



CEF Reporting and Monitoring Framework Guidebook

DIGIT
Directorate-General for Informatics

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CEF Reporting and Monitoring Framework Guidebook

Prepared by PwC EU Services for the CEF Project and Architecture Office.

DOCUMENT HISTORY

Version	Date	Modified by	Short Description of Changes
1.5	20/12/2017	CEF PAO	Revision - Uptake
1.4	22/09/2017	CEF PAO	Revision – Uptake, Milestones
1.3	27/06/2017	CEF PAO	Revision – Uptake, EVM, Milestones, Relevance, and User satisfaction KPIs, Reuse, Definitions and Grant beneficiaries.
1.2	13/09/2016	CEF PAO	Revision – Quality KPI, editorial changes
1.1	07/06/2016	CEF PAO	Revision – Quality KPI
1.0	29/04/2016	CEF PAO	Publication

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Introduction



1.1

Purpose of this document

Introduction

Purpose of this document

Definitions

This document describes the CEF Monitoring and Reporting framework which defines the structure for the monitoring and reporting activities carried out by the CEF Project and Architecture Office (PAO).

This document defines:

- the common set of Key Performance Indicators (KPIs) for progress and performance monitoring;
- the methodology for reuse monitoring;
- the scope and activities of risk monitoring.

The CEF Monitoring and Reporting framework and its KPIs have been defined together and piloted with the Building Block DSIs in 2015. The CEF Monitoring and Reporting Framework will continue to evolve as additional DSIs are monitored. These changes will be reflected in the latest version of the Guidebook which may be found at:

<https://ec.europa.eu/cefdigital/wiki/x/gwvNAg> 

This document is intended for the following audiences:



POLICY OFFICERS

involved in the roll-out of EU policies and the operational management of Digital Service Infrastructures



SERVICE PROVIDERS

involved in the design, development, implementation or maintenance of Digital Service Infrastructures



GRANT BENEFICIARIES

beneficiaries of the financial aid awarded for a selected Action



1.2

Definitions

Introduction

Purpose of this document

Definitions

A **Building Block** offers basic capabilities that enable the delivery of digital services, in particular eGovernment Digital Services, across borders. Building blocks can be combined with other building blocks or reuse in sector-specific applications.

A building block is composed of interoperability agreements, services and sometimes sample software. These interoperability agreements are typically based on existing formalised technical specifications and standards.

Source: CEF PAO

A **KPI Key Performance Indicator** is defined as “a way of measuring a company's progress towards the goals it is trying to achieve”.

Source: [Cambridge dictionary online](#) 

A **Grant beneficiary** is any entity which signs directly or through a mandate to the coordinator a grant agreement with INEA, whether or not the beneficiary requests funding from the EU. Applicants, whose proposals are selected for funding by the Commission, are expected to become the beneficiaries of the financial aid awarded for the selected Action. Affiliated entities, implementing bodies or sub-contractors are not beneficiaries in the sense of the grant agreement.

Source: [Innovation & Networks Executive Agency \(INEA\)](#) 

A **Digital Service Infrastructure (DSI)** enables networked services to be delivered electronically, typically over the internet, providing cross-border interoperable services for citizens, businesses and/or public authorities.

Source: [Regulation \(EU\) No 283/2014](#) 

The **Project & Architecture Office (PAO)** ensures standardisation of the CEF building blocks and their reuse across DSIs. The creation of the PAO was formalised in the MoU signed by the General Directors of DIGIT and DG CONNECT. DIGIT is responsible for the set up and operation of the Project & Architecture Office.

The main mission of the PAO is to monitor and steer the DSIs towards standardisation and reuse as mandated in the guidelines of CEF Telecom.

Source: [CEF Project Wiki](#) 

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2

Monitoring framework

Progress, reuse and risk monitoring

Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

The CEF Monitoring and Reporting framework defines a set of activities carried out by the CEF PAO in collaboration with the monitored DSIs. These activities are in place to ensure the systematic and continuous collection of data for transparency purposes and informed decision-making.

The CEF Monitoring and Reporting framework includes three categories of activities:

Progress and performance monitoring

The progress and performance of the DSIs and grant beneficiaries is monitored on a quarterly basis using a common set of Key Performance Indicators (KPIs).

For the DSIs, these KPIs cover the results, the realisation of the CEF Work Programme and the project & financial management of the DSIs. In order to collect comparable information, the KPIs are common for all CEF DSIs. However, depending on the services offered and the level of maturity of the DSI, certain KPIs may be not applicable for certain DSIs.

For the grant beneficiaries, only a subset of KPIs are applicable.

Reuse monitoring

The reuse monitoring focuses on the reuse of the CEF building blocks by the other CEF DSIs and grant beneficiaries, which constitutes the *raison d'être* of the CEF Programme.

The reuse monitoring follows the reuse journey, from analysis to implementation of the building blocks, to provide key figures and information about the reuse of the CEF Building Blocks.

Risk and issue management

The CEF Programme risk and issue management activity ensures that risks and issues from the DSIs, which could affect the realisation of the objectives of the CEF (Telecom) Programme, are identified and mitigated or resolved.

In this context, the CEF Monitoring team participates to the Operational Management Boards of the DSIs to help identify and tackle risks and issues.

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2.1

Progress monitoring

Monitoring framework

Overview

Progress monitoring




Reuse monitoring

Risk monitoring

Progress and performance monitoring focuses on mature DSIs and implementations from grant beneficiaries. Well-established DSIs are out of scope of the CEF monitoring because these DSIs have already been operational for several years before the launch of the CEF Programme, and have been monitored as part of other European Commission Programmes.

Likewise, the *financial* monitoring for generic services (calls for proposals and grants) is out of scope of the present monitoring framework. These aspects are monitored by INEA which is responsible for implementing an estimated €300 million of the CEF Telecom budget in grants.

The framework for progress monitoring is made up of 8 KPIs which have been designed to monitor results, Work Programme realisation and project and financial management:

 Results and benefits	KPI-1	Uptake
 WP realisation	KPI-2	Quality of the Core Service Platform
	KPI-3	Uptime
 Project and Financial Management	KPI-4	Milestones
	KPI-5	Change management
	KPI-6	Financial management
	KPI-7	Financial sustainability
	KPI-8	Relative price of the service

While the monitoring framework is common for all, depending on the relevance and services offered by the DSIs, some KPIs may not be applicable. For grant beneficiaries, only the Uptake KPI is monitored.

Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

KPI-1

Uptake

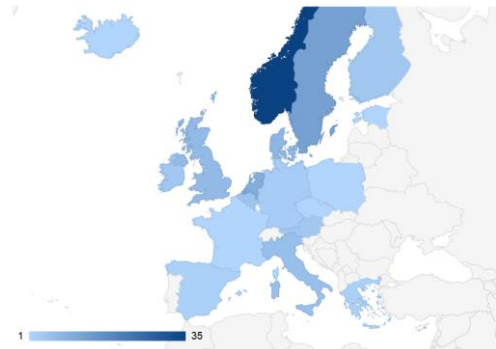
Digital Services can support the realisation of the Digital Single Market only if deployment is accompanied by widespread use and coverage. These three implementation aspects – **deployment**, **coverage** and **use** – constitute the **uptake** of a particular Digital Service Infrastructure (DSI).

Depending on the activities of each DSI or grant beneficiary, uptake can be measured following one, two or all three implementation aspects.

Why

While the specific indicators and units of measurement for deployment, coverage and use vary for each DSI, these three dimensions allow for an easy comparison of the implementation of Digital Services.

This reporting format highlights the countries and policy domains that require additional attention, and makes targeted policy making possible.




How

The uptake of a DSI is monitored through the deployment, coverage and use of its software, standards and services.

Therefore, the following data must be collected (if relevant to the DSI):



1. List of implementations of the software or standard(s) of the DSI, broken down by country, grant beneficiary and [policy domain](#) .
2. Number of transactions, broken by implementation or by country and policy domain.
3. Number of tests and trainings provided, broken by country and policy domain.

The nature of the transactions varies depending on the DSI, ranging from numbers of exchanged documents, authentication requests and translated documents to numbers of visitors and downloads.

When and Who

Quarterly updates, except for data coming from the annual surveys of stakeholders. Applicable for **DSIs** and **grant beneficiaries**.



Monitoring framework

Overview

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Risk monitoring

KPI-1	Uptake per DSI		
DSI Services		Deployment per country	Use per country
BRIS	Access points	# access points connected to the central registry	# information exchanges between registries
Cybersecurity	CSIRTs	# CSIRTs (Computer Security Incident Response Teams) served by the Core Service Platform	# computer security incidents
eDelivery	Access points	# access points	# exchanged documents
	Service Metadata Publisher	# Service Metadata Publisher and domains where the SMP is used	N/A
	Conformance Testing	N/A	# tests completed
	Training	N/A	# trainings conducted
EESSI	Access points	# access points connected to the central registry	# social security information exchanges between registries
	Training	N/A	# trainings conducted
	Support	N/A	# support requests



Monitoring framework

Overview

Progress monitoring

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Risk monitoring

KPI-1	Uptake per DSI		
	DSI Services	Deployment per country	Use per country
eHealth	Access points	# NCP gateways	# ePrescriptions and patient summaries exchanged (MSs)
	eID scheme	Pre-notifications Peer-reviews Notifications	N/A
eID	Conformance Testing	N/A	# tests completed
	Training	N/A	# trainings conducted
eInvoicing	eInvoicing Readiness Checker	eReadiness Checker visits Number of Public Entity and Service Provider profiles	N/A
	eInvoicing capacity building	eInvoicing legislation uptake index	N/A
	Connectivity testing	# tests completed	N/A
e-Justice Portal	European Case Law Identifier	Partipation to the project	# unique visitors
	Find a Lawyer	Partipation to the project	# unique visitors
	Find a Notary	Partipation to the project	# unique visitors
	Insolvency Registers Interconnection	Partipation to the project	# unique visitors
eProcurement	ESPD	Completion	# unique visitors
	eCertis	N/A	# unique visitors



Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

KPI-1	Uptake per DSI		
	DSI Services	Deployment per country	Use per country
eSignature	DSS	# downloads	N/A
	QTSP	# access points	N/A
	Conformance Testing	N/A	# tests completed
eTranslation	ELRC-SHARE repository	# language resources	N/A
	eTranslation	# active users	N/A
ODR	Connected resolution bodies	# connected resolution bodies and domains implemented	# complaints from consumers
Public Open data	Datasets	# datasets and domains covered	# downloaded datasets



Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

KPI-2

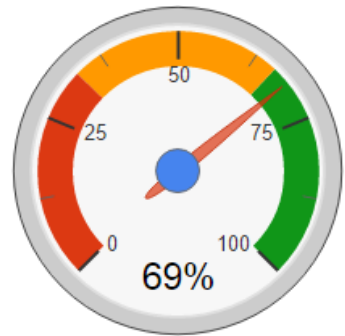
Quality of the Core Service Platform

The **Quality of the Core Service Platform** of the DSIs are a key element as it impacts directly the uptake of the DSIs. This KPI provides a quality indicator in %, based on the information available on each DSI web portal.

Why

DSIs offer services to citizen or public administrations. While these services vary from DSI to DSI, the quality of the reference information and documentation can be assessed on each DSI web portal.

The goal of KPI-2 is to monitor the quality of the information on the services and software provided by each DSI.



How

The quality % can be obtained as follows:



- For the Building Blocks, the quality of the documentation for each services offered is obtained by answering the following four questions:
 1. Is there a Service Offering Description document?
 2. Is there a summary description on the CEF Digital site?
 3. Can the information be understood by a dummy user?
 4. Is there enough information to start using the service?
- For eTranslation, in addition to the above: the share of text snippets and pages which are translated under 2 minutes or 2 hours respectively.
- For Public Open Data: the share of data distributions which are accessible, i.e. for which there is a working download or access URL.

For the **Building Blocks**, the Quality of the Core Service Platform KPI looks at the **availability, clarity and completeness** of the services **descriptions** available on CEF Digital. This is done by looking at the 4 dimensions.

Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

KPI-2

Quality of the Core Service Platform

Each dimension is weighted equally and assessed by a Boolean check (Yes/No). When a service description fulfils all applicable dimensions, it scores 100%. The score of the Building Block is the average score for all its services.

The 4 dimensions of a service description are:

1. Service or Component Offering Description document

There should be a SOD or COD published on the service hub of the DSI on CEF Digital, except:

- If the SOD or COD contains confidential information, it may be kept on a restricted page instead. The public service page would then need to either point towards the restricted pages or explain the steps needed to get access.
- If the service is completely self-explanatory, a SOD or COD might not be required in agreement with the CEF Project and Architecture Office. The [eID Knowledge Base](#) or the [eDelivery self-assessment tool](#) are such services.

SOD or COD should use the template designed by the CEF Project and Architecture Office.

2. Synopsis

There should be a summary description on the service hub of the DSI on the CEF Digital website. This summary should make clear what the service is, who it is for and what are the benefits of using it.

3. Readability

The information provided must be understandable for a target user.

4. Explicitly usable

Based on the available information, a user should be able to start using the service or know how to initiate the process that will allow him to use the service.

When and Who

Quarterly updates, the assessment is done by the same pool of resources. Applicable for **DSIs**.



Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

KPI-3

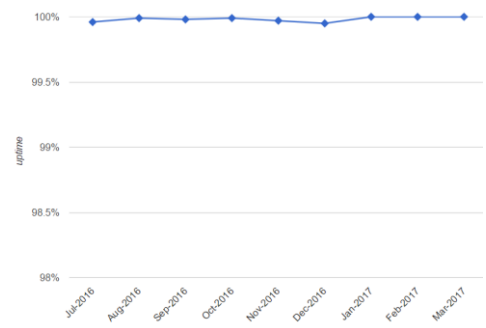
Uptime

KPI-3 'Uptime' measures the **uptime** of services hosted by the European Commission, in its datacentre or in the cloud. This includes services hosted by contractors for the European Commission.

Why

The continuous availability of digital services is a key quality factor for the DSIs.

While service level objectives or service level agreements may exist, the goal of KPI-3 is not to monitor compliance with a SLA but to give general metrics about the availability of the services.



How



In order to monitor KPI-3 Uptime, the uptime report or the uptime log file from the hosting server(s) must be provided.

Services hosted by the Member States or independent third parties are not in scope for this KPI.

When and Who

Quarterly updates. Applicable for **DSIs** for which the **services are hosted by the European Commission**, in its datacentre or in the cloud.

Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

KPI-4

Milestones

Major milestones are an excellent indicator of the progress for a DSI as a whole. Depending on the **activities** of the DSIs, the major milestones can vary from major software release to political milestones.

Why

Meeting major milestones indicates if the DSI (as a whole, including the governance bodies) is meeting its objectives (including political ones). Major milestones also offer a high level view of the planning of a DSI, and what can be expected for the coming months.

This timeline shows the different milestones achieved and/or planned for the selected DSI.



How

In order to monitor KPI-4 Milestones, the DSI should use the milestone-based progress template to record its planning and current progress of milestones.

Milestones' data should be provided following the milestone-based template. Each milestone must have:



- a descriptive title,
- a start date,
- a planned delivery date,
- if applicable, an actual delivery date,
- the status (*On track*, *Not Started*, *Delayed* or *Completed*) and
- the current progress made in percentage completion.

When and Who

Quarterly updates. Applicable for **DSIs**.

Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

KPI-5

Change Management

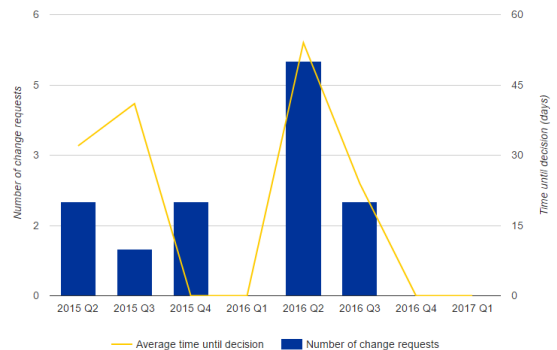
This KPI measures the **process** followed to implement a **change request**, from when the change is requested to its implementation.

Change requests can originate from any stakeholder involved. The Stakeholder Management Office centralises all change requests for Building Blocks and transfers them to the Operational Management Board of the DSI for approval. The other DSIs have their own processes but the data on the number of requests and resolution time should be provided too.

Why

The Change Management KPI measures the number of change requests and the average time necessary for new change requests to be processed by the Operational Management Board or DSI team.

This KPI gives an indication of the efficiency of the change management process in the DSI as a whole (including DSI solution provider, governance structure and CEF horizontal office).



How

In order to monitor KPI 5 – Change management, changes requests should be recorded, ideally in JIRA interface, with the following information:



- Identification date: The date at which the change request was made or identified. This date can differ from the JIRA ticket creation date as the change requests may be recorded days after it is raised.
- Description of the request.
- Decision date: The date at which a decision is reached (Go / No-go).

When and Who

Quarterly updates. Applicable for **DSIs**.

Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

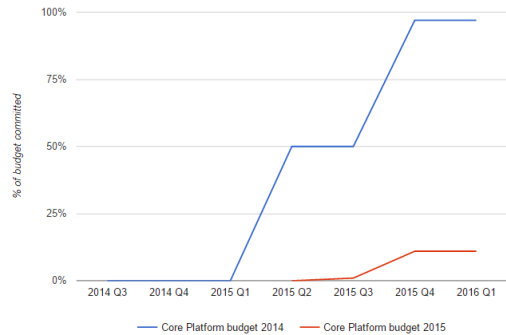
KPI-6

Financial management

The Financial management follows the **commitment of CEF budgets** by the DSIs by reporting period, for the Core Service Platforms. The financial follow-up for Generic Services and grant allocation is carried out by INEA and is not included in this KPI.

Why

The financial management KPI allows relevant stakeholders to follow-up on the (timely) commitment via tendering of the funds allocated to Core Service Platforms in the yearly CEF Work Programmes.



How



In order to monitor KPI 6 – Financial management, the following data must be provided:

- Quarterly DSI budget commitment in absolute values (i.e. not %).

When and Who

Quarterly updates. Applicable for **DSIs**.

Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

KPI-7

Financial sustainability

Financial sustainability assess the status towards the pre-defined **financial strategy objectives**.

This KPI monitoring is currently on hold, pending the completion of the study run by DG CNECT on this topic.

Monitoring framework

Overview

Progress monitoring

Reuse monitoring

Risk monitoring

KPI-8

Relative price of the service

The relative price of the service could measure the economy of scale done through the usage of building blocks by the DSI, or the price of the DSI services relative to services on the market.

This KPI monitoring is currently on hold, pending the completion of the study run by DG CNECT on this topic.

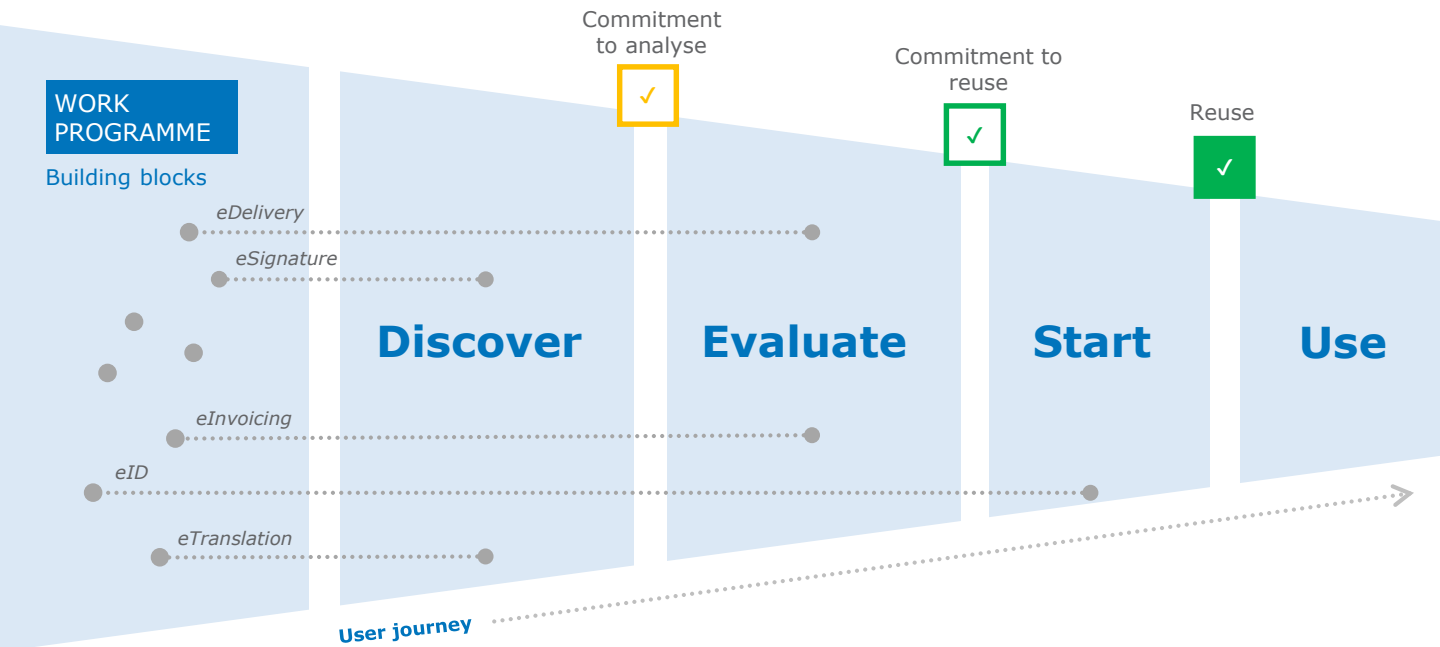
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2.2

Reuse monitoring

Monitoring framework

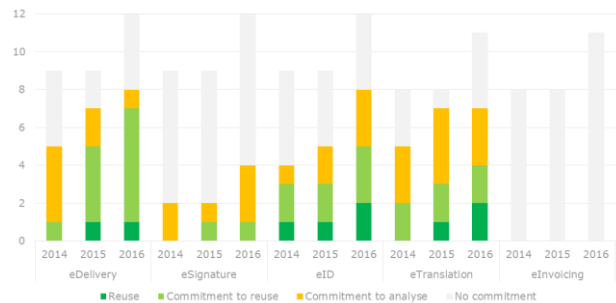
Overview Progress monitoring **Reuse monitoring** Risk monitoring



Reuse monitoring identifies the most reused components by following the user journey of the CEF building blocks from the discovery of the building blocks to their actual reuse.

Why

Monitoring the reuse of building blocks allows to provide targeted support to the DSIs throughout their user journey and to systematically identify and follow-up on reuse opportunities within CEF.



How

Share the list of components from the Building Block DSIs that you are considering to reuse (an analysis is foreseen or on-going), planning to implement, or implemented (the component is used in production since date DD/MM/YYYY).

When and Who

Quarterly updates. Applicable for **DSIs** and **grant beneficiaries**.



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2.3

Risk monitoring

Monitoring framework

Risk monitoring is a continuous and systematic process for identifying, assessing, and managing the risks at the level of CEF (Telecom) Programme. Risk monitoring is the responsibility of both the DSIs and the CEF PAO who ensures consistent risk management and the identification of CEF-wide risks for the Building Blocks.

The CEF risk monitoring activities carried out by the CEF PAO focuses on:

- risks that could have a CEF-wide impact;
- risks that cannot be managed by the DSIs alone within contingencies;
- risks that are recurring in multiple DSIs.

The management and timely escalation of DSI-specific risks remains the responsibility of DSI project managers.

Why

The management of risks provides increased visibility and confidence in dealing with uncertainty and proactively supports the achievement of the Programme objectives.

CEF Programme risk log:

<https://ec.europa.eu/cefdigital/wiki/x/L4fEAQ>

Open risks identified by the CEF PAO

Key	Summary	Response Strategy	PM2 Risk Level
DIGITCEF-241	CEF DSI budgets are not committed in time	AVOID	29
DIGITCEF-235	Lack of measurable objectives	REDUCE	12
DIGITCEF-234	Lack of reuse of the existing BB	ACCEPT	10
DIGITCEF-228	Low building block adoption due to lack of long-term support	REDUCE	10
DIGITCEF-230	Effort duplication when creating test scenarios for each DSI	AVOID	9
DIGITCEF-226	Limited API data availability for monitoring	REDUCE	9
DIGITCEF-229	Scope of the services provided by the DSIs	REDUCE	9
DIGITCEF-231	DSI owners do not have the time to meet all their responsibilities	REDUCE	9
DIGITCEF-46	Licences, Terms and conditions for B2V	REDUCE	8
DIGITCEF-233	Transparency of OMBs may lead to more discussions taking place informally	REDUCE	8
DIGITCEF-232	Lack of harmonised terminology may lead to confusion	ACCEPT	8
DIGITCEF-42	Risk of overlap or contradictions between CEF, ISA and eSENS	REDUCE	2

1-12 of 12

How

PM2 Impact Options: 3=high - 2=medium - 1=low

PM2 Owner Start typing to get a list of possible matches.

Owner Role The Project Role of the Owner.

Escalation Yes To be escalated to the management: Yes or No

Risk logs in JIRA are used by each DSI to document and communicate the risks, the relevant risk response actions and responsibilities, in accordance with PM2.

The CEF Programme risk log contains CEF-wide risks identified by the CEF PAO and it aggregates risks escalated by the DSIs by means of the 'Escalation' flag in JIRA.

When and Who

Continuous risk log updates and monthly risk monitoring meetings. Applicable mainly (but not restricted to) for **Building Blocks' DSIs**.





3


Data collection, reporting
and publication

Data collection and reporting

Collection Reporting and publication After the publication

There should be 2 contact persons defined by DSI for data collection. One of the contacts would act as main contact, and the other as a back-up in case of absence of the main contact. Any common absences of both contacts should be communicated in advance.

The data should be provided 2 weeks after the end of the quarter, by:

- Updating the dedicated [CEF Digital page](#)  and notifying of the data update (including the link) by email; or
- Providing the data by e-mail.

The preferred channel of data provision should be the dedicated CEF Digital page in the collaborative part of the CEF Portal. The data should be provided in a structured format preferably, e.g. in .csv or .xlsx format.

The domains needed for the KPI-1 Uptake, are the following EC policy domains:

 Agriculture, fisheries and foods	 Business	 Climate action	 Cross-cutting policies	 Culture, education and youth
 Economy, finance and tax	 Employment and social rights	 Energy and natural resources	 Environment, consumers and health	 External relations and foreign affairs
 Justice, home affairs and citizens rights	 Regions and local development	 Science and technology	 EU explained	 Transport and travel

Data collection and reporting

Collection **Reporting and publication** After the publication

After the data is provided, there are several steps prior to its publication:

- The first one is **data processing**, in case the data is not provided in the format required for its direct publication. In some cases, the processing is mandatory as the publication format differs from the one required for its provision. This is notably the case for the financial management KPI. The data processing might include steps as: converting values into percentages, country abbreviations into country names, etc.

Note: Data templates can be provided for all KPIs as needed.

- The second one is **data validation**. Once processed, the data will first be published on a sandbox for its validation by the DSI. The DSI will have 5 working days to validate the data, after which in the absence of feedback it will be published on the dashboard.

The data reported will be published on the CEF monitoring portal by the end of the month following each quarter, provided that the data is provided in the initial timeline requested (2 weeks after the end of the quarter).

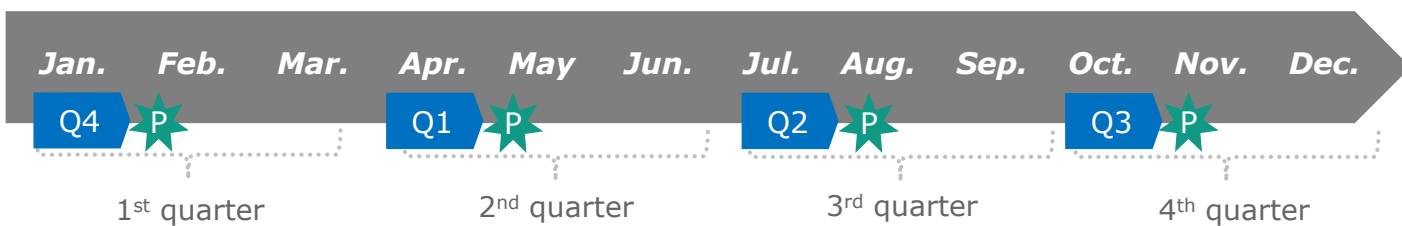
Reporting periods



Data collection for the elapsed quarter



Data processing, validation and publication



Data collection and reporting

Collection Reporting and publication **After the publication**

• What happens with the data from previous quarters?

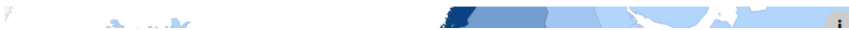
The data from previous quarters remains available on the dashboard via the filters available on each page.

Access points

Deployment Coverage Use Last updated on: 01/06/2017 at 16:08

Number of eDelivery access points per country

This map shows the eDelivery access points deployed in Members States and associated countries. Countries with more access points are coloured darker. Data currently includes access points deployed as part of the OpenPEPPOL, EU-CEG and e-CODEX networks. Click on a country to view information regarding uptake of CEF DSIs in that particular country.



Filter by

Quarter

2017 Q1	▼
2017 Q1	
2016 Q4	
2016 Q3	
2016 Q2	
2016 Q1	
2015 Q4	
2015 Q3	

• Raising awareness

After the data is published, the monitoring team writes a news item describing the different highlights and trends of the quarter.

The CEF Dashboard – Discovering the Success of CEF Digital



European Commission 207

The purpose of the CEF Dashboard is to track the performance of Digital Service Infrastructures (DSIs) supported by the Connecting Europe Facility (CEF), the EU's main financing instrument for trans-European services.

DSIs are solutions that support the implementation of EU-wide projects. They provide trans-European interoperable services of common interest for citizens, businesses and/or public authorities. DSIs may be sector specific (such as eHealth, or eJustice) or solutions that can be deployed in any sector or policy domain, known as the CEF building blocks (such as CEF eDelivery for data exchange and CEF #ID for cross-border user authentication).

New look of the CEF Dashboard and Increased Uptake of the DSIs' Services



June 14, 2017

The European Commission is happy to announce that the CEF Digital portal has an updated and (even more) user-friendly layout. This revamp has also included the Dashboard, which provides an overview of the progress, quality and uptake of the Digital Service Infrastructures (DSI) of the CEF Programme, as well as figures about reuse of the CEF building blocks. It is now available on this link.

The revamp of the portal coincides with the publication of the monitoring figures for the first quarter of 2017, including new data-sets from the Business Registers Interconnection System DSI (BRIS).

