Making a Case for Local E-Government

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"Our village developed a Web site to provide citizens, businesses, and our own staff with easy access to government information. All village meeting minutes, newsletters, and zoning laws since 1999 are indexed on the site. Users can search for issue-specific information by typing in key words on the home page.

This search capability allows government officials to keep track of issues in meeting minutes on the site rather than thumbing through a stack of paper copies. The Web site also provides citizens with around-theclock access to issuespecific information. For example, in the middle of the night a citizen can find out the Village's regulations on dog owners' responsibilities instead of waiting for the village office to open the next day."

> Larry Fresinski Deputy Mayor Village of Lansing

Introduction and Purpose

E-government may be uncharted territory for some local governments, but many believe, it clearly holds potential for improving the way government works. Across New York State, officials from local and county governments are trying to realize this potential by finding the best way to implement e-government. Governments of all sizes, geographic locations, economic conditions, and governance structures are making e-government work for them.

Two questions that many local governments are trying to answer are:

- How should I think about e-government?
- What are others doing to make it work?

This briefing responds to those two questions. It draws from the insights, lessons, and stories of local government pioneers who participated in research conducted by the Center for Technology in Government (CTG) at the University at Albany, State University of New York. Pioneers from counties, cities, towns, and villages across New York State shared their experiences in considering, planning, developing, implementing, and evaluating e-government initiatives in their own local governments.

Specifically, this briefing:

- Presents a definition of e-government
- Explains why counties and municipalities are implementing e-government initiatives
- Provides examples of e-government in New York State localities
- Offers critical success factors and advice from pioneers engaged in these endeavors



What is E-Government?

E-government is "the use of information technology to support government operations, engage citizens, and provide government services."

Within this broad definition are four dimensions which reflect the functions of government itself:

- E-services—the electronic delivery of government information, programs, and services often (but not exclusively) over the Internet
- E-management—the use of information technology to improve the management of government, from streamlining business processes to improving the flow of information within government offices
- E-democracy—the use of electronic communication vehicles, such as e-mail and the Internet, to increase citizen participation in the public decision-making process
- E-commerce—the exchange of money for goods and services over the Internet such as citizens paying taxes and utility bills, renewing vehicle registrations, and paying for recreation programs, or government buying office supplies and auctioning surplus equipment

E-Government in Action

"It's so important to get the message out to smaller municipalities that no one is 'too small' for e-government. It shouldn't be seen as a yes or no question when it's really a matter of determining an appropriate and affordable starting point.

Every town and village can benefit from an e-government initiative. It might be as simple as a computer with a modem and an Internet e-mail account. Finding something that's right for them and getting started – that's the important thing."

> Betty Barry Town Clerk Town of Victor



"Local government is given a set of tasks to perform. When we are forced to choose between plowing the roads and buying a computer system, we have to plow the roads. But I also have a commitment to provide citizens with a wide open door to government information through the Internet.

The challenge is making sure that it's easy for the user without making them pay for it."

> John Woodward County Clerk Schenectady County

Why Consider E-Government?

While e-government offers local governments another way to serve citizens and bring innovation to internal operations, it's not easy to bring about this change. Information technology may provide alternative methods for service delivery and government operations, but it requires figuring out what makes sense to do within your local government given your constituents, your staff, your resources, and your priorities. It also requires reassessing current business processes and functions in your government.

The overriding question for local governments, then, is *"if e-government is difficult, why should we do it?"* We posed this question to the clerks, mayors, supervisors, and council members who participated in workshops and interviews. Here are some of the benefits they are realizing.

Increasing efficiency by streamlining business processes

Implementing an information technology system can reduce the number of steps in routine business processes and automate functions that were once manual. One county clerk said that a new optical imaging system reduced the number of times deed and mortgage documents are handled from 16 to 4. It saved time and effort, and reduced the tension around the office that came from so much routing and re-routing of paperwork.

Improving internal communication

Using technology to communicate within local governments can make it easier to keep up with what's going on in each department and program. Department heads can keep executives up-to-date with regular e-mail. Documents can be distributed and approved electronically rather than printed and reviewed on paper. Communicating electronically enables staff to readily share information that can inform decision making.



Providing better customer service

Technology can improve the way that local government serves constituents. Offering self-service access to information through the Internet is one way to improve service. Technologies, such as automated telephone systems and the Internet provide information to citizens even when local government offices are not open. E-government can also improve citizen service by providing automated responses to permit applications and requests for information. Streamlining business processes and improving the flow of internal communication saves staff time and energy so they can provide better services to constituents who call or come in for information.

Keeping up with citizen demands and expectations

Society is moving toward a more electronic way of life. More and more businesses and citizens are working electronically. It's only a matter of time until they expect the same from local governments. When neighboring governments offer electronic services, citizens and businesses will notice and begin asking why their government isn't doing the same.

Promoting what you do well

Offering an array of electronic information and services can help attract new residents and businesses looking for a progressive and forwardthinking community. E-government provides a direct medium – besides newspapers, radio, and television – for promoting government work. This is particularly beneficial for suburban governments, like Westchester County, whose news stories are often overshadowed or ignored by the large media outlets that focus on metropolitan areas.

E-Government in Action

"We are really trying innovative ways to get more people involved in our village government. We have started to audio broadcast our village meetings live over the Internet. Trustees respond to real time e-mail questions during the meeting. This new way of interacting is generating a lot of interest and excitement in the community."

> Robert Feldman Trustee Village of New Paltz



"Our clerk's office is charged with keeping an updated roster of elected officials for all municipalities in the county. Under the old process, the roster was updated once a year and then a printed listing was distributed by mail. Any changes were documented in our master file but were not disseminated.

On our Web site, we can now post the most recent listing of elected officials and report any changes immediately. This electronic process takes less time and allows changes in the roster to be made immediately over the County's Web site – a service greatly appreciated by the individuals and businesses that look for that information."

> Judith Riehlman County Clerk Cortland County

Local E-Government Applied

The following four categories describe the dimensions of e-government and present examples of each.

E-services and citizens

In local governments across New York State, providing services and information to citizens via the Internet is the most common form of e-government. While some local government Web sites offer a range of information and services, most generally begin by posting information. They then expand to offer search capability on the site, and then move toward interaction – exchanging information – as they develop more technology infrastructure and skills.

Information local governments most commonly post on their Web sites includes descriptions of government departments and officials, contact information, economic development data, a calendar of events, meeting minutes, the local government law and code book, public safety information, special announcements, tourism information, polling locations, and local historical information. Sites that offer dynamic querying allow citizens to enter in key words to search through board meeting agendas and minutes, park and recreation reservation calendars, and real property tax information.

Some local government Web sites offer the ability to print forms, such as permit and license applications, that citizens can fill out and mail or bring to the government office. More elaborate sites offer interactive forms that can be filled out and submitted online.



E-management and government efficiency

E-management refers to the behind-the-scenes information systems that support the management and administrative functions of government, including data and information management, maintaining electronic public records, and using electronic tools to communicate and work together.

E-management is often slighted because it is mostly invisible to the public. But it is essential to every aspect of e-government. Without it, the services, public engagement, and high-quality, low-cost operations that e-government promises cannot be realized.

New York State localities are using a variety of applications and technologies to transform their operations. The most common include interdepartmental e-mail, budgeting and accounting systems, Intranetbased meeting and scheduling systems, and geographic information systems (GIS). Accounting software, for example, is making work easier for clerks by allowing them to electronically track marriage, dog, and hunting license fee transactions, rather than manually tracking them in a heavy ledger book. Clerks are also streamlining the process for getting meeting minutes approved by disseminating them electronically, rather than copying and sending out printed copies.



E-Government in Action

"Our town has a large number of restaurants in its community, and we recently decided to revise our liquor license renewal process. Currently, eight different departments must approve the renewal of a liquor license within a 30day period. Due to the high volume of applications, we often exceeded this time frame. By using e-mail, the process that used to take as long as a month and a half, today takes less than two weeks.

Now when a business submits a certified letter of intent to renew its liquor license, an e-mail is sent to notify each department of the restaurant's intent to renew with a request for any concerns from the departments. If there is a concern, we notify the applicant and ask them to resolve it. This streamlined internal process allows us to better serve the restaurant businesses by renewing licenses faster."

> Diane Conroy-LaCivita Deputy Clerk Town of Colonie

"In the Town of South Bristol, board members surveyed citizens to ask them if they wanted to build a new firehouse. To sustain public interest in this proposed venture, we followed the survey with a broadcast e-mail and articles about the firehouse, to increase attendance at meetings.

The increase in attendance at meetings encouraged more discussion and feedback. It kept the issue on the community's radar screen and increased the community's participation in the decision-making process."

> Thomas Hawks II Councilman Town of South Bristol

E-democracy and public participation

E-democracy is the political and public participation side of the electronic revolution. It refers to activities that increase citizen involvement including virtual town meetings, cyber campaigns, feedback polls, public surveys, community forums, and access to meeting agendas and minutes.

Many NYS local governments use their government Web sites or e-mail systems to increase public participation at public meetings by posting upcoming agenda items. In one locality, citizens can e-mail council members during council meetings and have their questions or statements addressed during the meeting. This then becomes part of the official meeting minutes.

The Village of New Paltz is experimenting with live audio streaming of board meetings via the Internet. Citizens can access the live village board meeting from their personal computers and submit e-mail questions for the board's review. Other local and county governments are providing public access on cable television so citizens can watch public meetings from home.



E-commerce and government transactions

Electronic commerce is the exchange of money for goods and services over the Internet. Citizens paying taxes and utility bills, renewing vehicle registrations, and paying for recreation programs are all examples of e-commerce. Government buying office supplies and auctioning surplus equipment online are also examples of local government e-commerce.

While the federal government and many state governments are moving forward with electronic financial transactions, such as accepting tax payments, smaller governments face real obstacles to rolling out e-commerce applications. One challenge local governments face is dealing with credit card fees. Many are struggling to justify charging user fees for the small number of transactions they process. That doesn't mean, though, that they are sitting on the sidelines.

For example, Monroe County, in anticipation of online credit card transactions, has negotiated a deal with a bank that will pave the way for any future online e-commerce applications. The county's account balances are large enough that the bank can justify waiving the credit card fees. In a different example of e-commerce, four smaller counties in western New York – Genesee, Livingston, Orleans, and Wyoming – formed a consortium that allowed them to negotiate a group price on office supplies if they each ordered through an online application with a national office retailer. The ease of online purchasing and the 10-percent discount on supply costs makes this a win–win situation for both the localities and the vendor.

E-Government in Action

"In the City of Rye, we use the services of a third-party vendor to process credit card transactions for tax and recreation payments. In exchange, the vendors keep the fees. Our Recreation Department sponsors summer baseball and science camps for kids and provides parents with the ability to register and pay for these programs on the Internet. In addition, city homeowners can use a credit card to pay property taxes online."

> Julia Novack City Manager City of Rye



"The staff in the Tax Department at the City of Long Beach was planning to develop a major new information system. They knew what they wanted the system to do but were unsure how to find just the right system and vendor. They decided to ask other local governments about the systems they were using. They met with four municipal tax departments and asked questions about functionality, ease of use, and vendor support. Each municipality explained what they liked about their system, what was missing, and what they would change if they could. Critical to this process was that each municipality frankly discussed the relationship they had with their vendor and either recommended them or not. This research and advice enabled the tax department to choose the system and vendor that best supported their need and avoid those that didn't."

Robert Piazza Assistant Superintendent City of Long Beach

Local E-Government Critical Success Factors

E-government takes work, but there are some tested strategies that can help. The following critical success factors are crucial when planning, developing, and implementing new information technology initiatives in government.

Rally leadership

Leadership is imperative in a successful e-government project—and leaders are the people who pull the initiative together, establish it as a priority, and steer it toward a successful completion. Day-to-day e-government leadership often comes from the person with the drive and a personal appreciation for how technology can transform service delivery. Internal e-government champions often don't hold formal leadership titles, but they are able to find ways to get people involved and at the planning table.

Learn from other local governments

Gather information on what other local governments are doing electronically, what technologies they are using, and the problems they faced as they integrated it with their business along the way. Ask your colleagues and vendors who else is using the product that you are looking for, then seek those people out and establish information-sharing relationships. Ask questions and gather as much information as possible. Up-front research and information gathering will help you plan a technology solution that has both immediate and long-lasting payoffs.



Get the right people at the table

The decision makers, users, and managers who have a stake in the project can provide the different points of view that will ensure a system that delivers real benefits. Whether through formal group meetings or informal one-on-one conversations, getting these players involved is necessary to engender trust and to anchor the project within the organization. The up-front investment of time is well worth the effort over the long run. In one town, a board member pulled together people from his own town and from the neighboring village to set up a technology committee. This committee was able to secure money and support for the joint town/village Web site through a collaborative intergovermental planning committee. The committee went on to have other technology discussions and has used this structure to help shape all its e-government projects.

Develop successful vendor relationships

Working well with a vendor requires a well-structured contract, trust, and ongoing relationship management. It requires the local government to be a critical and informed customer. It starts with understanding the transaction. You are in the business of serving your citizens. Vendors are in the business of selling information, equipment, and services. These can be compatible, but they are not the same. When developing a contract with a vendor, make sure that you remain in control of the focus, size, and cost of the project and build in penalties for failures to meet specified requirements. Remember to account for and incorporate training and maintenance needs. Ask the vendor for a custom demo using data and processes from your locality so you can see how it will work under the unique conditions of your environment. Doing these things at the start provides an agreed-upon structure for managing an ongoing successful relationship.



E-Government in Action

"Our document management software vendor invited us to be a pilot county for the development of a Web-based informational system to provide Internet access to public records filed with the Monroe County Clerk's Office.

Being the pilot government allowed us to greatly impact the development of the system and purchase it at a substantial discount. Once the development was complete, we tested the pilot with abstractors, banks, attorneys, realtors and news organizations. Not only did these entities provide valuable feedback but they helped build a solid demand for the service, which will help generate revenue once this information is offered on a fee-for-service basis. This public-private partnership created a true, win-win situation!"

> Larry Staub Deputy County Clerk Monroe County

"In the City of Ithaca, we created a Web-based GIS tool for searching specific property information. On the city's homepage, citizens can select a street address and retrieve the tax parcel number, a description of the type of property, the zone district, a building ID number, the assigned voting district, elected representatives, and designated trash pick-up days. The system also generates maps and a picture of a property.

The original Web site was resisted by elected officials and law enforcement because it included information that they believed might compromise personal privacy and security. As a result, we removed information about owners, property values, and photos of structures on the property that might expose a greater risk of burglary and other criminal behavior. Meanwhile, we enhanced the tool by adding useful information that documents natural areas. historic districts, and neighborhood associations."

> Julie Holcomb City Clerk City of Ithaca

Acknowledge political differences

Bridging political differences is never easy and sometimes not even possible, but acknowledging them is essential for understanding how to move forward with e-government. In one town, political opposition on a town board prevented a newly elected supervisor from getting the funding and support to launch a Web site. Another town focused on the collective benefits of having a joint town/village Web site and overcame political barriers.

Share information constantly and consistently

Consistently share information about e-government initiatives through ongoing project updates with staff, department heads, officials, board members, and constituents. In one town, a board member worked closely with the leaders of the town's departments on a townwide telecommunications plan. Since each department was interested in getting Internet access and improving phone service, looking at the town's overall telecommunications strategy was the best way to approach the situation. The board member then set up regular meetings with the staff, fellow board members, elected officials, and community representatives to discuss the plan and gather feedback. Through these regular meetings and open discussions departments were able to participate in the planning, development, and implementation of a new townwide resource.

Create innovative partnerships

Finding new partners and establishing new ways of working with other governments can help e-government initiatives develop. When one county was in the market for a document imaging system for deeds and mortgages, instead of going with a private sector company they contracted with a neighboring county that had already developed such a system. This partnership is complicated because it's breaking new ground on a number of levels. The partnership requires the active involvement of attorneys from both counties and the careful crafting of an inter-municipal agreement limiting liability. Still, both counties are committed to the partnership whose benefits include tremendous cost savings due to buying from another government and not having to reinvent the wheel.

Balance the right to privacy with the right to know

Local governments collect and store potentially sensitive personal information in many forms such as police reports, divorce proceedings, and property records. Although much of this information is accessible through the Freedom of Information Law, privacy concerns emerge because the Internet offers such easy access to it. For example, one local government official said Internet accessible property images posed a potential threat to law enforcement officers. The locality had to review and adapt their information policies to strike a balance that ensured an individual's right to privacy and the public's right to easily access that person's property information.

Advice from Local E-Government Pioneers

Pioneers share words of wisdom for those starting their own e-government projects.

Get buy in from the people who can stop you

In every local government a handful of influential people have the power to stop and start a project. It's important to get support from these people right from the start. If you can't get them at the planning table, find a way to capture and respond to their feedback and ideas. Once they are on board, keep them in the loop through regular status reports. Failure to do so could derail the project at the first sign of trouble. In one town, the clerk wanted to put the town's codebook online. The trouble was the IT director was initially against it because he thought it would be too much work for his department. Rather than giving up on the idea, the clerk successfully took the IT director's concerns into consideration and researched the workload involved in such a project. She then presented the potential benefits and an estimation of workload to both the town supervisor and IT director. Through this discussion both the IT director and the town supervisor saw the advantages of being able to update and provide access to the codebook electronically.

Deal with the cyclical life of local government

With elections every couple of years, change is a way of life in local government. New executives bring in new administrations, new clerks bring in new processes, and new legislators bring in new priorities. Yet even with these continual changes, many officials stay in their positions for years. This may pose a problem, or an opportunity, for innovation. One new supervisor saw opportunity when she came into office. The town had no network, e-mail, or Internet access. Her predecessor had been in office for a decade but had not been interested in technology. The new supervisor's first technology priority was to install a network and an internal e-mail system to link town departments. The change in administration was the catalyst for these fundamental changes in the way the town works.

Prepare to overcome or wait out resistance

Many people don't want to change the way they do things, regardless of their position or age. Information technology can be intimidating for those who are unfamiliar with it. Recognizing this possibility and making plans to address it can help turn people around. For example, one clerk who wanted to use technology to update the town's financial system had a hard time working with the treasurer to get funds allocated for new computers and software. The treasurer was against the idea of computers and blocked attempts to fund IT projects. Given that the treasurer was near retirement, the clerk waited until the treasurer retired, then led the computerization of the whole system.

E-Government in Action

"E-government provides another way to serve constituents. This past week an eight-year-old girl e-mailed me because her mom and dad were having a hard time getting a house. I'm not a real estate broker, but I was able to get back to her with information about affordable housing in the city. She gave that to her mom and dad and they were very thankful."

> John McDonald III Mayor City of Cohoes

"In the Town of Trenton, we put every possible form, permit, and application on our Web site. We did this so our citizens and businesses can save themselves trips to the clerk's office. Forms for copies of birth, death, and marriage certificates, zoning, site plan review, dog licenses, disabled parking, swimming lessons, and part-time town jobs are now available at the click of a button.

Before the forms were on our site, people had to come to the clerk's office when it was open – which was only part time. Now, citizens and businesses can download a form, fill it out, attach payment, and mail it in—whenever it is convenient for them. Our site makes this information available to people 24 hours a day, seven days a week, and that's just better government."

> Jeanne Brown Deputy Town Clerk Town of Trenton

Prepare for ongoing education and training

Changing processes and introducing information technology require an ongoing commitment to training and education. Most local governments have small staffs and if only one person knows how to use a technology, then work can't be done when they leave or are out of the office. One village deputy mayor saw how excited everyone was when the village Web site was launched two years ago. But just one year later, the person who designed and maintained it left and the site was quickly out of date. To avoid further problems related to skills being in the hands of only one person, the village decided to train not only the new employee but also another staff member.

Sometimes you just have to do it

There may never be a right time for an e-government project, so start small, go slowly, and learn as you go. Find a real need, identify possible solutions, call other local governments, find pockets of money wherever you can, and foster creative partnerships. One town clerk started with a Web site to provide consistent and timely redistricting information. The town supervisor and town board found small amounts of money to fund the site, which enabled constituents to type in their addresses to find their election districts and polling places. During this project, town officials learned how technology can improve operations and have since implemented new management software as well as an electronic records indexing system.



Method and Participants

The Center for Technology in Government (CTG), located at the University at Albany, State University of New York, works with government to develop well-informed information strategies that foster innovation and enhance the quality and coordination of public services. We carry out this mission through applied research and partnership projects that address policy, management, and technology dimensions of information use in the public sector.

Making a Case for Local E-Government is based on real-life experiences of local e-government pioneers throughout New York State. Through workshops and interviews, local government professionals shared information on their e-government projects. They detailed funding, barriers, strategies, and benefits of their e-government initiatives and shared insight and advice for colleagues who are just starting out.

The New York State Office for Technology's Local Government Advisory Committee played an important role in developing this project. This valuable resource of state and local professionals provided information and expertise on local e-government issues and offered continual feedback in shaping the project. Through their commitment to local government, we were able to carry out this project and provide information to all New York State local governments. We thank them and appreciate their hard work.

Finally, we thank all who participated in workshops and interviews, and the numerous public officials that helped broaden our understanding of local e-government in New York State.

Andrew Abdallah, Town Supervisor, Town of Plattsburgh Joe Aiello, Project Manager, Digital Towpath - a Project of Niagara Mohawk, A National Grid Company Richard Anderson, County Clerk, Dutchess County Cathy Barber, Historian/Records Manager, Cortland County Betty Barry, Deputy Town Clerk and Network Administrator, Town of Victor Bradley Birge, Executive Director of Community Development, City of Saratoga Springs Jeanne Brown, Deputy Town Clerk, Town of Trenton Thomas Clingan, County Clerk, Albany County Donna Conlin, Town Clerk, Town of Schodack Diane Conroy-LaCivita, Deputy Town Clerk, Town of Colonie Kathleen Cory, Town Clerk, Town of Lewisboro Joan Deierlein, City Clerk, City of Yonkers Howard Dugo, City Clerk, City of Binghamton Robert Feldman, Village Trustee, Village of New Paltz Barbara Fiala, County Clerk, Broome County Andrea Fountain, Supervisor, Record Room, Dutchess County Larry Fresinski, Deputy Mayor, Village of Lansing Susan Grelick, Town Supervisor, Town of Amherst Douglas Hanno, County Clerk, Lewis County Thomas Hawks II, Councilman, Town of South Bristol

E-Government in Action

"E-government provides a way to improve the way we do business, both within government and with the public. One way is by e-mail - it can make internal and external communication more efficient. By using e-mail between departments, I can get information from other departments without playing 'phone tag' all day.

In communicating with the public, it has helped town officials stay more connected. I get e-mail all the time from citizens and I answer them from home if I don't have enough time during the day. This allows us to be available more than just 9-5."

> Susan Grelick Town Supervisor Town of Amherst



E-government is "the use of information technology to support government operations, engage citizens, and provide government services."





Keith Herkalo, City Clerk, City of Plattsburgh Roberta Hirsch, Administrator/Clerk, Village of Amityville Julie Holcomb, City Clerk, City of Ithaca Stephen Hunter, Local Government Advisor, Northern Oneida **County Council of Governments** Carol Lonnen, County Clerk, Orleans County Jim Manley, Inventory Clerk/Webmaster, Town of West Seneca Alyse McCathern, Deputy Town Supervisor, Town of Tuxedo Debby McCormick, City Clerk, City of Auburn John McDonald III, Mayor, City of Cohoes Barbara McHugh, Director of Community Development, Town of Clifton Park Anne McPherson, Deputy City Clerk, City of White Plains Teressa Morasco, Town Clerk, Town of Batavia Cathy Moses, Supervisor, Essex County Kathleen Newkirk, Town Clerk, Town of Bethlehem Paul Niedercorn, Councilman, Town of Rhinebeck Julia Novack, City Manager, City of Rye Ernest Odierna, Councilman, Town of Mamaroneck Bonnie Page, Village Clerk/Treasurer, Village of Speculator Robert Piazza, Assistant Superintendent, City of Long Beach Judith Riehlman, County Clerk, Cortland County Patricia Ritchie, County Clerk, St. Lawrence County Amy Rodak, Associate Municipal Personnel Consultant, NYS Department of Civil Service Eugene Rogers, Chief of Staff and Assistant to the County Clerk, Westchester County James Rossetti, Chief Deputy County Clerk, New York County Clerk's Office Larry Staub, Deputy County Clerk, Monroe County Dave Swarts, County Clerk, Erie County Robin Swedish, Deputy Town Clerk, Town of Grand Island Arnie Talgo, Senior Policy Analyst, NY Power Authority Kerry Ann Troy, Director of Public Relations, City of Long Beach Aurora Valenti, County Clerk, Tompkins County Tara Venditti, Management Analyst, Onondaga County Denis White, Consultant, Town and Village of Fishkill Keith Wingate, Director, Data Processing, Town of Huntington John Woodward, County Clerk, Schenectady County

Supporting Organizations

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