

FACTORS MOTIVATING THE ADOPTION OF E-GOVERNANCE IN OYO STATE, NIGERIA

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ABSTRACT

The introduction of Information Communication Technology (ICT) into government practices has generated new method of governance i.e. electronic governance (e-governance). E-governance has been discovered to have numerous advantages ranging from promoting transparency in government transactions, effectiveness and efficiency in government processes. Considering the advantages of e-governance in public service, it is important to find out those factors that will motivate government agencies to adopt e-governance. This study seeks to access these factors within Oyo State government agencies. Previous studies have attributed problem in the adoption of e-governance to e-readiness, infrastructure and institutional problems but didn't look at both internal and external processes of the government in relation to how it motivates the adoption of e-governance. The study aimed to assess the perception of public servants on both the internal and external factors that motivate government agencies to adopt e-governance, as well as identify records and information management practices within government agencies. Twenty out of forty-five Oyo State government agencies were purposely sampled. At each agency, questionnaire was administered to seven purposively selected management and senior staff. A total of 134 copies of the questionnaire were used for the analysis. Data was analysed using percentages and Freidman mean rank. Result showed that public servants perceived inter-departmental coordination and cooperation (mean=3.77) as the highest internal motivating factor and government responsibility in education (3.65) as the highest external motivating factor for the adoption of e-governance, and the least records and information management processes are digitising information (2.79) and public access to information (3.19). Based on the findings, the study recommended creation of awareness about e-governance within the public servants, introduction of information technology related courses for public servants to leverage their computer literacy skills, and

effective records and information management within the government agencies.

Key words: Information Communication Technology (ICT), E-governance, Public servants, Nigeria, Oyo state

Introduction

E-governance according to the World Bank (2005) describe processes by which government agencies use information technologies (IT) to transform how they interact with citizens as well as business organisations. This is further explained by the United Nations Department of Economic and Social Affairs (2005) as the use of ICT within public administration to bring optimum improvement in how government carry out its internal and external functions, services delivery, public administration and good governance.

In the traditional setting, all government transactions take place in physical structures, that is, offices, but with the evolution of ICT in governance, transactions between citizens and the government might no longer be “venue-determined” as most of these interactions and business operations can be through the Internet, personal computer (PC) at home or workplace or service centres closer to the client. This ICT-aided improvement in governance usually start from having a vision (by a person, an organization or body), developing strategies and carrying out these strategies using a well-developed action plan which must be well assessed, such assessment is that of the internal and external motivating factors for e-governance adoption in Nigeria. Internal motivating factors are those factors that enhance internal government operations while external motivating factors are those that promote relationship between government and the citizens. This study therefore accessed both internal and external factors that motivate the adoption of e-governance as well as the record and information management processes which will help to connect both internal and external functions of the government with specific reference to the government agencies in Oyo State.

Statement of the Problem

Information and communication technology is crucial to development and requires that government agencies fully harness its potential. Studies such as United Nations (2004, 2005) attributed problem in the adoption of e-governance to level of government e-readiness with reference to web measure index, telecommunication infrastructure and human capital index. Ifinedo (2006) identified the following: institutional problems, human capital problems and, infrastructural as problems facing e-governance growth in Nigeria. Ngulube (2007) referred to lack of readiness on the part of government as the problem hindering the adoption of e-governance, but none of these studies looked at factors that relates to internal government operations as well as external motivators that promote relationship between government and the citizens. This study therefore seeks to fill this gap by looking at the perception of public servants with relation to both internal and external factors motivating the adoption of e-governance in Nigeria.

Research Objectives: the main aim of this study is to assess factors motivating e-governance adoption, thereby identifying the various obstacles and opportunities to e-governance adoption thereby devising a path for future actions. The specific objectives are as follows:

- (a) identify factors from within the organisation that will motivate government agencies to adopt e-governance
- (b) find out government-to-citizens related factors from outside the organisation that will motivate government agencies to adopt e-governance
- (c) identify how government agencies carry out their record and information management practices?

Research Questions

The following questions were raised in the study:

- 1: What is the perception of the public servant on internal motivating factors for e-governance?
- 2: What is the perception of the public servant on external motivating factors for e-governance?
- 3: How do government agencies carry out their record and information management practices?

E-Governance in Nigeria

During the military era in Nigeria which lasted for about 20 years, several attempts were made to develop information technology without success. This was as a result of lack of honesty and faith in various policies and programmes initiated by the military (Emadoye, 2002). Although, the use of ICT actually started in Nigeria in the 1950s, it was only limited to print and electronic media such as radio and television (Tiamiyu, 2005). In 1992, the ICT initiative was further enhanced with the establishment of National Broadcasting Commission (NBC) and the Nigerian Communication Commission (NCC). NCC was able to achieve some success by licensing private operators, commencing from 1993 but the NBC could not function until 1997, when few wireless operators were licensed.

In March 2001, the Ministry of Science and Technology came up with the National Policy on Information Technology. This led to the establishment of the National Information and Technology Development Agency (NITDA). NITDA serves as a bureau for implementing IT policies (Ajayi, 2003; Olatokun, 2006). A major focus of the policy is the development of local capacity for the production of software solution for the private and public sectors of the economy. Although, major IT projects are still being awarded to foreign companies and the coordination of IT in Nigeria has been ineffective, when compared with other countries of the world (Emadoye, 2002).

According to a report in the *Daily Sun* (2004), government transactions at all levels and tiers in Nigeria are characterised by high level inefficiency, low service quality, wastage and redundancies. Thus, different government transactions are seen to be defective. For example, inadequate tax collection system, non consumer-centred services, high-level fragmentation and duplication of records, incomplete execution of planned improvements, and low accessibility to government information by the public have characterised the country's public service. Also, the Nigerian public service is becoming characterised by slow and inefficient output; a product of corruption, lack of transparency in government transactions and a large percentage of clerks and administrators engaged in routine jobs that could be made more efficient if mediated with ICT.

It has been observed that with the current public sector reforms, which have placed emphasis on privatisation, deregulation, monetisation of benefits, anticorruption acts and initiatives for improving due process and transparency, little may be achieved if government businesses continue to be conducted the old way (*Daily Sun*, 2005). Also the author explained that e-governance will help government enhance its image, provide an environment where it is easier to comply with rules and regulations, help the government to decentralised power, improve decision-making processes and, utilise resources in value-added activities. Therefore, emphasis on the commitment of Nigeria administration to conclude the reforms and reorientations in the civil service, will involve use of ICT to drive economic transformations in all the sectors, from education to primary healthcare, agriculture, solid minerals development, tourism and virtual libraries. It was affirmed that the government, through NITDA, will streamline and standardize all issues related to ICT and e-governance applications at the federal level, including minimum standards to be met by each ministry or agency (Stakeholders Conference, 2004) as Nigeria is currently setting the stage for the adoption of e-governance.

Research Design

A survey of public servants was carried out in twenty (20) state government agencies within Oyo State. The descriptive survey design was adopted for this study. The survey evaluated the following:

- a) Perception of public servants towards internal motivators of e-governance adoption within Oyo State government agencies.
- b) Perception of public servants towards external motivators of e-governance adoption between Oyo State government agencies and the citizens.
- c) What records and information management practices do government agencies carry out in Oyo State?

This study sought to determine the effect of each of the above-mentioned factors on the adoption of e-governance, as well as predicts possible practical means towards achieving e-governance in the state.

Study Population

In Oyo State, there were forty-five (45) government agencies as at the time of this study. This includes fifteen (15) state ministries and thirty (30) parastatals and commissions/ boards (Appendix 1). Purposive sampling technique was adopted for sample selection. Twenty (20) agencies were purposely sampled with the aim of selecting the agencies with large population of public servants, and agencies that also provide more services to the citizens. The sampled population included ten (10) ministries and ten (10) parastatals and commissions/ boards. Below is the list of sampled government agencies:

1. Ministry of Education
2. Ministry of Science and Technology
3. Ministry of Information and Culture
4. Ministry of Finance, Budget and Planning
5. Ministry of Women Affairs, Community Development and Social Welfare

6. Ministry of Works and Transport
7. Ministry of Justice
8. Ministry of Establishment, Training and Poverty Alleviation
9. Ministry of Agriculture, National Resources and Rural Development
10. Ministry of Land and Housing
11. Ibadan Solid Waste Management Authority
12. Water Corporation of Oyo State
13. State Universal Basic Education Board (SUBEB)
14. Auditor-General (Local Government)
15. Auditor-General (State Government)
16. Broadcasting Corporation of Oyo State (BCOS)
17. Post-Primary School's Teaching Service Commission (TESCOM)
18. Oyo State Management Information Centre
19. Oyo State Printing Press
20. Oyo State Hospital Management Board

From each agency, seven management/ senior staff was purposively selected in order to ensure adequate representation from each of the following categories of officials: (i) Director of Planning, Research, and Statistics; (ii) Assistant Director of Planning, Research, and Statistics; (iii) Head of the Records Registry; (iv) one Computer Analyst/Data Processing Officer; (v) one administrative officer, (vi) one accounting officer, and (vii) one confidential secretary. This is because the perception of these categories of staff matters in the process of adoption of any innovation (such as e-governance) within public service. Table 1 below shows the categories and the corresponding cadre of public servants selected to participate in the study. It should be noted that public servants with levels 06 and below were junior staff and were therefore excluded from the study.

Table 1: State Public Service Post, Level and Cadre of Civil Servants

Post	Level	Cadre
Director (Federal)	17	Management
Deputy Director/ Director States	16	Management
Assistant Director	15	Management
Chief (Information, Administration, Executive, Programmes Analyst, etc.) Officer.	14	Management
Assistant Chief (Information, Administration, Executive, Programme Analyst, etc.) Officer.	13	Management
Principal (Information, Administration, Executive, Programmes Analyst, etc.) Officer.	12	Senior
(Only applicable in Health sector)	11	Senior
Senior (Information, Administration, Executive, Programmes Analyst, etc.) Officer.	10	Senior
Information, Administration, Executive, Programmes Analyst, etc.) Officer Grade I	09	Senior
Information, Administration, Executive, Programmes Analyst, etc.) Officer Grade II	08	Senior
Information, Administration, Executive, Programmes Analyst, etc.) Officer.	07	Senior

Source: Oyo State Scheme of Work (2005).

Oyo State was used as a case study for this research because of its long history in public service and for being one of the oldest states in south western Nigeria. Oyo state, usually referred to as ‘the pacesetter state, was carved out of the old Western Region, one of the three regions created by the Macpherson Constitution of 1954. In 1963, the Mid-Western Region, constituting the present Edo and Delta states, was carved out of the Western Region. In 1967, the Western Region was renamed Western State. The state creation exercise of 1976 led to the creation of Ondo and Ogun states from the Western State, and what remained of the State was called Oyo state. In 1991, Osun State was carved out of Oyo State.

Oyo State covers a total of 27,249 square kilometres of landmass and is bounded in the south by Ogun State, in the north by Kwara State, and to the west, it is bounded by Ogun State and partly by the

Republic of Benin. It is bounded in the east by Osun State. The state comprises of people of the Yoruba ethnic group, who speak Yoruba language (Oyo State Record, Ministry of Information and Culture, 2004).

Data Collection Instrument

The instrument for data collection for this study is questionnaire. The instrument was adapted from the questionnaire developed by the UNDESA (2005). For this study, there are four (4) sections (1) general information about participating public servants e.g. years in public service, grade level, position etc, (2) perception of public servants on various internal motivating factors for e-governance adoption, (3) perception of public servants on various external motivating factors for e-governance adoption, and (4) record and information management practices within the state government agencies. Section 1 contained five (5) items, section 2 contained thirteen (13) items and two open ended spaces for “others” in case the respondents know of any other internal motivating factor(s) not mentioned in the section. Section 3 contained eleven (11) items and two open ended spaces for “others” in case the respondent(s) know of any other external factor(s) not mentioned in the section. Section 4 contained eight (8) items. All responses with ‘other’ options did not revealed unique factor(s) apart from the ones already identified in the study.

Two types of analysis were performed; first, frequency analysis of responses to different questions in the questionnaire was done. Friedman Mean Rank was used to compare the rating of related variables in terms of the responses from the public servants. The Friedman test compared the frequency with which each variable in a set of related variables received the different types of responses (e.g. Very Low, Low, Medium, High, and Very High or Very Poor, Poor, Good, Very Good, and Excellent. A high Friedman mean rank implied that the variable is of high significance.

Results and Discussion

Research question 1: What is the perception of the public servant on internal motivating factors for e-governance?



Figure 1: Motivating Factors for Internal Government Operations (N=134)

Results from figure 1 show respondents' perception about motivating factors for internal government operations. The Friedman mean rank as illustrated in figure 1 showed the level of acceptability of each

variable as the motivating factor for internal government operations. Out of the thirteen (13) variables listed in the questionnaire, 'Inter-departmental coordination and cooperation' had the highest mean rank (3.77) and was therefore the most acceptable internal motivating factor for e-governance adoption. This was followed by "Improving efficiency and effectiveness of government operations" (3.56), 'Internal communication/ information flow' (3.55). Along the way, in a descending order, other variables were filled out as "Record keeping; search and archiving data", "Improving information base for decision making", 'Cost savings', 'Increase public safety', "Improving communication between the political and administrative process", "Freedom of information", "Prevent corruption", "Increase government flexibility", 'Having integrated information systems', and 'Alignment with international or regional standards or cooperation frameworks'.

Considering the responses of the public servants and the frequency (Appendix 2) ascribed to each internal motivating factor, it was observed that the level of public servants perception to e-governance was very low. It was seen from the result that only one variable attracted a percentage that was barely over 60%, that was 'Inter-departmental coordination and cooperation'. A total of 61.7% of the respondents saw 'Inter-departmental coordination and cooperation' as a high motivating factor for internal government operations. Four (4) out of thirteen (13) internal motivating factors were supported by 50% of the respondents as 'high and very high' internal motivating factors, these are ; (1) Inter-departmental coordination and cooperation (2) Improving efficiency and effectiveness of government operations (3) Internal communication/ information flow (4) Record keeping, search and archiving data. The remaining nine (9) factors were regarded as high motivating factors by less than 50% of the respondents. These findings agreed with findings from other authors, for example 'Improving efficiency and effectiveness of government operations' agreed with findings from Kumar (2003) who mentioned that e-governance initiatives have brought effectiveness and efficiency into government transaction.

The result shows that the perception of public servants in Oyo State about the internal motivating factors is low. This was seen as a threat to the take off e-governance, since half of the management/ senior staff had a low perception of motivating factors for internal government operations. This is because, all the thirteen (13) motivating factors are important to the adoption of e-governance. For example, 'Improving communication between the political and administrative processes' is an important reason for the government to adopt e-governance. This is because; e-governance should promote communication between the administrators as well as political office holders, this will promote transparency and accountability and also promote public trust (Ngulube, 2007). Also, 'Increase government flexibility' has been found to be of high relevance to the adoption of e-governance (Curtin, Sommer and Vis-Sommer, 2003; Siew and Leng, 2003). 'Having integrated information systems' is of paramount importance to the adoption of e-governance by government agencies (Layne and Lee, 2001), so also the 'Alignment with international or regional standards or cooperation frameworks' (Kumar, Mukerji, Butt and Persaud, 2007; Banerjee, and Chau, 2004).

Research question 2: What is the perception of the public servant on external motivating factors for e-governance?

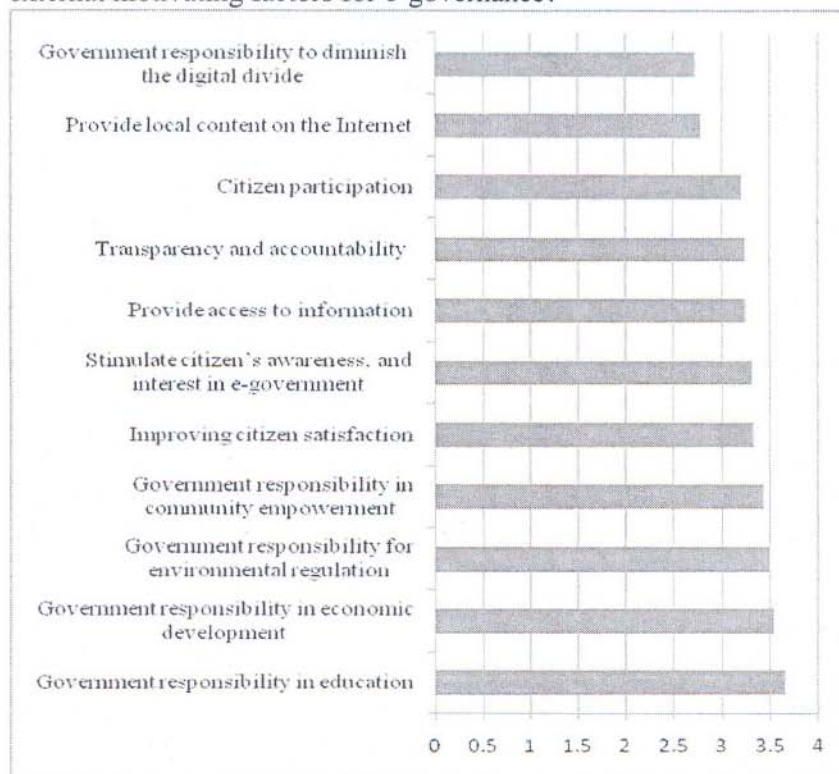


Figure 2: Motivating Factors for Relationships between Government and the Citizens (N=134)

Results from figure 2 show respondents' perception about external motivating factors for the adoption of e-governance by government agencies in Oyo state. The Friedman mean rank as illustrated in figure 2 showed the level of acceptability of each variable as external motivating factor for the adoption of e-governance. Out of the eleven (11) variables listed in the questionnaire as external motivating factors for the adoption of e-governance, 'Government responsibility in education (as a means to generate creativity and promote

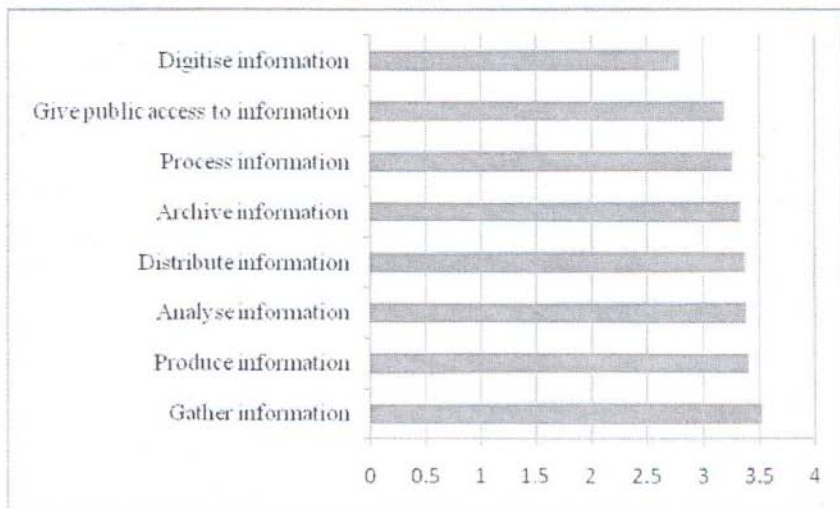
knowledge acquisition, thereby enhancing the population's quality of life) had the highest mean rank (3.65) and was therefore the most acceptable external motivating factor for the adoption of e-governance by the State. This was followed by 'Government responsibility in economic development' (3.53), followed by 'Government responsibility for environmental regulation' (3.48). Other factors less preferred by the respondents in descending order include 'Government responsibility in community empowerment', 'Improving citizen satisfaction', 'Stimulate citizen's awareness and interest in e-governance', 'Provide access to information', 'Transparency and accountability', 'Citizen Participation' in governance, 'Provide local content on the Internet', while 'Government responsibility to diminish the digital divide' was least preferred.

According to the responses of the public servants and the frequency (Appendix 2) ascribed to each external motivating factor, it was observed that the level of public servants perception to e-governance was very low. It was seen from the result that only three (3) factors attracted a percentage that was barely over 50% (in terms of 'high and very high' ratings), these are; 'Government responsibility in education' (57.2%), Government responsibility in economic development' (51.9%), followed by 'Government responsibility for environmental regulation' (51.1%). The remaining eight (8) factors were regarded as high motivating factors by less than 50% of the respondents. This shows that the perception of public servants in Oyo State about the external motivating factors is low. All the eleven external motivating factors are important motivators of the adoption of e-governance in Nigeria.

External factors that are less perceived as important by the respondents are also factors that cannot be overemphasized in the adoption process of e-governance. As supported by other studies, 'Government responsibility in community empowerment' has influence on the adoption and use of e-governance (McNutt, 2004), other factors has also been supported as factors that are important to

e-governance adoption, such as ‘Improving citizen satisfaction’ (Kumar et al, 2007), ‘Stimulate citizen’s awareness and interest in e-governance’ (Heath, 2000), ‘Provide access to information’(Guo and Lu, 2005; Heath, 2000), ‘Transparency and accountability’ (Wong and Welch, 2004). Kumar (2003) mentioned that e-governance initiatives have promoted transparency and accountability, reduced corruption and also increase government revenue. ‘Citizen Participation’ in governance (Guo and Lu, 2005; McNutt, (2004)), ‘Provide local content on the Internet’ (Quirchmayr, Funilkul and Chutimaskul, 2007), and ‘Government responsibility to diminish the digital divide’ (Sipior and Ward, 2005)’ are all important factors in the adoption of e-governance.

Research question 3: How do government agencies carry out their record and information management practices?



According to the result using the Friedman mean rank government agencies in Oyo state give least preference to ‘digitising information’ (2.79) and public access to information (3.19). This shows that government agencies within the state have given less preference to the citizen access to information and digital information processing.

These are important in bridging the gap between internal government operations (internal motivators) and interaction between the government and the citizens (external motivators).

A little above 50% of the respondents said their agencies gather information in a 'very good and excellent' manner (Appendix 2). Considering other issues of information management, more than half the responding public servants said their agencies do not produce, analyse, distribute, archive, and process information in a 'Very good' and 'Excellent' manner. Less than 11% of the respondents ascribed the mark of excellence to their agencies in giving public access to information, while 5.4% said their agencies digitise information excellently (Appendix 2).

Recommendations

Based on the findings of this survey, it was recommended that government should promote human resource development. This could be in form of IT education such as short-term courses or training alongside office duties. Since public servants perception about e-governance is low, there should be proper orientation and awareness about e-governance. This could be in form of seminars and other programmes that would improve the perception of public servants towards e-governance. Also, various programmes that will popularise e-governance should be put in place for example; seminars and talk shows on television should be embarked upon. Involvement of other media such as radio and newspapers, which are widely patronized by both the public sector officials and the populace at large, should be employed by the agencies.

Considering the whole essence of e-governance, which is to improve government transactions within different arms of government, and between the government and the citizens, it is of paramount importance that government agencies make effort to digitise their records and also make efforts to improve public access to information as this will improve transparency and accountability of the government which consequently will make the government win public trust. Government agencies should also improve on other information management practises by using IT to gather, produce, analyse, distribute, achieve and process information.

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Appendix 1: List of Government Agencies in Oyo State

Ministry of Information, Culture and Tourism
Ministry of Youth and Sports
Ministry of Establishment, Training and Poverty Alleviation
Ministry of Health
Ministry of Local Government and Chieftaincy matters
Ministry of Finance, Budget and Planning
Ministry of Agriculture, National Resources and Rural Development
Ministry of Education
Ministry of Science and Technology
Ministry of Environment and Water Resources
Ministry of Women Affairs, Community Development and Social Welfare
Ministry of Works and Transport
Ministry of Commerce, Industry, and Cooperatives
Ministry of Justice and Lands
Ministry of Housing and Survey

There are thirty (30) Parastatals, and Commissions/ Boards in Oyo State, they are as follows:

High Court of Justice
Auditor-General (State Government)
Auditor-General (Local Government)
Liaison Office (Lagos)
Liaison Office (Abuja)
Agricultural Credit Corporation of Oyo State
Broadcasting Corporation of Oyo State (BCOS)
Post Primary School's Teaching Service Commission (TESCOM)
Civil Service Commission
Local Government Service Commission
Pilgrim Welfare Board
Oyo State Sports Council
Housing Corporation
State Hospitals' Management Board;

Finance and Investment Company Limited (OSICOL)
Youth Development Council
Trans Assurance Company Limited
Rural Electrification Board
Water and Sanitation Project (WATSAN)
Trans International Bank
Water Corporation of Oyo State
Agency for Adult and Non-Formal Education (AANFE)
Oyo State Library Board
Oyo State Primary Education Board
Nigeria Security and Civil Defense Corps
Ibadan Solid Waste Management Authority
Oyo State Government Printing Press
Investment Monitoring Committee
Oyo State Independent Electoral Commission (OYSIEC)
Executive Secretary

- Oyo State Management Information Centre (This is under Governors Office)

Appendix 2: Frequency Distributions and Mean Scores**Internal Motivating Factors for E-governance Adoption (N=134)**

	Very Low %	Low %	Medium %	High %	Very High %	Friedman Mean Rank
Inter-departmental coordination and cooperation	0	6.0	32.3	40.6	21.1	3.77
Improving efficiency and effectiveness	2.3	15.9	25.0	37.1	19.7	3.56
Internal communication (information flows)	2.3	10.6	31.1	41.7	14.4	3.55
Record-keeping, search and archiving data	3.8	12.2	33.6	29.0	21.4	3.52
Improving information base for decision making	3.1	13.7	40.5	28.2	14.5	3.37
Cost savings	5.3	15.3	39.7	23.7	16.0	3.3
Increase public safety	6.0	17.3	32.3	30.8	13.5	3.29
Improving communication between the political and administrative process	3.0	16.5	43.6	28.6	8.3	3.23
Freedom of Information	4.5	17.3	39.8	28.6	9.8	3.22
Prevent corruption	10.0	13.8	36.2	24.6	15.4	3.22
Increase government flexibility	5.3	16.8	39.7	30.5	7.6	3.18
Having integrated information systems	9.2	21.5	35.4	24.6	9.2	3.03
Alignment with international or regional standards or cooperation frameworks	9.7	24.2	33.1	20.2	12.9	3.02

External Motivating Factors for E-governance Adoption (N=134)

	Very Low %	Low %	Medium %	High %	Very High %	Friedman Mean Rank
Government responsibility in education (as a means to generate creativity and promote knowledge acquisition thereby enhancing the population's quality of life)	2.3	10.5	30.1	34.6	22.6	3.65
Government responsibility in economic development	2.3	11.3	34.6	34.6	17.3	3.53
Government responsibility for environmental regulation	3	11.3	34.6	36.8	14.3	3.48
Government responsibility in community empowerment	2.3	13.7	37.4	32.1	14.5	3.43
Improving citizen satisfaction	3.1	15.4	37.7	34.6	9.2	3.32
Stimulate citizen's awareness, and interest in e-governance	6	16.5	33.1	29.3	15	3.31
Provide access to information	5.3	15.9	39.4	28	11.4	3.24
Transparency and accountability	7.5	17.9	32.1	28.4	14.2	3.24
Citizen participation	6	15	42.1	25.6	11.3	3.21
Generate and provide locally relevant content on	13.5	29.3	29.3	21.1	6.8	2.78

Factors Motivating the Adoption of E-Governance in Oyo State, Nigeria

the Internet						
Government responsibility to diminish the digital divide	10.2	29.7	40.6	15.6	3.9	2.73

Records and Information Management Activities (N=134)

	Very Poor %	Poor %	Good %	Very Good %	Excellent %	Friedman Mean Rank
Gather information	2.3	7.8	34.9	45.7	9.3	3.52
Produce information	3.8	9.2	43.1	31.5	11.5	3.40
Analyse information	0.8	15.4	39.2	34.6	10.0	3.38
Distribute information	1.6	13.4	41.7	33.1	10.2	3.37
Archive information	2.3	15.4	40.8	30.0	11.5	3.33
Process information	3.1	14.8	43.0	31.3	7.8	3.26
Give public access to information	6.2	19.2	34.6	29.2	10.8	3.19
Digitise information	8.5	34.1	32.6	19.4	5.4	2.79