DONOR COMMITTEE FOR ENTERPRISE DEVELOPMENT

A RESEARCH REPORT

Public Private Dialogue (PPD) with the Use of New Technologies

A focus on feedback tools and their integration with data-driven policy reform

BUSINESS ENVIRONMENT WORKING GROUP

William I. Nielsen
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I. Introduction

Public-private dialogue (PPD) is the interaction between government and business for policy reform and is an important component to creating a good business environment. The form of interaction can range from formal communication channels to informal conversation. PPD can be executed through means of institutionalized methods such as mandatory public consultation in the process of enactment of laws and regulations, satisfaction surveys and other forms of feedback on service provision, as well as less formal methods such as ad hoc focus groups, feedback provided by business membership organizations, etc., any of which can lead to a better experience for both regulators and businesses. The results of such interaction however are often mixed and the challenges in having a meaningful dialogue are significant. To help understand potential solutions, this report will provide a brief literature review on Public-Private Dialogue (PPD), with a focus on the use of emerging technologies. While the PPD process entails several stages, this report will focus on one in particular: the use of technology for collecting feedback on existing policies.

The feedback stage of the PPD process is one that is potentially very well served via technology. The use of technology to facilitate feedback could be integrated into existing and/or still in development online service delivery platforms being implemented by governments for the benefit of businesses. This includes such services as registering a business, paying taxes, acquiring licenses, etc. These online mechanisms provide the opportunity to put in place an efficient and systematic way to collect feedback on provided services. This individualization and systematic data collection increases the quality of feedback and in turn, the potential for performance analysis to drive improved policy development and implementation. Besides benefits for improving government to business service delivery, technology-enabled feedback is important for building a positive reputation, creating a better connection between businesses and regulators, and increasing the reach of delivery channels.

The integration of technology into PPD also suggests an alignment with the broader theme of a data-driven public sector (DDPS), whereby the government utilizes data from citizens and businesses to better understand needs and develop more effective policies. While DDPS may exist far beyond just the PPD value chain, an integration of DDPS and PPD may support a data value chain that efficiently and effectively supports continuous policy improvement in an inclusive manner, expanding on the capacity of conventional, existing PPD mechanisms in a way that up until recent technological advancements, was not feasible. A technology-enabled feedback process in PPD is well-suited for integration with a broader data-driven public sector.

The following review will provide an introduction to PPD, discussion on how it has been implemented, the PPD value chain, and from there delve into the discussion on technology-enabled feedback in PPD, how it aligns with a broader data-driven public sector (DDPS), and a review of different tools that can be used. Following this discussion will be a series of country cases detailing the technology utilized and their experiences with its implementation. The closing section will discuss key takeaways, important considerations, roles for donor involvement, and areas of future research.

II.   An Introduction to Public-Private Dialogue

Definitions and characteristics of PPD

The following section will provide a brief literature review of public-private dialogue. To begin this discussion, a definition of PPD from Herzberg and Sisombat (2016) is used:[1][2]

> *"PPDs bring together the government, private sector and relevant stakeholders in a formal or informal process to achieve shared objectives and play a transformational role for a particular set of issues."*

Policies addressed can include such things as business climate reform, short-term macroeconomic policy, medium and long-term development strategy, sector-specific regulation, etc. Andersen et al. (2017) broadly notes the features of this process as: discussing, defining and analysing problems, agreeing on specific reforms, and working together. These features help communicate the broad nature of PPD and the myriad of forms it may take. Throughout these forms, PPD improves the flow of information in a policy making process, including more stakeholders and in effect, expanding "the space for policy discovery" (Bettcher, Herzberg, and Nadgrodkiewicz, 2015).

With this purpose in mind, the following high-level characteristics of PPD can help categorize the different approaches. Firstly, it is recognized that there are four levels of interaction between public and private sectors (Pinto, 2013):

1) **Information** – One-way provision of information
2) **Consultation** – Direct request from government for views and comments on policy development. For example, OPCS (2007) and Cornick (2013) note that consultation may involve the government listening to experts before then making decisions on its own. This also tends to be characterized by shorter time horizons, less focus on a particular outcome, and reduced expectations of continued engagement or even implementation of the reform of interest.
3) **Dialogue** – Regular, two-way communication to exchange views and understand mutual interests and shared objectives. As the name would imply, PPD mechanisms tend to fall into this category, which includes developing consensus among participants and taking collective action towards specific solutions (OPCS 2007; Cornick, 2013).
4) **Partnership** – shared responsibility in decision-making process. This can also take the form of the more widely recognized, Public-Private Partnership (PPP), which are owned and operated by government and private sector companies to varying degrees depending on the particular partnership and tends to have a long-term approach.

PPD by its name aligns with the 'Dialogue' level of interaction, although in practice has been applied to 'Consultation' as well. Noting where PPD fits along the spectrum of communication forms between

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[1] Pinaud (2007) developed a similar definition, stating that PPD includes all forms of interaction between a government and the private sector when in regards to the design of public policies.
[2] Bettcher, Herzberg, and Nadgrodkiewicz (2015) utilize a more focused definition: "Public-private dialogue (PPD) is a structured, participatory, and inclusive approach to policymaking. It is directed at reforming governance and the business climate, especially where other policy institutions are underperforming."

the government and businesses, there are varying types of PPDs distinguished by 7 prominent characteristics (Herzberg and Sisombat, 2016). These include:

1) Area: National vs. local
2) Scope: Economy-wide vs. sector-specific
3) Institutionalization: Permanent institution vs. temporary initiative
4) Leadership: Public driven vs. private driven
5) Ownership: 3rd party brokerage/support vs. Locally driven/sustained
6) Focus: General orientations/many goals vs. specific changes/specific goal
7) Participation: Many actors vs. few actors

All of these characteristics are assumed relevant for our focus on feedback mechanisms.

PPD should be considered distinct from other forms of citizen engagement/participatory decision-making that may include representatives of businesses and private sector as a subset of participants. The focus of this report is on the business-specific mechanism for engaging with the government.

Box 1: Vietnam Business Forum – a National level, economy-wide, and permanent PPD
The Vietnam Business Forum (VBF) is a PPD mechanism established in 1997 consisting of 16 international and local business associations, Vietnam's Ministry of Planning and Investment, and the World Bank. In addition to an annual forum, ongoing working groups of business leaders and government officials focus on banking, capital markets, education, infrastructure, investment and trade, mining, and tourism.
Source: Nelson, 2014

Background of PPD

Public-private dialogue is not a new concept - businesses and government have long been interacting on policy development and reform. PPD can take a variety of forms, ranging from advisory councils, business fora, national committees, sub-national committees, sector committees, business membership organization/associations, as well as more informal methods of business advocacy / sector lobbying. They have often been conducted in the form of in-person meetings, although phone calls, emails, and faxes are often used to facilitate communication and can be institutionalized to various degrees (Pinaud, 2007). The mechanism of PPD has taken greater shape in the past 30 years as more initiatives are created specifically for PPD processes.

Benefits of PPD

The benefits pursued from PPD can be wide-ranging, as detailed in Table 1.

Table 1: Reasoning for PPD	
With dialogue	Without Dialogue
Buy-in for reform	Reform not sustained
Evidence based policy	Misaligned policy
Inclusive, participatory policymaking	Side deals (elite capture)
Feedback	Unresponsive regulation
Legitimacy	Lack of trust
Transparency and good governance	
Easier policy implementation	
Increased trust and understanding	
Improved problem diagnosis	
Increased momentum and speed of reform process	
Source: Herzberg and Sisombat, 2016; Herzberg and Wright, 2006)	

In Africa, for example, PPD institutions and laws have been shown to boost business productivity and economic growth more broadly, even when controlling for quality of government institutions (Hetherington, 2016).

Box 2: Examples of city-level, sector-specific PPD accomplishments
• In Barcelona, a PPD initiative helped develop the cruise tourism segment, making Barcelona the second most visited cruise destination in the world. • In Dhaka, two separate PPD initiatives helped to limit the environmental damage from leather tanneries and garment makers, the main drivers of the Bangladesh economy, while improving the competitive position of the clusters. • In the Turkish city of Gaziantep, a long-term PPD process underpinned the city's rise to become the global #1 exporter of machine-made carpets.

PPD can have a variety of benefits but should not be confused with other forms of business advocacy. PPD, while not necessarily requiring a formalized structure, does tend to take to be more formal when applied successfully and sustainably. While a business advocacy lobbies for a specific reform which another group may simultaneously lobby against, the PPD is meant to bring these business advocacy organizations to the table together to address their needs and create a policy that can better support both agendas (Herzberg and Wright, 2006). In addition to this process of policy development, the formal PPD structure will include monitoring and evaluation systems, building up accountability both for governments and businesses. This also leads to a level of transparency that standard business advocacy tends not achieve due to its susceptibility to closed-door deal-making. A positive externality of a PPD process is thus that it may lead to change in perception of how other aspects of government should work as well, as the public becomes accustomed to transparency and accountability in one area, it may then require it elsewhere as well.

Risks in the PPD process

Despite the various potential benefits, PPD is not without risks. Elements of elite capture and lack of trust may persist with dialogue if it is not done in an inclusive manner. For example, early-stage policy development can be captured by large, elite interests who then drive the policy to align best with their own objectives. Similarly, access to the communication tools used for participation in PPD can create a selection process that limits who participates in PPD and necessarily, the type of feedback that can be collected. This risk becomes quickly apparent for SMEs who make up large proportions of nearly all economies but tend to have less access to public-private dialogue (Bettcher, Nadgrodkiewicz, and Herzberg 2015). It is of course much easier to facilitate dialogue with a few large companies, than many thousands of wide-ranging SMEs. This, however, will result in highly biased, often multi-national oriented policy influences, as well as inadvertently reduce the voice not only of small businesses but also those who own and work at them. This disproportionately includes women, minority, and previously disenfranchised groups. Their proportional participation in policy dialogue is needed to create balance as well as lead to a more broad-based understanding of the needs of businesses (Herzberg and Wright, 2006). Not only does actively engaging SMEs create a more diverse business voice, but it can also help limit the often-occurring cronyism and lack of transparency in policy dialogue that leads to corruption, increased inequality, environmental externalities and may increase conflict (Nelson, 2014).

Box 3: Dialogue for Small and Medium Enterprise in Senegal

To help overcome the obstacle of SME participation in policy reform, in 2011, Senegal's largest, most representative business association, l'Union Nationale des Commerçants et Industriels du Senegal (UNACOIS), engaged its SME members in dialogue with government. Through a set of

regional dialogues with member businesses, UNACOIS, developed a set of policy recommendations for the Senegalese government to adopt. Through this effort, the government adopted the association's recommendations to establish a more uniform, equitable, and proportional tax code that better integrates the SME sector into the formal economy. The effort of integrating the SME voice into PPD proved worthwhile and is now a recognized part of the policy reform process.

Source: Herzberg and Sisombat, 2016

Design of the PPD Approach

To help maximize the benefits and minimize the risks of a PPD process, Herzberg and Sisombat (2016) note the four stages to effective design of a PPD.

> *Stage 1:* Diagnose the capacity for stakeholders to engage and the areas that would benefit from dialogue
>
> *Stage 2:* Design a process that allows for productive interaction
>
> *Stage 3:* Identify risk factors and mitigation tactics, then implement the dialogue
>
> *Stage 4:* Evaluate the effectiveness of dialogue mechanisms, the outputs generated, and as needed return to Stage 1

These stages are highly relevant when considering the design of a feedback mechanism for existing policies. Outputs of PPD can take various forms such as developing a process for the PPD itself, identifying and analysing obstacles experienced by businesses, issues experienced with government service delivery, finding agreement on development objectives and/or creating recommendations to address reform. Outputs should be measurable, time bound, visible, tangible and linked to indicators (Herzberg and Wright, 2006). Each of these are potentially well-aligned with a technology-enabled approach given that technology can help aggregate data to create a better image of where issues exist and how they can be mitigated.

An important part of the design of the PPD is also considering the sustainability of the process, particularly along the lines of operational (sufficient capacity), financial (cash to cover operations) as well as a sustained mandate whereby those managing the PPD process continue to be allowed to do so (Herzberg and Sisombat, 2016).

Box 4: Charter of Good Practice in using Public-Private Dialogue

The PPD Charter was drafted by participants at the first International Workshop on Public Private Dialogue in 2006 and serves as the guiding principles of a successful PPD initiative.

Principle I: Contextual Design: taking into account various forms, levels, timeframes;

Principle II: Open Governance Process: functioning under open, transparent, and fair governance rules;

Principle III: Mandate and Institutional Alignment: stating objectives clearly;

Principle IV: Structure and Participation: having a solid structure and representative participation;

Principle V: Facilitation: being facilitated professionally with dedicated staff and resources;

Principle VI: Champions: having leadership from a set of individuals or organizations;

Principle VII: Outputs: consisting of structure and process outputs, analytical outputs, soft outputs or recommendations;

Principle VIII: Outreach and Communications: enabling communication of a shared vision;

Principle IX: Monitoring and Evaluation: demonstrating its purpose, performance and impact;

Principle X: Appropriate Area and Scope: tailoring to the set of issues to be addressed;

Principle XI: Crisis and Conflict Response: mitigating entrenched interests, rebuilding trust;

Principle XII: Development Partners: benefiting from their input and support, partnership, coordination, and additionality;

Principle XIII: Sustainability: sustaining the PPD platform by transferring its operations, management or financing from a development partner to local institutions.

Source: Charter of Good Practice in Using Public-Private Dialogue for Private Sector Development and Inclusive Growth, 2015

III.   The PPD Value Chain

Stages of the PPD value chain

The PPD value chain consists of the steps through the dialogue process, with each link in the chain providing value towards development of a sustainable, beneficial, and equitable policy or regulation. The specific steps of the value chain have been outlined in different ways by different organizations although follow the same general structure.

The OECD notes five stages of consultation:

1) Early stage in the development of regulations (before draft)
2) Later-stage in the development of regulations (during draft)
3) Implementation (incl. transparency/accessibility)
4) Ex-post evaluation of regulations
5) Review of regulatory policy

Using this structure, it is Stage 4: Ex-post evaluation of regulations which is the stage when much of the feedback on existing policies occurs and the focus the following sections of this report. The processing of this feedback then leads to a full review of the regulatory policy (Stage 5), before the ideation process for a policy revision then occurs (Stage 1).

The IFC uses an analogous 4 step process to describe PPD. These steps are:

     1) Diagnostic

     2) Solution Design

     3) Implementation

     4) Monitoring and Evaluation

The two value chains, OECD or IFC, use different terms and different framing to communicate the same process, while showing the different activities that occur at each stage. Similar to the OECD stages, the IFC stages assume a looping process will occur, such that following the conclusion of the last stage, the process then begins again back at Stage 1.

Figure 1, below, details the IFC stages including what benefits and activities are occurring at each stage. For example, activities build from 'engagement' to 'consensus building' to 'ongoing support' of the policy created, before reaching 'feedback loop' for understanding how well the reform is working.

Figure 1: PPD process and the value generated from that process

The benefits of a strong feedback mechanism are not dissimilar to the benefits of PPD more broadly. The feedback stage can provide important social accountability between the government and businesses, allowing business to recognize that their voice is being heard and action is being taken (Gigler and Bailur, 2014). The feedback also ensures that the PPD mechanism is proven to be effective, and if it is not effective, the feedback should be used and solicited in a way to better support the PPD.

For example, Grava et al., (2020) note that in Bangladesh, government officials do not understand regulatory implementation gaps due to the lack of mechanisms to receive feedback from private

sector. The primary feedback mechanisms in place such as a 'complaint box' or a generic government agency email address are rarely used. Without improved feedback mechanisms it is hard for reforms to be implemented that improve the experience of the private sector. This reflects a broader lack of stakeholder consultation in Bangladesh, which tends to result in ineffective and sometimes conflicting regulations.

Feedback Typologies

While we note our focus on feedback and use feedback as a general concept, it can take multiple forms. These different forms can each appear in a technology enabled PPD process depending on how the technology is designed and its use intended. This is important for policymakers and PPD managers to recognize as feedback in and of itself, if not collecting the desired type of feedback, may not support the policy understanding that is being sought.

Gigler and Bailur (2014) in their review on feedback loops note one feedback typology:

- Complaints
- Suggestions
- Monitoring
- Satisfaction

Feedback can extend beyond complaints or managing grievances, and as such, policymakers and PPD managers must understand the way they are soliciting feedback may inherently be aligned with one or more of these types of feedback (Gigler and Bailur, 2014). Furthermore, it is possible that over time businesses will become accustomed to using a certain feedback mechanism in a given way. For example, a tool may be designed to accept complaints and suggestions but overtime it may bias towards a purely complaint-oriented portal. Use of different types of prompts and/or response types may support a broader type of feedback collected. For example, a multiple-choice survey response may require the responder to address a certain set of monitoring questions before then addressing satisfaction levels, and based on the reported satisfaction levels, additional prompts may appear that request or suggest ideas for potential reform and reparations.

Role of the Donor in PPD

PPD processes have long been supported and fostered by donors and development partners. Their role is often most effective when the need for the PPD is demand-driven, rather than incentivized by the donor(s), and when the PPD is built from partnerships and coordination aligned with the local context (Herzberg and Wright, 2006). The specific type of support provided by a donor in traditional PPD can also take multiple forms, from a hands-off funding role to capacity building and support in management of the PPD, to a more promotional role and building stakeholder awareness and engagement.

Important to the donors' involvement is their neutrality – allowing for trust to grow between government and businesses, as well as supporting a transparent environment in alignment with best

practices. Further, as donors, their role in a PPD is not meant to be permanent. From the outset, donors should have an exit plan for when their role will conclude and a sustainability plan for how the PPD will look and operate following their exit (Herzberg and Wright, 2006). While these roles are regarding PPD in general, they are traditionally applied in an analogue form, rather than the technology-enabled one of interest here. The principles noted for donors to follow should still apply.

IV. Technological Developments in the PPD Process

Use of technology in PPD

Various forms of Information and Communication Technologies (ICT) as well as other forms of data collection and analysis are increasingly being incorporated in PPD processes. From phone and email surveys to online portals for learning about regulatory reform updates, to online consultation platforms for two-way communication – the uses of technology are numerous and of varying complexity. For example, EU Member States have increasingly committed themselves to engaging stakeholders through electronic means. Online portals in particular are being widely used to provide opportunity for commenting on draft regulations. The majority of EU Member States display ongoing consultations either on a central consultation website or on department websites with nearly 80% having a central website for at least some of their consultations (OECD, 2019a).

As we are focused on the feedback stage of the PPD process, we'll focus the following discussion on technology-enabled feedback mechanisms. These broadly include uses of technology to facilitate sharing of, collecting of, and analysing of feedback provided by the private sector to policymakers. In some cases, this allows for a two-way communication channel to discuss the feedback provided and share results of analysed feedback.

The goals of a technology-enabled feedback process in PPD include:

1) Coordination and transparency of information on both public and private sector sides
2) Speed of feedback loop between the two sides, allowing for faster reform
3) Opportunity to make feedback more inclusive, allowing more representatives of the private sector to participate

Design and Delivery of technology-enabled feedback

The use of technology for feedback collection, and thereby data aggregation, supports the redefinition of the relationship between the government and the private sector. Rather than data 'consumption', the data builds value through creating a more participative and proactive interaction between stakeholders (van Ooijen et al., 2019). Through this literature review a set of components for the effective design of a technology enabled PPD feedback tool have become apparent. These include:

     i)   Transparency

ii)   Process-oriented

iii) Ease of use

iv) Business Capacity and Access (e.g., internet connectivity)

v)   Government capacity to manage feedback mechanism

vi) Inclusivity

vii) Trust

viii) Anti-corruption protections

ix) Alignment of incentives for private and public sectors to utilize the tech as intended (considering political economy)

x)   Formative and summative evaluation of the PPD tech

Each of these are important considerations for the development of a new tool.

Box 5: Business association reliance on non-tech, informal PPD in Tanzania
The Tanzanian Horticultural Association (TAHA) represents about 65% of the horticultural sector in Tanzania and has developed as a vessel for the individual business players to be able to communicate sector-level dialogue with the Ministry of Agriculture. There are however no formal dialogue mechanisms in place and yet TAHA works to keep the ministry informed through monthly newsletters, direct contact regarding sector objectives including requesting face-to-face meetings. Similarly, the Ministry will also ask TAHA for ideas on policy ideas and ways to grow the horticulture sector. The importance of this relationship between TAHA and the Ministry show the opportunity for a formalized PPD mechanism, both to streamline their policy discussion but also to account for the other 35% of the sector not currently a part of TAHA. Technology-based communication tools could be used to gather ideas and feedback in a more timely and inclusive manner.
Source: Wanzala-Mlobelaand, M. & Banda, K., 2018

Types of technological tools for PPD

There are several types of tools that are potentially relevant to PPD, some more well-known and commonly used than others. Examples include online portals, surveys, applications, social media sites, etc. For this discussion we will introduce three distinctions in these tools by their purpose and method. These include:

- Tools for Consultations and Feedback vs. Tools for Service Delivery
- Citizen-focused vs. Business-focused
- Direct Feedback vs. Indirect Feedback

Consultations and Feedback vs. Service Delivery

The distinction between technology for consultations and feedback vs. technology for service delivery is not always clear cut but follows general demarcations. Much of the e-government and digital government literature is focused on how services once conducted on paper, can now be streamlined and delivered faster and more effectively through internet platforms. While online service provision has grown increasingly common around the world, the nature of its objective does not align with this review, as the sole purpose of many of these platforms is to execute service delivery, rather than learn from users, discuss policy reform, etc.

Platforms for consultation have also grown in use with several cases noted in OECD countries. The form of the consultation can vary such that it may not be business focused and it may not have a set objective as many analogue PPD initiatives do, but rather is used across all PPDs. They also tend to be used at earlier stages in the PPD process, such as the early and later stage policy drafting. As this review remains oriented towards feedback mechanisms for PPD, the consultation platforms are considered important components of the ecosystem although do not always embody the feedback or monitoring & evaluation processes of interest.

Citizen-focused vs. business-focused

A secondary distinction for this review is whether technology-enabled feedback mechanisms are citizen-focused vs. business-focused. Based on this literature review, the majority of established cases discovered are citizen focused (Shendy et al., 2016; Schmidthuber et al., 2019a; Schmidthuber et al., 2019b). This is in part due to the political needs of strengthening the voices of citizens but is complemented too by the rise of mobile devices and social media platforms which serve as relatively recently created channels for governments to connect with citizens in a way that would have otherwise had significant transaction costs. Already these tools are being used to gather citizen reports on road quality, traffic conditions, earthquake situations, suspicious behaviours, etc. that both alert governments to where needs are most acute, but also instil additional pressure on the government to deliver service to those areas (van Ooijen et al., 2019). For example, in the municipality of Curridabat in Costa Rica, the administration developed an app for citizen engagement. The tool is designed to support the public's ability to co-manage the municipality with the citizen being the force for change. It allows direct communication with the administration as well as supports the generation of data to drive decision making and investment in the region. While the app is citizen-oriented as well as service-oriented, the structure of this tool is one that could be replicated for a business audience (Yo Alcalde, 2020).

As compared to citizen-focused tools, the business-focused tools tend to be more aligned to regulatory burden, ease of doing business, and may focus on specific policies already in place so as to support business and economic growth and job creation.

Direct feedback vs. Indirect feedback

A final categorization for this review regards direct feedback tools and indirect feedback tools. Direct feedback is that information intentionally provided by the businesses, while indirect feedback is information gathered based on revealed behaviours of businesses, but not explicitly directed towards government stakeholders. Examples of direct feedback mechanisms include:

- Annual/periodic feedback surveys
- Business sentiment monitoring through direct feedback (may also be an indirect measure in some cases)
- Service-specific feedback solicitations
- Voluntary, ad-hoc feedback provision such as online submission options that are always open

The formalization of these different mechanisms varies considerably across countries. Some countries have established laws which require agencies to obtain information on business satisfaction, complaints, and suggestions as the data inputs for policy and governance improvement (Acosta et al., 2017). These direct feedback mechanisms are also not exclusively applied in PPD processes but are often used more broadly to facilitate communication between business and government. With this purpose, though we take their applicability to PPD to be appropriate and transferrable.

The tools used to collect feedback can vary as well, often chosen to align best with the target audience's familiarity and business culture. Channels might include:

- SMS-delivered prompts for the business user to respond to
- Utilizing an application downloaded to PPD participants' phones or tablets. This can serve as both a designated communication channel, but also to facilitate the PPD specific data collection which can be submitted remotely by participants and automatically aggregated to a PPD database
- Emailing polls, surveys, prompts for the business user to complete
- Social Media engagement and feedback solicitation by government, either within a private group of PPD member organizations or open for public viewing for all community members to review government questions as well as business responses. Use of social media in this context can help create a better image of agencies, making them appear more approachable and transparent (Magro, 2019; Špaček, 2018).
- Depending on internet connectivity and/or difficulty in gathering feedback, mobile data collection tools (often implemented on a smart phone or tablet), may be deployed by PPD managers to meet with businesses in-person but who can use the data collection tools to log feedback and responses digitally, allowing feedback to be uploaded and automatically integrated with other responses to a centralized database (Wille and Roberts, 2015).

Running through each of these direct feedback mechanisms is the concept of crowdsourcing, the sourcing of ideas, insights, and feedback (among other things) from a large number of stakeholders, made much easier due to technology-enabled data collection processes (Gigler and Bailur, 2014). The large-scale collection of information and opinions is designed to take advantage of the 'wisdom of the crowd' in order to arrive at efficient and stable policy equilibriums (while noting the continual revision and improvement process as an important aspect to this).

Compared to direct feedback mechanisms, indirect feedback in its simplest form, is the government's review of revealed behaviour – such as the extent businesses are registering or paying taxes, the amount businesses engaged in cross-border trade, etc. In the scope of this review however, technology-enabled indirect feedback in PPD tends to take a highly data intensive approach (typically

utilizing machine learning and AI), scraping data from various online sources to analyse and recognize patterns from which policy makers can seek to address or inform decision-making. Examples of this approach include social media sentiment analysis to review trends of discussion topics, key issues, solutions, etc. In this case, businesses using social media implicitly participate in policy design and evaluation. A similar approach is recognizing Google search trends, as searches reveal topics of interest to internet users. The indirect approach of course comes with its own unique risks as businesses may be sensitive to having their communications mined. While this could be partially mitigated through government transparency of its processes, certain contexts likely will not allow for such indirect data mining. Magro (2012) also notes that while governments may have to balance the extent of their indirect feedback collection, there is general recognition of the importance of in some way reacting systematically to the feedback that businesses may provide through social media outlets.

PPD initiatives may use a combination of direct and indirect feedback mechanisms. For example, the Education and Environmental Ministries of the Dutch government noted their ability to complement and sometimes contrast findings from either type of feedback mechanisms, as people may be more likely to share certain types of information in different contexts (Bekkers et al., 2019; Welby, 2019).

Considerations when developing a technology-enabled feedback tool

The development of a technology-enabled feedback tool within PPD, effectively mirrors the process of PPD design in general, as described previously by Herzberg and Sisombat (2016). Here we provide more details with particular focus on feedback and the use of technology for collecting data.

Initial contextual considerations

There are several initial questions to be addressed before development of a technology-enabled tool. The first involves understanding the context of use. Tetyora et al. (2017) provide a breakdown in Table 2 of necessary considerations to ensure successful implementation of the tool.

Table 2: Contextual factors for consideration

Private sector context	Public sector context	Country context	Project context	Tool context
Readiness of the private sector to engage in giving feedback (both attitudinal and practical, e.g. mobile phone/email coverage)	Readiness of the public sector (in this case agencies involved)	Overall agenda and pace of reforms, at least in the area where the feed-back mechanism is planned	Project capacity to support the client	Accessibility

History of the private sector providing feedback (how, how often, with what results). What in their view did not work	Understanding of what feedback mechanisms are and how agencies should apply them	Economic development – priority areas for economic development	Does the project have enough expertise to help implement the selected tool? Can this expertise be mobilized on time?	Usability (how easy is it to use by businesses and by inspectors?) and Durability
Private sector role in reform process – do they take part? How active are they in defending their rights?	What mechanisms have been used be-fore, why they have not been successful (understanding of the causes of failures)	Business environment most burdensome areas according to business	Does the project have enough resources (financial, human, time) to dedicate to implementing the selected tool?	Ability to build add-ons over time and Possibility to connect with existing similar tools
Private sector contribution – what resources they are ready to contribute to the tool development	Agency's capacity to service the selected tool once it is launched (finances, people, institutional)	Business demographics (to help decide on pilot's geography)	Can this experience be replicated else-where? Is this something that can improve institutional knowledge on the subject?	Time to develop
	Support from other involved public sector institutions whose decisions will be crucial for implementing the tool	Public and private sector computer literacy, internet coverage, mobile phone coverage, preferred means of communication		Cost (development and support)
		General government-business relations in the country		Fit-for-purpose

Source: Tetyora et al. 2017

Considerations in Designing the tool

Following an understanding of the context, the design of the tool begins with a series of questions (Acosta et al., 2017; van Ooijen et al., 2017). A sampling of these include:

- What is the purpose of the feedback tool?
- What type of data it should collect, in what way, and how often (including development of the questionnaire if applicable)? e.g. Developing a tracking system that monitors business feedback and complaints
- How will the data be collated, by whom, and who will have access to it? e.g. Establishing internal processes to handle comments, concerns or complaints, including possibly a point-of-service resolution mechanism.
- How will the data be presented? e.g. After reviewing comments, concerns and complaints, informing businesses of any changes made.
- How will the data be analysed and how often?
- How will the users access the tool – both for providing feedback and accessing the results? e.g. Ensuring the redress mechanism is accessible to the businesses.
- How to balance open accessibility and data confidentiality (as applicable)?
- What data should automatically be transformed into publicly available information?

With the above questions to guide the functioning of the tool, it is also important to design for the user experience and maximize effectiveness of its use in the hands of the businesses and government workers.

Service design can become complex with many potential tools to use including design research, ethnographic research, communications design, behavioural insights, among others. For example, behavioural insights notes 4 guidelines (Hallsworth et al., 2014) for design of such a feedback tool:

1. Easy – Make the tool easy to use
2. Attractive – Make the tool so that it draws in the users' attention and is appealing
3. Social – utilize social influences as possible such as referencing other users, including imagery, etc.
4. Timely- Make it so the tool is readily used when feedback is most relevant and fresh in their mind.

To help achieve appropriate service design, one of the most straightforward ways to do this is engaging the users themselves – in essence, seeking feedback for the design of a feedback tool. For example, in Kyrgyz Republic (Tetyora et al. 2017), consulting with the target businesses helped build buy-in and support as well as offered up opportunities to learn from the approaches they use to receive feedback from their own customers. This step also helps to make the design and selection of the tool more inclusive and consultative.

Building the Tool

Upon addressing these planning questions, the actual building and operationalization of the tool will require contracting a company to conduct the technical work. It is recommended to involve the IT company at the stage of the tool's selection to understand the technical features of each considered option.[3]

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[3] There are two main tasks the selected IT company needs to perform:

- Technical – the building/ programming of the tool, testing/piloting it in demo mode, launching and supporting its operation throughout its 'life' and potentially upgrade it on an as needed b

Piloting the feedback mechanism before the launch

Piloting the tool, prior to a full launch, will help create various learnings at lower cost, allow for initial feedback on the tool to be provided, and recognize issues to be addressed prior to the full launch to ensure success.

Launching and promoting the tool once it has been launched

Launching and marketing of the tool once launched is important for building awareness and a user base. For example, in Finland (OECD, 2016b), the services of the "E-participation environment" project were marketed to NGOs, civil servants and citizens through a marketing campaign that focused on the social media (Facebook, Twitter, Youtube, blog). In addition, the services were presented to the representatives of municipalities, ministries and other public authorities at various events. Different kinds of marketing materials were produced, e.g. brochures, stress balls and stickers.

Monitoring and Impact Measurement

In addition to the monitoring role that a feedback tool can play, monitoring and evaluation of the use and results of the tool itself are important for understanding how developments of the tool may be needed as well as understanding the types of positive and negative impacts that have resulted due to the use of the tool.

This requires defining key outcomes to measure upon launch. Considerations include:

- Are the outcomes measurable and quantifiable?
- Will the outcomes differ by user? Are there outcomes for private sector while others are for public sector? Further, are there outcomes that apply to sub-sets of the private sector such as SMEs?
- Are the sought-after outcomes realistic given the time, budget, and resources available to the project?
- Are the outcomes time-bound with a target date?

Risks in technology-enabled feedback for PPD

Risk of negative feedback

Despite the potential benefits described from a technology-enabled feedback process, this may pose a risk to governments who are concerned about technology highlighting the limits of government policy and capacity, and in the case of feedback in particular – the risk of understanding just how dissatisfied the private sector is (Hetherington, 2016). If this is considered to be a likely scenario, governments may resist implementing this type of technology. This does not mean the process should be abandoned however, as implementing technology-enabled feedback in smaller settings may still be adopted by governments – for example, at a municipal level or within a specific sector.

Inclusive PPD

While lack of inclusivity was previously noted as a risk in PPD, the same risk exists when moving to a technology-enabled data collection for PPD. Those businesses such as SMEs in rural areas that may have been less likely to participate in traditional PPD, may also be less likely to have the access or

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- Educational – it is important that IT specialists teach inspectorate staff how to operate the tool and how to analyze the results, as well as share other important knowledge to enable staff to work with the mechanism on their own or with little support from IT specialists.

capacity to participate in an internet-powered data collection process. This is important to consider when feedback data is collected and analysis begins because while the approach may feel objective and issue-agnostic, the sampling itself may have been biased in a way that analysis results will misrepresent the true experience in the economy (van Ooijen et al., 2019). Different tools can be used to mitigate this risk such as continued internet access growth, use of feedback mechanisms that require only SMS, or use of PPD delegates that can go into the field with mobile data collection tools to acquire data from those hard-to-reach groups. Further, inclusive feedback design can boost trust between public and private sectors as policy reform reflects the broader base of voices being heard.

Closing the feedback loop i.e. reporting back to the businesses how their feedback was used, what issues were identified and what responses are being taken, can help to mitigate the risk of low inclusion, as well as support the sustainability of the feedback mechanism in general (Wille and Roberts, 2015). While information to close the feedback loop can be provided potentially through the feedback mechanism itself, governments can also take a broader communication tactic by posting information on websites and social media, perhaps allowing for further business feedback to occur. This shows government responsiveness and accountability and also makes businesses more likely to continue to use the feedback mechanisms again if they feel the data was managed fairly and their voice was heard.

Data Privacy and Trust

A final risk of note is tied to the importance of trust previously mentioned. Tools for data collection run the risk of privacy infringement as well as feelings of a 'surveillance state' that has strong negative connotations for many citizens and businesses (van Ooijen et al., 2019). Should potential feedback providers feel their data is being mismanaged, not safe, or that too much information is being taken from them, dialogue may diminish, and distrust may grow. To help manage this, governments and PPD managers will need to ensure through transparency how the data is being used as well as the data privacy protections in place.

V.   Feedback and Digital government

A literature review on emerging technologies for feedback collection on public policies quickly leads to an array of resources documenting the rise of e-government, m-government and most recently, digital government. While this is a large subject, it is briefly included here to provide context for the bigger picture that technology enabled PPD could fit into. We will note a few basic aspects of a Data-Driven Public Sector (DDPS) while showing how it aligns with the PPD process.

Figure 2: The Transition from an Analogue Government to a Digital Government

Source: Mickoleit, 2014

As shown in Figure 2, the transition from E-government to Digital Government is differentiated primarily by moving from 'user-centred' approaches to 'user-driven' approaches. E-government that provides services to citizens and businesses are widespread around the world, ranging from online business registration to online tax payments. However, moving to a 'user-driven' approach requires the use of feedback loops, and when applied at the scale of an entire economy, this necessitates the use of **technology to best capture feedback**, and technology to manage and analyse the data that is captured. As a result, the use of a technology-enabled feedback process in PPD aligns with the digital government approach as detailed by the van Ooijen et al. (2019). The appendix to this report provides greater details on digital government and the components of a DDPS.

Figure 3: Government Data Value Cycle
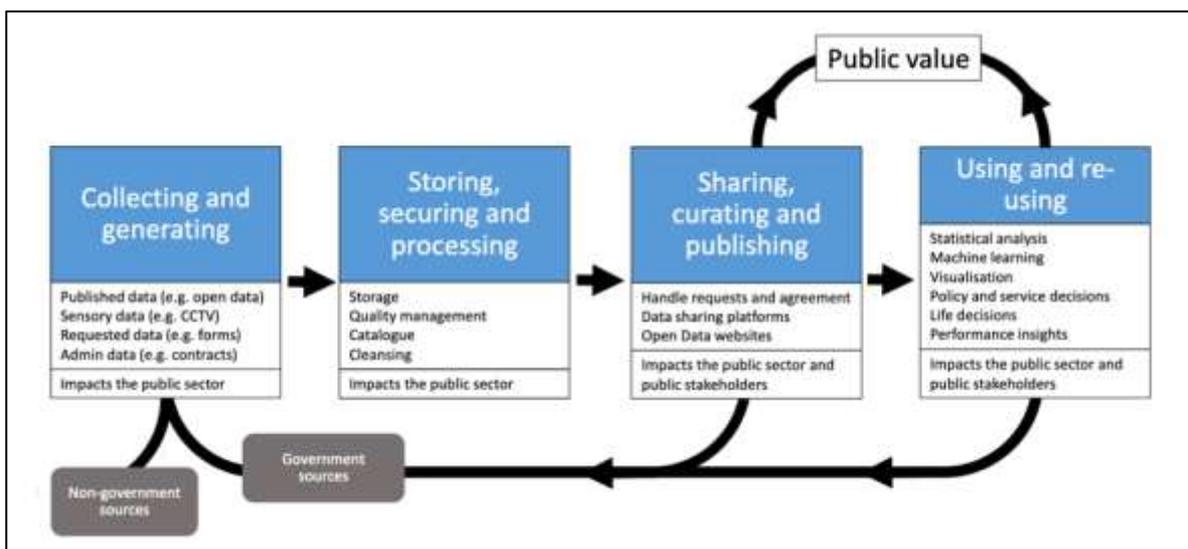
Source: van Ooijen et al., 2019

The government data value cycle (Figure 3) is structured to manage the process of collecting data, turning this data into information, and then analysing this information to gain knowledge of the relationships of variables in the data. This knowledge is then directed towards decision-making in

government. As decisions are made, the cycle returns to its starting point, generating a feedback loop as data is being gathered on the new decision so that new knowledge may be generated, and policies further improved upon. Figure 3 shows the general steps of this cycle, what happens at each step, as well as when outputs of each step either progress forwards or loop backwards.

Box 6: Feedback Loops
Feedback loops can be reinforcing or balancing. A balancing loop promotes stability of a system while reinforcing loops support growth and evolution. The recognition of where these loops exist helps to understand the behaviour of the system more broadly and why certain behaviour has occurred.
Source: McBride et al., 2019

Technology-enabled PPD as a component of the Government Data Value Chain

Data collected in PPD feedback can be managed and utilized in the setting of the data value chain to maximize its use and effectiveness. Key to the use of both DDPS and PPD with technology is the integrated analysis of data concerning businesses impacted by a policy (van Ooijen et al., 2019).

Better analysis using more data and more up-to-date data can serve to boost public productivity by enabling deeper policy evaluations as well as, and perhaps more importantly, moving policy evaluations from one-time irregularly conducted activities to regularly recurring and near continuous processes.[4] This capacity boost from technology and data management leads to a revamping of the government data value cycle (Figure 3). Where once insights and learnings were missed, and communication with businesses either non-existent or focused on elites, the government data value cycle can help government "enhance their capability to gather insight on existing policy problems and different stakeholders; foresee new trends and needs; design and adapt innovative policy approaches; monitor the activities undertaken and policies implemented; and efficiently manage resources (financial, time, human and material) to address policy challenges" (van Ooijen et al., 2019). The values of integrating the PPD value chain with the government data value cycle, often align with the benefits of PPD. Through integration with the data value cycle, the benefits of PPD feedback could be expanded. Table 3 shows benefits of using the data value cycle with the PPD value chain.

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[4] This potential capacity necessarily requires robust data governance, appropriate data sharing, and trustworthy data management. This important aspect is considered beyond this scope of this review. Further discussion can be found in van Ooijen et al., 2019

Table 3: Value added from integrating the Data Value Cycle and the PPD Value Chain

PPD Value Chain (using the OECD 5 stages)	Value-added from the Data Value Cycle
Early-stage in the development of regulations	Crowdsourcing ideas from wide audience
Later-stage in the development of regulations	Facilitating rapid feedback on drafts and sharing inputs
Implementation	Functional exchange of information as per regulations. Shared ownership of the technology supporting the reform.
Ex-post evaluation of regulations	Facilitating Feedback, Data analysis through machine learning and AI for numerous insights
Review of Regulatory policy	Data visualization, Rapid communication to stakeholders and decision-makers

As Welby (2019) notes, instead of silos of policy design, service delivery and operational management, an integrated approach can be pursued, and the data value chain can be that glue that binds them together. When government takes a 'data-driven' approach such as this, it elevates the importance of insights from service delivery to inform management, and how management can better inform policy design. The data can help highlight issues, and with analysis[5], help the government better understand how it can help businesses (van Ooijen et al., 2019).

Figure 4, shows the authors' elaboration of how the PPD value chain and Government Data Value Cycle align and can benefit each other. The visual shows that while the two processes can exist on their own, their objectives are aligned. With the growing interest in technology enabled PPD, the alignment with a DDPS will serve to better support the sustainability of the PPD initiative, given it will be less isolated from other government processes, and less susceptible to funding shortfalls, collapse from donor exits, and greater opportunity for replication in other areas and sectors of the economy.

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[5] Tools such as Artificial Intelligence and machine learning will be important in managing large scale analysis and driving the effectiveness of the feedback mechanism.

Figure 4: Integrating the PPD Value Chain and the Government Data Value Cycle with Emerging Technologies
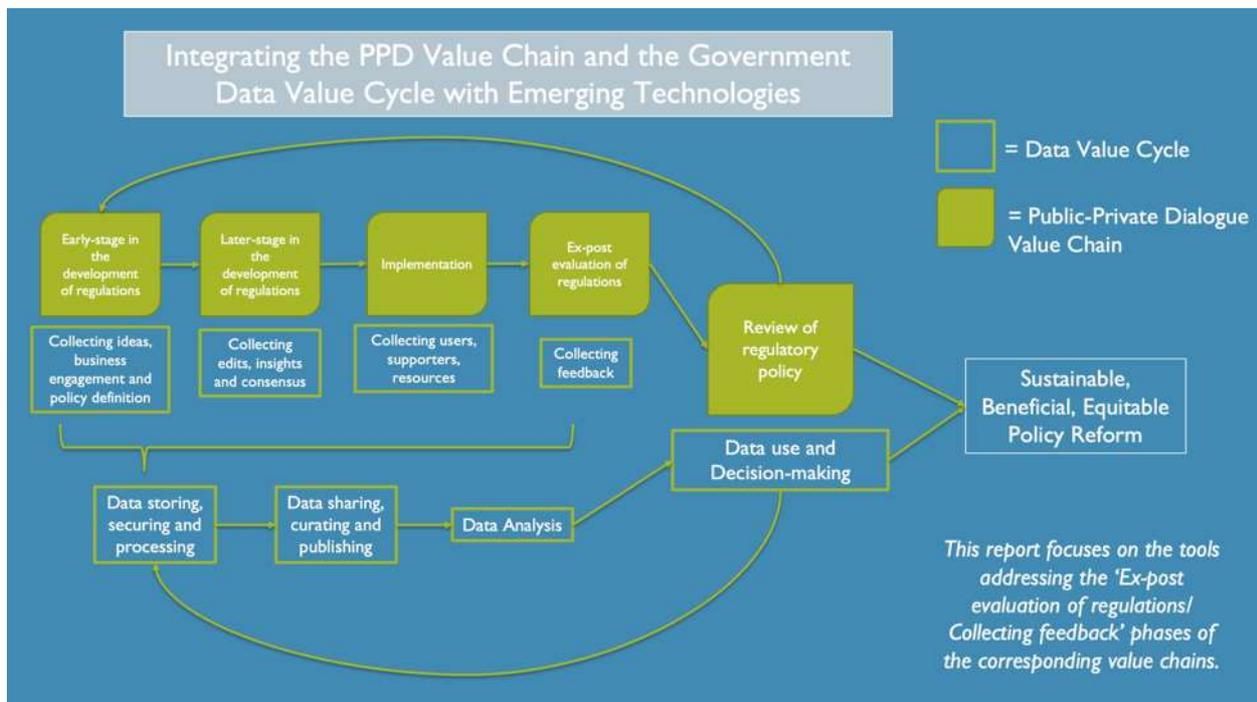
Source: Authors own elaboration

The following section will take this understanding of technology-enabled feedback in PPD and review a selection of case studies for understanding the tools in place and outcomes experienced.

VI.   Case Studies

Case Study Summary

To help depict the concepts described in previous sections, a series of case studies are included here, each describing a different type of technology enabled PPD and feedback mechanism to support policy reform. Many cases were reviewed for their suitability with the purpose of this note. Those selected were to be representative of various geographies, approaches, income levels, and tool purposes.

Cases reviewed to date that include technology-enabled feedback mechanisms and for use between government and businesses tend to be weighted towards middle- and high-income countries such as Denmark, the United Kingdom, Australia, etc. There are also more numerous cases that focus on technology facilitating citizen feedback rather than business feedback. As a result, we include one of these here, from the UAE, to show both its implementation but acknowledge how a business-oriented feedback tool could mirror many of the same features. We also see examples of feedback mechanisms that are less a part of what we could consider a standard PPD process, but are codified, implemented annually, and could be aligned with a PPD process. The case of Macau is such an example and is included here briefly.

The cases discussed include:

PPD Consultation Platforms with citizens and businesses

- Macedonia – ENER consultation platform
- Finland - otakantaa.fiis "Have your say" consultation platform

Feedback tools

- Macau Special Administrative Region – Government agencies collect annual, voluntary feedback from the public
- United Arab Emirates - Citizen-focused "Your Voice" webpage for summiting feedback including show the results of that feedback
- Kyrgyz Republic – tool for businesses to provide feedback on inspections

Table 4: Case Study Summaries

	Macedonia	Finland	Macau Special Administrative Region	United Arab Emirates	Kyrgyz Republic
Tool	Online consultation platform for drafting and revision of policy	Online consultation platform for drafting and revision of policy	Annual feedback survey	Webpage and App for feedback on all government services	Email-linked web-based survey for businesses following inspections
Channels	Web portal	Web portal	Web-based	Webpage and mobile application	Email and web portal
Target Audience	All private stakeholders – businesses, citizens, civil society	All private stakeholders – businesses, citizens, civil society	All private stakeholders with a focus on citizens	Citizens	Businesses
PPD Value Chain	All stages of value chain, although most used in later-stage drafting	All stages of value chain, but most prominently used in early-stage drafting	Review of Regulatory policy	Review of Regulatory policy	Ex-post evaluation of regulations, Review of Regulatory policy
Public-private Interaction represented	Informative, Consultative	Informative, Consultative	Informative, Consultative	Informative, Consultative	Consultative

Feedback typology represented	Suggestions, Monitoring	Suggestions, Monitoring	Monitoring	Complaints, Suggestions, Monitoring, Satisfaction	Complaints, Suggestions, Monitoring, Satisfaction
Data Value Cycle Components	Collecting, Storing, Sharing	Collecting, Storing, Sharing, Analysing, Using	Collecting, Storing, Sharing, Analysing, Using	Collecting, Storing, Sharing, Analysing, Using	Collecting, Storing, Sharing, Analysing, Using
Key Insight	Internal methodology for monitoring public consultations is important	The success of e-consultation depends less on the technology, as it does how well-defined the consultation process was established	*[unknown]*	*[unknown]*	It is essential to secure client commitment and ensure the mechanism is an improvement on the preceding system
Outcomes	Number of website visits increased from 29,000 over a period of 4 years (2009-2012) to over 90,000 in 2014.	By January 2016, 354 projects or initiatives had been started although a full impact evaluation has not been conducted	*[unknown]*	Quantified outcomes are unclear but outcomes for each consultation are posted for the public viewing	Two more inspectorates have joined the feedback mechanism since its launch, up from the one that piloted it.
Challenges	Use of the platform is often avoided by policymakers	The platform has yet to be widely adopted	*[unknown]*	*[unknown]*	Low uptake of tool by businesses, and no initial improvement in the relationship between businesses and inspectors

For each of these cases, it is important to note how they are feedback mechanisms developed through legislation and regulation – not just a temporary PPD initiative. This type of legislative development may be the type of policy that donors would seek to help create – instilling a culture of continuous improvement facilitated through feedback mechanisms built into the government's structure.

Macedonia: Online Consultation Portal

(Sources: Gapikj-Dimitrovska, G. & Lazarevski, G., 2015; Open Government Partnership, 2016; OECD, 2019b)

Tool Description and Context

An online PPD consultation portal was launched in Macedonia in 2009 – the National Electronic Register of Regulations (known as 'ENER' for its title in Macedonian). ENER is a platform for all members of the business community, including chambers of commerce, business institutions, as well as managers and employees of all companies. Members of civil society and citizens also have access to the platform.

The ENER and the Regulatory Impact Assessment (RIA) procedures have had continued political support of the government on the highest level, through the cabinet of prime minister while it is hosted and administered by the Ministry of Information Society and Public Administration. ENER includes all ministries and other government-level legislation creators, but it does not include the Parliament and its law-making procedures.

Prior to 2009, the PPD process in Macedonia was an irregular and fragmented process resulting in low trust and little transparency. In many cases, a public-private consultation would not occur, and regulations were difficult to understand and follow. In response to this situation the government developed ENER as a national-level mechanism to help the business community become an active participant in the legislative process. Along with ENER a series of procedures for public servants were established to manage the legislation drafting process. This included requiring that all law drafts and proposed changes that occur as well as reasoning for the changes are published on the ENER and made accessible to any company, media group or citizen. ENER users such as individual businesses can then submit proposals and comments regarding the published draft laws with comments being registered, answered including an explanation for whether the suggestion was accepted or declined. This includes publishing all comments for others to view. Checks and balances are in place and include tracking responsibility of responding to comments submitted as well as requiring that no law changes can occur without having gone through the ENER process.

Outcomes

The number of visitors of the ENER portal commenting on new legislation proposals is the best illustration of this achievement: from 29,000 hits over a period of 4 years (2009-2012) to 60,000 in 2013 and over 90.000 in 2014.

Challenges

Despite the formal requirement to conduct public private consultations on ENER, it is common practice for government acts to be adopted through an 'urgent procedure' i.e. without consultation. In 2016, approximately 70% of laws in Macedonia were adopted in this manner. For those laws that did include a consultation process, the quality of the consultation appears to differ from ministry to ministry based on interviews undertaken with SMEs and consultations may occur but may not be published on the ENER for others to see. (OECD, 2019b). According to the review, only four ministries announced consultations for a total of 13 laws in 2016, compared to 2015, when five ministries announced a process for revision or adoption of 94 laws.

Civic participation has also improved only marginally. Draft regulations are published on ENER during the final stage. When the government adopts them, there is usually very little space for influence. While there is a statutory obligation to publish notices at the start of the deliberation, the IRM review of the platform found inconsistency in their publication, and they were often published only in the final stage, along with the draft legislation (Open Government Partnership, 2016).

As a result, use of the platform both by government and by citizens and other stakeholders is a challenge. Core to this issue is building and supporting trust. The business community needs to believe that the public sector will honour their promise and stay committed to the process.

Lessons learned

Based on implementation thus far, the government has seen the need to:

- Extend the minimum period for consultations beyond the current 10 days
- Introduce internal methodology for monitoring public consultations, and publish an annual report on the findings
- Publish information from government sessions on adopted legislative proposals, conclusions, and recommendations.

Finland: Online consultation platform for PPD

(Source: OECD, 2016b; OECD, 2018)

Tool Description and Context

In Finland, an online consultation platform was developed in 2001 to enhance and promote dialogue between the public administration and the citizens and businesses of the country. The platform is called otakantaa.fiis "Have your say". The platform is most frequently used at the early stage in the development of regulations. However, the platform can be used in all stages listed above. The idea is for the platform to be flexible and simple, so that it can be used for various purposes. The government structures and moderates the discussions. More than 90% of consultation projections are started by government.

The ideas and experiences collected through the platform can be used in policy and regulation reform. The platform is most frequently used at the early stage in the development of regulations although it can be used at any stage of the PPD process.

Stakeholders participate via two different tools: discussion forums and web surveys. As a result, feedback varies between long and detailed comments, short opinions and votes signalling participants' agreement or disagreement.

The government has noted multiple benefits from the development of the platform and e-participation more broadly:

- Reaching larger groups of stakeholders
- Improved quality and effectiveness of drafting process
- Easy for businesses to use
- Multiple methods to participate
- Uniform processes

Outcomes

By January 2016, 354 projects or initiatives had been started although a full impact evaluation has not been conducted (OECD, 2016b). Anecdotal evidence shows the types of positive that can result. For example, a consultation project on housing included a survey with more than 6,000 participants and led to the publication of a recommendation on how certain problems in housing should be handled. It was published by the government together with NGOs working in the field of housing. However, a research project in launched in 2015 noted that results indicated that online consultation has yet to make a significant breakthrough in Finland although it has been used successfully in several law drafting cases.

Lessons learned

- The success of e-consultation or e-participation does not depend so much on the technology, but on the subject of consultation and how well-defined the consultation process was established. However, in the Finnish government's experience, the technology was readily blamed if the consultation was unsuccessful.
- Promoting and marketing of the platform is essential
- Every consultation should be well prepared, have a clear goal and a clear link to policymaking
- Commitment of the Administration and Government is important.
- Ensure the continuity of the platform: E-participation projects are often short-term experimentations, and when the original e-participation project (where the service and process is developed) finishes, it often means that the developed processes and services are also abandoned.

Platform development

The website was initially developed by a project group including researchers and legislative drafters. Various prototypes of the website were made public, and the general public could provide comments online at every stage of the project. The website was also tested with professional testers for user-friendliness and accessibility.

The latest version of the platform was created within six months. Implementation is an ongoing process.

The newest otakantaa.fi version cost an estimated 80,000 euros. It also needed one full-time staff member who worked as product owner/project manager. There is also need for staff to support with marketing/education along with a marketing budget.

Macau Special Administrative Region: Annual, voluntary feedback

(Source: Acosta et al., 2017)

Tool Description and Context

In Macau, Government agencies that have adopted the Quality Charter Program are required to conduct a citizen satisfaction survey at least once a year. While this is not necessarily a new use of technology in PPD, it is representative of the types of private-public feedback mechanisms that exist, and provides an example of an institutionalized, government-owned approach.

Most government agencies conduct the survey annually. The duration of the survey can last from several months to a year, which is determined at each agency's own discretion. According to the Public Service Website, at least the five metrics below are assessed during the feedback collection process:

- Degree of convenience: Whether an individual or entity can easily and quickly receive a service provided by the agency.
- Employee conduct: Whether an individual or entity is treated with respect in an active, professional, and timely manner.
- Environment and facilities: Whether the equipment installed by the agency gives citizens a sense of comfort and convenience.
- Internal process: Whether the services provided to citizens undergo an internal process based on the principles of justice, impartiality, and reasonableness.
- Overall satisfaction: Whether the services provided by the agency satisfy citizens' requirements and intention.
- In addition to the questions developed under the above-mentioned five metrics, each agency has the discretion to develop questions relevant to its specific operations or programs.

Data Value Cycle

In addition to collecting feedback from service recipients, agencies will analyse the results of the citizen satisfaction survey, compose a report on the survey, and publish the report on the centralized Public Service Website and each agency's official website annually. The report generally includes a brief introduction of the survey, a presentation of the results, an analysis of the results, a trend analysis, suggestions on improvement, and next steps to pursue. Further assessment and review of how the findings from the survey have lead to improved policy-making would serve to further our understanding of how different types of tools can be best utilized.

United Arab Emirates: Feedback tools for Citizens

(Source: Acosta et al., 2017)

Tool Description and Context

The Information and eGovernment Sector of the Telecommunications Regulatory Authority manages a web page called "Your Voice" which collects citizens' feedback at the national level. It is accessible through the official web portal of the UAE government, Government.ae. From this page, feedback may be provided through the UAE Federal Feedback Gateway or through other available channels, including a consultations page that allows agencies to elicit feedback specific to programs and policies under consideration. UAE government agencies use requests for consultation to keep the public informed and consult them on issues that may affect them, using the feedback obtained as input in decision-making processes related to agency policies and services. Consultation requests have an opening and closing date. Those dates are determined by the government agency requesting citizens' feedback.

To complement the "Your Voice" web page, the government also connects with citizens through government-sponsored social media channels, including Facebook, Twitter, and Instagram as well as a live-chat feature, the eGovernment forum, and the eGovernment blog to facilitate communication with its customers.

Feedback typology

The government requests feedback in two forms: 1) consultations, and 2) suggestions. For consultations, the web portal Government.ae gives citizens the opportunity to respond to questions in surveys issued by different federal government agencies concerning specific services provided by those agencies on a "Consultations" web page. In comparison, requests for suggestions are more general and consist of three possible formats: (1) suggestions, (2) compliments, and (3) customers' executive or administrative remarks (complaints)

Data Value Cycle

Collected feedback is protected by the intellectual property protection laws of the UAE. The Ministry of Cabinet Affairs has also stated that it is committed to respecting the privacy of citizens who provide feedback. Further, stored feedback may only be used for non-commercial purposes. The federal government provides UAE citizens with online access to collected feedback. Such information is posted on Government.ae under "Outcome: Decisions Taken." Feedback is also visually depicted on the website through diagrams.

Kyrgyz Republic: Business Feedback on inspections

(Source: Tetyora et al. 2017)

Tool Description and Context

Businesses in the Kyrgyz Republic have long suffered from excessive inspections. Inspections coverage as of 2016 was at about 70% and typically did not use a risk-based approach when selecting

businesses for visits. Businesses have also traditionally been left out of the PPD process and which led to an absence of trust between public and private sectors as well as implementation gaps and non-compliance. To help manage the implementation gap, the Kyrgyz Republic implemented a pilot of an ICT-enabled feedback mechanism allowing businesses to submit feedback on their recently completed inspection. The new tool was launched in December 2015. The new feedback mechanism is embedded in the www.proverka.kg portal—a government portal for processing inspections.

Data Value Cycle

The mechanism works as follows:

1. Inspectors collect the email addresses of all businesses they visit as part of planned inspections.
2. After each inspection, an email is sent automatically to the business inviting them to complete a short online questionnaire. Each link sent to a business is unique.
3. The system processes the results of the received feedback instantaneously.
4. Data is aggregated and is presented quarterly on the portal in chart form.

Outcomes and Challenges

As this implementation was a pilot project with one inspectorate, an initial goal was to see the tool's use expand to other inspectorates. And within 2 years of the launch, two more inspectorates have begun to use the tool as well. Interest from other agencies has also begun to grow.

In terms of results from use of the tool itself, a quarterly analysis of the operation is conducted and in 2016 noted:

- Businesses have had a low response rate to the questionnaires sent to them following inspection
- Inspectors and businesses require specialized training to effectively use the tool
- The quality of the interaction between businesses and inspectors has not changed significantly, with a poor quality of service being noted.

Lessons learned

1. In order to collaborate effectively, commitment of both public and private sectors involved is required, especially when using a new tool. To help ensure this commitment, Kyrgyz Republic noted the importance of picking a project champion, using qualitative and quantitative techniques to build the case in support of collaboration, build support within both public and private sectors – not just public sector, recognize how context will influence level of commitment of both parties. Further getting representatives of public and private sector to declare and show their commitment will help instil greater trust in the tool and improve its sustainability. For example, the Ministry of Economy was involved in the development of the tool to ensure officials understood the benefits of the tool, how it could be used to improve functioning of their agencies, as well as ensure agencies will implement the tool effectively and ensure sufficient resources are made available for the tool (in addition to external resources).

2. There is a need to maintain focus on the outcomes sought and how the feedback mechanism is supporting that. Steps to help ensure the desired outcomes are realized include making the tool

simple to use, make sure to learn from the private sector, promote the tool heavily, and publicize feedback to close the feedback loop.

3. While the new tool has not resolved all issues with implementation, it has helped created a more transparent inspections process and has elevated the role of businesses in reform design. It has also brought greater attention to government accountability and continuous professional development needed to maintain and improve quality of government services.

VII. Takeaways

Summary of findings from case studies

- **Technology is not a panacea**. There are often underlying relationships that must be managed, contextual factors that will limit the use of a new technology, as well as a series of design and management considerations that must be effectively addressed so that the process behind the technology works (i.e., the public servants managing feedback received, analysing feedback, publishing results, etc). Development of a new tool comes with a series of new responsibilities as well. Still, technology can be used to reduce transaction costs and form new relationships, allowing for more feedback collection and more effective policy reform processes. When the number of potential stakeholders is numerous, technology can serve to minimize the transaction costs of reaching and hearing from these stakeholders whether that be all citizens in an economy or a select group that is otherwise hard to reach, such as rural, small-scale farmers.

- **There is no 'one-size-fits-all'.** Given the varying contexts and outcomes sought, a single tool is not necessarily readily transplanted into different economies. For example, if trust in the government is low, a perfectly functioning tool owned by the government may have little uptake and not support PPD as desired. When reviewing cases in other countries, it is important to recognize how the tool may be modified if it were transplanted into a different economy.

- **PPD has significant opportunity to be supported and facilitated by technology**. Many of the challenges of PPD such as inclusion of more stakeholders, transparency of processes, sharing results of consultations, etc. are at least partially managed through the use of technology.

- Based on the case studies reviewed, **direct feedback mechanisms are the most commonly integrated tools** in a PPD process via surveys, questionnaires, direct consultations. While other indirect methods exist, their use may be less specific to a given policy reform or provide high-level context for the need of a reform but not necessarily guide language of a reform.

- **Cases reviewed tend to use technology for the less intensive 'informative' and 'consultative' levels of public-private interaction**, suggesting an untapped opportunity within the more intensive 'dialogue' and 'partnership' levels. Future development may allow for accessing these more intensive interactions through the same tools and create a deeper connection between public and private sectors. The less intensive levels of interaction are also representative of the still young and partially developed steps taken towards creating a data-driven public sector.

Alignment with a DDPS is in many cases already happening without recognition of it, but as a result, approaches are more likely to be siloed and less integrated into all aspects of policy reform.

Principles/approaches for the use of emerging technologies to improve PPD

Technology-enabled PPD serves the aim of creating a more responsive government, generating effective policies. This is accomplished through tools that involve businesses throughout the design and delivery of a policy, working with businesses to accommodate their needs, and importantly, reconsiders the design of government to be 'user' driven (Welby, 2019).

The development and use of technology for PPD should follow the steps of:

1. Contextual review
2. Technology, Service and User design
3. Build the technology
4. Pilot the technology and accompanying processes
5. Launch and Promote the technology
6. Monitor and Measure the impact

This is likely not a linear process - steps will often be returned to as additional learnings are identified, challenges experienced, and further technological advancements developed.

Features of technology enabled PPD

There are several qualifications that should be met to ensure successful use of technology within a PPD context.

a) Transparency
b) Process-oriented
c) Ease of use
d) Business Capacity and Access (e.g. internet connectivity)
e) Government capacity to manage feedback mechanism
f) Inclusivity
g) Trust
h) Anti-corruption protections
i) Alignment of incentives for private and public sectors to utilize the tech as intended (considering political economy)
j) Formative and summative evaluation of the PPD tech

As the number of qualifications not met increases, there is increased likelihood that the tool will not be widely adopted and lead to limited policy reform and feedback provision.

Future PPD Development Considerations

Role of Donors in fostering, implementing, managing and exiting

For donors interested in supporting PPD that integrates technology – it may be worth considering what e-government and/or digital government initiatives already exist in the country/region of interest and then pursuing an understanding of how those initiatives might be expanded to

incorporate business feedback mechanisms for integration with a potentially already existing PPD process. In this way, donors may serve to help connect the dots of initiatives and process already in place, but as of yet have not been connected in a way that allows for feedback collection. For example, donors may support on a survey of existing practices in a country and support in designing data architecture that is not a standalone service but is integrated in the broader government's data architecture. So, while an initial technological implementation may be for an existing sector-specific PPD initiative, it can, as much as possible, be oriented to allow for future expansion and integration with other PPD initiatives, the government's existing data management, and the desired expansion of the digital government so as not to require duplication of efforts. In this way, the support of a technology-enabled feedback mechanism for a given PPD initiative may serve as an important case study and learning experience that allows for replication and expansion. This can support the sustainability of the initiative as well, as Wille and Roberts (2015) note that while donors may help initiate a pilot project, keeping the design of the pilot aligned with the future potential scale-up is important. Donors may fund the design, development, and deployment of a feedback mechanism, but ongoing investment in staff and technology will be required to administer the system, manage data, analyse data and develop reports on findings.

Expanding citizen-oriented technology-enabled feedback to businesses

Based on this literature review, citizen-oriented tools tend to be more common than those designed for businesses and are becoming increasingly sophisticated, app-based, and user-friendly (Peixoto and Fox, 2016). In the UAE for example, the government recently launched a 'mystery shopper'[6] mobile application (Tabrez, 2020). This is a nation-wide platform for all citizens to evaluate their journeys in the use of federal services, providing anonymous feedback via the mobile application including the opportunity to make suggestions for how the service experience could be improved. Review of the extent these types of tools can be pivoted to better incorporate businesses may serve as a first step for further business engagement.

Future research needed

There is a need to elicit and aggregate more details on specific technology implementations to support PPD, and feedback from businesses more specifically. In response to this need, we have drafted a questionnaire (attached) that can be shared with appropriate PPD or government representatives to better understand the tools they use, their challenges and successes, and the outcomes from having used those tools.

Understanding the extent purported outcomes are achieved is crucial for building the case in support of technology-enabled PPD. If the challenges and risks of analogue PPD are not better managed in practice through digital processes, the case for investing in them will be minimized. For example, evaluations of tools will need to consider the extent the technology makes the process more inclusive, as would be hoped. In some cases, the use of technology may serve to highlight disparities

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[6] In mystery shopping, businesses or governments can ask anonymous individuals to take part in a shopping or service experience, without the business or government knowing, and provide feedback on the experience. This can serve to complement the development of a journey map or identify other consumer/citizen preferences.

rather than minimize them by providing data on those who are and are not participating. In these cases, there is further recognition of the additional investment needed in other parts of society, but if capital is already limited, these disparities may continue regardless.

Further consideration of unintended outcomes is also needed as much of the literature to date is based on theorized, beneficial outcomes from technology based PPD process. But what are the potential negative effects in the short and long-term, if any? For example, will certain jobs become irrelevant in both public and private sectors? Does a more technology-based approach to dialogue bypass the role of business membership organizations in managing dialogue with the government for its members? Do technology-based communication channels lend themselves to briefer, less in-depth discussion, such that in-person (or video calls) are still an important complementary feature for detailed policy design? Or will it completely supplant the traditional analogue dialogue processes? Additional research into the uses of technology-enabled PPD in different contexts, different levels of e-government and digital government development, and different economies will help to answer these questions.

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IX.   Appendix: Details on Data-driven Public Sector

Challenges in DDPS Development (van Ooijen et al., 2019)

OECD notes four challenges governments face in developing a DDPS:

1. The first of these concerns the availability, quality and relevance of data. Without quality data the effectiveness of DDPS will not be realized. Characteristics to be met include:
    a. Accuracy and precision
    b. Comprehensiveness and clarity
    c. Consistency and integrity
    d. Design of metadata
    e. Completeness
    f. Uniqueness and relevance
    g. Timeliness
    h. Validity
2. The second is sharing data internally – management of data can be an important consideration when developing a tool for collecting data. Moving and accessing the data from multiple points may be required for analysis, publication, storage, etc.
3. The third set of challenges concerns the skills and capabilities that governments need to make the most of data. Database management, collecting data in a useable format, and the analysis itself can each become time intensive and highly skilled tasks.
4. Privacy and transparency are both important to all parties involved, leading to a balance of risk management between the two qualities.

Managing the different roles

There are six roles involved in implementing a data-driven public sector:

- the data subject
- the data producer/provider
- the data controller
- the data processor
- the data analyst, and
- the public decision maker

Accounting for these roles and assigning responsibilities to each role will insure a tool to collect new data will be used appropriately. This can also help recognize where existing capacity and skills exist within the government implementing the technology tool, such that the new tool may be fit into the existing work of an already established team of data analysts, for example.

Build from existing networks

Development of spaces for businesses to voice their ideas and concerns may be difficult, but **governments would be advised to maximize their use of existing networks and existing spaces.** This means considering existing PPD arrangements and how technology could be further integrated and aligned with broader government data systems. This can also mean recognizing the partnerships that can be formed or furthered with business groups.

Six dimensions of digital government

The transition to a digital government is a large process and can be characterized by six dimensions. In the body of this note we discuss the second dimension, data-driven public sector, and how technology-enabled feedback can align with it. However, we recognize there are five other dimensions that are important to consider.

1. Digital by design—Government services and processes are designed to be digital from the outset, not just as an add on feature.
2. Data-driven public sector—Data can forecast, shape, respond and broadly help understand business and citizens' needs.
3. Open by default—Principles of disclosure, transparency, integrity, accountability and participation are used throughout government.
4. User-driven—Businesses and citizens drive the government's approach, not the other way around.
5. Government as a platform—an ecosystem where public servants are equipped to support and interact with citizens, businesses, civil society and others.
6. Proactiveness—government anticipates, and is always moving forward.