Through the application of modern technology and standards and the adoption of supportive policies, an e-parliament fosters the development of an equitable and inclusive information society."

The six areas of technology assessed through the scoring criteria are closely tied to the values of parliamentary democracy. Based on the discussion and findings in Chapter 3, for example, the score for parliamentary websites has a natural and close relationship to the value of transparency. This encompasses both the documents that parliaments provide to the public and the tools available to citizens to find and access them. The scoring criteria for *parliamentary websites* contained questions regarding legislative, budget, and oversight; information and documents; tools for searching them; and, standards for ensuring that websites are accessible to persons with disabilities. Making the text of proposed legislation available is clearly related to transparency, as is publishing the speeches and debate in plenary on a timely basis.

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8   Inter-Parliamentary Union, *Parliament and democracy in the twenty-first century: A guide to good practice*, Geneva: Inter-Parliamentary Union, 2006.

Accessibility in the IPU framework refers to involving the public, including the associations and movements of civil society, in the work of parliament. The scoring criteria for *communication between citizens and parliaments* include survey questions on the various ways that parliaments, committees, and members engage with citizens, as well as methods available to citizens to be involved with the legislature. Although many of the communication methods surveyed are uni-directional – that is from the parliament or its members to the public – a number of them included in the criteria are more interactive and the scores for this areas reflect their use.

The IPU framework describes accountability as members of parliament being responsible to the electorate for their performance in office and the integrity of their conduct. The definition of e-parliament includes the institution itself as well as the members. Some of the questions related to transparency are also related to, and overlap with accountability. These questions, most of which are in the section of the survey dealing with *parliamentary websites*, cover three areas: a) the roles, responsibilities, and organization of parliament, its committees, and its members, thereby defining what parliaments and members should be accountable for; b) the leaders and the members and the constituencies they represent, thereby identifying who should be accountable; and, c) the actions of the parliament and its members in the current and previous years, which provide the basis for citizens to judge accountability.

Effectiveness can be assessed at the local, national, and international level in the IPU framework. At all three levels it refers to the organization and conduct of business in accordance with democratic norms and values. The e-parliament definition expands this to include efficiency. These two values of efficiency and effectiveness are reflected in the scoring criteria that relate to: a) *oversight and management of ICT*; b) *systems and standards for documents and information*; c) *libraries and research services*; and, d) *infrastructure, applications, services and training*. Taken together, these areas enable parliaments to be more efficient in their operations, for example by producing and disseminating documents more quickly, and more effective in fulfilling their responsibilities, for example through the ability to access independent sources of information and analysis when considering policy issues and proposed legislation.

A summary of these values and the types of findings from the survey that relate to them most directly are shown in Box 9.1. Although these types of findings do not fully reflect all facets of transparency, accountability, accessibility, and effectiveness and efficiency, they do demonstrate the contribution that technology can make to achieving higher standards in these areas. The survey results therefore provide some indication of the extent to which parliaments have used technology in support of these values, but cannot be interpreted as an indicator of their attainment in absolute terms, for the simple reason that ICT represents only one of the means for parliament to achieve these objectives.

By presenting this analysis the intention of this discussion is to raise awareness among parliamentary leaders, members, and staff about the nexus between ICT adoption and transparency, accountability, accessibility, and effectiveness. This could play an important role at the time of envisioning, planning and managing ICT in the parliamentary context. As more parliaments are able to provide, for example, voting records to the public, enhance their websites by adhering to standards for persons with disabilities, and connect their libraries to local area networks, their accountability, transparency, accessibility and efficiency will also improve. Tracked over time, the survey questions can also provide an indication of progress in the ICT contribution to these values.

Box 9.1: Survey findings relevant to the values of parliamentary democracy

Transparency: being open to the nation through different media, and transparent in the conduct of its business

> *Relevant findings from the survey relating to this objective:*
> - *Information available on websites, including:*
>   - *Documents and information about actions*
>   - *Quality of information*
>   - *Explanations of information*
> - *Tools for finding, receiving, and viewing information*
> - *Standards of accessibility (for persons with disabilities)*

Accessibility: involving the public, including the associations and movements of civil society, in the work of parliament

> *Relevant findings from the survey questions relating to this objective:*
> - *Communication methods and channels*
> - *Interactive tools*

Accountability: members of parliament being accountable to the electorate for their performance in office and integrity of conduct

> *Relevant findings from the survey questions relating to this objective:*
> - *Roles, responsibilities, and organization of parliament, its committees, and its members*
> - *Leaders, members and the constituencies they represent*
> - *Actions of the parliament and its members in the current and previous years*

Efficiency and effectiveness: the organization of business is done in accordance with these democratic values, and the performance of parliament's legislative and oversight functions in a manner that serves the needs of the whole population

> *Relevant findings from the survey relating to this objective:*
> - *Envisioning, planning, and managing*
> - *Document systems and standards*
> - *Libraries and research services*
> - *Infrastructure*