

# **eGovernment Action Plan**

**Inclusive eGovernment ad hoc group**

and

**European Commission  
DG Information Society and Media  
eGovernment Unit**

**A roadmap for Inclusive eGovernment:**

**towards making all citizens, and especially disadvantaged  
groups major beneficiaries of eGovernment**

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# 1 Introduction and objectives

## 1.1 Introduction

This Inclusive eGovernment Roadmap has been developed by the Inclusive eGovernment ad-hoc subgroup established under the auspices of the eGovernment subgroup of the i2010 Strategy. The work of the ad-hoc subgroup and the roadmap are based on five main documents and statements (see also section 2 below):

1. The Declaration made by EU Ministers on eGovernment in Manchester, 24 November 2005, Manchester, concerning "No citizen left behind -- inclusion by design."<sup>1</sup>
2. The Directors General of Public Administrations meeting, 5-6 December 2005, Newcastle, concerning the accessibility of public sector web sites.
3. The "i2010 eGovernment Action Plan: Accelerating eGovernment in Europe for the Benefit of All", published in April 2006 and mandated the European Commission to support Member States' efforts to accelerate eGovernment for the benefit of all.<sup>2</sup>
4. The Council of the EU conclusions on eGovernment for all Europeans, in Luxembourg, 8-9 June 2006, which gave strong political support to the realisation of the objectives for eGovernment 2010 set by Member States and the European Commission in the "Manchester Ministerial Declaration" and the "eGovernment Action Plan". These conclusions reinforce the momentum which is already in place through the joint efforts of all stakeholders to realise the ambitious objectives for eGovernment by 2010.<sup>3</sup>
5. The Declaration made by EU Ministers on eInclusion, 11 June 2006, Riga, concerning "Inclusive eGovernment".<sup>4</sup>

One specific action arising from these documents and statements is for the European Commission to agree with Member States a roadmap setting measurable objectives and milestones on the way to making all citizens beneficiaries of eGovernment by 2010. To this end, three meetings of the Member States' representatives were held: 28 April 2006 in Warsaw, 13 June 2006 in Riga, and 28 June 2006 in Brussels. The final meeting to agree the Inclusive eGovernment Roadmap was on 8 November 2006 in Brussels.

The roadmap to 2010 presented in this document is articulated at broad level and will be worked out on the way to 2010 in more detail. The roadmap is proposed by the Inclusive eGovernment ad-hoc group on behalf of the eGovernment subgroup of the i2010 High Level Group.

## 1.2 Objectives

According to the follow-up to the Commission Action Plan<sup>5</sup>, the main objectives to be pursued by the Inclusive eGovernment Roadmap are essentially two:

- Fight the digital divide, countering digital exclusion when public services are provided online
- Use ICT-enabled inclusive policies thanks to new possibilities offered by eGovernment.

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<sup>1</sup> <http://www.egov2005conference.gov.uk/documents/proceedings/pdf/051124declaration.pdf>

<sup>2</sup> [http://europa.eu.int/information\\_society/activities/egovernment\\_research/doc/highlights/comm\\_pdf\\_com\\_2006\\_0173\\_f\\_en\\_acte.pdf](http://europa.eu.int/information_society/activities/egovernment_research/doc/highlights/comm_pdf_com_2006_0173_f_en_acte.pdf)

<sup>3</sup> [http://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/pressData/en/trans/89938.pdf](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/trans/89938.pdf)

<sup>4</sup> [http://europa.eu.int/information\\_society/policy/accessibility/eincl/policy/2006-riga/index\\_en.htm](http://europa.eu.int/information_society/policy/accessibility/eincl/policy/2006-riga/index_en.htm)

<sup>5</sup> "Inclusive eGovernment Roadmap: follow-up to the Communication eGovernment i2020 Action Plan", dated 4 April 2006, prepared by the eGovernment Unit.

Additionally, several secondary and supporting objectives were mentioned in the follow-up to the Commission Action Plan:

- Improve modelling and measurement of eGovernment demands by final users, identifying the differences in needs and patterns of use
- Disseminate information and identify good practices, to stimulate peer-learning and, where possible, convergent interventions by stakeholders.
- Facilitate coordination of policy actions across Member States, thereby improving coherence and exchange of information.
- At internal level, provide a coherent policy framework consolidating a number of ongoing and planned actions on ICT and other areas (employment, education, enterprise...), which one way or another affect eGovernment services demand by final users.
- Enhance structured cooperation with other DGs (EMPL, EAC, ENTR...), where DG INFSO could contribute with inputs on eGovernment aspects of various thematic initiatives.

The Inclusive eGovernment Roadmap also takes account of the options for administrative actions presented in the report on the “Analysis of European target groups related to inclusive eGovernment”, prepared by the European Commission on behalf of the ad-hoc subgroup.

### **1.3 Expected outcomes and instruments**

The follow-up to the Commission Action Plan<sup>6</sup> also articulates a set of expected outcomes and instruments likely to be used as part of the roadmap:

#### **Horizontal actions**

- ‘eGovernment observatory’ (to support the objectives above on understanding and dissemination of information). This does not need to be a specific functional entity, and is possibly better implemented through externally contracted targeted studies.
- Code of good eGovernment practices, e.g. on intervention approaches, eServices access and accessibility, etc. (to support the objective above on dissemination of information and peer-learning), to develop in consultation with Member States and other stakeholders.
- Refine benchmarking of eGovernment demand by final users, including an ‘eGovernment index’ (to support the objective above on measurement).

#### **Thematic actions**

Note, there must flexibility in the specific themes to be developed. The allocation and intensity of efforts will much depend on evolving political priorities, feedback from Member States and other stakeholders, cooperation with other DGs, etc. :

- Basic eGovernment services and contents which most directly contribute to quality of life, and thus must be promoted and monitored.
- Digital competencies, in particular looking for agreement on one or several ‘e-curricula’, but also other aspects of ICT for learning.
- Widespread access to advanced ICT networks and terminals, notably in continuation of national broadband strategies and work under the digital divide forum.
- Ad-hoc initiatives on socio-demographic groups, factors of inclusion/participation or relevant environments, e.g. the elderly, women, migrant groups, the disabled, education, geographical location (factors), public services, work, educational system (environments).

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<sup>6</sup> "Inclusive eGovernment Roadmap: follow-up to the Communication eGovernment i2020 Action Plan", dated 4 April 2006, prepared by the eGovernment Unit.

### **Political instruments**

According to the Action Plan<sup>7</sup> political instruments will cover :

- A common impact-oriented eGovernment measurement framework..
- In line with the i2010 benchmarking framework, benchmarking and case-based impact and benefit analysis based on common indicators from Member States' inputs in order to undertake strategic monitoring of the roadmap.
- Mechanisms to ensure the long-term financial and operational sustainability for sharing experiences, infrastructures and services.
- The 4th Ministerial eGovernment Conference, to be held in Portugal in 2007.

### **Financial support instruments**

- National MS programmes
- CIP (Competitiveness and Innovation Programme)
- R&D programmes
- Structural funds (European Social Fund and regional funding)
- Various programmes, e.g. eContent, eLearning, etc.

### **Legal instruments**

- Directives on universal services, containing articles on users with disabilities and other disadvantage groups), terminal equipment, public procurement, etc.
- Standardisation.

## **2 Member State and Commission statements on inclusive eGovernment, 2005-2006**

### **2.1 Ministerial Conference Declaration, Manchester, November 2005**

The Declaration made by EU Ministers on eGovernment in Manchester, 24 November 2005, Manchester, concerning "No citizen left behind -- inclusion by design."<sup>8</sup>

*By 2010 all citizens, including socially disadvantaged groups, will have become major beneficiaries of eGovernment*

*By 2010 European public administrations will have made public information and services more easily accessible through innovative use of ICT and through increasing public trust, increasing awareness of eGovernment benefits and through improving skills and support for all users*

Some of the key problems faced by socially excluded people can be effectively addressed by the imaginative use of ICT. Although such people are often the biggest users of public services, access, service design, personal capacity and disability, trust, skills, willingness and awareness can represent barriers when those services are delivered electronically. Inclusion is a key part of the i2010 initiative and eAccessibility, as defined in the recent Communication from the European Commission on this topic, represents an important example of how public services can be rendered more inclusive by design. Indeed, many examples are emerging where innovative use of ICT actually contributes towards inclusion rather than acting as a barrier.

ICT can help reach the excluded, particularly through multi-channel strategies. In the development of means to implement public policies, ICT has the potential to improve social inclusion, for example, through services designed to reach previously excluded groups, such as

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<sup>7</sup>

[http://europa.eu.int/information\\_society/activities/egovernment\\_research/doc/highlights/comm\\_pdf\\_com\\_2006\\_0173\\_f\\_en\\_acte.pdf](http://europa.eu.int/information_society/activities/egovernment_research/doc/highlights/comm_pdf_com_2006_0173_f_en_acte.pdf)

<sup>8</sup> <http://www.egov2005conference.gov.uk/documents/proceedings/pdf/051124declaration.pdf>

people with disabilities, and by making it easier for these groups to meet citizenship obligations and comply with the regulatory and legislative demands placed upon them. Networking technologies can also facilitate personal and community development. Therefore, when social and economic policy-makers grasp the full potential of ICT, creative policy can be inspired and designed to benefit the disadvantaged.

Ultimately, there are considerable macro-economic benefits to be gained from achieving greater inclusion and in order to realise these, we still have much to learn and would profit from sharing experiences and further developing the capability of policy-makers in this area. The benefits for society, the economy and for public administrations in reaching these targets are potentially very significant. These objectives and the associated benefits are therefore consistent with the Lisbon Agenda.

#### Related Actions

During 2006 Member States will work together to agree a roadmap for inclusive eGovernment objectives that synchronises, where relevant, with “i2010 ICT for inclusion” activities.

During 2006 and 2007, Member States will, through the European Public Administration Network, exchange experiences in developing policies which are inclusive by design, for example, in citizen-centric service delivery or the use of multi-channel architectures.

## **2.2 Directors General of Public Administrations on accessibility of public sector web sites, Newcastle, December 2005**

The Directors General of Public Administrations meeting, 5-6 December 2005, Newcastle, concerning the accessibility of public sector web sites.

The main topic of discussion in the eGovernment Working Group, during the UK Presidency, was eAccessibility, i.e. how to make online public sector services accessible and usable **for all**, and particularly inclusive to disabled users. Discussions were based around national experiences, following presentations on national approaches to this topic in Italy, the Netherlands and the UK and around the findings of a specially commissioned study into the accessibility of electronic public sector services across the EU and the various policies of Member States. The Working Group recognised the importance of eAccessibility within the developing multi-channel context, and the potential impact of a fully accessible online channel in achieving inclusion and service usability objectives.

The Directors General recommend that the UK Presidency send the eAccessibility Study to the European Commission pointing out the recommendations for action at the EU-level and to the relevant European industry associations pointing out the Study’s recommendations for industry. The UK Presidency should also send the Study to the World Wide Web Consortium.

The Directors General note the following recommendations resulting from the eAccessibility Study and eGovernment Working Group’s discussions on the Study as areas for their public administrations to consider:

1. Ensure that legislation and/or relevant national public plans are provided, by end 2006, that enable clear, measurable improvements in the inclusiveness of websites delivering public services. When considering such legislation and/or plans, public administrations might consider:
  - reviewing the available incentives (e.g. rewards and sanctions) related to the accessibility of public service websites; and
  - implementing “quick win” solutions to the most common problems identified in the eAccessibility Study

2. Improve awareness among policy-makers, content authors and content commissioners of the benefits of inclusive web design and the tools available to achieve this.
3. Ensure that government policy integrates applicable accessibility requirements into all public procurements of new website designs, major upgrades, authoring tools and content production.
4. Carry out regular monitoring of public sector websites in order to identify accessibility issues needing to be addressed.
5. Contribute to the work of existing EU groups and programmes related to eAccessibility and eAccessibility guidelines.

### 2.3 The eGovernment Action Plan: no citizen left behind, April 2006

The “i2010 eGovernment Action Plan: Accelerating eGovernment in Europe for the Benefit of All”, published in April 2006 and mandated the European Commission to support Member States’ efforts to accelerate eGovernment for the benefit of all.<sup>9</sup>

Inclusive eGovernment presents:

- The challenge of **fighting the digital divide**, countering digital exclusion when public services are provided online;
- The opportunity of **ICT-enabled inclusive policies** thanks to new possibilities offered by eGovernment.

ICT-enabled public services help to consolidate social cohesion and ensure that disadvantaged people face fewer barriers to opportunities. Government websites still have much to do to comply with eAccessibility guidelines. Users will continue to want channels other than the Internet to access public services, such as digital TV, mobile and fixed phone and/or person to-person.

Member States have committed themselves to inclusive eGovernment objectives to **ensure that by 2010 all citizens, including socially disadvantaged groups, become major beneficiaries of eGovernment, and European public administrations deliver public information and services that are more easily accessible and increasingly trusted by the public, through innovative use of ICT, increasing awareness of the benefits of eGovernment and improved skills and support for all users.**

The Commission will support Member States’ efforts to achieve these objectives, in line with the eAccessibility Communication and the agenda for eInclusion that is planned for 2008 as part of the i2010 ICT for inclusion policy. Based on this agenda, further specific action will be taken from 2008 onwards. The European Commission, in open partnership with Member States, the private sector and civil society and in coordination with European Public Administration Network (EPAN), will take the following specific action:

- 2006 Agree with Member States on a roadmap setting measurable objectives and milestones on the way to making all citizens beneficiaries of eGovernment by 2010.
- 2007 Set up with Member States a common and agreed guide that aligns eGovernment developments with the eAccessibility Communication.
- 2008 Issue specifications for multi-platform service delivery strategies allowing access to eGovernment services via a variety of channels, e.g. digital TV, mobile and fixed telephone and other interactive devices.

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<sup>9</sup>

[http://europa.eu.int/information\\_society/activities/egovernment\\_research/doc/highlights/comm\\_pdf\\_com\\_2006\\_0173\\_f\\_en\\_acte.pdf](http://europa.eu.int/information_society/activities/egovernment_research/doc/highlights/comm_pdf_com_2006_0173_f_en_acte.pdf)

Between 2006 and 2010:

- Research projects, deployment pilots, support from the Structural Funds where appropriate, policy studies and common specifications in related EC programmes will address users' needs and focus in particular on cost-effective solutions for personalisation, user interaction and multi-lingualism for eGovernment.
- Exchanges and sharing of practical experiences will be aligned with the exchanges of national experience in EPAN and focus on multi-channel strategies, inclusive policies and good practice solutions.

## **2.4 Council conclusions on eGovernment for all Europeans, Luxembourg, June 2006**

The 2735<sup>th</sup> Transport, Telecommunications and Energy Council of the EU meeting in Luxembourg, 8-9 June 2006<sup>10</sup> reached *inter alia* the following conclusions:

- Intensify the collaboration between public administrations at all levels across Member States, in order to ensure the creation, development and implementation of user-centered and inclusive services, in particular cross-border services or common access to appropriate national services for all EU citizens, whilst taking into account the principle of subsidiarity.
- Ensure an appropriate legal and organisational environment which stimulates the creation of accessible, inclusive, user-centered and seamless electronic services of public administrations across the European Union and wider ICT take-up in the public and private sectors.
- Focus on a sustainable approach providing public servants with the necessary skills and competencies to manage change and provide citizens, businesses and administrations with user-centric services leading to tangible benefits and improving quality of life.

## **2.5 Riga Ministerial Conference Declaration, June 2006**

The Declaration made by EU Ministers on eInclusion, 11 June 2006, Riga, concerning "Inclusive eGovernment",<sup>11</sup> agreed to promote inclusive eGovernment by:

25. Promoting and ensuring accessibility of all public web sites by 2010, through compliance with the relevant W3C common web accessibility standards and guidelines. Calling upon the private sector to do likewise, to consider accessibility principles from the outset of the web development process, and to develop the appropriate authoring tools and software.
26. Designing and delivering key services and public service policies in a user-centric and inclusive way, using channels, incentives and intermediaries that maximise benefits and convenience for all so that no one is left behind. Promoting user rights and obligations towards public administrations and regarding participation in democratic processes.
27. Disseminating user-centric security concepts to increase awareness of digital network and information security. In so doing, harness good practices, including from the private sector and civil society.
28. Ensuring that electronic documents are available in such a way that they can be used by people with disabilities in appropriate and where possible EU-wide recognised formats.

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<sup>10</sup> [http://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/pressData/en/trans/89938.pdf](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/trans/89938.pdf)

<sup>11</sup> [http://ec.europa.eu/information\\_society/policy/accessibility/eincl/policy/2006-riga/index\\_en.htm](http://ec.europa.eu/information_society/policy/accessibility/eincl/policy/2006-riga/index_en.htm)

29. Working together with the Commission to implement inclusive eGovernment, in line with the i2010 eGovernment Action Plan and the related Council Conclusions.

### 3 Issues for the inclusive eGovernment roadmap

#### 3.1 Inclusive eGovernment issues

There is already a lot of evidence that eGovernment can provide more inclusive services in an effective, appropriate and accessible manner.<sup>12</sup> eGovernment can make it easier for all citizens including the disadvantaged. eGovernment policies targeted at specific groups at risk of exclusion, such as younger people in situations of disadvantage, women, low-income, unemployed, retired people, older citizens, ethnic groups, the disabled, etc., can be successful, as long as they are accompanied by a focus on the eSkills of users and staff and on access and insight in where eGovernment can make a difference for them. For example, the inclusion of citizens by providing appropriate eGovernment services is able to promote fuller employment and thus higher employment rates by equipping disadvantaged individuals with appropriate skills and additional channels to access work, such as by disabled people working from home or in sheltered environments. It also promotes more employment opportunities through boosting the ICT sector.<sup>13</sup>

In addition to specific services and specific excluded groups, the evidence shows that eGovernment is most successful when coordinated widely across the public sector at different levels – European, national, regional, local – as well as requiring the constant commitment and synergy of the main relevant players: governments, private sector and civil society in its various forms. This results in improved cross public sector policies and coordination of social protection, care, and health systems, human capital investment and education/training systems, etc., supported by eGovernment. In appropriate contexts, this needs to be accompanied by international and cross-border eGovernment social inclusion initiatives.

First, ICT in this context need not be new or novel. Indeed evidence suggests that the majority of people prefer to contact public and private services using what is now a very sophisticated, if somewhat understated ICT device – the telephone. The more recent development of mobile phones has built on this popularity, and the fact that very high proportions of certain excluded groups now own mobile phones which provide enormous opportunities to improve contact, communication, and engagement with them. The services provided by a phone are identical whether an individual is calling from a castle or a caravan.<sup>14</sup>

Second, the ICT systems used to support socially excluded people are often ‘back office’ systems that support better service delivery by service providers. Innovative service delivery

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<sup>12</sup> For example, European Commission (2005) "e-Inclusion revisited: the local dimension of the information society", DG Employment, SEC(2005)206

[http://europa.eu.int/comm/employment\\_social/news/2005/feb/einclusion\\_en.html](http://europa.eu.int/comm/employment_social/news/2005/feb/einclusion_en.html); Stephanidis, C (ed.), (2001), User Interfaces for All - Concepts, Methods, and Tools. Lawrence Erlbaum Associates, Mahwah, NJ.; Prisma project(2003), Good Practice in eGovernment, eServices for all – treating all users equally, Strategic Guideline, European Commission IST 5<sup>th</sup> Framework IST Programme: <http://www.prisma-eu.org>; The Beep project (2003) "Social inclusion" in Best eEurope Practices deliverable D8.1: <http://www.beepknowledgesystem.org> and <http://www.beepsocial.org>

<sup>13</sup> European eSkills Forum (2004a), "eSkills for Europe: towards 2010 and beyond: synthesis report", European Commission DG Enterprise and Industry, September 2004:

<http://europa.eu.int/comm/enterprise/ict/policy/doc/e-skills-forum-2004-09-fsr.pdf>

<sup>14</sup> Office of the Deputy Prime Minister (2005) "Inclusion through innovation: tackling social exclusion through new technologies", Social Exclusion Unit Final Report, UK Government, November 2005, pp. 10-11.

systems that facilitate electronic information sharing, better management of information and electronic work management systems, are invisible to service users, except in the outcome of better services. By smart use of ICT the disadvantaged groups could get what they are entitled to, or just have less administrative formalities.

Such service delivery can thus include human intermediaries (whether formal or informal, or from the public, private or civil sectors) who deliver services using ICT to, or on behalf of, end-users who only experience a familiar human contact and a service fulfilled. We should focus too much on the intermediaries, inclusive eGovernment is about involving the disadvantaged and not the people who can help them.

Third, some of the more obviously present ICT hardware like telecare, CCTV security cameras, remote health monitoring, and smart cards, can provide immediate advantages to excluded people but do not require the user to have any technical knowledge or training to derive benefit.

### **3.2 Target Groups**

The factors for exclusion are varied. They can be financial, educational, related to unemployment, to geographical circumstances or there may be technical barriers to products and services. Addressing these factors in a systematic manner is essential for a fully inclusive Information Society.

Inclusive eGovernment is thus targeted at all groups that are at risk of exclusion from the Information Society, and groups that do not have equal opportunities to benefit from it. As already happens in several on-going actions, disabled and older people are obviously covered, but so are many other groups including those with low levels of education, low digital skills, the unemployed, ethnic minorities, people living in isolated areas, etc.

It are these groups which have extra trouble in trying to arrange their lives. Their situation means that they are confronted with overlapping rules, different agencies, an enormous amount of paperwork and filling in complicated forms.

The focus of the roadmap needs to be on citizens as individuals and in socio-demographic and community groups of various kinds. In order to facilitate this, taxonomies have been developed which reflect as much as possible actual user behaviour in day-to-day life situations, and the problems they face, in relation to fulfilling (or attempting to fulfil) their real needs. In order to address these factors in a systematic manner, the ad hoc subgroup has identified up to twelve generic types of disadvantage important for eGovernment, where the distinguishing factors are the socio-economic situation of the users themselves, and the problems they face:<sup>15</sup>

1. Families and children at risk, including single parents, violent families, large families
2. Young people at risk, including teenage pregnancies
3. Homeless, poor housing, frequent moving
4. Unemployment and job problems
5. Older persons
6. Disabled
7. Poor education and training, including low literacy
8. Criminal or other illegal behaviour (including ex-prisoners, substance abusers, etc.)
9. Victims of behaviour causing physical/mental suffering or damage (including of crime, domestic abuse, etc.)
10. Ethnic, cultural and language minorities, including foreigners, not all of whom are disadvantaged but eGovernment can increase their isolation
11. Geographically deprived, in disadvantaged areas due to poor infrastructures and/or low socio-economic development
12. Health and long term care disadvantages.

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<sup>15</sup> See the document ""Analysis of European target groups related to inclusive eGovernment: draft final report, 22 October 2006", prepared for the Inclusive eGovernment ad-hoc subgroup.

It should, however, be stressed that the purpose of the ad-hoc subgroup's work is not to develop a fully comprehensive taxonomy applicable in all situations, but to explore and illustrate different ways of defining disadvantage amenable to being tackled by eGovernment for the purpose of targeting action. Different countries have developed their own way to segment and target disadvantaged users, determined by their specific situation and need, and these will continue to be used. Some recognition of core group types, however, is advantageous when sharing experiences and implementing the roadmap and a general methodology for assessing where eGovernment can help the disadvantaged and with which measurement of the progress is also possible.

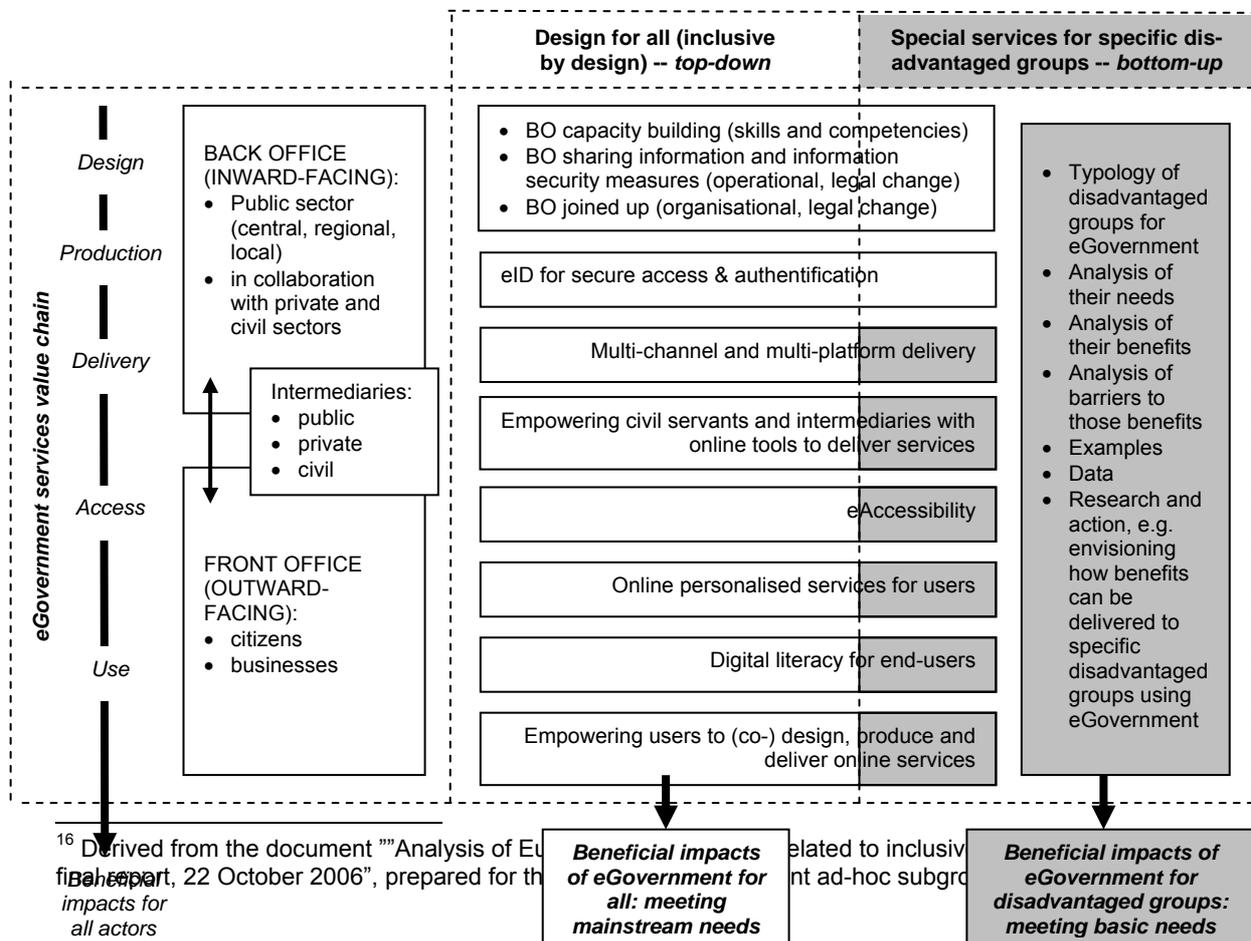
### 3.3 Issue focus

The figure below provides a synoptic map of the overall inclusive eGovernment terrain, summarising the main issues which the inclusive eGovernment roadmap will need to take into account.<sup>16</sup> There are two main dimensions. First, an eGovernment services ‘value chain’ which traces their design, production, delivery, access and use, and which should ultimately lead to some beneficial impacts. The second dimension consists of two main approaches to inclusion policy, firstly, universal design-for-all (or inclusive by design) which implies developing services from the outset (*top down*) which can be used by everybody regardless of whom they are. Secondly, providing specific assistance or services tailored to specific groups (*bottom up*) which, often building on design-for-all services, offers unique assistance and services to particular groups and which are not designed for use by everybody.

Given the potentially vast compass of inclusive eGovernment as described above, the ad-hoc subgroup in their work on developing and implementing a 2010 roadmap will focus only on the specific assistance or services for particular user groups, as shown in the shaded area on the right of the figure below. In relation to the value chain dimension, similarly the focus will only be on the interface between the back- and front-office and on the front-office, i.e. only on service delivery, access, use and benefits. Both design-for-all and back-office issues, although very important, have been subject to much previous analysis and would overwhelm the work of the ad-hoc subgroup if addressed directly in the current roadmap work.

The shaded areas of the figure below thus show the main focus issues. The particular issues mentioned are mainly those already identified in the eGovernment Action Plan and in the work of the ad-hoc subgroup. These are of course open to revision and further refinement as the roadmap is updated on the way to 2010.

#### Synoptic map of inclusive eGovernment terrain: key issues to be addressed



### 3.4 Overview of options for administrative actions

The options for administrative actions presented in the report on the “Analysis of European target groups related to inclusive eGovernment”, prepared by the European Commission on behalf of the ad-hoc subgroup, are based on an examination of the needs of twelve different types of disadvantaged group, the benefits that could be achieved by meeting these needs, and the barriers which block or reduce the benefits.

Although target group benefits appear to be relatively differentiated across the different disadvantaged groups, many barriers (though not all) are quite similar and can be subject to some generalisation. On this basis, it is thus also possible to suggest a series of options for action to tackle the barriers, and these can be conveniently grouped according to their position along the service value chain, respectively in relation to the supply side, the user interface and service delivery, and the demand side. These options for action are summarised in the following:

#### Supply-side options

- Undertake detailed behavioural studies of specific disadvantaged groups to better understand their real needs in real situations, both for government services generally and how ICT could support these. This could include examining existing evidence and case studies both of how particular types of disadvantaged users behave in their day-to-day life situations in relation to fulfilling (or attempting to fulfil) the needs they have, as well as examples of how this can be supported using ICT. This could also be married to a vision of how government agencies, in cooperation with both private and civil sectors where appropriate, can transform public service delivery to particular types of disadvantaged groups as well as how wider support can be provided.
- Develop and implement programmes for rolling out equipment and services appropriate for disadvantaged groups and providing them with broadband (high speed) access
- Consider universal access, codes and charters
- Ensure the coordination of public intervention at different levels
- Continue to promote design for all
- Ensure specific assistance and special services are available for each disadvantaged group

#### User interface & service delivery options

- Understand how to segment users
- Contextualise inclusion in its local context
- Exploit the contributions non-public sector actors can make in designing and delivering services
- Ensure appropriate ICT channels for different target groups
- Promote flexi-channelling for an inclusive society
- Promote personalised pro-active services
- Ensure services are responsive to the changing needs of disadvantaged groups
- Promote personalised services through close government-citizen relations
- Promote individual self service
- Develop guidelines for the design and delivery of quality eGovernment services for specific disadvantaged groups
- Ensure better marketing, targeting and promotion of eGovernment services for specific disadvantaged groups

#### Demand side options

- Recognise and support social use of eGovernment
- Continue to promote own use of eGovernment
- Encourage user-driven innovation
- Promote digital literacy of disadvantaged groups
- Subsidise (access to) equipment and services for disadvantaged groups
- Develop and implement training and educational programmes for eSkills and competencies for disadvantaged groups
- Focus on the next generation

### **3.5 Purpose and focus of the roadmap**

The eGovernment Action Plan already provides an outline roadmap for inclusive eGovernment, which acts as the starting point. The aim of this is to making all citizens, and particularly disadvantaged groups, beneficiaries of eGovernment by 2010. This present roadmap document thus concentrates on how to develop and realise the goals described in the eGovernment Action Plan, especially around the benefits for socially excluded target groups.

The roadmap also needs to develop a coherent vision for inclusive eGovernment, for example built up around an ideal picture of how ICT can provide real benefits to socially excluded groups. This is an area about which we presently know little, so the work of this ad hoc subgroup should break this challenge down into manageable elements.

Specifically, the ad-hoc subgroup's work on the roadmap will focus only on:

- issues specifically concerned with inclusive eGovernment, whilst referring to other allied actions, for example to the work of the eInclusion Sub Group in relation to wider eInclusion, digital divide and digital literacy issues.
- special assistance and services for specific disadvantaged groups, rather than on both this and wider design-for-all issues.

A number of other principles arising from the preliminary work of the ad-hoc subgroup are also important in determining the inclusive eGovernment roadmap:

- It is important that the Member States (MS) themselves drive the roadmap specification and implementation process, in accordance with agreements already made and in the light of new developments as they arise, strongly supported by the EC.
- Stakeholder involvement and dialogue, wider than the EC and MS, is key, and efforts must be made to include ICT industry, academics and researchers, user groups and representatives, civil and community organisations, and media and marketing networks.
- In terms of legislation, regulation and policy, the aim should be to foster self regulation whilst encouraging coordination amongst MS, although if thought necessary new measures, including legislation, may be proposed.
- The intention will be that many of the EU-level actions will be funded by the CIP (Competitiveness and Innovation Programme), and to a lesser extent by the research programmes. At MS level, MS and regional funding (including from the Structure Funds) is also highly appropriate.
- An holistic approach to supporting disadvantaged groups through eGovernment is necessary, with the centre of attention focused on the specific target groups identified, their unique and specific needs and problems, and the beneficial impacts which can be realised.
- It is important that the implementation of the roadmap is seen just as much as a successful process of cooperation and coordination between MS with the EC, as well as achieving

specific outcomes by 2010. Thus engagement in, and visibility of the process, are paramount.

- In addition to achieving specific outcomes by 2010, the roadmap must also aim to mainstream the inclusive eGovernment approach as widely as possible across all MS and at every level. This also requires highly concrete and pragmatic actions which provide real demonstrable benefits for disadvantaged groups, which through a process of demonstration are able to promote the wide deployment of appropriate services and assistance to the target groups. This will also require an appropriate marriage between public policy at various levels, the market and the private sector, as well as with the civil and community sectors.
- The purpose is to make a real difference on the ground, and a robust measurement and monitoring process is therefore also required, linked to the eGovernment measurement index but developing some new approaches and metrics where these can be realistically employed.

## 4 The inclusive eGovernment roadmap

An overview of the inclusive eGovernment roadmap is provided in the tables on the following pages, and illustrated in the subsequent figure.

The roadmap is based on a yearly cycle with the first full year (2007) determining the main areas of work and the specific actions in detail, based on a baseline status survey and an analysis of needs and requirements. The ad-hoc group will meet at least yearly at the Autumn conference. Other meetings of the ad-hoc group or of possible working groups have not been pre-scheduled as these will depend on precise requirements and planning.

In the table below, there are separate columns for:

- **'Milestones'**, where all meet on the journey at conferences and ministerial meetings.
- **'Routes'** or actions which Member States (separately or together) and the European Commission travel along to the next milestone. This column also indicates that most actions at this stage are probably jointly conducted by both the EC and MS. More specific definitions of actions will result as the details of the roadmap are filled in and updated on the way to 2010.
- **'Signposts'** or products which document decisions and determine future routes and actions.

### 4.1 Year one: 2007

After the roadmap is agreed at the meeting of the eGovernment subgroup on 7 December 2006, the first half of year 2007 is used to undertake two important actions (A2 and A3), involving input from both the EC and MS:

- A2: Survey of EC and MS status and baseline, with recommendations on how to create synergies and coordination of MS developments across the key areas mentioned.
- A3: Analysis and recommendations for a common European approach related to the prioritisation of vision, strategies, main issues, and the core disadvantaged groups which will be the subject of focus during the period to 2010.

As a result of actions A2 and A3, product P2 ("Common European approach, actions and synergies for Inclusive eGovernment, 2007-2010") will be prepared for consideration and adoption by the EC and MS no later than the eGovernment Ministerial Conference in Lisbon in September 2007. This will consist of:

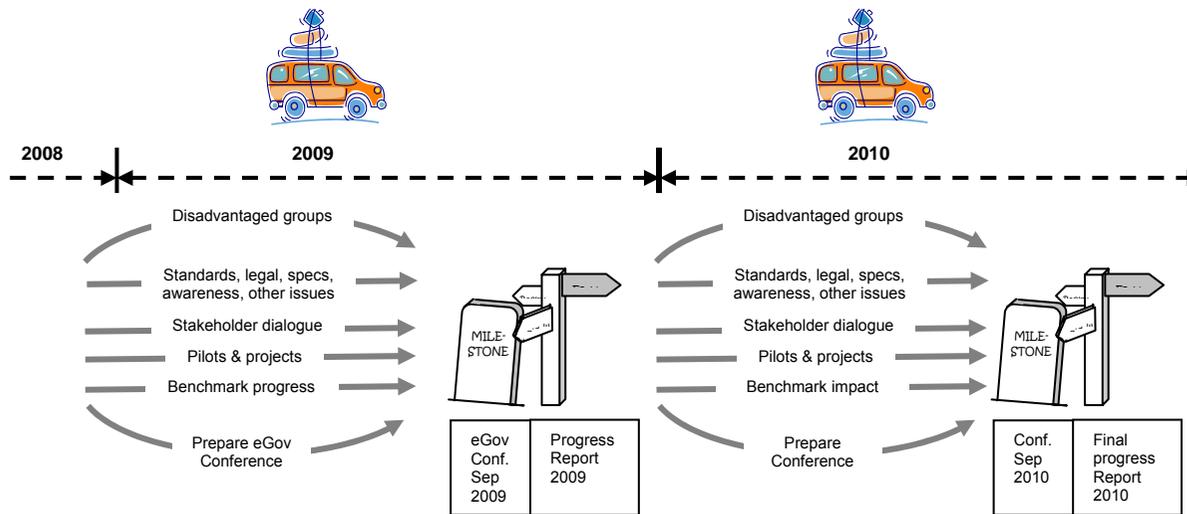
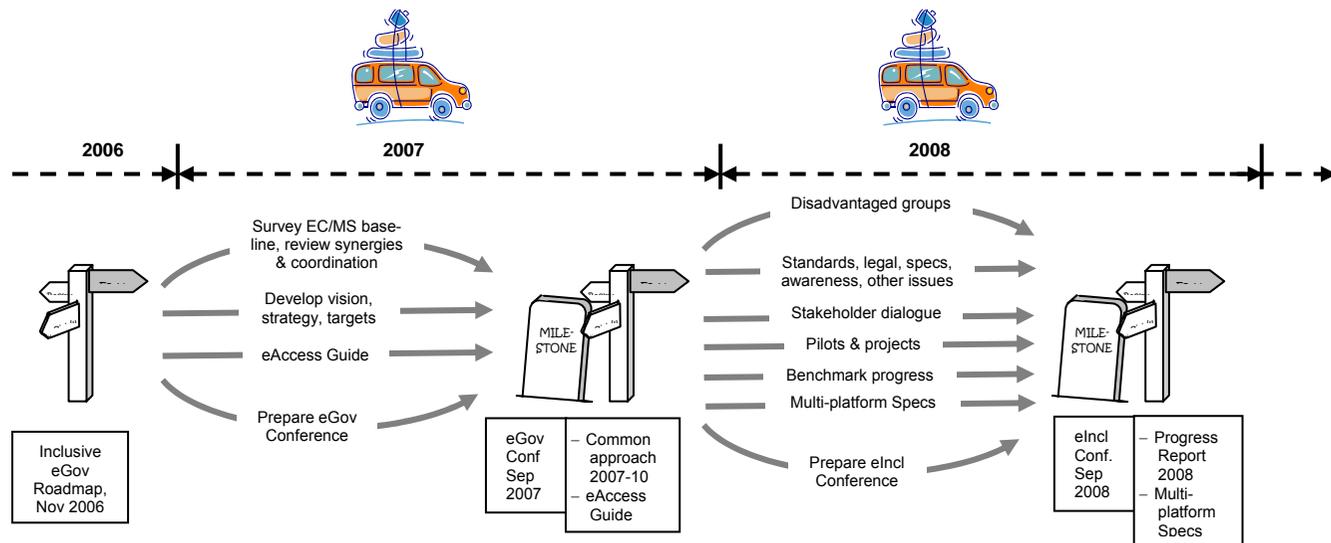
- a) Common vision, strategy and key prioritisation of main issues
- b) Building on a), as the main focus of the work of the ad-hoc subgroup, the identification of core disadvantaged groups, their needs, the benefits eGovernment can provide to meet these needs, the barriers to these benefits, and how to tackle the barriers. Different countries could work on different sets of disadvantaged groups, but it will be useful to also agree a core set so that experiences can be directly exchanged and compared.

**Roadmap for Inclusive eGovernment, prepared by the Inclusive eGovernment ad-hoc subgroup**

ACTIONS	2006	2007	2007	2007	2007	2008	2008	2008	2008	2009	2009	2009	2009	2010	2010	2010	2010
1 Agree on Roadmap	█																
2 Survey EC/MS status and baseline		█															
3 Analyse and recommend common European approach		█															
4 eAccessibility Guide		█	█	█	█												
5 Prepare for Lisbon Ministerial conference		█	█														
6 Lisbon Ministerial eGovernment Conference				█													
7 Prepare & launch pilots				█	█	█	█										
8 Prepare & launch policy support activities				█	█	█	█										
9 Prepare & launch national pilots and projects				█	█	█	█										
10 Specifications for Multi-Platform Service Delivery					█	█	█	█	█								
11 Conduct pilots						█	█	█	█	█	█	█	█	█	█	█	█
12 Conduct policy support activities						█	█	█	█	█	█	█	█	█	█	█	█
13 Conduct national pilots and projects						█	█	█	█	█	█	█	█	█	█	█	█
14 Prepare for eInclusion Conference						█	█										
15 Review progress, revise common approach & roadmap							█	█	█								
16 Ministerial eInclusion Conference								█									
17 Prepare for eGovernment Conference									█	█							
18 Review progress, revise common approach & roadmap										█	█	█					
19 Ministerial eInclusion Conference											█						
20 Prepare for Ministerial Conference												█	█	█			
21 Final review of progress, revise common approach & roadmap														█	█	█	█
22 Ministerial eInclusion Conference																█	
		▲				▲				▲				▲			▲
		Roadmap				* Common approach agreed * Pilots, projects & activities launched				* Updated common approach & progress report * Mid-way results of pilots, projects & activities				* Updated common approach & progress report * Finalisation of pilots, projects & activities			Final Progress Report

Date	Milestones	Actions / routes (conducted by EC/MS)	Signposts: major products
4 <sup>th</sup> Quarter 2006	M1: Meeting of eGovernment subgroup 7 Dec 2007	A1: Agree <b>Final roadmap</b> (Agreed EC and MS)	P1: <b>Final roadmap</b> setting measurable objectives and milestones is agreed
1 <sup>st</sup> and 2 <sup>nd</sup> Quarters 2007		<p>A2: <b>Survey EC and MS status and baseline</b>, with input from MS and EC, and recommend how to create synergies and coordination of MS developments in:</p> <ul style="list-style-type: none"> <li>• legislation, regulation and policy</li> <li>• stakeholders and stakeholder dialogue</li> <li>• deployment pilots and projects</li> <li>• research and R&amp;D</li> <li>• benchmarking, measurement and monitoring framework</li> <li>• good practice, examples and data, with inputs to the European eGovernment Good Practice Exchange</li> <li>• standards and specifications</li> <li>• awareness and dissemination</li> </ul> <p>A3: With input from MS and EC, analyse and recommend a <b>common European approach</b>:</p> <ul style="list-style-type: none"> <li>• key prioritisation of vision, strategies and main issues</li> <li>• core disadvantaged groups, their needs, the benefits eGovernment can provide to meet these needs, the barriers to these benefits, how to tackle the barriers</li> <li>• a benchmarking, measurement and monitoring framework, with indicators, targets to 2010, and methods</li> <li>• proposed detailed actions for 2007-2010</li> </ul> <p>A4: Prepare inputs to <b>eAccessibility Guide</b> (P3)</p> <p>A5: <b>Prepare contributions to the Lisbon Ministerial Conference</b></p>	
3 <sup>rd</sup> Quarter 2007	M2: European Ministerial eGovernment Conference, Lisbon, including the European eGovernment Awards	<p>Continue A4</p> <p>A6: <b>Lisbon Ministerial eGovernment Conference</b>: MS participate in inclusive eGovernment theme of the Ministerial eGovernment Conference, brief Ministers and share good practices</p> <p>A7: <b>Prepare and launch pilots</b> based on programme calls</p> <p>A8: <b>Prepare and launch policy support activities</b> based on programme calls, e.g. standards and specifications, legal &amp; regulatory frameworks, stakeholder dialogue, benchmarking and good practice, awareness measures</p> <p>A9: <b>Prepare and launch national pilots and projects</b> aligned with roadmap: start up or continuation; using Structural Funds; organisational preparation</p>	P2: <b>Common European approach, actions and synergies for Inclusive eGovernment, 2007-2010</b> (taking account of Ministerial Declaration)
4 <sup>th</sup> Quarter 2007		<p>Continue A7 + A8 + A9</p> <p>A10: Prepare inputs to <b>Specifications for Multi-Platform Service Delivery</b> (P5)</p>	P3: (Input to) <b>eAccessibility Guide</b>

Date	Milestones	Actions / routes (conducted by EC/MS)	Signposts: major products
1 <sup>st</sup> and 2 <sup>nd</sup> Quarters 2008		Continue A7 + A8 + A9 + A10 <b>A11: Conduct pilots</b> <b>A12: Conduct policy support activities</b> <b>A13: Conduct national pilots and projects</b> <b>A14: Prepare contributions to the eInclusion Ministerial Conference</b>	
3 <sup>rd</sup> and 4 <sup>th</sup> Quarters 2008	M3: European Ministerial eInclusion Conference	Continue activities A11 + A12 + A13 (including preparation & launch of new activities) <b>A15: Review progress, revise common approach and roadmap</b> , including benchmarking and monitoring as necessary depending on pilot proposals, new developments, including revised CIP and new calls <b>A16: Ministerial eInclusion Conference:</b> MS participate in Ministerial eInclusion Conference and share good practices	<b>P4: Updated common approach, revised roadmap, and progress report 2008</b> <b>P5: (Input to) Specifications for Multi-Platform Service Delivery for eGovernment Services</b>
1 <sup>st</sup> and 2 <sup>nd</sup> Quarters 2009		Continue activities A11 + A12 + A13 (including preparation & launch of new activities) <b>A17: Prepare contributions to Ministerial eGovernment Conference</b>	
3 <sup>rd</sup> and 4 <sup>th</sup> Quarters 2009	M4: European Ministerial eGovernment Conference, including the European eGovernment Awards	Continue activities A11 + A12 + A13 (including preparation & launch of new activities) <b>A18: Review progress, revise common approach and roadmap</b> , including benchmarking and monitoring as necessary depending on pilot proposals, new developments, including revised CIP and new calls <b>A19: Ministerial eGovernment Conference:</b> MS participate in inclusive eGovernment theme of the Ministerial eGovernment Conference, brief Ministers and share good practices	<b>P6: Updated common approach, revised roadmap, and progress report 2009</b> (taking account of Ministerial Declaration)
1 <sup>st</sup> and 2 <sup>nd</sup> Quarters 2010		Finalisation of activities A11 + A12 + A13 <b>A20: Prepare contributions to Ministerial Conference</b>	
3 <sup>rd</sup> and 4 <sup>th</sup> Quarter 2010	M5: European Ministerial Conference (end of i2010)	<b>A21: Final review of progress, revise common approach and roadmap</b> , including final benchmarking and monitoring, post-2010 recommendations <b>A22: Ministerial Conference:</b> MS participate in Ministerial Conference and share good practices	<b>P7: Updated common approach and final progress report 2010</b> , and way forward post-2010



**Destination 2010: all citizens, especially the disadvantaged, benefit from eGovernment**

The following proposed actions to support a) and b)

- c) Policy support (CIP), identified in the April 2006 eGovernment Action Plan, for:
  - alignment of eGovernment developments with the eAccessibility Communication, for 4<sup>th</sup> Quarter 2007 (as P3)
  - specifications for multi-platform service delivery strategies for access to eGovernment services 4<sup>th</sup> Quarter 2008 (as P5)
- d) Other policy support (CIP) for the coordination and development of legislation, regulations and policy, specifications, standards, awareness raising and dissemination, plus other issues as necessary
- e) Stakeholder dialogue networks (CIP thematic networks)
- f) Pilots (CIP) and projects (e.g. Structure Funds)
- g) 7<sup>th</sup> FP RTD and other EC supported research
- h) MS national pilots and projects aligned with roadmap
- i) Inputs to the European eGovernment Good Practice Exchange
- j) Benchmarking, measurement and monitoring framework, with indicators, targets to 2010 and for each year, and methods, aligning where useful to the European eGovernment index CIP policy support activity (late 2009 to 2010)

The eGovernment Ministerial Conference in Lisbon in September 2007 is a key event for which the EC and MS will need to prepare by working closely with the Portuguese Presidency and the organisers to ensure that the inclusive eGovernment theme is well represented, and that a sufficient contribution of cases to eGovernment Awards is made. At the Conference, the MS representatives will need to brief Ministers to report on progress in their MS, and share good practices.

In the final quarter of 2007, the ad-hoc subgroup's input to the eAccessibility Guide will be published (P3), and the ad-hoc subgroup will prepare and start up a series of actions based on P2 and as agreed in Lisbon or shortly thereafter:

- Work on P5: (input to) Specifications for Multi-platform Service Delivery for eGovernment services
- Work on the core disadvantaged groups identified, also supported by the following actions:
  - Pilots and projects
  - Other CIP policy support activities, e.g. standards and specifications, legal & regulatory frameworks, stakeholder dialogue, benchmarking and good practice, awareness measures
  - Stakeholder dialogue network(s)
  - National MS pilots and projects aligned with the roadmap.

## **4.2 Year two: 2008**

Year two follows a similar sequence to year one except that the series of actions specified and agreed in the 4<sup>th</sup> Quarter of 2007 are now launch or planned in detail (depending on programming and funding arrangements):

- Work on P5: (input to) Specifications for Multi-platform Service Delivery for eGovernment services
- Work on the core disadvantaged groups identified, also supported by the following actions:
  - Pilots and projects
  - Other CIP policy support activities, e.g. standards and specifications, legal & regulatory frameworks, stakeholder dialogue, benchmarking and good practice, awareness measures
  - Stakeholder dialogue network(s)
  - National MS pilots and projects aligned with the roadmap.

The eInclusion Ministerial Conference in the 3<sup>rd</sup> Quarter of 2008 is a key event for which the EC and MS need to prepare by working closely with the organisers to ensure that the inclusive eGovernment theme is well represented. At the Conference, the MS representatives will need to brief Ministers to report on progress in their MS, and share good practices.

The ad-hoc group meeting at the eInclusion Conference will also review progress on the above actions, revising and updating them as necessary. Using the benchmarking and monitoring framework agreed in P2, progress in relation to sub-targets and the 2010 targets will be mapped, described and evaluated for the core disadvantaged groups agreed. This will be incorporated in a progress report (P4) prepared and published in the 4<sup>th</sup> Quarter 2008, which will also adjust and adapt targets and future work as necessary.

In the final quarter of 2008, the ad-hoc subgroup's input to the Specifications for Multi-platform Service Delivery for eGovernment services will be published (P5).

### **4.3 Year three: 2009**

Year three follows a similar sequence to year two, i.e. work on the core disadvantaged groups identified, also supported by the following actions:

- Pilots and projects
- Other CIP policy support activities, e.g. standards and specifications, legal & regulatory frameworks, stakeholder dialogue, benchmarking and good practice, awareness measures
- Stakeholder dialogue network(s)
- National MS pilots and projects aligned with the roadmap.

The eGovernment Ministerial Conference in September 2009 is a key event for which the EC and MS will need to prepare by working closely with the MS Presidency and the organisers to ensure that the inclusive eGovernment theme is well represented, and that a sufficient contribution of cases to eGovernment Awards is made. At the Conference, the MS representatives will need to brief Ministers to report on progress in their MS, and share good practices.

The ad-hoc group meeting at the eGovernment Conference will also review progress on the above actions, revising and updating them as necessary. Using the benchmarking and monitoring framework agreed in P2, progress in relation to sub-targets and the 2010 targets will be mapped, described and evaluated for the core disadvantaged groups agreed. This will be incorporated in a progress report (P6) prepared and published in the 4<sup>th</sup> Quarter 2009, which will also adjust and adapt targets and future work as necessary.

### **4.4 Year four: 2010**

Year three follows a similar sequence to year three, except that now work is finalised, i.e. work on the core disadvantaged groups identified, also supported by the following actions:

- Pilots and projects
- Other CIP policy support activities, e.g. standards and specifications, legal & regulatory frameworks, stakeholder dialogue, benchmarking and good practice, awareness measures
- Stakeholder dialogue network(s)
- National MS pilots and projects aligned with the roadmap.

The Conference in the 3<sup>rd</sup> Quarter of 2010 is a key event for which the EC and MS need to prepare by working closely with the organisers to ensure that the inclusive eGovernment theme is well represented. At the Conference, the MS representatives will need to brief Ministers to report on progress in their MS, and share good practices.

The ad-hoc group meeting at the 2010 Conference will also need to finalise work on the above actions. Using the benchmarking and monitoring framework agreed in P2, final progress and impacts in relation to sub-targets and the 2010 targets will be mapped, described and evaluated for the core disadvantaged groups agreed. This will be incorporated in a final progress report (P7) prepared and published in the 4<sup>th</sup> Quarter 2010, which will also recommend the way forward for inclusive eGovernment beyond 2010 with the overall aim of mainstreaming inclusive eGovernment in the work of the Commission and Member States.

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