



Mid-term evaluation of the eGovernment action plan



FINAL REPORT

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Foreword

Deloitte, tech4i² and the study team would like to thank the European Commission Project Officer Juan Arregui-Mc Guillon and other Members of the Unit that have participated in the process as well as all other European Commission staff who have supported the study team and provided input throughout the different stages of the study.

The study team would also like to thank the Member States representatives that have contributed to the study and/or participated in the webinar.

Executive Summary

Introduction

The EU eGovernment Action Plan was drawn up in 2010 and covered actions for the period 2011 to 2015. The plan proposes various actions to achieve the four objectives identified in the Malmö Ministerial Declaration of November 2009:

- **empowerment of citizens and businesses** by eGovernment services designed around users' needs and developed in collaboration with third parties, as well as by increased access to public information, strengthened transparency and effective means for involvement of stakeholders in the policy process;
- **reinforcement of mobility** in the **Single Market** by seamless eGovernment services for the setting up and running of a business and for studying, working, residing and retiring anywhere in the European Union;
- **enabling of efficiency and effectiveness** by a constant effort to use eGovernment to reduce the administrative burden, improve organisational processes and promote a sustainable low-carbon economy; and
- Making the implementation of the policy priorities possible by appropriate **key enablers and legal and technical preconditions**.

In addition, the Action Plan includes a governance framework and specific governance actions.

The evaluation measures the progress that the European Commission and the Member States are making with respect to the vision in the Malmö Declaration that by 2015: *“European Public Administrations are recognised for being open, flexible and collaborative in their relations with citizens and businesses. They use eGovernment to increase their efficiency and effectiveness and to consistently improve public services in a way that caters for user’s different needs and maximises public value, thus supporting the transition of Europe to a leading knowledge-based economy.”*

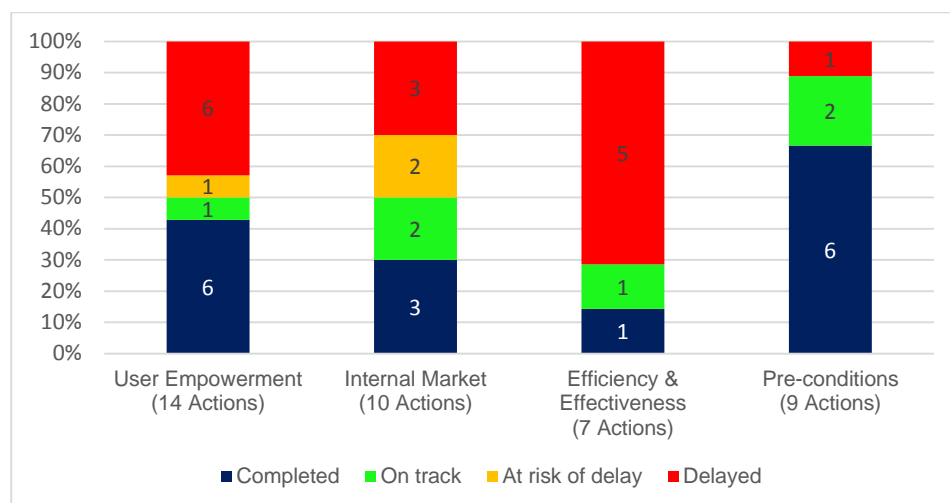
Assessment of the progress

The four priorities of the eGovernment, Action Plan are covering forty Actions. For twenty-three Actions the Commission has exclusive responsibility while for ten Actions the Member States have exclusive responsibility for the implementation. The Commission and the Member States share responsibility for seven.

In order to define the status of implementation, each Action was broken down into evaluation indicators developed for this evaluation study, meaning they have been defined ex-post, as no indicators were developed ex-ante. Each Action typically has between one and five indicators. In order to reduce as much as possible the possibility that bias and subjectivity might influence the results, the indicators were developed as yes-no questions, each with supporting evidence text box. It must be noted that the methodology adopted to assess the progress has quite strict requirements, as for an action to be qualified as ‘delayed’ it is sufficient that one indicator is negative (e.g. one Member State answered ‘no’ to the question, or one action is delayed in one Member State). The report will systematically provide extra information on how many countries have fulfilled an action.

The figure below provides an overview of the status of the progress

Figure 1 – Overview of progress of the eGovernment Action Plan by priority¹



The graph shows that the status of implementation of the Actions within the User Empowerment and Internal Market priority requires further attention, as in both cases Actions are at risk of delay or are already delayed. The Efficiency and Effectiveness priority requires the most attention, with a majority of actions delayed. The status of implementation of the Actions under the Preconditions for eGovernment priority is very good on the other hand. The most relevant accomplishments have been in the areas of Internal Market and of Preconditions for eGovernment.

Indeed, many of the Actions completed under both priorities are inter-linked, as they involve creating the conditions for the provision of cross-border services across Europe and supporting the development of interoperable services. The achievements include:

- Development by European projects (such as PEPPOL, SPOCS and other LSPs) of shared solutions by that many Member States are implementing;
- Implementation of Points of Single Contact (PSCs) that increasingly cover all administrative processes and offer services in more than the national language;
- Efforts ongoing DG DIGIT's ISA Programme of DG DIGIT to enhance the alignment of Member States with the European Interoperability Framework (EIF) (combined with a revision of the European Interoperability Strategy (EIS));
- A proposal for a Regulation on Mutual recognition of Identification and Authentication (now adopted) ;
- Launch of pilot projects for innovative architecture and technologies in eGovernment; and
- Ongoing work under DG DIGIT on the deployment of the STORK deliverables on e-identification.

To summarise, the main achievements relate to **the development of technological enablers**.

In addition, many actions included in the Governance chapter have been implemented:

- Creation of a High-Level Expert Group;
- The Mid-term evaluation of the eGovernment Action Plan;
- Update of national eGovernment strategies and incorporation of the principles of the Malmö Declaration in the vast majority of Member States. (Because not all Member States have yet complied, this action counts as delayed, but overall very good progress has in fact been made).

¹ For more information see: <http://www.egovap-evaluation.eu/>

When going more in detail per priority, in the area of User Empowerment, the main issues are related to the drafting and adoption of common targets, indicators and measurement frameworks in areas such as user-centricity, indicators on the roll-out of collaborative services, re-use of Public Sector Information and targets for transparency.

In other domains good progress is being made: the improvement of organisational processes, such as facilitation of exchange of experience and solutions, migration of ePractice to Joinup, and the eCommission Action Plan, are well on track.

The programme of cross-border staff exchanges has been dropped due to budgetary pressures, and reduction of the administrative burden associated with the once-only principle has been delayed. On the part of the Member States, exchanges of experience have not made as much progress as they might. On the part of the Commission, a study on 'eGovernment and the Reduction of Administrative Burden' has been carried out, but the roadmap for further implementation has yet to be drawn up. However seventy percent of the Member States analysed in the study on eGovernment and the Reduction of Administrative Burden² (twenty six Member States) were reported as currently implementing projects or programmes related to the once only principle.

The priority of Efficiency and Effectiveness requires attention from both the Commission and Member States. In the eGovernment Action Plan actions in this area focus on the 'once-only' registrations principle, on developing a roadmap for further implementation of electronic procedures and on green government. Efficiency and effectiveness of public administration have been at the heart of the efforts of national and local governments for more than one decade, and are still crucial in the current economic climate and budget austerity. The sample of case studies analysed in this study showed that many important actions are ongoing in Member States in this respect. eGovernment services are expected to reduce the administrative burden on citizens and businesses and to support the economic recovery and to sustain the delivery of better public services in a period of cuts in the public budgets. Evidence gathered shows that efficiency and effectiveness gains are expected by projects implemented in a wide range of eGovernment topics, such as:

- ❑ User empowerment (e.g. eParticipation environment in Finland);
- ❑ Open data (e.g. Aporta in Spain, Grunddata in Denmark);
- ❑ Interoperability (e.g. GoSwift in Estonia);
- ❑ eID and trust services (e.g. eID Standards in Sweden); and
- ❑ Transparency (e.g. OpenCoesione in Italy).

The Action Plan as policy instrument

The Action Plan has a positive impact on the development of eGovernment at the European and Member State level even if progress has been better in some areas compared to others. This type of Action plan can be a perfect 'mobilizer' instrument in order to help the European Commission and the Member States coordinating their actions. To be effective, an action plan must be embedded in a continuous policy cycle. This includes thoroughgoing collaborative design of the Action Plan by the Commission and the Member States, starting from a common vision, containing concrete measurable agreed objectives, an effective implementation and monitoring mechanism, and holistic approach with all the relevant Commission services working on related issues involved (such as the ISA-programme,

² See: <http://ec.europa.eu/digital-agenda/en/news/study-egovernment-and-reduction-administrative-burden-smart-20120061>

the administrative burden reduction initiatives, eCommission), and an excellent permanent evaluation system.

The holistic approach should also include other related monitoring and community-building activities. The European eGovernment “Benchmarking” framework should be aligned with the eGovernment Action Plan and measure the outcomes. In addition, the eGovernment sharing and re-use platform, now integrated with JoinUp, should be organised in line with the priorities of the Action Plan.

In a rapidly changing world with very fast evolving technology, a static five years period seems too long for an Action Plan. A system of a ‘rolling’ plan with a bi-yearly review and adapt cycle, would be more appropriated to keep track of change.

The future

Since the launch of the eGovernment Action Plan new themes for actions have emerged. The 2013 October European Council recognised the strategic value of modernising our public administrations through the smart use of ICT. The Council listed several areas for attention, which have been emphasised again during High Level eGovernment Conference held in Vilnius in November 2013. Many of those themes are already part of the eGovernment Action Plan but seem to require even more attention for the future. Among the new themes that emerged:

- ❑ Open data, as an untapped resource with a huge potential for building stronger, more interconnected societies;
- ❑ Citizens’ involvement in the production of collaborative services;
- ❑ Interoperability and re-use of Public Sector Information;
- ❑ Once-only principle, in the respect of privacy and data protection rules.

The Commission has made a key contribution to the debate on the future of eGovernment services in its vision paper “A vision for public services” published by DG Connect in June 2013. Starting from the current development and challenges (and building on the themes which have emerged at European level) it paves the way for an important paradigm shift towards open government, which is expected to deliver important advances and benefits.

The vision paper is one of the contributions to the debate on the future of eGovernment and public services provision. The paradigm shift towards open government has been advocated by other international organisations, including the OECD.

In its draft Principles on Digital Government Strategies, the OECD recommends the shift from a citizen-centric to a citizen-driven model of digital government and thus the move from a ‘networked governance’ to a ‘collaborative and participatory governance’. In this context, ICT are a tool to improve efficiency in service delivery, processes and outputs, and to anticipate citizens’ needs, becoming then a driver for economic growth, social equality and governance outcomes of greater transparency, integrity and citizens’ engagement. In fact, financial benefits for the public sector are expected to come mostly from savings generated by reducing the production costs for a service and/or by the rationalisation of public expenditure.

The analysis of the developments in Member States for this study (via the case studies and the dashboard) has confirmed the need to prioritise (for the first time or more strongly) many of the same areas for actions as, e.g. transparency, openness and collaborative services.

The Vision Paper states “an appropriate governance structure is needed, setting the boundaries of open government and adapting to the collaboration of networks within it”. Open government requires common targets, indicators and measurement frameworks in areas such user-centricity, indicators on the roll-out of collaborative services, re-use of Public Sector Information and targets for transparency, areas in which the eGovernment Action Plan has fallen behind.

Drawing up and adopting those targets and indicators links not only with the priorities set by the eGovernment Action Plan but also with the DG Connects’ Vision Paper and its drivers:

- Measurement: “measuring government performance has long been recognised as necessary for improving effectiveness and efficiency”;
- Collaborative production: “everyone can potentially measure and monitor the public sector and [...] this can be done either in collaboration with government or independently”; and
- Transparency of public action: “...measuring the value of the transformation to citizens; assessing the improvements in “public value” from the point of view of citizens” .

The paradigm shift towards open government is very high in the policy agenda, as the debate is still ongoing, and many related issues are still under discussion. In addition to the publications and initiatives mentioned so far, it is the main topic of the series of events fostering the debate on the future of public services and eGovernment in Europe and beyond. The Digital Venice 2014 conference, and the two conferences on open government and public sector innovation recently organised by the OECD are only the most recent additions to the international discussion.

This report suggests in its conclusions some recommendation to update the eGovernment Action Plan in accordance to the new concepts and to improve its governance.

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1 Introduction

The eGovernment Action Plan contributes to a knowledge-based, sustainable and inclusive economy for the European Union, as set forth in the Europe 2020 Strategy. It supports and complements the Digital Agenda for Europe.

1.1 Framework of the Study

The European Commission's eGovernment Action Plan³ was established in 2010 and encompasses actions for the period 2011-2015. The actions within the eGovernment Action Plan are a translation into concrete activities of the political impetus provided by the Malmö Ministerial Declaration of November 2009⁴. The priorities of the Action plan are:

- ✘ User empowerment;
- ✘ The Single Market;
- ✘ Efficiency and effectiveness of governments and administrations;
- ✘ Preconditions for developing eGovernment.

In addition, the Action Plan sets the framework and specific actions for the governance of the actions it defines. This not only encompasses the specific structures which are to be created (such as the eGovernment High-Level Expert Group), but also the monitoring and evaluation framework, (including both instruments and methods).

Each of these priorities is broken down into a series of sub-priorities and those sub-priorities are broken down into specific policy actions to be undertaken by the European Commission and the Member States separately or jointly by given years.

1.2 Purpose of the Study

This study aims to provide a first measurement of the progress that the European Commission and the Member States are making relative to the vision for 2015 set out in the Malmö Declaration that: *“European governments are recognised for being open, flexible and collaborative in their relations with citizens and businesses. They use eGovernment to increase their efficiency and effectiveness and to consistently improve public services in a way that caters for user's different needs and maximises public value, thus supporting the transition of Europe to a leading knowledge-based economy.”*

The study was carried out in three successive activities:

- ✘ assessment of the progress made by the Commission and the Member States towards the priorities and actions set by the eGovernment Action Plan (based on the collaborative data collection on the [eGovernment Action Plan-evaluation](http://egovap-evaluation.eu/) website)⁵;

³ COM(2010) 743 final; <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:0743:FIN:EN:PDF>;

⁴ <http://ec.europa.eu/digital-agenda/sites/digital-agenda/files/ministerial-declaration-on-egovap-malmo.pdf>

⁵ <http://egovap-evaluation.eu/>

- ❑ (partial and preliminary) analysis of the impact of the Action Plan on the development of eGovernment in Member States (based on a series of selected case studies);
- ❑ Recommendations on future actions, within the timeline of the eGovernment Action Plan and beyond.

1.3 Structure of the report

This report constitutes the final report of the study on the mid-term evaluation of the eGovernment Action. It summarises the main findings of the Progress Assessment and Case Studies which underpinned the study, draws conclusions and proposes some recommendations for the mid-term revision of the eGovernment Action Plan.

The Final Study Report has four chapters, namely:

- ❑ **Chapter 1: Introduction** – presentation of the framework and the purpose of the study as well as the structure of the report
- ❑ **Chapter 2: Context** – presentation of the context of the study, i.e. the policy developments that led to the launch of the eGovernment Action Plan 2011-2015, as well as the most recent important contextual developments since then;
- ❑ **Chapter 3: Main Findings** on the status of implementation of the eGovernment Action Plan across Europe. Data on the status of implementation of the Actions of the eGovernment Action Plan are complemented by qualitative findings and examples from Member States' contributions and the 12 case studies selected;
- ❑ **Chapter 4:** Conclusions and recommendations for the mid-term revision of the eGovernment Action Plan. The recommendations include also inputs from the project webinar held on 20 March 2014.

In addition to these chapters, there are three annexes:

- ❑ **Annex A:** an overview of the project website created for the collaborative data gathering exercise, and of the dashboard;
- ❑ **Annex B:** the full list of Actions and indicators developed for the monitoring exercise; and
- ❑ **Annex C:** the full analysis of the 12 case studies selected for the study.

2 Context

This section presents the European context that led to the launch of the eGovernment Action Plan. It also summarises the main development happened since then, together with some new themes and priorities for action.

2.1 i2010, Malmö Declaration, Europe 2020 and the Digital Agenda

On 1 June 2005, the European Commission launched its Communication "**i2010 – A European Information Society for growth and employment**", providing a strategic framework to drive sustainable economic growth and inclusion through ICT by addressing the main challenges and developments in the information society up to 2010.⁶ i2010 defined three priorities:

1. to complete the Single European Information Space;
2. to strengthen innovation and investment in ICT; and
3. To achieve an inclusive European information society.

The **first eGovernment Action Plan**, also known as the i2010 eGovernment Action Plan, was published against this background⁷. During the 4th Ministerial eGovernment Conference in September 2007⁸, the eGovernment i2010 subgroup issued a progress report entitled "National Progress Report on eGovernment in the EU27+"⁹. This report showed that there had been considerable progress in the digital transformation of public services since the launch of the i2010 eGovernment Action Plan.

The **Malmö Declaration**¹⁰ of 18 November 2009 issued after the 5th Ministerial eGovernment Conference Member States expressed their post-i2010 commitment, to European public administrations by 2015 being open, flexible and collaborative in their relations with citizens and businesses, and be using eGovernment to increase their efficiency and effectiveness and to constantly improve public services in a way that caters for user's different needs and maximises public value.

The Malmö Declaration paved the way for stronger cooperation in sharing a strategic vision and actions based on the need identified by the EU countries and the Commission, and thus cleared the path that led to the second eGovernment Action Plan in 2010 for another five-year period.

On 3 March 2010, the European Commission proposed a new 10-year political strategy, **Europe 2020: A strategy for smart, sustainable and inclusive growth**¹¹ to face the immediate challenges resulting from the financial crisis and long-term challenges such as resource scarcity, ageing and globalisation. The Europe 2020 Strategy, which was subsequently endorsed by the European Council, aims to transform the European economy so that it is smart, sustainable and inclusive – the

⁶ COM (2005) 229 final; <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2005:0229:FIN:EN:PDF>

⁷ COM (2006) 173 final; <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52006DC0173>

⁸ See http://ec.europa.eu/information_society/activities/ict_psp/documents/MinisterialDeclaration.pdf

⁹ See <http://www.umic.pt/images/stories/publicacoes200709/FullreporteGovernmentProgressinEU-Reapingthebenefits.pdf>

¹⁰ See <http://www.egov2009.se/wp-content/uploads/Ministerial-Declaration-on-eGovernment.pdf>

¹¹ COM (2010) 2020 final; <http://www.ipex.eu/IPEXL-WEB/dossier/dossier.do?code=COM&year=2010&number=2020>

three pillars of the EU 2020 strategy. The three pillars are supported by seven Flagship Initiatives, each of which comprises a number of concrete policy actions¹².

One of these Flagship Initiatives is the **Digital Agenda for Europe (DAE)**. This aims to speed up the roll-out of high-speed internet and reap the benefits of a digital single market for households and firms¹³. The Digital Agenda for Europe revolves around seven core pillars: the Digital Single Market, Interoperability and Standards, Trust and Security, Very Fast Internet, Research and Innovation, Enhancing e-skills, and ICT for Social Challenges.

The DAE enumerates 101 concrete policy actions designed to exploit the benefits of ICT across Europe. A number of actions relate directly to eGovernment:

- ❑ Action 84: Support seamless cross-border eGovernment services in the single market;
- ❑ Action 89: Member States to make eGovernment services fully interoperable, and
- ❑ Action 90: Points of Single Contact should function as fully fledged eGovernment centres.

Furthermore, numerous actions relate indirectly to eGovernment, such as:

- ❑ Action 8: Revision of the eSignature directive;
- ❑ Action 21: Propose legislation on ICT interoperability;
- ❑ Action 24: Adopt a European Interoperability Strategy and Framework;
- ❑ Action 26: Member States to implement European Interoperability Framework;
- ❑ Action 27: Member States to implement Malmö and Granada¹⁴ declarations;
- ❑ Action 83: Propose a Council and Parliament Decision on mutual recognition of e-ID;
- ❑ Action 86: Implement cross-border eEnvironment services;
- ❑ Action 87: Issue a White Paper on inter-connecting e-procurement capacity in the EU;
- ❑ Action 88: Create and implement an ambitious eCommission 2011-2015 action plan; and
- ❑ Action 91: Member States to agree a common list of key cross-border public services.

In December 2012 the European Commission published a review of the Digital Priorities¹⁵ where seven key areas were identified for further efforts, including “New public digital service infrastructures through Connecting Europe Facility loans” . The new financial instrument called Connecting Europe Facility (CEF) is to be used to finance the sustainability of the outcomes of the ‘building blocks’ for cross-border services developed under the Large Scale Pilots (see section 2.3) as well as new, what are called, Digital Services Infrastructures (DSI) needed to provide cross-border solutions for citizens and business in areas of public interest such as health, smart energy, and access to public administrations.

2.2 The European eGovernment Action Plan 2011-2015

The second eGovernment Action Plan was launched in December 2010.¹⁶ It aims to realise the ambitious vision expressed in the Malmö Declaration.¹⁷¹⁸

¹²See http://ec.europa.eu/europe2020/index_en.htm

¹³ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions A Digital Agenda for Europe /* COM/2010/0245 final.

¹⁴ Granada Ministerial Declaration on the European Digital Agenda: Agreed on 19 April 2010 [http://www.eu-spocs.eu/images/stories/en_declaracion_granada\[1\].pdf](http://www.eu-spocs.eu/images/stories/en_declaracion_granada[1].pdf)

¹⁵ Digital "to-do" list: new digital priorities for 2013-2014, see: http://europa.eu/rapid/press-release_IP-12-1389_en.htm

¹⁶ COM(2010) 743.

¹⁷ By 2015 European public administrations will be: *"recognised for being open, flexible and collaborative in their relations with citizens and businesses. They use eGovernment to increase their efficiency and effectiveness and to constantly improve public services in a way that caters for user's different needs and maximises public value, thus supporting the transition of Europe to a leading knowledge based economy; op.cit.*

¹⁸ Ibid, page 4.

The plan proposes various actions to achieve the four objectives identified in the Malmö Declaration:

- ▶ **empowerment of citizens and businesses** by eGovernment services designed around users' needs and developed in collaboration with third parties, as well as by increased access to public information, strengthened transparency and effective means for involvement of stakeholders in the policy process;
- ▶ **reinforcement of mobility** in the Single Market by seamless eGovernment services for the setting up and running of a business and for studying, working, residing and retiring anywhere in the European Union;
- ▶ **enabling of efficiency and effectiveness** by a constant effort to use eGovernment to reduce the administrative burden, improve organisational processes and promote a sustainable low-carbon economy; and
- ▶ making the implementation of the policy priorities possible by appropriate **key enablers and legal and technical preconditions**.

It was based on a conviction that supporting collaboration on eGovernment and having joint actions could contribute to overcoming the economic crisis by increasing the efficiency of public resource spending and by collaborating, coordinating, pooling, sharing and reusing existing solutions.

The implementation of the Action Plan is focusing on maximising the complementarity of national and European policy instruments. Given the fact that the responsibility for the implementation of eGovernment actions at national level resides with the Member States, the European Commission sees its central responsibility for the implementation as lying in improving the conditions for development of cross-border eGovernment services provided to citizens and businesses regardless of their country of origin.

The eGovernment Action Plan sets three main targets (also based on the Digital Agenda):

1. By 2015, a number of key cross-border services will be available online¹⁹;
2. By 2015, 50% of EU citizens will have used eGovernment services;
3. By 2015, 80% of enterprises will have used eGovernment services.

Preconditions for eGovernment services such as interoperability, eSignature and e-identification must be established by developing joint actions in a number of domains where ICT can improve delivery of services, such as in procurement, justice, health, environment, mobility and social security. Such services support the implementation of citizens' initiatives with ICT tools.

The various actions reflect the complementarity of national and European policy instruments. The Action Plan describes the division of responsibilities between the Member States and the Commission as follows:

- ▶ Where Member States are leading and rely on their resources, the Commission will help by supporting and coordinating activities. The measures proposed will focus on setting targets with the Member States and on how to achieve these targets by means of measures such as exchanging best practice and information, conducting studies and benchmarking.
- ▶ Where the Commission and the Member States work jointly to develop, deploy or improve cross-border services, the Commission will take the lead in activities where joint resources are used, while the Member States will bear the final responsibility for implementing activities using their own resources. The measures proposed will include research and development,

¹⁹ "...enabling entrepreneurs to set up and run a business anywhere in Europe independently of their original location, and allowing citizens to study, work, reside and retire anywhere in the European Union.

pilot projects, collaborative development of services by Member States and transfer of knowledge to the market.

- ✘ Where the Commission can create enabling conditions, the measures proposed will include adopting legal instruments, setting standards, formulating common frameworks, implementing generic tools, providing (re-usable) technical building blocks and ensuring interoperability.

In addition to outlining the general objectives to be achieved, the eGovernment Action Plan sets four specific priorities based on the Malmö Declaration and breaks these down into sub-priorities:

- ✘ **User empowerment** (five sub-priorities): services designed around users' needs and inclusive services, collaborative production of services, re-use of public sector information, improvement of transparency, involvement of citizens and businesses in policy-making;
- ✘ **Reinforcing mobility in the internal market** (three sub-priorities): seamless services for businesses, personal mobility, EU-wide implementation of cross-border services and new services.
- ✘ **Enabling efficiency and effectiveness of governments and administrations** (three sub-priorities): improving organisational processes, reduction of administrative burdens, green government.
- ✘ **Developing the necessary preconditions for eGovernment** (three sub-priorities): open specifications and interoperability, key enablers and innovative eGovernment.

Actions for practical application are attached to each of the sub-priorities. There are 40 actions in total. These represent the basic units of the present evaluation together with four actions associated with Governance, which was added as an objective of the eGovernment Action Plan, but is not covered by the Malmö Declaration.

It is important to note that the eGovernment Action Plan and the Digital Agenda for Europe are closely interconnected. Several actions enumerated in the eGovernment Action plan are actions included in the Digital Agenda for Europe:

2.3 Towards the next generation of eGovernment services

Since the launch of the eGovernment Action Plan, some of its priorities have received more attention than other, while at the same time new themes have emerged in the realm of eGovernment which need to be taken into account when considering the context within which implementation is occurring.

For example, the difficulties in realising the potential of cross-border services have come to the fore. Government services are often constructed in silos, and this hinders seamless cross-border services. The 6th **Ministerial eGovernment conference** in Poznan in November 2011²⁰ highlighted, moreover, the importance of cross-border use of online services as a key condition for a true European Single Market. By removing the digital borders, citizens and businesses can move freely across Europe, increasing their individual opportunities and stimulating overall economic growth in Europe.

At that event, Commission Vice-President, Neelie Kroes, launched the slogan: **Build** (using the existing building blocks for Pan-European digital public services), **Connect** (linking up the existing systems by tearing down digital barriers) and **Grow** (rolling out the seamless services across other areas and other countries).

²⁰ <https://mac.gov.pl/files/wp-content/uploads/2011/12/6th-BeGSE-folder-A4-CP-EN.pdf>

The Ministers concluded that at least five key cross-border services should be selected and implemented between 2012 and 2014. These are in areas covered by five of the projects known as **Large Scale Pilots** set up to develop practical solutions tested in real government service cases across Europe:

- ❑ STORK (eID): Electronic identity for easier access to public services;
- ❑ PEPOL (eProcurement): Interoperable eProcurement solutions, such as e-invoices and e-signatures for important documents;
- ❑ SPOCS (Services Directive): Online Points of Single Contact to help businesses expand into other countries;
- ❑ epSOS: Cross-border access to patient information online;
- ❑ e-CODEX: Online access to judicial procedures for claimants, defendants and legal professionals.

The European Commission has been supporting seamless cross-border services in Member States and other European countries for a single market through the **Competitiveness and Innovation Programme (CIP)**²¹ and **Interoperability Solutions for European Public Administrations (ISA Programme)**²². The ISA Programme 2010-2015 is an important instrument for analysing and coming up with solutions for sustainable common services and generic tools developed in the Large Scale Pilots. It is, therefore, closely linked to the implementation of the eGovernment Action Plan.

The importance of continuing to work on the provision of cross-border services was stressed yet again at The **High Level eGovernment Conference** held in Vilnius in November 2013²³, but that event also turned the spotlight on some new areas needing attention, including openness.

That event picked up on the issues highlighted at the October 2013 European Council²⁴ which recognised the strategic value of modernising public administrations through the smart use of ICT. Key new issues identified then were:

- ❑ Open data, as an untapped resource with a huge potential for building stronger, more interconnected societies;
- ❑ Citizens' involvement in the production of collaborative services;
- ❑ Interoperability and re-use of Public Sector Information;
- ❑ Once-only principle, in the respect of privacy and data protection rules.

The eGovernment Action Plan covers these at least to some extent, but they have emerged as requiring more emphasis in future. Indeed, a paradigm shift may be needed.

2.4 The way forward: a vision for public services

The recognition that there is a need for a paradigm shift towards open government was emphasised in DG CONNECT's paper “**A vision for public services**” published in June 2013²⁵. This took as its starting point the current developments and challenges (building on the new themes emerging at European level) in order to show the path ahead. This is a transformation that is expected to deliver important advances and benefits.

²¹ See <http://ec.europa.eu/cip/>

²² See http://ec.europa.eu/isa/documents/isa_work_programme_en.pdf

²³ See <http://www.eu2013.lt/en/events/political-meetings/conferencesandseminars/high-level-conference-on-e-government-issues>

²⁴ See http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/139197.pdf

²⁵ See <http://ec.europa.eu/digital-agenda/en/news/vision-public-services>

This vision paper is one of the contributions to the debate on the future of eGovernment and the provision of public services. The paradigm shift towards open government has been advocated by international organisations, including the OECD..

In its draft Principles on Digital Government Strategies²⁶, the OECD recommends the shift from a citizen-centric to a citizen-driven model of digital government and thus the move from a 'networked governance' to a 'collaborative and participatory governance'. In this context, ICT are a tool to improve efficiency in service delivery, processes and outputs, and to anticipate citizens' needs, becoming then a driver for economic growth, social equality and governance outcomes of greater transparency, integrity and citizens' engagement.

This new paradigm translates into the three pillars and 10 principles for digital government strategies set by the OECD draft paper, which are to be presented to the Council at the end of 2014. The pillars outlined are:

- Pillar 1: engage citizens and open up to maintain public trust;
- Pillar 2: adopt joined-up approaches to deliver public value;
- Pillar 3: strengthen capacities to ensure return on ICT investments.

While high on the policy agenda, the paradigm shift towards an open government is happening already, following the principles elaborated by the Commission. The 2014 eGovernment Benchmark recognised the potential for a shift from a model for public services designed around the delivery of services to people towards a model designed to enable the co-production of services better with people. The report also emphasised the relevance of a joined-up governance to improve the quality of service delivery, and increase the efficiency and effectiveness of government actions, Cooperation is identified as a key driver to achieve these objectives. Cooperation does not involve only intra- and inter-institutional cooperation, but also between public and private sector and governments, and citizens and businesses. The cooperative model and the joined-up governance require new attitudes towards users of public services, who are not only mere users of the services, but co-producers, as well as transparency about public decisions and expenditure. An open and collaborative government is expected to contribute to lowering the cost of producing public services and to reducing the administrative burden. It is also considered cost-effective as it relies on the hidden resources of citizens to produce benefits. An open government is expected to produce services closer to users' needs. Fostering cooperation across systems and anticipating proactive measures can help government to become more proactive and thereby ensure more meaningful and sustainable public services. Finally, open governments should result in more business innovation and business creation thanks to the access to open data since this can trigger new services and new markets.

The relevance of public sector innovation is acknowledged by the Public Innovation Scoreboard²⁷, which tries to capture the different facets of public sector innovation and its impacts via the 22 indicators elaborated according to seven dimensions, and using data from available sources (including Eurostat, OECD, World Bank, World Economic Forum, etc.). Indicator 2.1.1 (Share of organizations in public administration with services, communication, process or organizational innovations) showed that in-house innovation in public organisations is not negligible (higher than in-house innovation in SMEs, for instance), and that public innovation is also a crucial enabler of private sector innovation. The same indicator highlighted that public bodies innovate in a number of

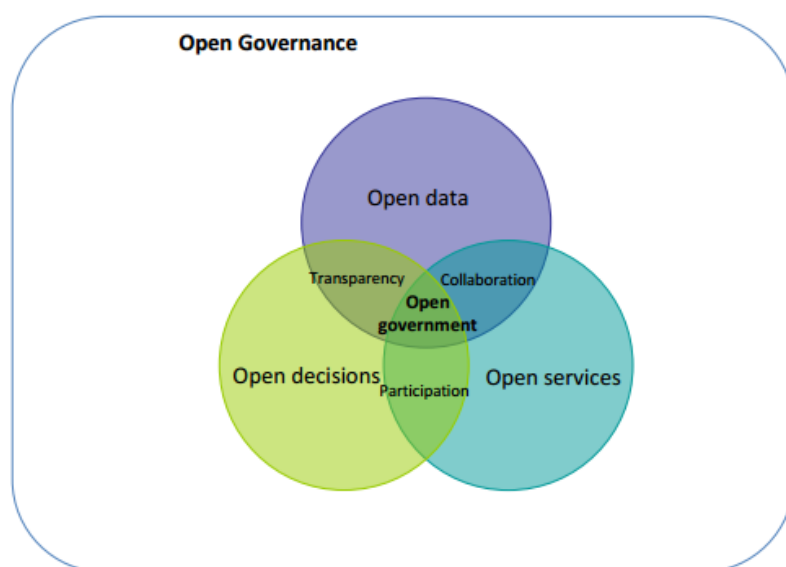
²⁶ See: <http://www.oecd.org/governance/eleaders/Draft-OECD-Principles-for-Digital-Government-Strategies.pdf>

²⁷ See: http://ec.europa.eu/enterprise/policies/innovation/policy/public-sector-innovation/index_en.htm

directions, including new or improved methods of influencing the behaviour of users, citizens and others (53% of types of innovations introduced) and new or improved methods of providing services or interacting with users (64%).

Opening up and sharing assets, thus making data services and decisions transparent, is fundamental to this approach. This enables cooperation and increases bottom-up, participative forms of service design, production and delivery. Public sector organisations can be at the heart of this transformation if they embrace open government, and therefore the principles of **collaboration, transparency and participation** and works within an open governance framework. This vision is reflected in the DG Connects' vision paper.

Figure 2 - Open government governance framework



Source: *A vision for public services*, p. 3²⁸

Three elements are key to achieving this vision:

- ❑ Open data;
- ❑ Open services; and
- ❑ Open decisions.

Open data represent thus a key element of the paradigm shift. The European Union has made important steps towards promoting the use and disclosure of open data, In June 2013²⁹, the European Union endorsed the G8 Open Data Charter and committed to implementing a number of open data activities in the G8 members' Collective Action Plan. Open data have been considered for years a resource for innovative products and services and as a means of addressing societal challenges and fostering government transparency.

In order to further promote the use of open data and to promote the principles of the Open Data Charter, the EU has committed to implement a series of actions, which include identifying and making

²⁸ See: <http://www.govloop.com/profiles/blogs/three-dimensions-of-open-government>, additional input from H2020 Consultation Workshop (31/01/2013), Study on Collaborative Production in eGovernment - SMART 2010-0075 as well as talk of D. Tapscott at TED Global 2012 on radical openness – four principles of the open world

²⁹ See: <http://www.epsiplatform.eu/keywords/g8-open-data-charter>

available datasets held at EU level, publishing data on the EU Open Data Portal, supporting activities, outreach, consultation and engagement and sharing experiences of work in the area of open data. The EU also committed to promote the application of the principles of the G8 Open Data Charter in all 28 EU Member States through the revised PSI Directive and guidelines to Member States.

Member States are progressively implementing initiatives based on the use and publication of open data. In addition, an increasing number of Member States is also participating in the Open Government Partnership³⁰, which aims to support governments and societies to move towards a shift in norms and culture to ensure genuine dialogue and collaboration between governments and civil society³¹.

The 2014 eGovernment Survey³² of the UNPAN provided further evidence on the increasing adoption of open data as part of government's strategies for untapping the potential for growth and for fostering transparency and social cohesion. It also stressed the importance of accompanying open data strategies with a number of supporting measures such as training and capacity-building of stakeholders and re-users and engagement strategies, as open data represent a tool rather than an end by themselves.

The DG Connect's vision paper also identifies important enablers and conditions to achieve the open and collaborative government approach:

- ✘ The creation of new governance structures, that embed open structures, open organisations and open processes. The vision is that of a "whole-of-government" approach;
- ✘ Changing roles for government. This second element deals with the issue of how distributing public value in an optimal way and how to share responsibilities in the context of an open government. Government will manage and coordinate societal assets, and citizens become resources with assets to contribute;
- ✘ Incentives for mobilising citizens to engage in collaboration and further take-up of new services, together with measures to ensure sustainability. Current business models for government services do not adequately use the benefits of participation and collaboration, including with the private sector;
- ✘ Research and investment into technological enablers. Transformative technologies can lead to changes in the value chain and relationships between different players, and bring new solutions to the complex problems that governments are facing. Open government requires new types of infrastructures, able to sustain creation of public value via cooperation among actors, and enhanced progress on interoperability (both at the organisational and technical level), open standards and cloud computing.

The paradigm shift towards open government is very high in the policy agenda, as the debate is still ongoing, and many related issues are still under discussion. In addition to the publications and initiatives mentioned so far, it is the main topic of the series of events fostering the debate on the future of public services and eGovernment in Europe and beyond. The Digital Venice 2014

³⁰ See: <http://www.opengovpartnership.org/about/mission-and-goals#sthash.Vmhi9ibv.dpuf>

³¹ Currently, 18 EU Member States are also members of the Open Government Partnership, namely: Bulgaria, Croatia, Czech Republic, Denmark, Estonia, Finland, France, Greece, Ireland, Italy, Latvia, Lithuania, Malta, the Netherlands, Romania, Spain, Sweden and the United Kingdom.

³² See: <http://unpan3.un.org/egovkb/en-us/Reports/UN-E-Government-Survey-2014>

conference³³, and the two conferences on open government³⁴ and public sector innovation³⁵ recently organised by the OECD are only the most recent additions to the international discussion.

Because of the importance of this paradigm shift, it has been taken into account in this evaluation even though not all the elements above are fully reflected in the eGovernment Action Plan. The way in which the two have been combined in our assessment is explained in the next chapter.

³³ See: <http://www.digitalvenice.eu/>

³⁴ See: <http://www.oecd.org/gov/international-forum-on-open-government.htm>

³⁵ See: <http://www.oecd.org/innovating-the-public-sector/#d.en.304320>

3 Main findings from the Progress Assessment and the Case Studies

This section reports the main findings on the status of the implementation of the eGovernment Action Plan across Europe. It provides an overview of the results and presents a more qualitative view by analysing the information provided by the countries that took part in the monitoring exercise and the evidence provided by the case studies.

The first sub-section on methodology presents the overall approach adopted for the progress assessment and the case study exercises and introduces the tools used. The second part of the section reports the main findings on the status of the implementation of the eGovernment Action Plan, complemented by examples and more qualitative information provided by Member States and the case studies. An overall view of progress in implementation of the eGovernment Action Plan per priority follows. The chapter ends with a section on the organisational and financial impacts of the eGovernment Action Plan. This summarises the main findings from the analysis of the case studies.

3.1 Methodology

The Mid-term evaluation of the eGovernment Action Plan included two separate but related data gathering tasks:

- ✘ A monitoring and stocktaking exercise (progress assessment), with the purpose of providing an overview of the extent and modalities of implementation of the eGovernment Action Plan, its four priorities and 40 actions (plus the governance chapter) across Europe;
- ✘ A more in-depth analysis of the impacts of the implementation of the eGovernment Action Plan in terms of the organisational and financial impacts (based on case studies), to provide some insights related to the different dimensions of the Malmö Declaration and the contribution to achieving the EU 2020 objectives.

A collaborative approach was adopted for the **first task (progress assessment)**. A dedicated website (<http://www.egovap-evaluation.eu>) was set up. Member States, the four countries which were associated to the programme and the European Commission were given access so that their representatives could fill out information on activities related to the eGovernment Action Plan.

The website for data gathering was created as a dynamic tool for progress assessment and is, therefore continuously updated by Member States. On the other hand, this report presents the (static) situation of this crowd-sourced self-assessment exercise between December 2013 and 25 March 2014. As of that, 27 of the 28 Member States and two of the four associated countries had provided the data (even if not every country answered every question on dashboard). The analysis focuses on

the progress in the Member States but takes into account the data provided by the other two countries.

Of the 40 Actions in the eGovernment Action Plan the Commission has exclusive responsibility for 23 Actions, and Member States have exclusive responsibility for the implementation of 10 Actions. The Commission and the Member States share responsibility for seven.

In order to define the status of implementation of the actions, each Action was broken down into evaluation indicators. These indicators were developed in close cooperation with the European Commission Officials responsible for the various Actions and then validated by the Commission Officials responsible for the study³⁶.

Each Action typically has between one and five indicators. In order to reduce as much as possible, the possibility that bias and subjectivity might influence the results, the indicators were developed as yes-no questions, each with supporting evidence text box.

In order to have a clear status of the implementation status of the eGovernment Action Plan, the website had a specific action dashboard feature. This represented the progress of each action based on a traffic light system. It was presented as a table with the actions on the Y axis and the governance entity on the X axis (European Commission or Member States). The status colour was determined automatically based on the data in the action sheet to which the cell was linked directly.

The figure below provides an overview of the dashboard.

Figure 3 – Overview of the dashboard³⁷

Thematic cluster and actions	Deadline	Progress status	EC	AT	BE	BG	CY	CZ	DE	DK	EE	EL	ES	FI	FR	HR	HU	IE	IT	LT	LU	LV	MT	NL	PL	PT	RO	SE	SI	SK	UK	
1. User Empowerment																																
Action 1	* 2013		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 2	* 2013		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 3	* 2011		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 4	* 2013		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 5	* 2011		Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red
Action 6	* 2011		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 7	* 2013		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 8	* 2012		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 9	* 2011		Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red
Action 10	* 2013		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 11	* 2014		Green	Green	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 12	* 2011		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 13	* 2011		Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Action 14	* 2015		Green	Green	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue

A colouring system to indicate the status was developed in cooperation with the European Commission. The colouring system is based on the following principles:

- **Red:** the deadline has passed, and there are one or more ‘no’s to the indicator questions. This implies that for an action to be qualified as ‘delayed’ it is sufficient that one indicator is negative (e.g. one Member State answered ‘no’ to the question, or one action is delayed in one Member State);
- **Orange:** the deadline has not yet passed and the answer to fewer than 50% of the indicator questions is ‘yes’;
- **Green:** the deadline has not yet passed and 50% or more of the indicator questions have been answered with a ‘yes’; and
- **Blue:** all the answers to the indicator questions are ‘yes’ (irrespective of the deadline);
- **Grey:** No information received.

³⁶ The full list of indicators is in Annex B.

³⁷ For more information see: http://www.egovap-evaluation.eu/dashboard2_actions.php

A similar approach was adopted to indicate the overall status of implementation of an action (i.e. taking into account the status of the implementation in all Member States and on the part of the Commission when relevant):

- ▶ **Red:** the deadline has passed and not all those responsible for the action (whether the Commission, Member States or the two together) have completed the Action;
- ▶ **Orange:** if the deadline has not yet passed and fewer than 50% of those responsible for the action (whether the Commission, Member States or the two together) have completed the action;
- ▶ **Green:** the deadline has not yet passed and 50% or more of those responsible for the action (whether the Commission, Member States or the two together) have completed the Action; and
- ▶ **Blue:** all those responsible for the action (being the Commission, Member States or jointly) have completed the Action, irrespective of the deadline;
- ▶ **Grey:** No information received.

Indeed, the methodology adopted has quite strict requirements, as for an action to be qualified as 'delayed' it is sufficient that one indicator is negative (e.g. one Member State answered 'no' to the question, or one action is delayed in one Member State). The methodology adopted was the same used for the measuring the progress in implementing the Digital Agenda for Europe.

For the **second task (case studies)**, the study team carried out a preliminary selection of possible case studies, taking into account a series of criteria, including:

- ▶ Link with the four priority areas of the eGovernment Action Plan;
- ▶ Link with the themes pinpointed by the October 2013 European Council and described in detail in DG Connects' vision paper;
- ▶ Coverage of different sectors of public sector bodies' activity (e.g. education, health, population registry, etc.);
- ▶ Coverage of different countries (e.g. larger and smaller countries, centralised and decentralised countries, northern and southern European countries, older and more recent Member States);
- ▶ Coverage of different administrative levels (i.e. national/federal, regional or local level);
- ▶ Type of service provided (i.e. G2G, G2C, G2B).
- ▶ Timing of the development (i.e. from 2012, in order to have a clear link with the EU eGovernment Action Plan).

Additional inputs came from cases presented during eGovernment conferences and workshops held in 2013 (such as the Vilnius High-Level Conference on eGovernment Issues³⁹ and the UN Conference for Government CIOs and key officials⁴⁰ held in Helsinki on *Leading the Way in eGovernment development*) and interaction with Member State representatives during the monitoring exercise (Task 1).

Those suggestions were discussed with the Commission in order to arrive at a final selection of 12 cases (covering organisational and financial impacts of the implementation of the eGovernment Action Plan).

³⁹ Op.cit.

⁴⁰ <http://www.unpan.org/Events/Conferences/tabid/94/mctl/EventDetails/ModuleID/1532/ItemID/2322/Default.aspx>

The table below provides an overview of the cases selected and of their links with the priorities of the eGovernment Action Plan and the other eGovernment-related themes⁴¹.

⁴¹ The full analysis of the case studies selected is in Annex C.

Table 1 – Overview of case studies selected

Cases	Priorities from eGov Action Plan				Topics linked to the Vision Paper							
	User empowerment	Internal Market	Efficiency & effectiveness	Pre-conditions	Open data	Collaborative services	Inter-operability	Re-use of PSI	“once-only” principle	eID & trust services	eProcurement & eInvoicing	Transparency
FlxMyStreet (BE)	✓					✓						
eParticipation (FI)	✓		✓									✓
Aporta (ES)					✓			✓				
OpenCoesione (IT)	✓		✓		✓							✓
Second Generation PSC (MT)		✓					✓					
GoSwift (EE)			✓				✓					
eID Standards (SE)				✓			✓			✓		
Gruddata (DK)			✓			✓		✓				
MAGDA 2.0 (BE)			✓						✓			
G-Cloud (UK)			✓								✓	
ePrior (BE)			✓								✓	
Performance Platform (UK)			✓	✓								✓

A collaborative approach was also adopted to identify a set of recommendations for the mid-term revision of the eGovernment Action Plan.

The results of the study and the preliminary conclusions and recommendations were presented to the Commission and to Member States' representatives during a webinar held on 20 March 2014. The webinar had 30 attendees from 15 different Member States and generated an interesting debate on the future of eGovernment services in Europe. The main contributions from the debate have been included in the recommendations.

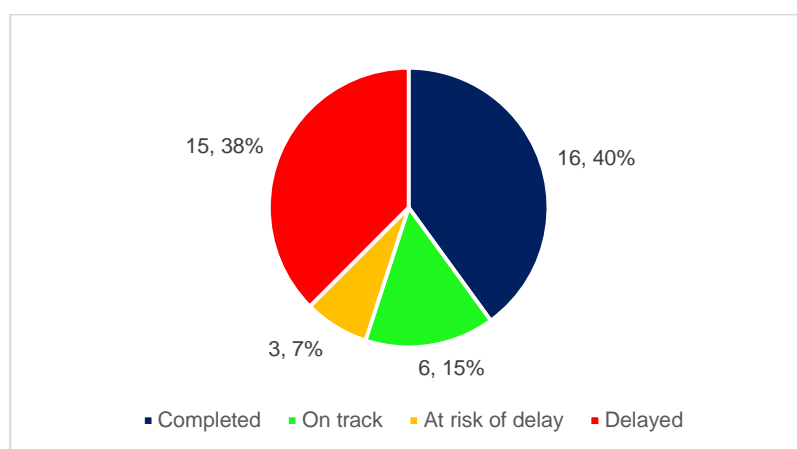
3.2 Findings from progress assessment and case studies

In this section, we present first an overview of the overall status of implementation of the eGovernment plan, i.e. the progress assessment, together with overviews of the implementation of each of the objectives of the Malmö Declaration, i.e. user empowerment, internal market, efficiency and effectiveness and preconditions, and of the additional objective of governance, which was incorporated into the eGovernment Action Plan. This is followed by consideration of the organisational and financial impacts identified in the qualitative analysis.

3.2.1 Overview

The figure below provides an overview of the overall status of implementation of the eGovernment Action Plan.

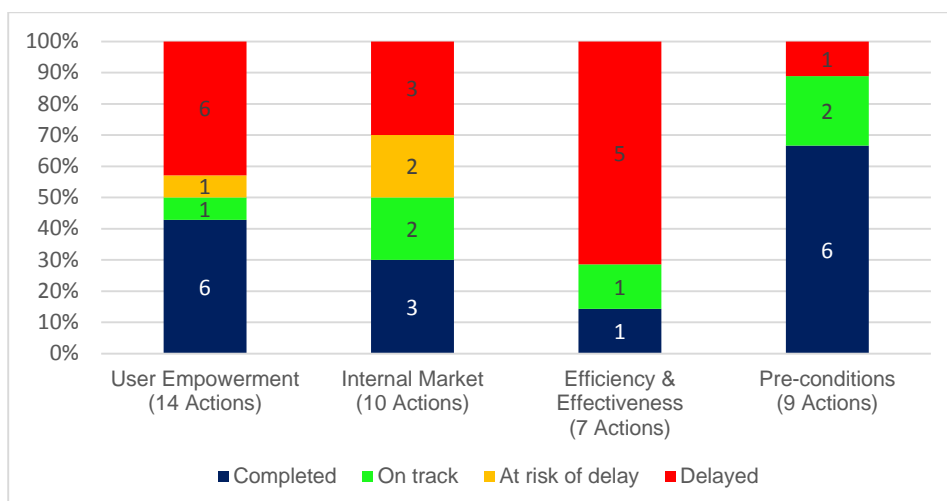
Figure 4 – Overview of progress of the eGovernment Action Plan



Overall, the status of implementation of the eGovernment Action Plan **requires some attention**. Of the 40 actions, 16 being completed, and six are on track (55% in total). On the other hand, three Actions are at risk of delay and 15 are delayed.

The status of implementation is uneven across the four priorities. The figure below provides an overview of the status of implementation of the different priorities within the eGovernment Action Plan.

Figure 5 – Overview of progress of the eGovernment Action Plan by priority

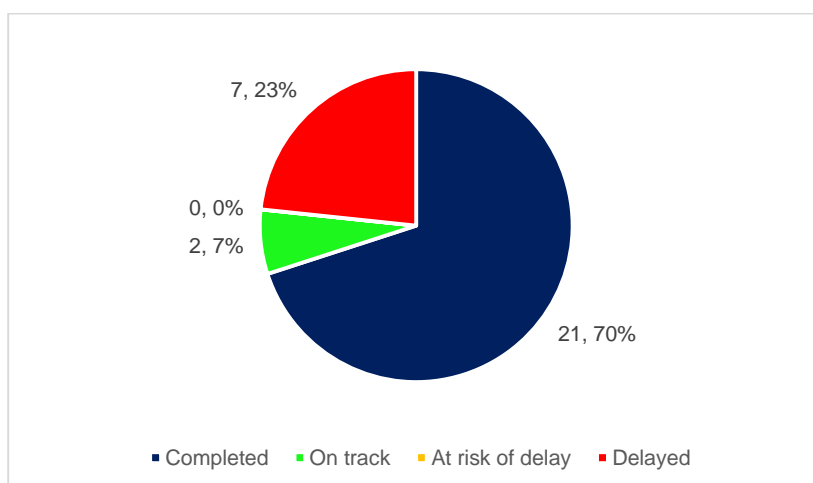


The status of implementation of the Actions relating to User Empowerment and the Internal Market requires further attention. In both cases, only half the Actions have been completed or are on track while the other half are at risk of delay or are already delayed. Additional work is needed for Efficiency and Effectiveness, with only two Actions completed or on track and five delayed. The status of implementation of the Actions under the priority Preconditions for eGovernment is very good, on the other hand: six Actions have been completed, two are on track and only one is delayed.

Of the 40 Actions identified in the eGovernment Action Plan, the Commission has responsibility for 30. Of these, there are 23 for which the Commission has exclusive responsibility, while, for the remaining seven, responsibility is shared with Member States.

The figure below provides an overview of the overall status of implementation of the eGovernment Action Plan for Actions for which the Commission is solely responsible.

Figure 6 – Overview of progress of the eGovernment Action Plan (Commission's Actions)

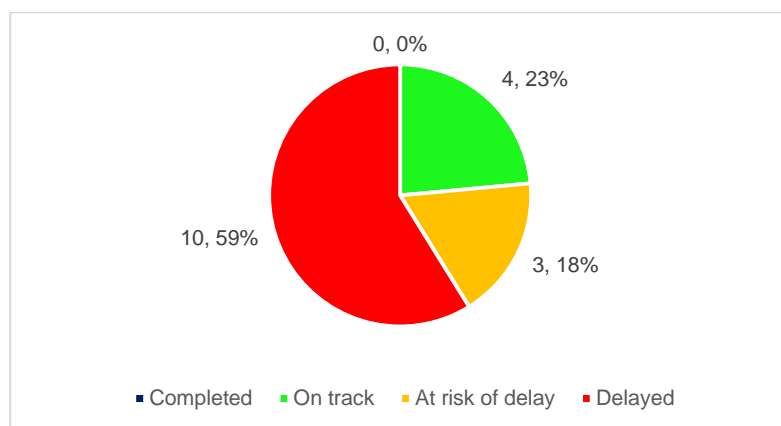


A large majority of the Commission's Actions have been completed (21) or are on track (two Actions). Of the seven delayed Actions, three relate to the User Empowerment priority and four to the Efficiency and Effectiveness priority.

Member States are in charge of 17 Actions either solely (10) or in conjunction with the Commission (7).

The figure below provides an overview of the overall status of implementation of the eGovernment Action Plan for which Member States have the responsibility.

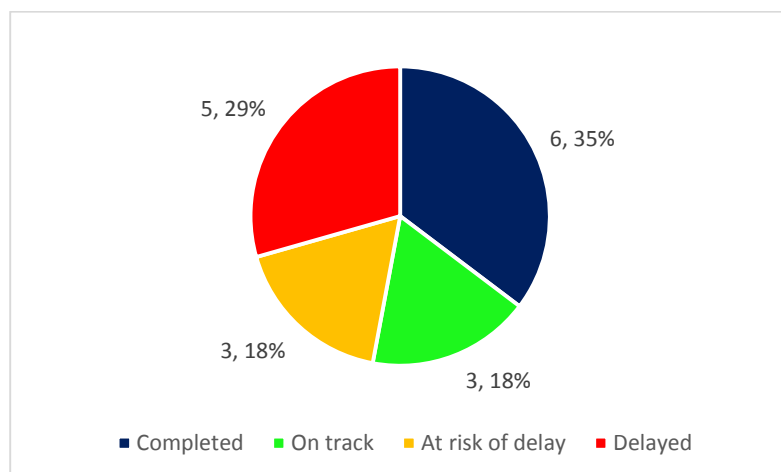
Figure 7 – Overview of progress of the eGovernment Action Plan (Member States' Actions)



The majority of the Member States' Actions are delayed (10) or at risk of delay (3), while four are on track. There are Actions delayed or at risk of delay in all four priorities. However, it should be borne in mind that it only takes one Member State not to have completed the Action by the deadline for it to be classified as delayed. In many cases the majority of Member States have completed the Actions for which they are responsible, so that the situation is more encouraging than implied by the figure above.

For instance, considering an action completed if the majority of Member States have completed it by the deadline (applying thus a less strict rule), the situation changes notably, as the figure below shows.

Figure 8 – Overview of progress of the eGovernment Action Plan (Member States' Actions) by majority



The majority of the Member States's Actions are completed (6) or on track (3), while three are at risk of delay and additional five are delayed. When considering this majority criterion, there are actions delayed or at risk of delay in all priorities but Preconditions for eGovernment, as the majority of Member States have aligned their interoperability frameworks to the EIF and have applied or have plans to apply eID solutions based on the results of STORK and other eID solutions.

The following sub-sections by priority will provide a fuller picture of the status of implementation of the eGovernment Action Plan and of Actions for which Member States have the responsibility.

3.2.2 User empowerment

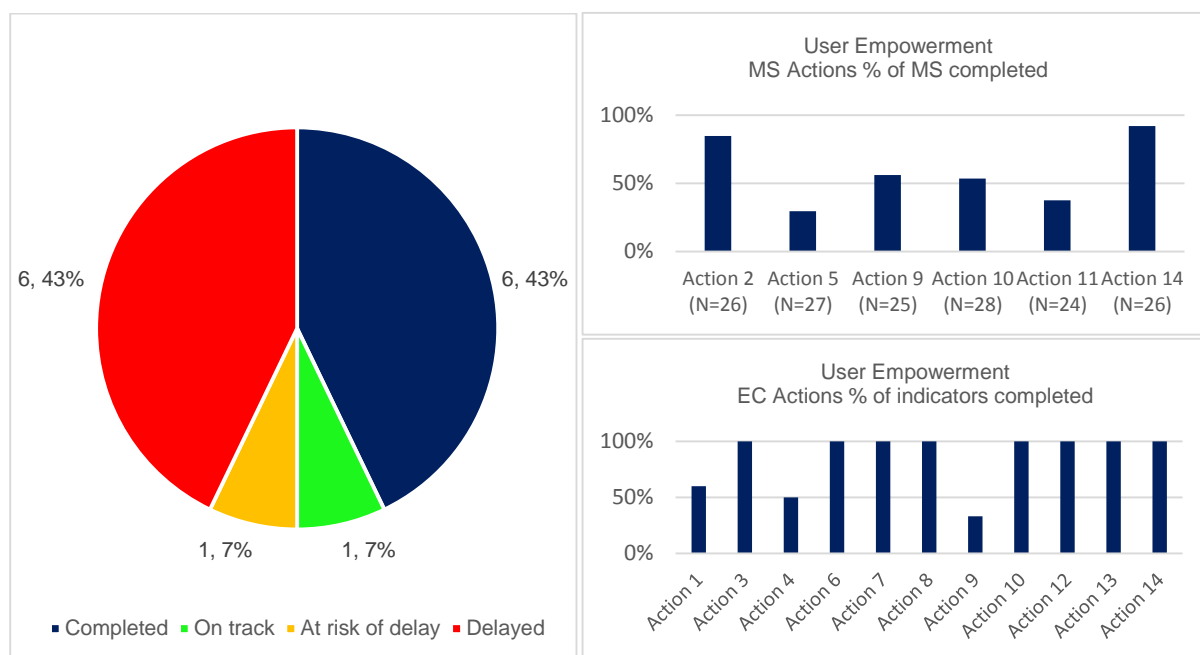
The first priority of the eGovernment Action Plan focuses on enhancing the implementation of inclusive and user-centric public services and on supporting the collaborative production of services. User-friendly administration should also be based on the re-use of Public Sector Information (PSI), on improving the transparency of public processes, and on actively involving citizens and businesses in the policy-making process.

There are 14 Actions across five sub-priorities:

- Services designed around users' needs and Inclusive services (2 Actions);
- Collaborative production of eServices (2 Actions);
- Re-use of Public Sector Information (4 Actions);
- Improvement of transparency (3 Actions); and
- Involvement of citizens and businesses in policy-making processes (3 Actions).

The figure below provides an overview of the status of implementation of these 14 actions.

Figure 9 – Overview of progress of the User Empowerment Priority



The status of implementation of the User Empowerment priority **requires further attention**. Six of the 14 actions are already delayed, and one is at risk of delay. Nevertheless, six Actions have been completed and one is on track.

The status of implementation of actions for this priority does not change if a less strict rule is considered (i.e. considering an action completed if the majority of Member States have completed it by the deadline).

When looking more closely to the sub-priorities, the same mixed picture emerges.

Services designed around users' needs and Inclusive services

Sub-Priority: *Services designed around users' needs and Inclusive Services: needs further attention.*

Within this group, the main emphasis should be put on **Action 1** *Support Member States in developing eGovernment services* in relation to **common targets and evaluation criteria on the user-centred services**. The Commission has supported a number of exchanges of practice in the field of user-centred, inclusive and accessible eGovernment services, but there is still no agreement with the Member States on common targets and evaluation criteria for those services. Work on a Directive on the harmonisation of web-accessibility has begun, and the Commission has presented the proposal for a Directive on the accessibility of public sector bodies' websites. The Directive was approved by the European Parliament but has not yet been approved by the European Council.⁴²

Member States are progressing well, on the other hand, with **Action 2** (development of personalised services and multi-channel delivery), even if the action is formally delayed. In fact, the overwhelming majority of Member States (85%, 22 out of the 26 that answered) have developed personalised services and deliver them via multiple channels. Delays are reported only in Croatia and Germany.

Most Member States have introduced personalised services in their One-Stop-Shops for business and for citizens, as well as in the area of health and tax services.

In **Luxembourg** *Guichet.lu*, the one-stop-shop for administrative services for citizens and business, features a large number of personalised administrative services via the "MyGuichet" platform and the secure "personal space".

Furthermore, the majority of the Member States that have already introduced personalised services offer them via multiple channels, such as mobile access via mobile apps and helplines. In the **UK**, where individuals cannot access digital services independently, the Government has a specific approach to **assisted digital channels** for all new and redesigned services⁴³.

Collaborative production of eServices

Sub-priority: *Collaborative production of eServices Actions requires more effort* to ensure implementation

On the one hand, **Action 3** (study on collaborative production in eGovernment) has been completed, and the policy recommendations of the Collaborative production of eServices study have been shared and discussed with the Member States. On the other, the common targets for the roll-out of collaborative services have still not been agreed upon (**Action 4**).

Member States are also active in the field of collaborative production of eServices, both at national and at local level. In **Belgium**, for instance, the Brussels-Capital region has launched **FixMyStreet**⁴⁴. The service consists of a website and a mobile application through which users can report road holes, broken street lights and similar problems with streets and roads in the Brussels region. The platform provides an overview of the situation, including problems reported; ongoing

⁴² COM(2012) 721 final; <http://www.ipex.eu/IPEXL-WEB/dossier/document/COM20120721.do>

⁴³ See the UK Government Approach to assisted digital: <https://www.gov.uk/government/publications/government-approach-to-assisted-digital>.

⁴⁴ See Annex C, section C.1

repairs and reports closed in the last 30 days.

This uses the principle of crowdsourcing to improve the coordination of road and street maintenance in the Brussels-Capital region, and in particular to improve the coordination of the activities of all the different organisations that have responsibility for roadworks', including pavements, street lighting, water pipes, etc.

Re-use of Public Sector Information

Sub-priority: *Re-use of Public Sector Information Actions*: **good** overall; three actions have been completed, but one action demands particular attention.

There is still no agreement on the common set of PSI re-use indicators; therefore **Action 5 is delayed**. Only eight out of the 27 countries that replied to this question affirmed to use a set of indicators for the re-use of Public Sector Information. In many cases, these indicators descend directly from the EU Directive on the re-use of PSI, and on the PSI Scoreboard indicators⁴⁵.

Most of the Member States do not use indicators on PSI. The number of downloads and numbers of datasets is the most common indicators among those Member States that monitor PSI re-use. Some countries (i.e. Ireland and Latvia) also use the European PSI Scoreboard indicators⁴⁶.

The other Actions covered by this sub-priority are all the responsibility of the Commission responsibility, and all have been completed; namely:

- ✘ In **Action 6**, the Commission assessed in a study to what extent open data catalogues and/or PSI portals have been developed and are used in the Member States;
- ✘ To complete **Action 7**, the Commission has set up a PSI Group, a PSI platform and several studies on PSI, and has developed its own PSI re-use strategy as well.
- ✘ In accordance with the objective of **Action 8**, the Commission has also reviewed the PSI Directive and introduced an Open Data Strategy for Europe in December 2011⁴⁷.

Improvement of Transparency

Sub-priority: *Improvement of Transparency Actions*: **not satisfactory**, as two Actions are delayed, and one is at risk of delay.

Action 9 (targets and indicators on transparency) **is delayed**. No agreement has been reached on common voluntary transparency targets at European level, between the Commission and Member States. However, fourteen Member States are using some transparency targets. Of those most are using Open Government Partnership indicators via the Independent Reporting Mechanism (IRM)⁴⁸; another common indicator is open data availability (e.g. Denmark uses the Open Knowledge Open Data Census⁴⁹).

In order to facilitate this process, a workshop on transparency targets was held at the end of 2012.

⁴⁵ See: <http://www.epsiplatform.eu/content/european-psi-scoreboard>

⁴⁶ See <http://www.epsiplatform.eu/content/psi-scoreboard-indicator-list>

⁴⁷ COM(2011) 882 final; see <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0882:FIN:EN:PDF>

⁴⁸ <http://www.opengovpartnership.org/independent-reporting-mechanism>

⁴⁹ <https://index.okfn.org/country>

Action 10 (open data and online access to government laws, actions and policies) **is delayed**. Nevertheless, most Member States and Norway provide online access to information on government laws and regulations; fewer Member States provide information on policies. All Member States provide online access to information on government finance. Not all of them provide this information through an Open Data Portal. Nevertheless, the majority (19 Member States) already have Open Data Portals and almost all those countries offer data that are reusable for both non-commercial and commercial purposes.

In Austria the legal information system is at www.ris.bka.gv.at. All legal texts to be found there are also available as open data via the data.gv.at portal and open interfaces and services.

Action 11 (citizens' electronic access to personal data) **is at risk of delay** as all Member States provide access to this information but not all provide access in electronic form (only 30% of Member States do so).

Since the launch of the Basic Registers project in 2012 in the **Czech Republic**, Czech citizens have been able to access their personal data online. They are also able to obtain information on who and when (which public administration body and civil servant) accessed or used their personal data.

<http://www.mvcr.cz/mvcren/article/scope-of-activities-public-administration-basic-public-administration-registers.aspx?q=Y2hudW09Mg%3D%3D>

Involvement of citizens and businesses in policy-making processes

Sub-priority: *Involvement of citizens and businesses in policy-making processes*: progress is **very good**.

Both the Commission's Actions have been completed (**Actions 12 and 13**). The European Citizens' Initiative (ECI), which creates a policy review obligation on the European Commission when at least one million EU citizens raise an issue and therefore allows citizens to participate directly in the development of EU policies, was implemented in April 2012 (Action 12). The research projects under the ICT for Governance and Policy Modelling objective of the 2011-2012 FP7 Work Programme were assessed, and new projects under this objective were launched (Action 13).

Joint Action 14 on involving stakeholders in public debates and decision-making processes is **on track**. Most of the Member States have completed it while it is at **risk of delay** in only two Member States. Only a couple of Member States have developed centralised platforms for online consultations (e.g. Denmark). The most common solution is an ad-hoc or ministry-specific type of stakeholder involvement. Many Member States run e-petition platforms. However, not many Member States measure the level of take-up of the online consultations in a systematic way.

The **Finnish eParticipation environment** is a web-based environment for fostering citizen participation in public life and debate. It consists of four different websites:

- Planning of participation (otakantaa.fi)
- Deliberative discussions (otakantaa.fi)
- Several kinds of consultation (lausuntopalvelu.fi)
- Questionnaires, polls, statements (otakantaa.fi, lausuntopalvelu.fi)

- ❑ Citizens' legislative initiatives (national and local level) (kansalaisaloite.fi, kuntalaisaloite.fi).

The Ministry of Justice implements the environment in the context of the national SADe programme coordinated by the Ministry of Finance. The platform is open to all public organisations (including municipalities) and actively supports the engagement of citizens and civil society organisations. This initiative has led to concrete results in the form of proposals for legislation put to the Finnish Parliament.

The **Slovenian e-petition portal** Predlagam.vladi.Si publishes information on which legislative proposals had the most website visits, were most commented on and most voted on. To date, a proposal for a Construction Act in 2011 received the highest number of votes; the highest number of comments related to the debate on welfare policy in 2010.

In the **UK**, the highest number of participants on a single issue on its e-petition portal was 304,000 for the petition *Stop the badger cull* (<http://epetitions.direct.gov.uk/petitions/38257>).

Overall, the status of implementation of Actions under the User Empowerment priority requires further attention. Important targets have been achieved in implementing inclusive services and in involving citizens and business in the policy-making process, and notable progress have been made in creating collaborative services. There are delays in general in drawing up and adopting common targets, indicators and measurement frameworks in several areas:

- ❑ **User-centricity;**
- ❑ **Indicators on the roll-out of collaborative services;**
- ❑ **Re-use of public sector information; and**
- ❑ **Transparency targets.**

3.2.3 Internal Market

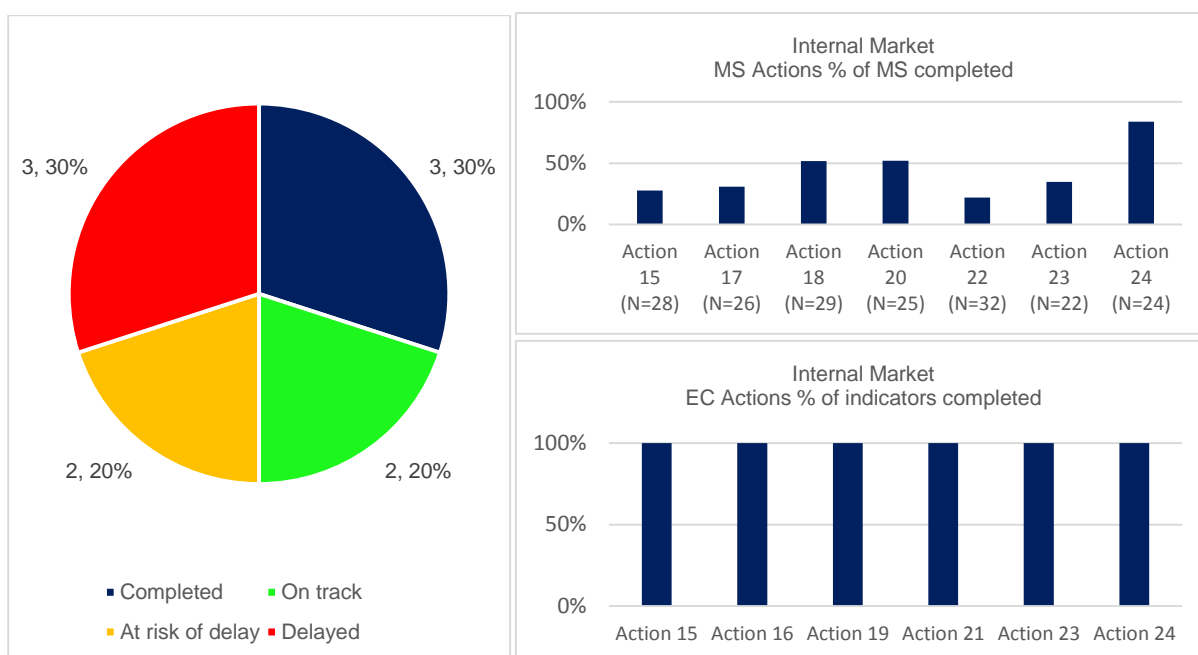
The second priority of the eGovernment Action Plan focuses on making the EU Internal Market a reality for businesses and citizens, by making it easy for them to access public services anywhere in Europe, independently of the country they have settled in. In order to achieve this aim, the priority focuses on building seamless services for businesses, on developing eServices for citizens, and on supporting Member States in the full deployment of EU-wide cross-border services.

There are 10 Actions across three sub-priorities, namely:

- ❑ Seamless Services for Businesses (4 Actions);
- ❑ Personal Mobility (2 Actions);
- ❑ EU-wide implementation of cross-border services (4 Actions).

The figure below provides an overview of the 10 actions included in the Internal Market priority.

Figure 10 – Overview of progress of the Internal Market Priority



Overall, the status of implementation of the Internal Market Priority **demands more effort**. Three Actions of 10 have been completed, and two are on track. However, three other Actions are delayed, and two are at risk of delay.

When applying a less strict majority rule, the situation is mixed. Considering an action completed if the majority of countries have completed it, four actions are completed, while two are on track, two are at risk of delay and finally the remaining two are delayed.

The status of implementation differs across the three sub-priorities.

Seamless Services for Businesses

Sub-priority: *Seamless Services for Businesses Actions*: **demands more effort** with one Action completed but two delayed and one at risk of delay.

Action 15, which requires Member States and the Commission to assess the outcomes of the PEPPOL⁵⁰ and SPOCS⁵¹ LSP's which ran from 2009-2012, and ensure sustainable follow up is **formally delayed** since not all Member States took part in PEPPOL, the LSP on public procurement (only nine Member States and Norway took part) and the eBusiness single point of contact LSP, SPOCS (15 Member States and Norway). Nevertheless, the European Commission has assessed the outcomes of both projects and launched e-SENS (Electronic Simple European Networked Services), the new LSP to consolidate the building blocks of the existing LSPs. Therefore, the objective of the Action can be considered de facto achieved. **e-SENS** (Electronic Simple European Networked Services) started its activities in April 2013 and is planned to run until 2016. It aims to consolidate the future standards for the electronic building blocks that will enable citizens, businesses and public administrations to come together to do business online on the European market. Its building blocks

⁵⁰ See <http://www.peppol.eu>

⁵¹ See <http://www.eu-spocs.eu>

are software components that may be independently developed and deployed. e-SENS will focus on providing the following modules:

- ❑ eDocuments – to understand any document format in public administration
- ❑ eDelivery – to facilitate electronic document exchange across borders
- ❑ eID – to extend the use of domestic ID to other EU countries
- ❑ eSignature – to enable signature and verification of any document
- ❑ Semantics – to create common meanings of definitions in public administration.

These modules are being developed by consolidating and improving on the results of LSP projects. The modules will be ready for implementation in any area of public service provision and will foster seamless communication between countries.

Action 16 has been **completed** as the European Commission adopted new legislative proposals on public procurement in December 2011⁵² and In April 2012 issued a communication on "A strategy for e-procurement"⁵³. The Action only required it to issue a White Paper on practical steps to interconnect eProcurement capacity across the internal market.

Action 17 is **at risk of delay** since only a minority of Member States (eight out of the twenty-six countries that replied) have rolled out or are planning to roll out any cross-border service based on PEPPOL and/or SPOCS results. Interestingly, however, more Member States are rolling out PEPPOL services than participated in the pilot.

Denmark, where eInvoicing has been mandatory in the public sector since 2005, has set up a national eInvoicing platform, NemHandel; this is in the process of becoming PEPPOL-enabled.

Action 18 is **delayed** since there are Member States that have not yet implemented a 'Second Generation' of Points of Single Contact (PSC), which function as fully-fledged eGovernment centres. However, fifteen countries have implemented this action already.

The Points of Single Contact (PSCs) are eGovernment portals for entrepreneurs active in the service sector. It has since December 2009 been a legal requirement under the EU Services Directive⁵⁴ for each EU country to have a PSC. EU countries are not legally obliged to make tax and social security procedures available through the PSCs. However, a large number of EU countries already provide for this possibility, and all others are encouraged to do so.

Existing PSCs either do not cover all the services covered by the Services Directive (as is the case of four Member States, Norway and Switzerland), or do not cover all administrative services (10 Member States, Norway and Switzerland). What is most important, however, is that the majority of PSCs do facilitate the cross-border provision of services. The facilitation takes form of accepting the electronic signature of all EU citizens (Lithuania), an automatic translation feature (Malta) or multilingual services (Denmark), as well as specific information on cross-border provision of services (Luxembourg). In addition, many of the PSC portals in Member States provide information on other issues that are not covered as mandatory by the Services Directive, but are relevant for businesses, such as taxation and VAT, contractual arrangements, social security, etc.

⁵² See http://ec.europa.eu/internal_market/publicprocurement/modernising_rules/reform_proposals_en.htm

⁵³ COM 2012/0179 final; <http://www.ipex.eu/IPEXL-WEB/dossier/document/COM20120179.do>

⁵⁴ Directive 2006/123/EC of 12 December 2006 on services in the internal market, available at: <http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32006L0123>

According to the Services Directive, Member States had to set-up their PSC by the end of 2009. A first assessment of the PSCs was carried out in 2011-2012⁵⁵. The results of this evaluation process revealed a hybrid landscape, with some PSCs more advanced than others in providing the information and services required. In general, however, PSCs were found not covering all the business needs in terms of the scope of the information provided, the degree of sophistication of online procedures and the user-friendliness of the portals (especially in the case of cross-border provision of services). This first assessment resulted in the Communication on the implementation of the Services Directive " A partnership for new growth in services 2012-2015" ⁵⁶. This Communication encouraged Member States to develop by the end of 2014 Second Generation Points of Single Contacts, which should "1) cover all procedures during the business life cycle, 2) be multilingual, and 3) be more user-friendly". The Communication also included the proposal of a PSC Charter⁵⁷ to identify the key features of a successful and business-friendly PSC.

The **German** PSCs play an important role in fostering cross-border provision of services, especially in border regions. According to the German PSC statistics, the number of requests by foreign companies wanting to offer cross-border services is increasing steadily.

The **Hungarian** PSC (<https://magyarorszag.hu>), which is part of the eGovernment portal for business, provides information and/or allows for procedure completion in a range of areas not covered under the Services Directive (such as public procurement, access to finance, business plan guidance, human resources, etc.)

Personal Mobility

Sub-priority: *Personal Mobility*: progress is **positive**, with one Action completed and another on track

Action 19 has been completed as many activities have been undertaken to support exchange of good practices and to coordinate the Member States' efforts to develop jointly and set-up eDelivery services. The Commission organised several meetings in 2011 with different Large-Scale Pilots to converge the eDelivery building block. The ISA Work Programme for 2012⁵⁸ included a new activity, " CIPA" (Common Infrastructure for Public Administrations Sustainability). A Member State convergence group has been created that is steered by the e-CODEX pilot A.

In **Action 20**, the objective for the Member States was to provide cross-border and interoperable eDelivery services for citizens, e.g. so that they can study, work, reside, receive health care and retire anywhere in the European Union. More than 50% of the Member States already provide or are planning to provide those services.

⁵⁵ Deloitte study The functioning and usability of the Points of Single Contact under the Services Directive – State of Play and Way forward

⁵⁶ COM(2012) 261 final

⁵⁷ See: http://ec.europa.eu/internal_market/services/docs/services-dir/psc-charter_en.pdf

⁵⁸ See http://ec.europa.eu/isa/library/isa-work-programme/index_en.htm

The Netherlands provides a good example of Member States' efforts to support citizens' mobility via eDelivery services.

First, the UWV (Uitvoeringsinstituut Werknemersverzekeringen) portal https://www.werk.nl/werk_nl/eures (the EURES portal partner) provides services for both Dutch citizens who want to work elsewhere in Europe and EU citizens who want to work in the country.

There is also a portal for cross-border workers (from the Netherlands, Belgium and Germany - *Startpunt grensarbeid* (<http://startpuntgrensarbeid.benelux.int/nl>) containing information in the field of tax, healthcare and other relevant regulations.

Finally, as part of the Personal Records Base Register, a register for non-residents has been introduced.

EU-wide implementation of cross-border services

Sub-priority: *EU-wide implementation of cross-border services*: progress is **mixed**, with one Action complete and one on track, but one delayed and another at risk of delay.

In the framework of **Action 21**, the European Commission has carried out a study on the demand for cross-border services⁵⁹.

Action 22 (common list of key cross-border services) **is delayed**, but significant progress has already been made. At the Ministerial Roundtable in Poznan in 2011⁶⁰, five cross-border services were identified⁶¹ and later agreed on by the eGovernment Expert Group as "Focus areas for identifying cross-border digital public services and key enablers for cross-border services with a pan-European added value". While not all Member States have identified their priority key cross-border public service, and not all Member States have implemented or are planning to implement cross-border services, there are several examples of Member States implementing cross-border services.

In **Estonia** the Company Registration Portal (<https://ettevotjaportaal.rik.ee/index.py?chlang=eng>) allows Belgian, Finnish, Lithuanian and Portuguese to register their companies in Estonia based on their eID and vice-versa.

Based on the Groningen Declaration (GD) (a global initiative promoting a digital registration process for international students) the Dutch **Education Executive Agency** has started pilots (e.g. with the Flanders Region in Belgium) using data from the Dutch diploma registry to enable students to have access to their Digital Student Data in different EU countries.

Action 23 (rolling out Large Scale Projects) **is at risk of delay**, as less than half of Member States have completed it. Twelve Member States (and Norway) have already rolled out a LSP, while nine Member States (and Norway) have indicated they have plans to roll out a LSP by 2015 (but only two

⁵⁹ See <http://ec.europa.eu/digital-agenda/en/news/study-analysis-needs-cross-border-services-and-assessment-organisational-legal-technical-and>

⁶⁰ See <http://ec.europa.eu/digital-agenda/en/pillar-vii-ict-enabled-benefits-eu-society/action-91-member-states-agree-common-list-key-cross>

⁶¹ See section 2.3.

countries plan to do so of those that have not yet one out rolled). For instance, **Slovakia** plans to roll out SPOCS, STORK, eCODEX and eJustice.

Moreover, new initiatives have been taken in this area, notably the new LSP e-SENS described above.

Ireland as a member of the e-SENS Consortium plans to build upon and consolidate building blocks such as eID, eDocuments, eDelivery, and eSignature etc. from previous pilot projects and integrate them into a pan-European digital platform for cross-sector, interoperable eGovernment services.

Action 24 is on track, as only four Member States of those that provided data have not fully transposed the INSPIRE Directive, establishing an infrastructure for spatial information⁶². The Commission has developed an EU "Shared Environmental Information System" (SEIS) to deliver on three main streams of action: the streamlining of legal requirements; building the data and information infrastructure; and constructing the monitoring infrastructures (including sensors) and protocols.

Cross-border delivery of services for citizens and businesses has advanced over the last few years:

- ❑ **European projects (such as PEPPOL, SPOCS and other LSPs) have developed shared solutions that many Member States are implementing;**
- ❑ **PSCs increasingly cover all administrative processes and offer services in more than the national language;**
- ❑ **Agreement has been reached on the list of key cross-border public services;**

However, particular attention should be paid to cross-border interoperability and services (Action 22).

3.2.4 Efficiency and Effectiveness

The third priority of the eGovernment Action Plan encompasses a series of seven actions, aiming to enhance the use of ICT by public organisations as a way of enabling organisational changes and thus delivering better, faster, less intrusive and more sustainable public services. This objective will be achieved by reducing the administrative burden, improving organisational processes and promoting a sustainable low-carbon industry.

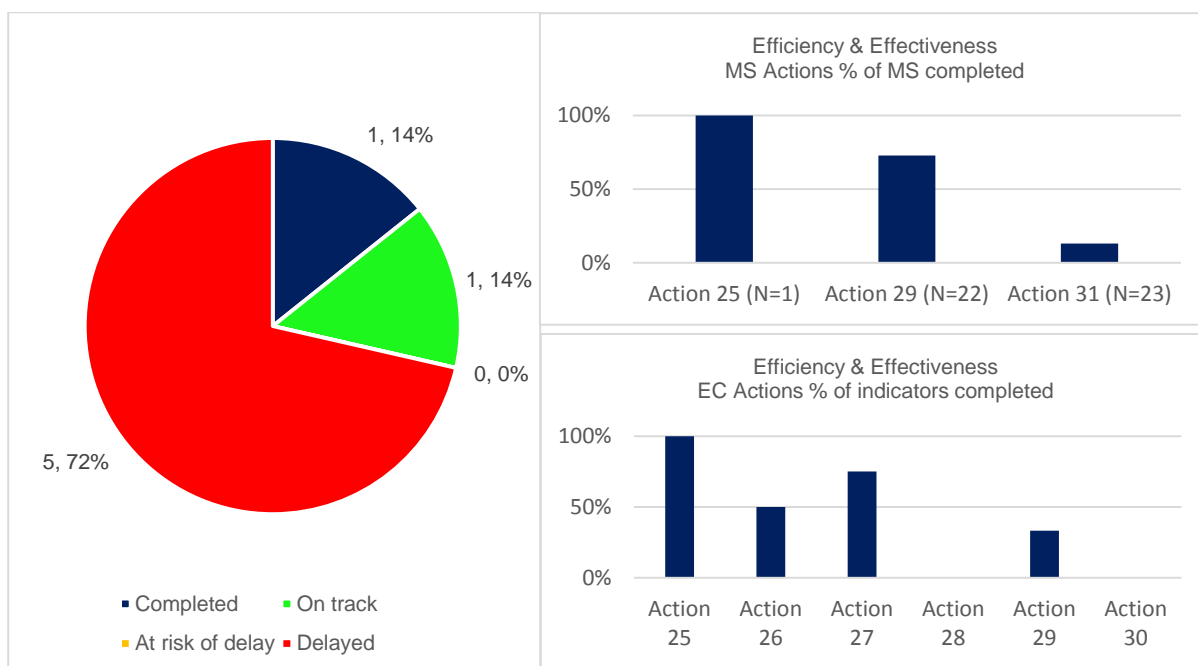
There are seven Actions across three sub-priorities:

- ❑ Improving organisational processes (4 Actions);
- ❑ Reduction of administrative burden (1 Action); and
- ❑ Green government (2 Actions).

The figure below provides an overview of the seven Actions included in the Efficiency and Effectiveness of governments and administrations priority.

⁶² See: <http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32007L0002>

Figure 11 – Overview of progress of the Efficiency and Effectiveness priority



In general, the Efficiency and Effectiveness priority progress **is not performing well**. One Action is completed, and another is on track. The other five Actions are delayed, though two of those actions are likely to be completed soon. However, there is a great deal of activity within Member States on organisational processes, both at national and local level, focusing on better coordination and cooperation across different public organisations, and therefore improved governance (at different administrative levels).

For instance, considering an action completed if the majority of Member States have completed it by the deadline (applying thus a less strict rule), the situation improves slightly. By this majority rule, two actions are completed; one action is on track while the remaining five are delayed.

When looking at the sub-priorities, the picture is not very encouraging.

Improving organisational processes

Sub-priority: *Improving Organisational Processes Actions*: progress **is mixed** given that one Action is completed, one is on track but two Actions are delayed.

In relation to **Action 25**, several meetings have been organised to facilitate exchange and re-use of experiences. In addition, a study on “eGovernment and the Reduction of Administrative Burden” (SMART 2012-0061)⁶³ has been carried out to explore new approaches to improving organisational processes.

Action 26 (revamped, fully functional ePractice portal) is **delayed**. The ePractice portal has been partially revamped, but it was not yet fully migrated to the [Joinup.eu](http://joinup.eu) platform⁶⁴. The migration of the content has begun in early 2014. Due to the technical complexity of merging the two portals, the migration will not be fully completed until the end of 2014.

⁶³ See <http://ec.europa.eu/digital-agenda/en/news/final-report-study-egovernment-and-reduction-administrative-burden-smart-20120061>

⁶⁴ A platform for the sharing and reuse of interoperability solutions for public administrations; see <https://joinup.ec.europa.eu/>

For **Action 27** (on the implementation of the eCommission Action Plan), a Communication entitled "Delivering user-centric digital services" was adopted in August 2012⁶⁵ and the PSI internal strategy has been drawn up⁶⁶. The implementation of the transparency policy is almost completed and the work on fully electronic procurement is **on track**.

The last Action of this sub-priority (**Action 28**) is **delayed**. The programme for staff exchanges between administrations in different Member States has not been set up and given the current budgetary cuts due to the economic situation, it is not sure whether it will be completed on time.

Despite this not-so-encouraging overview, there is a great deal of activity within Member States on organisational processes, both at national and local level, focusing on better coordination and cooperation across different public organisations, and therefore improved governance (at different administrative levels). Indeed, many of the eGovernment cases selected for this Mid-Term evaluation of the eGovernment Action Plan involve the introduction of new governance systems⁶⁷.

In Finland, for instance, where the eParticipation environment is implemented by the Ministry of Justice within the SADe programme coordinated and funded by the Ministry of Finance, there is an ad-hoc Management Board, with representatives from:

- ❑ Ministry of Finance;
- ❑ Other ministries responsible for projects carried out in the programme;
- ❑ Association of Finnish Local and Regional Authorities; and
- ❑ Five municipalities.

In many other cases, the coordination structure brings together the leading organisation and those other public organisations that are expected to be the users of the service being implemented. Interestingly, the creation of those coordination mechanisms dates back to early in the project life, i.e. to the design phase. This early coordination is coupled with early involvement of the "client" organisations in the design and testing phases, in order to develop a product with functionalities and characteristics which meet the users' needs to maximum extent possible. The close involvement of users in the development phase has the double purpose of developing a better application, and of achieving early buy-in and thus higher take-up of the new tools and procedures. This finding applies to large national projects (such as the Finnish one) as well as to small local ones (such as FixMyStreet in the Brussels-Capital Region).

In the case of **FixMyStreet** in Belgium, the cooperative model adopted has led to the involvement of a panel of "key users" (from client organisations, such as municipalities and utility companies) in the design and testing phase and to the creation of a Management Committee (*Comité d'accompagnement*). The Committee meets monthly and includes real users of the systems from the different participating organisations. It oversees the management of the platform. Meetings are used to highlight aspects and functionalities that pose problems, aspects to improve, new functionalities needed, etc. In addition, the need to engage a number of organisations proactively for successful implementation of the project led to the creation of a professional "lobbyist" function, expressly dedicated to gaining the support and engagement of interested organisations. This governance structure is considered one of the main success factors of the project.

⁶⁵ SEC(2012) 492 final; See http://ec.europa.eu/dgs/informatics/ecommm/doc/communication_sefcovic_tothecom.pdf

⁶⁶ See http://ec.europa.eu/dgs/informatics/ecommm/index_en.htm

⁶⁷ The full analysis of the case studies is in Annex C.

Finally, in a small number of cases, the early involvement of key users has led to the participation of citizens and civil society organisations in the development of a government project. For instance, the implementation of the eParticipation environment introduced new ways of developing a project within the Ministry of Justice and especially new ways of involving relevant players from inside and outside the organisation (e.g. civil servants, citizens and civil society organisations).

In Finland, in order to ensure early buy-in of the eParticipation environment and possibly a larger use once deployed, three groups or communities were created and actively involved in the different design and test phases. They were:

- The **“Civil jury”** group, with 25 members representing the civil service and official users. The composition of the civil jury took into account criteria such as regional coverage and representativeness of the different groups of public servants. It started its activity in December 2010 and was involved in the pilot phase in defining the platform functionalities and testing.
- The **Developer Community** included representatives from companies, public organisations, and third-sector (voluntary) organisations to test the platform during its development; and finally
- The **Civil society-led Pilot Group** included representatives of third-sector organisations and users’ organisations. This pilot group tested the platform’s development and functionalities at a later stage than the previous two groups, i.e. after the first tests. Their involvement had the dual purpose of providing further feedback for the development of the platform and of promoting the platform to a larger group of potential users.

Reduction of administrative burden

Action 29 (sharing of experiences on the implementation of the 'once-only' registration principle and, conduct a cost-benefit analysis on electronic procedures and design a roadmap for further implementation) is **delayed**, as the deadline was 2013. However, the Commission has launched already the study on 'eGovernment and the reduction of administrative burden' (SMART 2012-0061), which has been completed and is now available⁶⁸. A roadmap is still to be implemented. In addition, 15 Member States and Norway have indicated that have shared experiences with the implementation of the “once-only” registration principle.

Slovenia has developed e-Social Security based on the ‘once-only’ principle and interoperable components for data exchange. Slovenian representatives have been promoting and sharing this good practice through different instruments, e.g. different joint commissions, TAIEX in Bosnia and Herzegovina, eDanubeRegion cooperation, etc. In 2013, Slovenia presented the once-only principle for e-Social Security at the 19th GCC eGovernment and eServices Conference in Dubai; it has presented it at several events organised as part of the China-Europe Public Administration project II (CEPA II)⁶⁹.

As in the case of the previous sub-priority, there is a great deal of ongoing activities at Member State level, both at national and local government. Many projects have produced a reduction in the

⁶⁸ See: <http://ec.europa.eu/digital-agenda/en/news/final-report-study-egovernment-and-reduction-administrative-burden-smart-20120061>

⁶⁹ See <http://www.cepa2.org>

administrative burden for public administrations, citizens and business in very different areas, from the most obvious, such as eInvoicing and eProcurement, to base registries to eDemocracy, as demonstrated by the case studies selected for this project⁷⁰. In more details:

- ▶ **eInvoicing:** the ePrior project⁷¹ estimates efficiency gains resulting from the reduction of administrative burden. For companies, the cost per invoice sent on paper is EUR 4.44 while the cost of an electronic invoice is only EUR 1.20, in other words, a potential saving of EUR 3.24 per invoice. Receiving a paper invoice costs EUR 8.04 for a company, while receiving electronic invoice costs only EUR 2.27, which means a saving of EUR 5.77 per invoice received. It costs citizens EUR 2.77 to receive a paper invoice while the cost of receiving an electronic invoice is EUR 0.69, in other words, a saving of EUR 2.08 per invoice received. In summary, this shows that the total saving of EUR 9.01 can be achieved per invoice by processing these electronically from business to business and EUR 5.32 from business to citizen. The total amount of the administrative burden of a paper-based process was estimated at EUR 5.02 billion in a baseline measurement. If all invoices were processed electronically, the administrative burden would be EUR 1.66 billion.
- ▶ **eProcurement;** projected savings from alternative procurement systems in the case of the G-Cloud project⁷² are expected to amount to GBP 200 million in the 2014-2015 period.
- ▶ **Base registries:** the money saved from the reduction in the administrative burden in the case of the MAGDA 2.0 platform⁷³ is estimated to be EUR 97.7 million in 2013 alone. This reduction is achieved both by replacing existing paper-based administrative processes with electronic processes, and by implementing totally new electronic processes
- ▶ **eDemocracy and eParticipation:** the Finnish eParticipation environment⁷⁴ is estimated to generate financial benefits of more than EUR 140 million over the seven years of the project life. These are to a certain extent opportunity cost savings.

Green Government

Progress on the Green Government Actions is **not satisfactory**.

Action 30 (a study on the potential of eGovernment to reduce carbon footprint) has been **delayed** as the European Commission decided, after launching a survey with the Member States and organising a workshop on this topic, that there is still not enough data available to justify launching a study in this area.

To comply with **Action 31** the Member States were supposed to develop and agree on indicators and evaluation procedures for measuring the reduction of the carbon footprint of their administrations. The Action has been **delayed** for the same reason as in the case of Action 30. There are indeed few initiatives in the Member States to date. Nevertheless, three countries (Ireland, Netherlands and Portugal) provided examples of evaluation projects and methods, while the UK has introduced the UK Greening Government Commitment (GGC) programme that sets targets for UK government departments to achieve by 2015, including carbon footprint reductions and reporting arrangements. However, it does not directly measure the impact of eGovernment services.

⁷⁰ The full analysis of the case studies is in Annex C.

⁷¹ See Annex C, section C.10.

⁷² See Annex C, section C.9.

⁷³ See Annex C, section C.8

⁷⁴ See Annex C, section C.2

In the **Netherlands**, Logius, the public organisation managing most eGovernment building blocks, has developed an innovative method combining the Standard Cost Model methodology with a sustainable add-on creating a Sustainable Standard Cost Model. The method breaks down a public service into its different processes in two scenarios (paper versus digital), and then calculates the financial impact and the impact on the environment for each process. The first show case on e-invoicing is available here: <http://www.panteia.nl/nl/Nieuwsoverzicht-Panteia/~media/7%20Panteia/Files/Final%20Report%20Sustainable%20SCM.ashx>. The results of two other pilots with eGovernment services show that the method is applicable but that gathering the right data is difficult.

In general, the Efficiency and Effectiveness priority is not progressing well:

- ❑ **Significant progress is being made in improving organisational processes (exchange of experience and solutions has been facilitated, ePractice is being migrated, the eCommission Action Plan is on track). The programme for cross-border staff exchanges has been cancelled due to budgetary pressures, but there are a number of national and local exchanges and initiatives, which are resulting in the organisational process/governance improvements.**
- ❑ **Reduction of administrative burden linked to the once-only principle is delayed. There is room for the Member States to improve the exchange of experiences, while a study on 'eGovernment and the reduction of the administrative burden' has been completed, the roadmap for further implementation is yet to be drawn up.**
- ❑ **Actions on green government (study on the potential of eGovernment for reducing public administration's carbon footprint reduction and Indicators and evaluation procedures for measuring the reduction of the carbon footprint) are delayed.**

3.2.5 Preconditions for eGovernment

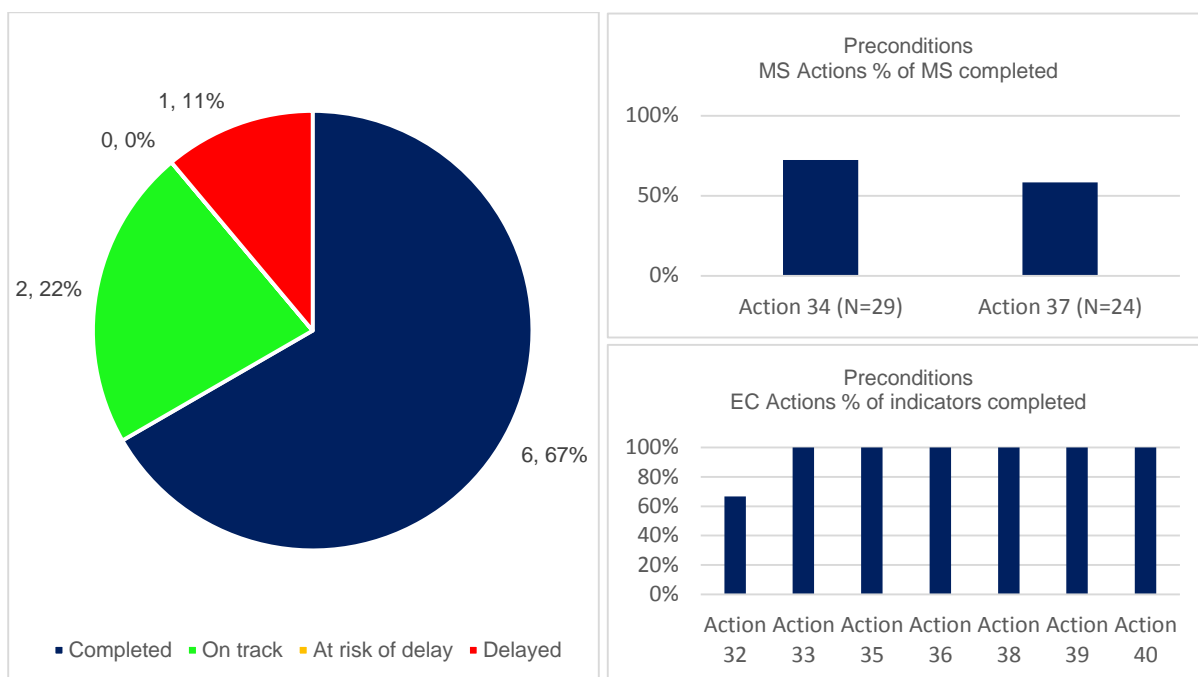
The full deployment of cross-border, pan-EU eGovernment services accessible for citizens and business requires full interoperability. This, in turn, requires overcoming a series of legal, organisational, semantic and operational barriers. The fourth priority set by the eGovernment Action Plan aims to advance interoperability, and support the development of key enablers and of open specifications, which support it.

There are nine Actions across three sub-priorities:

- ❑ Open Specifications and Interoperability (3 Actions);
- ❑ Key enablers (3 Actions); and
- ❑ Innovative eGovernment (3 Actions).

The figure below provides an overview of the 10 Actions included in this priority.

Figure 12 – Overview of progress of the Preconditions for eGovernment priority



The progress in the **Preconditions** priority is **very good**. Of nine actions, six have already been completed, and two are on track while one is delayed.

When applying a less strict majority rule, the status of the implementation of this priority improves further. Considering an action completed if the majority of countries have completed it, eight actions are completed, and the remaining one is on track.

The situation of each of the three sub-priorities is good overall as well.

Open Specifications and Interoperability

Sub-priority: *Open Specifications and Interoperability Actions*: progress is **good** overall, but **still requires some attention**, with one Action completed, two on track and one delayed.

Action 32 is **on track**. The level of implementation of the European Interoperability Framework (EIF) is evaluated via NIFO, the National Interoperability Framework Observatory. Member States have been provided with guidance on aligning their national frameworks with the principles of the EIF were (within the framework of the ISA programme implemented by DG DIGIT). However, not all Member States have so far aligned their NIF.

Action 33 has been **completed** since the exchanges of expertise, promotion of re-use of interoperable solutions, as well as interfaces for these exchanges have been facilitated through the ISA programme implemented by DG DIGIT.

Action 34 is **delayed**. Eighteen Member States plus Norway and Switzerland have fully aligned their national interoperability frameworks to the EIF. However, five Member States have not yet introduced a national interoperability framework.

The **Dutch** National Interoperability Framework (NORA) stresses the importance of public services and the interaction between public administrations in different Member States. The policy framework also makes reference to alignment with other EU initiatives such as the INSPIRE Directive, European Digital Library, e-Skills, patient records, etc. See: <http://www.e-overheid.nl/images/NORA/nora%20dossier%20beleidskaders.pdf>

In **Germany**, XRepository, the central repository and distribution platform for Germany's semantic standardization (XÖV), has an ADMS (Asset Description Metadata Schema) Export Component, which enables the export of ADMS-compliant asset descriptions. It results in the possibility of sharing and re-using of content and a higher level of interoperability of German e-Government services.

Key Enablers

Implementation of the *Key Enablers* is **very satisfactory** with two Actions completed and one on track.

Actions **35 and 36** have been **completed** since the Commission has proposed to the Council and European Parliament the revision of the eSignature Directive⁷⁵, which includes mutual recognition of eidentification and eAuthentication across the EU, based on online 'authentication services' to be offered in all Member States.

Action **37 is on track**. Twelve Member States and Norway have applied eID solutions based on STORK and/or other eID-related projects while 10 Member States have indicated that there is a risk of delay in this action.

STORK and STORK2 specifications were used in the development of the **Bulgarian** eID technological scheme; It will be possible to use all the eServices being developed and requiring eID cross-border (<http://eid.egov.bg>).

Luxembourg eID (LuxTrust) can be used for authentication of services proposed by other Member States or the Commission.

Innovative eGovernment

Sub-priority: *Innovative eGovernment*: Progress is **very satisfactory**, with all Actions completed.

Action **38** has been **completed** with the *Study on Cloud and Service Oriented Architectures (SOA) for eGovernment* - SMART 2010-0074 and recommendations have been issued⁷⁶.

Action 39 has been **completed**. The commitment to launch activities under the CIP programme to support administrations in piloting the upgrade to IPv6 has been met with the GEN6: Governments ENabled with IPv6 Pilot B project CIP call. This project aims to deploy IPv6 to government infrastructures.

⁷⁵ Regulation "on electronic identification and trusted services for electronic transactions in the internal market"; see http://europa.eu/rapid/press-release_MEMO-12-403_en.htm

⁷⁶ See (<http://ec.europa.eu/digital-agenda/sites/digital-agenda/files/smart2010-0074finalreport.pdf>)

Finally, **Action 40** was finalised with the launch by the European Commission of five pilot type B projects under CIP theme 4: ICT for innovative government and public services in the CIP-ICT-PSP.2011 call. This complies with the undertaking to launch pilot projects to demonstrate how public administrations can deliver eGovernment services more flexibly and efficiently.

The implementation of preconditions for eGovernment is progressing well. Coordination of national efforts to support the development of interoperable solutions and key enablers is ongoing.

- ✘ Under DG DIGIT's ISA Programme, efforts are ongoing to enhance Member States' alignment with the EIF and the EIS has been revised;
- ✘ The Directive on Mutual recognition of Identification and Authentication has been proposed;
- ✘ Pilot projects for innovative architecture and technologies in eGovernment have been launched;
- ✘ In terms of the roll-out of eID solutions, DG DIGIT is working on deployment of the STORK deliverables; focus on take-up by Member States is an important next step.

3.2.6 Governance

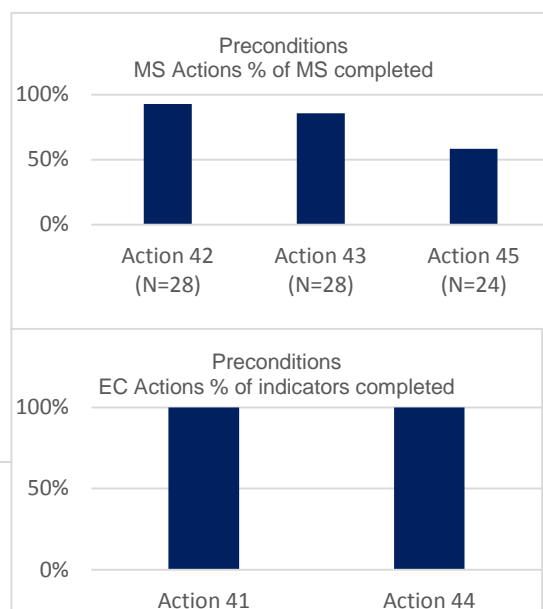
The Governance chapter is an element of the eGovernment Action Plan that was added to the four priority areas of the Malmö Declaration.

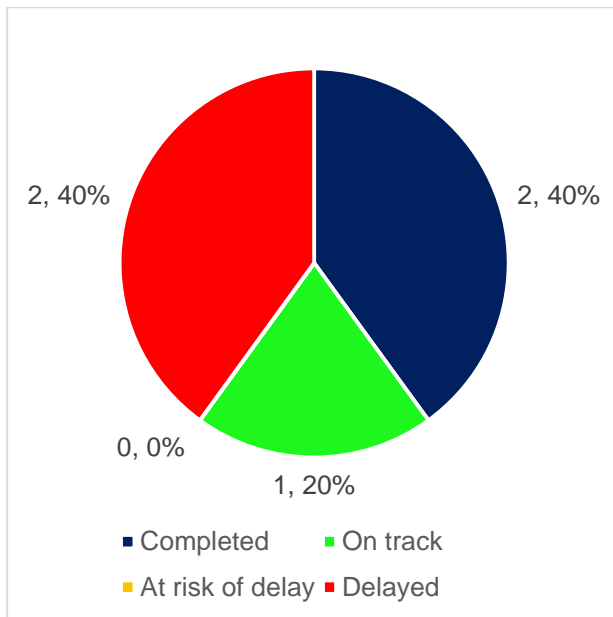
The implementation of the different actions set out in the eGovernment Action Plan requires a governance structure to ensure that the actions which are the responsibility of the Commission, Member States and for which they are jointly responsible are carried out in a coordinated manner and within the agreed timeline. Similarly, a coherent framework to discuss policies, and to monitor and evaluate progress and results needed to be established. Hence the actions under the Governance section of the Action Plan.

The Governance chapter includes five actions, dealing with the creation of national eGovernment strategies and coordination mechanisms and evaluation at the European level. It has a different structure since the Actions are very much interlinked.

The figure below provides an overview of the five actions included in the Governance chapter.

Figure 13 – Overview of progress of the Governance chapter





Overall, the implementation status of this set of Actions is **progressing well**. Of the five Actions, two have been completed, one is on track and two are delayed.

The first Action in this chapter, **Action 41**, has been completed since the High-Level Expert Group of Member State representatives has been set up, and rules of procedures were adopted in 2011.

Almost all Member States have a National eGovernment Strategy, which incorporates priorities from the Malmö Declaration and the eGovernment Action Plan. Only two Member States (Croatia and Lithuania) have not yet updated their national eGovernment strategies (thus **Action 42**, which covers this, is in formal terms **delayed**).

Action **43** is **delayed** although most of the Member States have in fact incorporated the political priorities of the Malmö Declaration and eGovernment Action Plan in their national strategies (17 Member States and Norway), while only four countries indicated that this action was delayed in their case.

The '**Austrian eGovernment ABC**' strategy is embedded in a wider EU policy context. It mentions the most important EU legislative acts including the i2000 eGovernment Action Plan, the Digital Agenda for Europe and the eGovernment Action Plan 2011-2015. Its "Vision 2020" includes the aim of being actively involved in the EU strategy process as well as in the implementation of the EU goals (<http://www.digitales.oesterreich.gv.at/DocView.axd?CobId=37561>).

The **Irish National eGovernment Strategy** contains several references to the priorities of the EU eGovernment Action Plan. The plan and the actions mentioned in the Irish plan are to

a large extent aligned with the priorities and action of the EU eGovernment Action Plan, e.g. "All public bodies will monitor and evaluate take-up of eGovernment services with a view to achieving at least the 50% (for citizens) and 80% (for businesses) targets set out in the EU eGovernment Action Plan by 2015".

Action 44 is also **completed**. A formal evaluation of the eGovernment Action Plan has been carried out within the scope of the study *Mid-term evaluation of the e-Government action plan 2011–2015*

implementation - SMART 2012/0060 (of which this report is the final part). The results of the study will contribute to new initiatives in the field, including the update of the Action Plan..

Finally, **Action 45** focuses on the Member States' feedback to the European Commission on the impact of the eGovernment Action Plan and is **on track**. Thirteen Member States and Norway have informed the Commission and the High-Level Expert Group on how the political priorities of the Malmö Declaration have been achieved, while six Member States (of the twenty-four responding) have not yet done so. Many countries have already provided some lessons learned within the implementation process. Most of the countries stress the cross-border dimension of the eGovernment Action Plan as being the one that has had the most impact on their strategies.

According to **Cyprus**, *the eGovernment Action Plan has helped Cyprus Government to work towards common goals/areas with all the other Member States. In addition, it was very helpful in order to define our initiatives/actions in our eGovernment Strategy and proceed with their implementation accordingly.*

In **Denmark**, the Malmö Declaration and the EU eGovernment Action Plan has had impact on *an increase of awareness of cross-border capabilities of existing and planned public services and a sharpened focus on the cost-efficiency (a sound business case) when planning for and developing public services with cross-border capabilities.*

In **Germany**, the meetings of the German IT Planning Council take place at least three times a year in order to align the eGovernment actions of all administrative levels. The European eGovernment Action Plan Actions are explicitly taken into account during each meeting of the IT Planning Council.

In **Sweden**, the *explicit focus on citizens-perspective as well a focus on empowerment in combination with openness* in the eGovernment Action Plan has had an influence on the Swedish strategy.

The objectives of this set of Actions were to establish a governance structure, and a context for coherent framework to discuss policies, and to monitor and evaluate progress and results as being necessary to support the actual implementation of the eGovernment Action Plan.

Overall, many actions have been implemented:

- ❑ **Creation of a High-Level Expert Group;**
- ❑ **Mid-term evaluation of the eGovernment Action Plan;**
- ❑ **Update of national eGovernment strategies incorporating the principles of the Malmö Declaration has been carried out in the large majority of Member States (delayed but very good progress).**

3.2.7 Organisational and Financial impacts of the eGovernment Action Plan

One of the main objectives of this mid-term evaluation of the eGovernment Action plan was to identify the organisational and financial impacts of projects implemented by Member States to provide some insights into the different dimensions of the Malmö Declaration and to the achievement of the EU 2020 objectives. This sub-section summarises the main results of the the most in-depth analysis carried out via the case studies selected.

Organisational impacts

A first main finding of the organisational impacts of the eGovernment projects selected for this study is that we found very few examples of changes in the organisational structures of the bodies responsible for the projects. In a very limited number of cases, the implementation of the project was linked to the creation of new dedicated organisations or of a new department within the organisation.

The Point of Single Contact in Malta represents a notable exception. In this case, the re-vamping of the Point of Single Contact website is linked to a broader re-organisation of the entire Malta Enterprise Agency, which now also incorporates the Business Fairs structure. Indeed, the purpose of this organisational change was to enhance Malta's measures and organisations to attract foreign investment and businesses.

The introduction of the G-Cloud project in the UK led to the creation of an ad-hoc organisational structure, consisting of:

- ❑ **CIO Delivery Board:** responsible for the successful adoption of cloud computing and commodity ICT by government;
- ❑ **G-Cloud Delivery Board:** responsible for governing the programme, setting the overall direction, including the determination and ratification of the Programme's business objectives, future vision, business case and the sequencing strategy for delivering the components of the G-Cloud solution, including the Government Apps Store and Data Centre Consolidation. The G-Cloud board and its working groups also ensure their strategies and plans are aligned with the other infrastructure strands of the Government ICT Strategy;
- ❑ **Cloud Services Group:** responsible for the assessment and definition of effective service management and developing a commodity service management and operational model;
- ❑ **Security Working Group:** responsible for the assurance and accreditation of commodity cloud services as products that can be procured through the Government Application Store;
- ❑ **Commercial Working Group:** responsible for the definition and establishment of an approach to commodity service purchasing that underpins the use of commodity products and services;
- ❑ **Data Centre Consolidation Project Board:** responsible for consolidation, rationalisation and virtualisation of government and supplier owned data centres and the definition and implementation of the future government approach to data centre usage and provision.

Overall, the analysis of the case studies revealed a large number of projects that introduced a new governance model. While differing in dimension and number and players involved, those new governance models share some common characteristics. They all aim at early engagement of stakeholders as a way of achieving early buy-in of the project, obtaining higher take-up rates and

ultimately legitimacy of the new tools and procedures being introduced. Notable examples of this are the Finnish eParticipation environment and FixMyStreet in the Brussels-Capital region⁷⁷).

In the case of standards for eidentification, the **Swedish eID Board** has worked with different stakeholders through a Reference Group that is instrumental in anchoring the work of Swedish e-identification. This forum provides an opportunity for stakeholders to voice the needs they see in the area. There are 22 participating actors with broad representation from both the public and private sectors and end-user side. Extensive work has been carried out within this office to create a regulatory framework, including the trust framework, for the concept Swedish e-identification⁷⁸.

Another common element is the creation of a board including representatives from both the organisations coordinating and implementing the project. This often happens in those cases where the project is implemented by an organisation within a larger programme and/or funded by another organisation. Another frequent characteristic is the inclusion of the users of the new service (other public organisations, citizens and businesses) in the organs managing the everyday life of the service. Less frequently, but still in a relevant number of cases, users' involvement goes much further, i.e. extends to the designing and testing of the services' functionalities.

Overall, the new governance models found in the cases all aim to achieve better cooperation among administrative silos and a more open, interoperable governance.

Financial impacts

Achieving financial gains and improving the efficiency of administrative processes are among the main drivers for eGovernment projects, even more so given the current economic climate and budget pressures.

While being the main driver, financial impacts are not always clear before implementing a project. In general, the decision to implement a project depended in only a few cases on a clear business case. More often cost savings and financial sustainability are guessed at by 'gut feelings' rather than by sound figures and estimates.

However, the Danish (Grunddata) and Finnish (eParticipation environment) projects did both have quantitative evidence to support their implementation. In the Danish case, the decision to implement this project followed a series of similar projects implemented by the Danish government since 2002. Studies had shown the economic rationale for those initiatives, which appeared to have financial benefits for the society as a whole and to allow cost savings for the government.

The Finnish case is the only example we found of project selection based on a fully structured procedure and a clear business case. The Finnish eParticipation environment was selected as a result of the selection process which included, among other steps, a fully-fledged cost-benefit analysis to show the financial viability of the project. The cost-benefit analysis clearly identified and quantified the costs and benefits of developing a platform for three categories of users (central government, local government and citizens) over a six-year period⁷⁹.

⁷⁷ See section 3.2.4 on improving organisational processes.

⁷⁸ See Annex C.12

⁷⁹ See Annex C.2

The **Finnish eParticipation environment** is part of a larger programme of the Finnish government, the Action Programme on eServices and eDemocracy (SADe Programme). The SADe programme is first comprehensive and national electronic eService development programme in Finland's public sector, running from 2011 to 2015. The SADe programme consists of eight cross-sector projects, with the double objective of improving citizens' life and increasing administrative efficiency.

It adopted a throughout a selection process for identifying the projects to implement. This gave relevance to the financial sustainability of the project and the potential re-use of solutions developed for other public organisations.

In 2010, the Ministry of Finance launched a call among public organisations for projects to implement in future years. To participate in the selection process, each candidate project had to provide a preliminary cost-benefit analysis, showing the projected benefits for citizens and businesses as well as for the administration. The Ministry of Finance received 79 proposals, eight of which were finally selected for implementation⁸⁰. The selection was discussed in a working group with all ministries while the Ministry of Finance made the final choice. Each of the projects selected had to perform a fully-fledged cost-benefit analysis before final approval and implementation.

It is uncommon to have users of the service paying a fee for it. In general, the organisations responsible decide not to charge a fee for the projects they develop in order to foster the adoption of the new tool. Some forms of cost-sharing among organisations using the service are more common (as in the case of the MADGA 2.0 platform).

GoSwift in Estonia⁸¹ is the only example of a service delivered via a Public-Private Partnership and entirely funded by the users' fees (a fee of EUR 1.30 per vehicle passing the border is charged. Additional income comes from extra services offered to users).

In fact, financial benefits for the public sector are expected to come mostly from savings generated by reducing the production costs for a service and/or by the rationalisation of public expenditure. In the case of G-Cloud, for instance, financial benefits are expected through alternative procurement strategies (a dynamic purchasing system and central frameworks for commodity services). These should dramatically reduce infrastructure costs by enabling public bodies to adopt the standard G-Cloud Infrastructure as a Service.

Many projects quantify the expected benefits for the players involved, including public administrations (both central and local government), citizens and businesses⁸².

⁸⁰Initially there were nine projects selected. Two projects have combined into one resulting in the Services for Entrepreneurs project and the Health and Social Care Services project

⁸¹ See Annex C.6

⁸² It should be noted that we did not find any examples of estimations of project benefits that included other types of impacts, such as environmental impacts.

The MAGDA 2.0 platform used a Standard Cost Model (SCM) to determine administrative burden reduction for citizens and business. According to data provided by CORVE (the Flemish government coordination cell in charge of the project), the money saved by the reduction in administrative burden was expected to be EUR 97.7 million in 2013 alone. The sources of the reduction are the replacement of existing paper-based administrative processes by electronic processes, and by electronic implementation of new processes (that would have resulted in an increase in administrative burden if they had been implemented in a classical, paper-based way).

The Finnish eParticipation environment is expected to generate benefits that outrank the costs for developing and maintaining the platform across the entire life cycle of the project. Those benefits are estimated as being much larger for local governments than for citizens and for the central government as they will derive mostly from avoidance of duplication costs.

Sometimes, a project aims to generate positive external economic impacts. This is the case of the Spanish Aporta project⁸³, which aims to promote the reuse of public sector information as a channel for promoting the development by society of innovative solutions to the grand societal challenges.

The main external economic implications of the Aporta project are:

- Estimated total activity of Infomediary companies: estimated business volume from EUR 1,600-1,700;
- Estimated activity associated with Public Sector Information re-use: estimated turnover of Infomediary business from EUR 550 to 650 (approx. 35-40% of the activity):
 - Activity estimate per field of reuse
 - Business/Financial 37.6%
 - Geographical/Cartographic 30.5%
 - Legal 17.0%
 - Transport 5.2%
 - Social Data/Statistical 1.9%
 - Meteorological 1.1%
 - Other: ICT 6.7%.
- Total employee volume is estimated at between 41,000 and 42,000, of which 12.5% would be dedicated to re-use activities. It is estimated that the number of employees directly involved in Infomediary activities is between 5,000 and 5,500.

In a limited number of cases, the financial savings are earmarked in the organisations' budget for further investments and/or are retained in the budget of the different organisations benefiting from the project. Some stakeholders have noticed that when the financial savings are not earmarked or somehow tied in their use, the incentives to innovation and to production of new services are limited. Therefore, quantifying financial savings and earmarking them in the budget is a key component for stimulating innovation in public services.

Financial savings achieved via projects are expected to translate into efficiency gains in a variety of ways, including a reduction of administrative burden and savings in opportunity costs.

⁸³ See Annex C.3

The **Belgian ePrior project** estimates efficiency gains in terms of reduction of the administrative burden. The project re-uses and adapts to the national context the European Commission's ePRIOR solution.

For companies, the cost per invoice sent on paper is €4.44 while the cost of an electronic invoice is only €1.20, in other words, €3.24 can be saved per invoice. Receiving a paper invoice costs €8.04 for a company, while receiving an electronic invoices costs only €0.69, which means a saving of €5.77 per invoice received. The costs for citizens to receive an invoice are €2.77, while the costs of receiving an electronic invoice is €0.69, in other words, a saving of €2.08 per received invoice. In summary, this shows that the total saving of €9.01 can be achieved per invoice by processing these electronically from business to business and €5.32 from the company to citizen.

The total amount of administrative burden in a paper based process was estimated at €5.02 billion in a baseline measurement. In the hypothetical case where 100% would be processed electronically the administrative burden would be €1.66 billion

GoSwift is the example of a public-private partnership among the case studies selected. While profitable for the private contractor (a crucial condition for the project to be self-sustainable), it has achieved impressive efficiency gains, which have major benefits for Estonian companies.

The **GoSwift queue management system** resulted in a dramatic reduction of border crossing time at the Estonian border with Russia (from peaks of six days to an average time of one hour). The mandatory registration system and the customer support provided registered a sustained increase of users over time. This allowed the private contractor to achieve earnings after the first year of deployment of the service.

Time savings are estimated to save Estonian companies about EUR 4 million per year. Additional efficiency gains are better management of law enforcement personnel over peak periods. Effectiveness gains for government and municipalities include better security and better risk analysis, as well as a greater consensus among target groups and citizens.

The objective of the case studies was to achieve a more in-depth analysis of the impacts of the implementation of the eGovernment Action Plan in terms of the organisational and financial impacts, to provide some insights related to the different dimensions of the Malmö Declaration in 'real life', and to achieving the EU 2020 objectives.

In terms of organisational impacts, the main findings are:

- Large re-organisation projects are the exception. The focus is on implementing small process re-design and coordination structures (such as management committees) and making efforts to obtain early engagement and buy-in;
- Better coordination of public sector organisations was often the main (declared) driver of projects;
- An effort can be observed to set up governance structures that ensure stronger inter-institutional cooperation (e.g. ePrior.be, FixMyStreet, eID standards).

In terms of the financial impacts, the main findings are the following:

- The selection of projects to implement is more often based on intuition than on business cases (with some exceptions);
- Substantial cost savings have been achieved and/or are projected, both internally and externally (e.g. Magda 2.0, GoSwift, eParticipation and G-Cloud);
- Financial savings are not always earmarked for re-investment in new services.

4 Conclusions and recommendations

This Chapter presents the main conclusions of the study deriving from the evidence and the examples presented in the previous Chapter. It also presents a set of recommendations for the mid-term revision of the eGovernment Action Plan.

The results of the study, preliminary conclusions and recommendations were presented to the Commission and to Member States' representatives during a webinar held on 20 March 2014. The main contributions from the webinar have been taken into account when formulating the recommendations.

4.1 eGovernment Action Plan

4.1.1 The Action Plan as the policy instrument

Since the Malmö Declaration in 2009 and the launch of the eGovernment Action Plan in 2010 many important objectives have been achieved, and many Actions completed. The Action Plan has a positive impact on the development of eGovernment at the European and Member State level even if progress has been better in some areas compared to others. This type of Action plan can be a perfect 'mobilizer' instrument in order to help the European Commission and the Member States coordinating their actions. To be effective, an action plan must be embedded in a continuous policy cycle. This includes thoroughgoing collaborative design of the Action Plan by the Commission and the Member States, starting from a common vision, containing concrete measurable agreed objectives, an effective implementation and monitoring mechanism, and holistic approach with all the relevant Commission services working on related issues involved (such as the ISA-programme, the administrative burden reduction initiatives, eCommission), and an excellent permanent evaluation system.

The holistic approach should also include other related monitoring and community-building activities. The European eGovernment "Benchmarking" framework should be aligned with the eGovernment Action Plan and measure the outcomes. In addition, the eGovernment sharing and re-use platform, now integrated with JoinUp, should be organised in line with the priorities of the Action Plan.

In a rapidly changing world with very fast evolving technology, a static five years period seems too long for an Action Plan. A system of a 'rolling' plan with a bi-yearly review and adapt cycle, would be more appropriated to keep track of change.

Recommendation 1

Improve and align the policy process around the Action Plan: collaborative design, an effective and aligned implementation, a permanent monitoring framework, a systems of a 'rolling' plan with

a bi-yearly review and adapt cycle, to keep track of the fast changing environment.

4.1.2 The detailed actions

The four priorities of the eGovernment Action Plan, *User Empowerment, Internal Market, Efficiency and Effectiveness of Governments and Administrations, Preconditions for developing eGovernment*, are covering forty Actions. They are complemented by a Governance priority area containing five Actions.

When evaluating the progress per priority area it can be determined that the *Internal Market* and of *Preconditions for eGovernment* are the priority areas where the most has been accomplished, whereas there has been less progress in the areas of *User Empowerment*, and *Effectiveness and Efficiency*.

Many of the Actions relating to the *Internal Market* and *Preconditions for eGovernment* are inter-linked, as they deal with creating the conditions for the provision of cross-border services across Europe and supporting the development of interoperable services.

The achievements include:

- ❑ Development by European projects (such as PEPPOL, SPOCS and other LSPs) of shared solutions that many Member States are implementing;
- ❑ Implementation of Points of Single Contact (PSCs) that increasingly cover all administrative processes and offer services in more than the national language;
- ❑ Ongoing efforts under DG DIGIT's ISA Programme to enhance the alignment of Member States with the European Interoperability Framework (combined with the revision of the European Interoperability Strategy);
- ❑ Proposal for a Regulation on electronic identification and trust services, which is now in effect;
- ❑ Launch of pilot projects for innovative architecture and technologies in eGovernment; and
- ❑ Ongoing work under DG DIGIT on the deployment of the deliverables of the STORK project on e-identification.

The main achievements relate to the development of **technological enablers**.

In addition, several actions included in the Governance chapter have been implemented:

- ❑ Creation of a High-Level Expert Group;
- ❑ Mid-term evaluation of the eGovernment Action Plan;
- ❑ Updating of national eGovernment strategies and incorporation of the principles of the Malmö Declaration. While this Action formally falls into the category of those which are delayed, in fact very good progress has been made and most Member States have acted on this.

The implementation of the other Actions in these areas, and above all the Actions covered by the other two priorities, i.e. User Empowerment and Efficiency and Effectiveness, presents a more mixed picture.

The main issues in relation to *User Empowerment* relate to:

- No development and adoption of common targets, indicators and/or measurement frameworks in areas such user-centricity, indicators on the roll-out of collaborative services, re-use of Public Sector Information and transparency.

This is an important issue, as in order to meet new social, technological and economic demands and expectations, public administrations need to be transformed through collaboration, transparency and participation models. In the next section open government model builds on open data; open services and open processes are discussed.

When looking at the *Efficiency and Effectiveness* priority, it can be seen that some areas have progressed well, while others are lagging behind:

- Significant progress is being made in the improvement of organisational processes (exchanges of experience and solutions have been facilitated, ePractice is being migrated to Joinup, the eCommission Action Plan is on track). However, the programme for staff exchanges was cancelled due to budgetary pressures.
- Reduction of administrative burden linked to the once-only principle is delayed. On the part of the Member States, exchange of experiences could be improved. On the Commission's side, a study has been carried out on 'eGovernment and the reduction of administrative burden', but the roadmap for further implementation is still to be elaborated.
- Actions on green government (Study on eGovernment potential to reduce carbon footprint, and Indicators and evaluation procedures for measuring the reduction of the carbon footprint) are delayed.

Some of the Actions included in the eGovernment Action Plan are not currently perceived as a priority and have been delayed. This is the case for the actions on green government. In addition, the Action on the staff exchange between administrations in different Member States has not gone ahead.

Recommendation 2

Some of the Actions of the eGovernment Action Plan are have been postponed and should be reconsidered. Looking at eGovernment as an enabler to lower the carbon footprint of administration makes sense in looking at eGovernment in a more holistic way.

The staff exchange programme between administrations in different Member States has been postponed but could be re-launched in the next period in relation to actions and pilots in "open government" . It could be an excellent learning and sharing accelerator for Member State eGovernment agencies.

Overall, the Efficiency and Effectiveness priority requires additional efforts from both the Commission and Member States to achieve all the objectives set out in the eGovernment Action Plan.

Efficiency and effectiveness of public administration have been at the heart of the efforts of national and local governments for more than a decade, and are still crucial in the current economic climate and budget austerity. The small sample of case studies selected showed that many important actions are under way in Member States in this area. eGovernment services are expected to reduce the administrative burden on citizens and businesses. They must support the economic recovery and sustaining the delivery of better public services in a period of cuts in public budgets. The evidence gathered shows that efficiency and effectiveness gains are expected from projects implemented in a wide range of eGovernment topics, such as:

- ❑ User empowerment (e.g. eParticipation environment in Finland);
- ❑ Open data (e.g. Aporta in Spain, Grunddata in Denmark);
- ❑ Interoperability (e.g. GoSwift in Estonia);
- ❑ eID and trust services (e.g. eID Standards in Sweden);

Recommendation 3

The exchange of experience/good practices, collaborative and open government should be re-enforced through existing channels like JoinUp but also through innovative modes like hackathons and competitions.

4.1.3 What can be learned from the case studies

The case studies on *the organisational and financial impacts* learned that, while in many cases re-organisation or financial savings were not the primary objectives of the initiative, they were necessary preconditions or results.

Overall, the analysis of the case studies revealed a large number of projects that introduced a new governance model. While differing in dimension and number and players involved, those new governance models share some common characteristics. They all aim at early engagement of stakeholders as a way of achieving early buy-in of the project, obtaining higher take-up rates and ultimately legitimacy of the new tools and procedures being introduced. The new governance models introduced in the cases analyses aim to achieve better cooperation among administrative silos and a more open, interoperable governance. Financial impacts are not always clear before implementing a project. In general, the decision to implement a project depended in only a few cases on a clear business case. More often cost savings and financial sustainability are guessed at by 'gut feelings' rather than by sound figures and estimates. Many projects quantify the expected benefits for the players involved, including public administrations (both central and local government), citizens and businesses and positive external economic impacts.

In a limited number of cases, the financial savings are earmarked in the organisations' budget for further investments and/or are retained in the budget of the different organisations benefiting from the project. Quantifying financial savings and earmarking them in the budget is a key component for stimulating innovation in public services. Financial savings achieved via projects are expected to translate into efficiency gains in a variety of ways, including a reduction of administrative burden and savings in opportunity costs.

4.2 Way forward

4.2.1 Towards Open government

Since the launch of the eGovernment Action Plan new themes for actions have emerged. There is a large consensus that in order to meet new social, technological and economic demands and expectations, and given the difficult economic situation and budget constraints, public administrations need to be transformed.

The 2013 October European Council recognised the strategic value of modernising our public administrations through the smart use of ICT. It listed several areas for attention, which were also emphasised at the High Level eGovernment Conference held in Vilnius in November 2013. Many of those themes are already part of the eGovernment Action Plan but will require even more attention in future. They include:

- ▶ Open data, as an untapped resource with a huge potential for building stronger, more interconnected societies;
- ▶ Citizens' involvement in the production of collaborative services;
- ▶ Interoperability and re-use of Public Sector Information;
- ▶ Once-only principle, in the respect of privacy and data protection rules.

The Commission has made a key contribution to the debate on the future of eGovernment services in its vision paper "A vision for public services" published by DG Connect in June 2013. Starting from the current development and challenges (and building on the themes which have emerged at European level), it paves the way for an important paradigm shift towards open government, which is expected to deliver important advances and benefits.

The vision paper is one of the contributions to the debate on the future of eGovernment and public services provision.

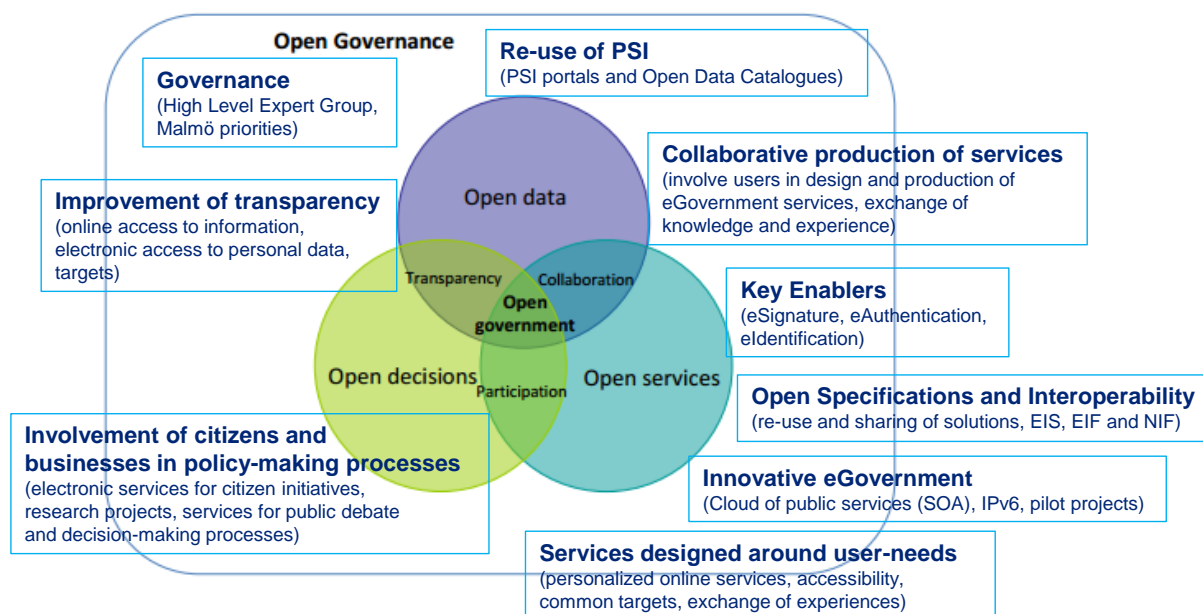
The paradigm shift towards open government has been advocated by other international organisations, including the OECD..

In its draft Principles on Digital Government Strategies, the OECD recommends the shift from a citizen-centric to a citizen-driven model of digital government and thus the move from a 'networked governance' to a 'collaborative and participatory governance'. In this context, ICT are a tool to improve efficiency in service delivery, processes and outputs, and to anticipate citizens' needs, becoming then a driver for economic growth, social equality and governance outcomes of greater transparency, integrity and citizens' engagement. In fact, financial benefits for the public sector are expected to come mostly from savings generated by reducing the production costs for a service and/or by the rationalisation of public expenditure.

The analysis of the developments in Member States for this study (via the case studies and the dashboard) has confirmed the need to prioritise (for the first time or more strongly) many of the same areas for actions as, e.g. transparency, openness and collaborative services.

Those priorities are not completely new. For an important part, they are already part of the eGovernment Action Plan, which in fact has strong links with the new themes in the debate and with the open, collaborative government envisaged by DG Connects' Vision Paper. This is illustrated in Figure 14.

Figure 14 – The eGovernment Action Plan and DG Connect’s Vision Paper



As the vision paper points out the Public Innovation Scoreboard acknowledges the relevance of the shift towards open government as a trigger for public sector innovation, which represents a driver towards efficiency and effectiveness of public action and as an enabler for private sector innovation (and thus economic growth).

This approach is driven by opening up and sharing assets, making data services and decisions open. It enables cooperation and increases bottom-up, participative forms of service design, production and delivery. Public sector organisations which embrace the open government approach will be at the heart of the transformation.

The paradigm shift towards open government rests on the wide adoption of open data. The European Union has made important steps towards promoting the use and disclosure of open data, In June 2013⁸⁴, the European Union endorsed the G8 Open Data Charter and committed to implementing a number of open data activities. Member States are progressively implementing initiatives based on the use and publication of open data. In addition, an increasing number of Member States is also participating in the Open Government Partnership, which aims to support governments and societies to move towards a shift in norms and culture to ensure genuine dialogue and collaboration between governments and civil society.

The 2014 eGovernment Survey⁸⁵ of the UNPAN provided further evidence on the increasing adoption of open data as part of government’s strategies for untapping the potential for growth and for fostering transparency and social cohesion.

Several of the Actions already included in the eGovernment Action Plan (and thus under implementation) and of the recent developments in the field of eGovernment are consistent with the paradigm shift envisaged in DG Connects’ vision paper and the associated enablers and conditions.

⁸⁴ See: <http://www.epsiplatform.eu/keywords/g8-open-data-charter>

⁸⁵ See: <http://unpan3.un.org/egovkb/en-us/Reports/UN-E-Government-Survey-2014>

The 2014 eGovernment Benchmark recognised the potential for a shift from a model for public services designed around the delivery of services to people towards a model designed to enable the co-production of services better with people. The report also emphasised the relevance of a joined-up governance to improve the quality of service delivery, and increase the efficiency and effectiveness of government actions. Cooperation is identified as a key driver to achieve these objectives. Cooperation does not involve only intra- and inter-institutional cooperation, but also between public and private sector and governments, and citizens and businesses.

The relevance of technological enablers (such as building blocks from the LSPs, service-oriented architecture (SOA) and cloud computing) is also clearly stated in the Vision Paper (and linked with the Internal Market and Preconditions for eGovernment of the eGovernment Action Plan). In addition, the adoption of the CEF and ongoing deployment of DSIs signifies a clear move towards putting transformative technologies and enabling interoperability in place.

4.2.2 Governance

The Vision Paper states *“an appropriate governance structure is needed, setting the boundaries of open government and adapting to the collaboration of networks within it”*.⁸⁶

Open government requires common targets, indicators and measurement frameworks in areas such as user-centricity, indicators on the roll-out of collaborative services, re-use of Public Sector Information and targets for transparency, areas in which the eGovernment Action Plan has fallen behind.

Drawing up and adopting those targets and indicators links not only with the priorities set by the eGovernment Action Plan but also with the Commission’s Vision Paper and its drivers:

- Measurement: *“measuring government performance has long been recognised as necessary for improving effectiveness and efficiency”*⁸⁷;
- Collaborative production: *“everyone can potentially measure and monitor the public sector and [...] this can be done either in collaboration with government or independently”*⁸⁸; and
- Transparency of public action: *“...measuring the value of the transformation to citizens; assessing the improvements in “public value” from the point of view of citizens”*⁸⁹.

There are, of course, many approaches and methodologies for measuring government performance in general and eGovernment services in particular (Standard Cost Model, cost-benefit and cost-effectiveness analysis, measurement of outcomes and impacts, etc.) Similarly, there are many ways of measuring innovation in government services (the most recent example are the European PSI Scoreboard indicators⁹⁰, adopted by some Member States).

⁸⁶ See <http://ec.europa.eu/digital-agenda/en/news/vision-public-services>, p. 5

⁸⁷ Ibid., p.12

⁸⁸ Ibid., p. 12

⁸⁹ Ibid., p. 13

⁹⁰ See <http://www.epsiplatform.eu/content/psi-scoreboard-indicator-list>

Recommendation 4

More effort is needed to develop a common set of targets and indicators covering user-centricity, indicators on the roll-out of collaborative services, re-use of Public Sector Information and targets for transparency.

A coherent measurement system of public sector performance and public innovation needs to be put in place in order to stimulate the development of an open, collaborative government.

Exchanges of good practice and coordination should be focusing on the development of shared targets and indicators. The EPSIS pilot⁹¹ could provide useful inputs.

The paradigm shift towards open government is very high in the policy agenda, as the debate is still ongoing, and many related issues are still under discussion. In addition to the publications and initiatives mentioned so far, it is the main topic of the series of events fostering the debate on the future of public services and eGovernment in Europe and beyond. The Digital Venice 2014 conference⁹², and the two conferences on open government⁹³ and public sector innovation⁹⁴ recently organised by the OECD are only the most recent additions to the international discussion.

⁹¹ http://ec.europa.eu/enterprise/policies/innovation/files/epsis-2013_en.pdf

⁹² See: <http://www.digitalvenice.eu/>

⁹³ See: <http://www.oecd.org/gov/international-forum-on-open-government.htm>

⁹⁴ See: <http://www.oecd.org/innovating-the-public-sector/#d.en.304320>

ANNEXES

A. Annex A – Project Website

The study team developed a website www.egovap-evaluation.eu which serves as a communication tool where Member States can share the status and evidence of the status with the European Commission, the other Member States and the wider public, on the implementation of the Actions under their responsibility. Similarly, the European Commission informs about its progress on the implementation of the Actions under its responsibility.

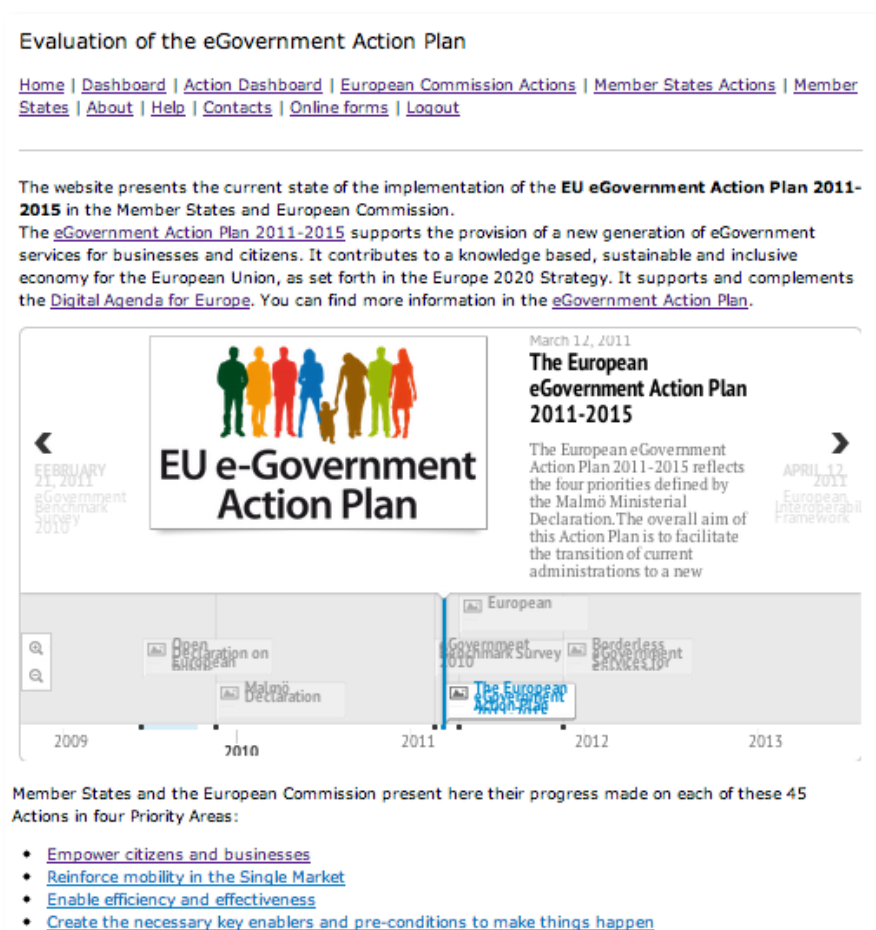
The study team collected first set of data for the website with the purpose of testing the website and providing a minimum amount of data to illustrate the purpose of the website to the Member States⁹⁵.

Furthermore, the study team in cooperation with the European Commission will request that the Member States complete the data (continuation of the self-assessment process run in 2012) and where appropriate validate the data that already present on the portal. Once this will be done, the study team will undertake a full analysis of the status of the implementation of the eGovernment Action Plan. The results will be provided in the final Progress Assessment Report. This draft, however provides already a first attempt to the progress evaluation.

Whilst the study team will no longer be running the portal after the end of the study, the portal was meant to be a tool for continuous communication and will therefore be handed over to the European Commission who will host it in the long-term, so Member States can continue to update the data on the website until the completion of the eGovernment Action Plan.

⁹⁵ Note that due to the inclusion of both Member States and associated countries, it is often necessary to refer to countries rather than Member States. Whilst the study team acknowledges and respects that the United Kingdom is made up of several countries, in order to make the reading of this report lighter, the UK is referred to as a single country.

Figure 15 – Screenshot of the website homepage



The website was designed to facilitate the data gathering process as well as to communicate and visualise the data on the status of the eGovernment Action Plan.

Data Collection

- It allowed the **study team** to **upload the data** gathered during the desk research and interviews with the European Commission officials via on the online form.
- **Member States** will be **asked to complement existing information** via the online form.

Real-Time Database

- All the data are displayed on the website www.egovap-evaluation.eu and are updated in real-time once the data are submitted via the online form.
- Users can easily browse the content by information on the **theme (priority), Action** and **Member State and European Commission pages**.

Data Visualisation

- The website aggregates information on progress via two **dashboards** with the traffic light indications – one displaying the progress on each of the Actions for all MS and the European Commission, the second focusing on progress in relation to each of the Action indicators.

In the future, the website can be used as a communication tool between the European Commission and the Member States on the future progress of eGovernment Action Plan Actions.

The Action cross-analysis is structured according to the four priorities and the governance chapter of the eGovernment Action Plan. Under each priority, the Actions are analysed across countries (for those under responsibility of the Member States or Joint Actions) and for the European Commission.

Below is the eGovernment Action Plan Dashboard as it appears on the website.

Figure 16 - Website dashboard

Thematic cluster and actions	Deadline	Progress status	EC	AT	BE	BG	CY	CZ	DE	DK	EE	EL	ES	FI	FR	HR	HU	IE	IT	LT	LU	LV	MT	NL	PL	PT	RO	SE	SI	SK	UK	CH	IS	NO	TR		
1. User Empowerment																																					
Action 1	2013																																				
Action 2	2013																																				
Action 3	2011																																				
Action 4	2013																																				
Action 5	2011																																				
Action 6	2011																																				
Action 7	2013																																				
Action 8	2012																																				
Action 9	2011																																				
Action 10	2013																																				
Action 11	2014																																				
Action 12	2011																																				
Action 13	2011																																				
Action 14	2015																																				
2. Internal Market																																					
Action 15	2011																																				
Action 16	2011																																				
Action 17	2014																																				
Action 18	2013																																				
Action 19	2014																																				
Action 20	2015																																				
Action 21	2011																																				
Action 22	2011																																				
Action 23	2015																																				
Action 24	2015																																				
3. Efficiency and Effectiveness of Governments and Administrations																																					
Action 25	2011																																				

In order to define the status of implementation of the actions, each Action was broken down into evaluation indicators. These indicators were developed in close cooperation with the European Commission Officials responsible for the various Actions and then validated by the Commission Officials responsible for the study.

Each Action typically has between one and five indicators. In order to reduce as much as possible, bias and subjectivity influencing the results, the indicators were developed as yes-no questions with supporting evidence text box.

A colouring system to indicate the status was developed in cooperation with the European Commission. The colouring system is based on the following principles:

- **Red** is used if the deadline has passed and there are one or more 'no's to the indicator questions.
- **Orange** is used if the deadline has not yet passed and the answer to less than 50% of the indicator questions is 'yes'.
- **Green** is used if the deadline has not yet passed and 50% or more of the indicator questions have been answered with a 'yes'.
- **Blue** is used both before and after the deadline, if all the answers to the indicator questions are 'yes';
- **Grey**: No information received.

B. Annex B – Full list of indicators

User Empowerment

Priority 1: User empowerment	
Sub-priority 1.1 – Services designed around users' needs and Inclusive Services	
<p>Action 1</p> <p>The Commission will support Member States in developing eGovernment services designed around user needs and in ensuring inclusiveness and accessibility by:</p> <ul style="list-style-type: none"> • agreeing common targets and evaluation criteria with the Member States, • organising exchanges of valuable expertise at national, regional or local level to support additional take-up, <p>supporting effective and concrete accessibility solutions, compliant with relevant European and international standards when available, through demonstration</p>	Has the EC organised any exchanges of experience in the field of user-centered services?
	Has the EC agreed with the Member States on common targets and evaluation criteria on the user-centered services?
	Has the EC agreed with the MS on common targets and evaluation criteria on the eAccessibility and other Inclusiveness dimensions (e.g. digital literacy) of public services?
	Has the EC supported the organisation of a significant number of exchanges of experience at national, regional or local level, in the field of inclusive and accessible public services, covering the various cultural or organisational contexts existing in the different parts of the EU?
	Has the EC supported the MS in running a significant demonstration (or number of) for validating or promoting effective and concrete accessibility solutions, covering the various cultural or organisational contexts existing in the different parts of the EU?
<p>Action 2</p> <p>Member States will develop personalised online services, including functions such as monitoring the progress of transactions with public administrations.</p>	Have you developed any personalised service?
	Are those personalised services available via multiple channels
Sub-priority 1.2: Collaborative production of eServices	
<p>Action 3</p> <p>Based on a study, the Commission will first assess how to involve users actively in design and production of eGovernment services and further elaborate recommendations / guidelines with and for the Member States.</p>	Has the study on collaborative production in eGovernment been completed?
	Has any additional assessment been carried out?
	Have any recommendations and/or guidelines had been prepared?
	Have the recommendations been discussed with the Member States
<p>Action 4</p> <p>The Commission will facilitate exchanges of knowledge and experience between stakeholders, and, agree with Member States on common targets for the roll out collaborative services.</p>	Has the EC organised a workshop or any other form of knowledge exchange on collaborative production of services?
	Has the EC agreed with the Member States on the common targets for the roll out of collaborative

Priority 1: User empowerment	
	services?
Sub-priority 1.3: Re-Use of Public Sector Information	
Action 5 Member States will agree on a common set of PSI re-use indicators	Are you using any PSI re-use indicators (if yes, indicate which ones?)
	Have you agreed on a common set of PSI re-use indicators?
Action 6 The Commission will conduct a study to assess to what extent open data catalogues and/or PSI portals (e.g. data.gov.uk) have been developed and implemented by Member States.	Have you agreed on a common set of PSI re-use indicators?
Action 7 The Commission will facilitate exchanges of good practice and awareness-raising activities and will adopt its own internal PSI re-use strategy based on a review of the PSI Decision.	Has the EC facilitated the process of good practice exchange?
	Has the EC run any awareness raising activities?
	Has the EC adopted the EC internal PSI-reuse strategy based on the review of the PSI Decision?
Action 8 The Commission will review the PSI Directive as indicated in the Digital Agenda for Europe, and will consider the possibility of an extended strategy for European PSI.	Has the EC reviewed the PSI Directive?
	Has the EC taken the decision whether the extended strategy for European PSI should be introduced?
Sub-Priority 1.4: Improvement of Transparency	
Action 9 The Commission and Member States will set common voluntary transparency targets and exchange available experiences	Are you using targets and indicators on transparency?
	Have you agreed with the Member States on common voluntary transparency targets
	Have the EC facilitated any exchanges of experience?
Action 10 Member States and the Commission will provide online access to information on government laws and regulations, policies and finance	Do you have an Open Data portal?
	Are the data contained in such open data portals reusable for commercial and non-commercial purposes?
	Do you provide online access to information on government laws and regulations via an open data portal or other means?
	Do you provide online access to information on policies?
	Do you provide online access to information on government finance?
Action 11 In accordance with Data Protection Directive 95/46/EC, Member States will enable citizens to have electronic access to those personal data that are held on them when available electronically and will inform them electronically whenever such data are being processed by automatic means, in a simple and unambiguous manner.	Under the existing Directive (95/46/EC), does your legislation give your citizens right to have electronic access to their personal data that are held by the third parties in an electronic form?
	Under the existing Directive (95/46/EC), does your legislation give your citizens right to be informed electronically whenever their personal data are processed by automatic means?
Sub-Priority 1.5: Involvement of citizens and businesses in policy-making processes	
Action 12 The Commission will collaborate with Member States	Has the EC with collaboration with the MS developed an electronic service to support citizen's initiatives?

Priority 1: User empowerment	
on developing the electronic service to support 'citizens initiatives' (as foreseen by Art. 11 of the Treaty on European Union).	Is the service operational?
Action 13 The Commission will assess existing research projects and launch new ones under the 'ICT for Governance and Policy Modelling' objective of the 2011-2012 FP7 Work Programme and ensure further exchanges of knowledge and best practice.	Has the EC conducted the assessment of existing research projects under ICT for Governance and Policy Modelling objective?
	Has the EC launched new research projects under the ICT for Governance and Policy Modelling objective?
	Has the EC facilitated exchanges of knowledge and practice?
Action 14 Member States, the Commission and other representative institutions such as parliaments should develop services that involve stakeholders in public debates and decision-making processes building on pilots and demonstration.	Have you developed a service that involves stakeholders in public debates and decision-making? If yes. In which areas have you run a consultation? What is the highest number of participants you have had in an online consultation/debate in your policy area?

Internal Market

Priority 2: Internal Market	
Sub-priority 2.1 – Seamless Services for Businesses	
Action 15 Member States and the Commission will assess outcomes of PEPPOL and SPOCS and ensure sustainable follow up.	Have you taken part in PEPPOL?
	Have you taken part in SPOCS?
	Has the EC assessed the outcomes of PEPPOL and SPOCS?
	Has the EC foreseen the sustainable follow-up for the SPOCS and PEPPOL building blocs roll-out
Action 16 The Commission will issue a White Paper on practical steps to inter-connect eProcurement capacity across the internal market.	Has the EC issued the White Paper on practical steps in inter-connect eProcurement capacity across the internal market
Action 17 Member States should roll out cross-border services based on the results of PEPPOL and SPOCS.	Have you rolled out or planning to any (separate) cross-border service based on PEPPOL results?
	Have you rolled out or planning to any cross-border service based on SPOCS results?
Action 18 Member States will ensure that a 'second generation' of points of single contact will function as fully fledged eGovernment centres beyond the requirements and areas covered by the Services Directive	Does the Point of Single Contact cover all the services foreseen in the Service Directive?
	Can all the administrative processes be done through the Point of Single Contact?
	Does the PSC facilitate cross-border provision of services?
Sub-priority 2.2: Personal Mobility	
Action 19 The Commission will support exchanges of best practice and coordinate the efforts of Member States to develop jointly and set up interoperable eDelivery services	Has the EC facilitated the exchange of best practice?
	Has the EC created an MS group that coordinates the effort?
Action 20	Do you provide any cross-border online and interoperable services for citizens? If yes, How

Priority 2: Internal Market	
Member States will provide cross-border and interoperable eDelivery services for citizens, e.g. so that they can study, work, reside, receive health care and retire anywhere in the European Union.	many? Please list them.
	Do you provide any cross-border online and interoperable services for citizens? If yes, How many? Please list them.
Sub-priority 2.3: EU-wide implementation of cross-border services	
Action 21 The Commission will conduct a study with the Member States, of the demand for cross-border services and assess the organisational, legal, technical and semantic barriers.	Do you provide any cross-border online and interoperable services for citizens? If yes, How many? Please list them.
Action 22 Member States will agree on a number of key cross-border public services to be rolled out between 2012 and 2015 and will identify appropriate life events/stages	Have you identified priority key cross-border public services that correspond to well defined needs
	Have you agreed/committed by 2011 on a common list of key cross-border services that correspond to well defined needs?
	Have you implemented or do you have concrete plans to implement cross-border services?
Action 23 The Commission will support and coordinate the efforts of Member States to roll out Large Scale Pilot projects and to start new ones while encouraging coordination and re-use of results and solutions between them	Has the EC launched any new LSP?
	Has the EC supported the MS in the roll-out of LSPs?
	Has the EC encouraged MS in coordination and re-use of results?
	Have you already rolled out a LSP?
Action 24 The Commission will work with Member States and stakeholders to implement cross-border eEnvironment services	Are you planning to roll out any LSP until 2015?
	Did you fully transpose INSPIRE Directive?
	Are there any cross-border eEnvironment services already in place? If yes, how many Member States did implement it?

Efficiency and Effectiveness

Priority 3: Efficiency and Effectiveness	
Sub-priority 3.1 – Improving organisational processes	
Action 25 The Commission will facilitate the exchange of experience, encouraging re-use of successful solutions and applications and exploring new approaches to support the Member States in improving organisational processes.	Have you organised any meetings to facilitate the exchange of experience to support the MS in improving organisational processes?
	Have you facilitated the re-use of successful solutions and applications to support the MS in improving organisational processes
	Have you explored/promoted any new approaches to support the MS in improving organisational processes?
Action 26 The Commission will transform the ePractice.eu portal into an effective experience exchange and information tool for Member States' eGovernment practitioners	Have you introduced the technological improvements on the ePractice portal?
	Is the new portal fully functional?
Action 27 The Commission will implement an ambitious eCommission Action Plan for 2011- 2015, including	Have you implemented the eCommission Action Plan for 2011-2015?
	Have you implemented the full electronic

Priority 3: Efficiency and Effectiveness	
full electronic procurement, a public sector information strategy and a transparency policy	procurement?
	Have you implemented the public sector information strategy?
	Have you implemented the transparency policy?
Action 28 The Commission, in close cooperation with Member States, will set up a programme for staff exchanges between administrations in different Member States	Has the programme for staff exchange been set up?
Sub-priority 3.2: Reduction of Administrative Burden	
Action 29 The Commission will organise with Member States the sharing of experiences on the implementation of the 'once-only' registration principle and, on electronic procedures and communications having become a dominant channel for delivering eGovernment services, conduct a cost-benefit analysis and design a roadmap for further implementation	Have you shared your experience on the implementation of the 'once-only' registration principle?
	Have you facilitated exchanges of experience between MS on the implementation of the 'once-only' registration principle?
	Have you conducted the cost-benefit analysis on electronic procedures and communications in eGovernment?
	Have you designed a roadmap for further implementation?
Sub-priority 3.3: Green government	
Action 30 The Commission will conduct a study on the potential of eGovernment to reducing carbon footprint of governments including best practices.	Have you commissioned a study on the potential of eGovernment to reducing carbon footprint of governments including best practices?
Action 31 Member States should develop and agree indicators and evaluation procedures for measuring the reduction of the carbon footprint of their administrations as a result of eGovernment services.	Have you developed methodology (indicators/evaluation procedures) measuring the reduction of the carbon footprint of your administration as a result of eGovernment services?

Preconditions for eGovernment

Priority 4: Preconditions for eGovernment	
Sub-priority 4.1: Open Specifications and Interoperability	
Action 32 The Commission (via the ISA programme) will implement activities to put into action the European Interoperability Framework (EIF) and the European Interoperability Strategy (EIS) (adoption of the EIF and EIS expected in 2010).	Has the EC evaluated the level of the EIF implementation in MS?
	Has the EC provided guidance to MS on how to align their NIF to the principles of the EIF?
	Did all MS align their NIF to the principles of the EIF?
Action 33 The Commission will organise exchanges of expertise and promote the re-use and sharing of solutions to implement interoperable eGovernment services. This includes the establishment of interfaces to gain access to and use authentic national sources.	Has the EC facilitated the exchanges of expertise on interoperable eGovernment services?
	Has the EC promoted the re-use and sharing of solutions to implement interoperable eGovernment services?
	Has the EC coordinated with MS regarding the creation of interfaces to gain access to and use authentic national sources?
Action 34	Do you have a National Interoperability Framework?

Priority 4: Preconditions for eGovernment	
Member States should have aligned their national interoperability frameworks to the EIF	Have you aligned your national interoperability frameworks with the European Interoperability Framework?
	Does your National Interoperability Framework take into account the European dimension of public service delivery?
Sub-priority 4.2: Key Enablers	
Action 35 The Commission will propose a revision of the eSignature Directive with a view to providing a legal framework for cross-border recognition and interoperability of secure eAuthentication systems	Has the EC proposed the revision of the eSignature Directive?
Action 36 The Commission will propose a Council and European Parliament Decision to ensure mutual recognition of eidentification and eAuthentication across the EU, based on online 'authentication services' to be offered in all Member States (which may use the most appropriate official identification documents — issued by the public and private sectors)	Has the EC proposed a legislation of Council and European Parliament to ensure mutual recognition of eidentification and eAuthentication across the EU?
Action 37 Member States should apply and roll out the eID solutions, based on the results of STORK and other eID-related projects.	Have you applied the eID solutions based on STORK and/or other eID-related projects?
Sub-priority 4.3: Innovative eGovernment	
Action 38 The Commission will launch a study and recommend action on how to apply emerging technologies and paradigms (such as SOA and clouds of public services) in the public sector.	Has the EC launched the study on how to apply emerging technologies and paradigms?
	Has the EC recommended any action on how to apply emerging technologies and paradigms (such as SOA and clouds of public services) in the public sector?
Action 39 The Commission will launch activities under the CIP programme to support administrations to pilot the upgrade to IPv6, thereby creating showcases and new momentum for moving to IPv6 on a large scale.	Has the EC launched any activities under the CIP programme to support administration to pilot the upgrade to IPv6?
Action 40 The Commission will launch pilot projects to demonstrate how public administrations can deliver eGovernment services in a more flexible and efficient way by using innovative architecture and technologies.	Has the EC launched any pilot type B projects?

Governance

Governance	
Action 41 Establishment of a high-level expert group of Member States' representatives	Has the High-Level Expert Group of MS representatives been established?
Action 42 Member States will update national eGovernment	Has the High-Level Expert Group of MS representatives been established?

Governance

strategies	
<p>Action 43 Member States will inform how the objectives of the Malmö Declaration are reflected in the national eGovernment strategies</p>	Does your national eGovernment strategy incorporate the political priorities of the Malmö Declaration and eGovernment Action Plan?
<p>Action 44 Evaluation of the eGovernment Action Plan</p>	Have you carried out a formal evaluation of the eGovernment Action Plan?
	Has the eGovernment Action Plan been updated according to the Mid-Term Evaluation results?
<p>Action 45 Member States will inform how political priorities of the Malmö Declaration have been achieved</p>	Has the eGovernment Action Plan had an impact on your national eGovernment policy and its implementation? If yes, what was the impact

C. Annex C – Case studies

C.1 FixMyStreet (Belgium)

Background information

FixMyStreet Brussels originated from the initial software www.fixmystreet.ca created by visiblegovernment.ca and afterwards implemented in several countries in the world, including in the UK.

It consists of a website and a mobile application through which users can report road holes, broken street lights and similar problems with streets and roads in the Brussels-Capital region. The platform provides an overview of the situation, including problems reported, ongoing repairs and reports closed in the last 30 days.

It uses the principle of crowdsourcing to improve the coordination of maintenance of streets and roads in the Brussels-Capital region, and especially to improve the coordination of activities of all the different organisations that have competence for roadworks, including pavements, public lighting, water pipes, etc.

The platform was developed and is managed by the BRIC (**Brussels Regional Informatics Centre**), which is also responsible for its maintenance and further developments. The initiative came from the Minister of the Government of the Brussels-Capital Region, responsible for Public Works, Transport, Regional and Communal IT.

The main objective was to increase efficiency in the way the different organisations that are responsible for the maintenance of streets in the Brussels-Capital region work together. There are indeed a large number of institutions with competence for the maintenance of streets, pavements, etc. These include the 19 municipalities, the public transport company, utilities, etc.

Figure 17 – FixMyStreet website

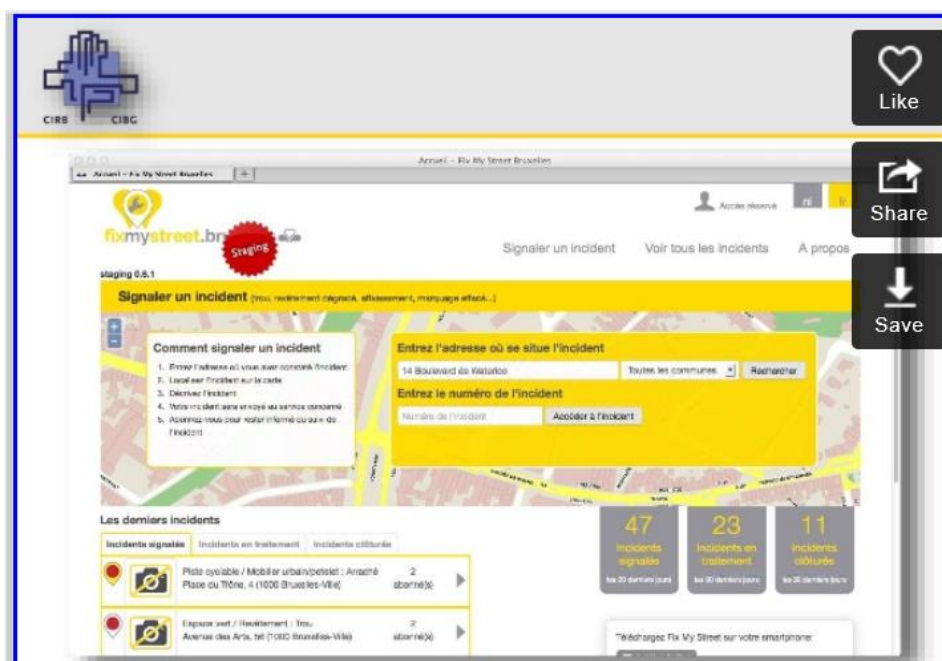
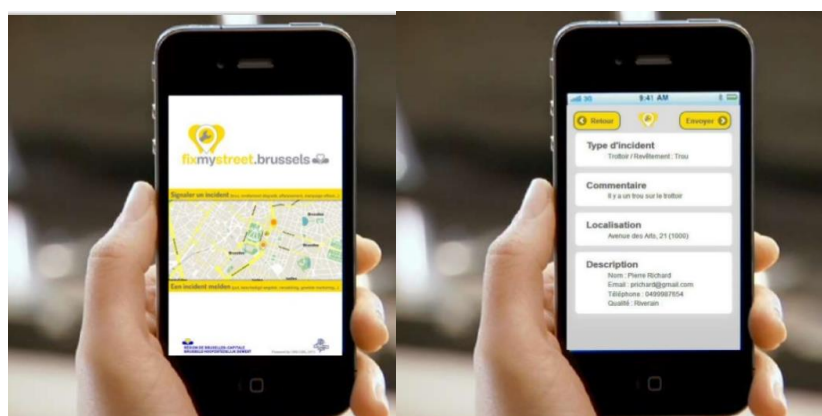


Figure 18 – FixMyStreet Mobile Application



The platform allows users to flag problems on roads in the Brussels-Capital Region in a simple way. Any citizen can access the website or start the mobile app, inserting information about the type of problem and its location and upload a picture of the problem. The system also provides an overview of the status of the different problems (e.g. problems signalled, being processed and solved). The platform is currently available in both French and Dutch.

As opposed to many examples of the same platform in other countries, for the Brussels-Capital Region it was decided to create two different types of users of the system, with different prerogatives and roles. On the one hand, there are simple users (such as citizens) who can use the platform without registering. On the other hand, specific profiles have been created for professional users (i.e. those who are in charge of carrying out the necessary repairs on the streets, such as professionals from utility companies) with enhanced functionalities.

The service was officially launched for the general public on 30 April 2013. It became available to users from municipalities and utilities (i.e. professional users) a few months earlier for a final users' test.

The launch of the platform was accompanied by communication targeting the general public. This involved a poster campaign, TV and radio commercials⁹⁶, as well as a video on YouTube⁹⁷.

The project was conceived and launched within the context of the Strategic Plan for Informatics of the Brussels-Capital region for the period 2010-2014. The Strategic Plan defined a series of priorities, including improving the number of eGovernment services to citizens and businesses alike and improving mobility thanks to ICT. In addition, the fact that the Minister of the Government of the Brussels-Capital Region, responsible for Public Works, Transport also has jurisdiction over ICT paved the way for the development of platforms such as FixMyStreet.

In the realm of the eGovernment Action Plan, FixMyStreet is linked to Priority 1 (User Empowerment) of the eGovernment Action Plan, and to Action 2 (Development of personalised public services).

The project also links with the priority of moving towards the use of open data that emerged at the Council of October 2013.

FixMyStreet allows citizens to directly guide the actions of public administration while also providing a way of monitoring whether action has been taken. "Bruxelles Mobilité" also provides a series of open data sets⁹⁸.

Organisational impact

Objective(s)

As mentioned in the previous section, the main objective of the project was to improve the coordination of the different organisations that have competencies on the state of streets and sidewalks in the Brussels-Capital Region.

Indeed, given the administrative set-up of the Brussels-Capital Region, more than 30 organisations have some role in the maintenance of the streets. Therefore, it is not always clear which of them has the responsibility for a type of problem nor if they are aware of it.

Identification and quantification of inputs

The BRIC is the body responsible for the design, implementation, maintenance and further developments of the platform. The BRIC is indeed in charge of a series of IT projects and activities in the region, including overseeing the management of IRISnet (the broadband telecommunications network of the Brussels-Capital Region), the Regional Data Centre, the management of digital cartography (UrBIS) and of "Les permis en ligne" online building and environmental permits, as well as of services for citizens such as specialized regional portals. The BRIC serves a large number of public bodies in the Brussels-Capital region, including around 250 local authorities (such as local government, parliament and municipalities) around 550 schools and all public hospitals. It has around 280 employees, and technical contractors for specific tasks.

⁹⁶ See http://www.youtube.com/watch?v=8vO-TC_3e5Q and <http://www.youtube.com/watch?v=3Bx2NBnz9VE>

⁹⁷ See <http://www.youtube.com/watch?v=Mr4kQPj0zWA>

⁹⁸ See <http://www.bruxellesmobilité.irisnet.be/content/opendata>

According to the stakeholders, the implementation of FixMyStreet did not require specific changes in the organisation of the BRIC. An external contractor was used for developing the mobile application, but this did not require any changes in the standard contractual procedures and/or working arrangements. The interviewees were not aware of specific organisational changes in the different organisations participating. Nevertheless, the project introduced a different way of implementing this type of initiatives (see below).

From an IT point of view, adapting FixMyStreet to the peculiarities of the Brussels-Capital Region required a "*rather impressive back-office integration*", says a BRIC spokesperson⁹⁹. The systems operate by connecting the IT systems of the different organisations involved, rather than by integrating all back-office systems in just one common larger one. Therefore, the software needs to be able to run with the IT systems used by the municipalities and the regional administrations, including the public transport authorities, public utilities and ministerial offices. This has a major impact on the semantic architecture. Recently, for instance, the BRIC had to make the system incident categories compatible with those used by the Sibelga system in order to have an integrated management of problems signaled.

Identification and quantification of outputs

The project led the way to an innovative way of deploying this type of initiatives, paying much more attention to the engagement of all players concerned and to the governance aspects, than was the case in the past.

The first important decision was taken at the design phase, when it was decided to involve the (future) users of the system instead of presenting them with a solution already developed. All the municipalities of the region were invited from scratch, as well as all the other organisations potentially concerned. Fifteen out of the 19 municipalities responded since the beginning.

These organisations participated in early meetings to define the needs of the (professional) users and the main functionalities of the system. This allowed designing the platform around the needs and requests of the main users (i.e. the people who carry out the work on the streets), who participated in early meetings as "key users" and tested the application before its official release. This allowed not only for a better design of the platform, but also for a higher legitimacy of the project and early buy-in, which in turn led to a higher sense of ownership by its professional users.

This engagement approach has also continued in the management of the service, and led to the creation of a peculiar governance structure for the project.

FixMyStreet has a Steering Committee (Comité de Pilotage) which includes high-level officials from the organisations involved and which gathers 3-4 times per year, to take strategic decisions.

There is also a Management Committee (Comité d'accompagnement) which gathers on a monthly basis and which includes real users of the systems from the different organisations participating (not everybody is necessarily present every time, but normally these meetings are well attended). This Committee oversees the management of the platform; it is used for highlighting certain aspects, for bringing up aspects up for improvement, for pointing out new functionalities needed, etc.

⁹⁹ See <https://joinup.ec.europa.eu/community/osor/news/jurisdiction-stops-brussels-region-sharing-fixmystreet>

The fact that the BRIC, upon designing and implementing the current platform, took into account its future users and that these are automatically included in any decision regarding its functioning and possible evolution, is positively commented upon by the stakeholders, and considered to be one of the major success factors of the initiative.

Results

According to the stakeholders interviewed, while external perception was not the main objective, the project definitely improved citizens' perceptions (also increased involvement) and transparency as a whole. Thanks to the platform, citizens are not being sent from pillar to post for signalling one problem, but have one single interface: the administration. This reduces frustration, as they know that somebody is in charge of their problem.

There are no official statistics on the number of users, or users' survey carried out so far. However, the new system (released in Feb 2014) allows to have a better count of the number of its users (distinctly separating professional users from citizens).

There was not a clear roadmap or detailed planning on the roll-out of the initiative or the involvement of the different organisations concerned. According to the interviewees, implementation ran relatively smoothly, mostly thanks to the early involvement of the professional users. There was however one delay caused by a legal issue. Shortly before the official launch, one official raised a question about the consequences from a legal point of view of implementing the platform (e.g. in the event of an accident on the exact spot where an issue had been pointed out earlier, can the said official be held liable? If so, against whom?) It was then necessary to stop the launch process in order to take legal counsel on the issue and solve the question. The official launch of the platform had to be delayed for a few weeks.

Overall, compared to many other projects involving a similar number of actors, it took much less time to have all organisations closing ranks (about one year to involve all municipalities). Taking into account similar problems in the past, it was decided to have a consultant (from Bruxelles Mobilité) to act as a "lobbyist" for the service, to persuade all stakeholders to get involved.

Indeed the early commitment of key users in the development and the participative governance structure adopted were among the main success factors of the initiative, according to the stakeholders.

Financial impact

There is not enough data to derive a full case study on the financial impact of FixMyStreet using the framework for analysis developed for this study. However, the implementation of the upgraded platform and the enhanced analysis it will allow will probably lead to a strong financial impact.

There was no ex-ante analysis of the financial benefits of implementing the project, such as a clear business case or a cost-benefit analysis. As mentioned before, improved efficiency in coordinating the different organisations dealing with road conditions in the Brussels-capital region was the main driver of the initiative.

An upgraded version of the platform embeds more enhanced monitoring features, which are expected to allow a more in-depth process analysis and re-design. This should lead to a serious drop of the time to solve road problems and thus to efficiency gains. For the moment, there are no pre-defined time limits to process road problems or strict monitoring. However, the long-term objective is that of

creating Service-Level Agreements (SLAs) with the different organisations having competences on roads and sidewalks.

During this first year, a direct effect of FixMyStreet was to reduce the pressure on the call centres of the 19 Municipalities of the Brussels-Capital region, as citizens tend to use the platform more and more to signal problems. In addition, the monitoring of data on road problems made possible by the system allows a better knowledge of the current processes and the means of improving them.

The cost for developing FixMyStreet for the Brussels-Capital region amounted to about EUR 200 000, funded by the Minister of the Government of the Brussels-Capital Region, responsible for Public Works, Transport, Regional and Communal IT. The real cost of the platform includes a communication campaign, support services for the lobbying activity to commit the different organisations, etc. However, it is difficult to calculate these costs, as they are included in other supply contracts (of the BRIC and other organisations) and cannot be easily separated from the rest of the services included in those contracts.

It was decided not to charge any fee or to establish any other form of cost-sharing with the municipalities and utility companies that joined the project. Given the limited budget of municipalities, even a limited fee would affect the financial viability of the participation to the platform and thus endanger the effectiveness of the entire initiative.

Considerations on efficiency & effectiveness

For the moment, the platform does not have a full reporting system. There are no standards agreed upon for processing and fixing the different types of problems signalled (e.g. lighting, tiles on sidewalks, etc.), not in general or for the single organisations (each municipality or utility company). Nevertheless, the system (since the 2.0 version released in February 2014) already provides enough information to analyse the performance of each organisation involved and the processes used for handling the problems signalled, and to identify pathways and bottlenecks. These findings are usually analysed and discussed during the monthly meetings of the Management Committee where decisions are taken on how to simplify some procedures. The objective is to reach Service Level Agreements (SLAs) with the different organisations concerned in some time (time horizon not clear yet). Therefore, it is too early to have accurate estimates of efficiency gains (such as time reduction in processing different road problems).

Nevertheless, data from the system have allowed organisation to focus their procurement better. For instance, thanks to the signalling of citizens and professional on the platform, the region realised that many problems concerned small issues on the sidewalks, for which they did not have contractors (as contracts in place only concerned large amounts of work). It was thus decided to launch the procurement procedures for companies able to intervene on small portions of sidewalks quickly and at a very short notice (sort of “on the spot” intervention) to improve efficiency.

It could be interesting to perform this type of analysis on FixMyStreet in some months or even one year, when more accurate data from the enhanced platform will allow better analysis and process re-organisation.

Conclusions

The main objective of FixMyStreet was to improve coordination of all the organisations that have competencies over roads and sidewalks in the Brussels region. It was considered that it achieved its

main purpose. Other positive impacts include increased transparency for citizens, better knowledge of processes and competences, which will be enhanced by a new monitoring system.

Early involvement of key players in the project, “lobbying” activities to improve engagement and a participative governance structure are among the key success factors of the project as well as one of the main organisational principles learned.

Financial impacts are for the moment difficult to estimate. Increased efficiency thanks to a better knowledge of the processes and their improvement is guessed rather than proved by real figures. However, it is likely that a more in-depth analysis carried out with more accurate data (with the enhanced platform) will provide evidence of efficiency gains. For the moment, evidence suggests that organisations involved have gained better knowledge of their internal processes and have taken action to improve them.

The project was presented at the RMLL (Rencontre Mondial du Logiciel Libre) and WILCS. CIRB has been recently contacted by other organisations interested in implementing the Belgian case of FixMyStreet elsewhere: Wallonia (Belgium), Région Midi-Pyrénées (France) and Casablanca (Morocco). In the last two cases, CIRB was contacted by consultants interested in the possibility of suggesting this solution to their clients in the public sector

Plans for improvements/developments concern the mobile application. It was decided to develop a specific application/profile for professionals, adapted to their IT equipment (which does not consist on normal smart phones or tables but has to be resistant to low temperature, rain, snow, dust, etc.) to allow them to access to the enhanced functionalities for the profile of professionals from mobile. On the same development track, the new functionalities including accidents are currently being tested. It will allow also county police on the spot for the e.g. car accident to report damages to streets and sidewalks deriving from it and/or to check for problems on the street/sidewalks signalled on their patrolling area.

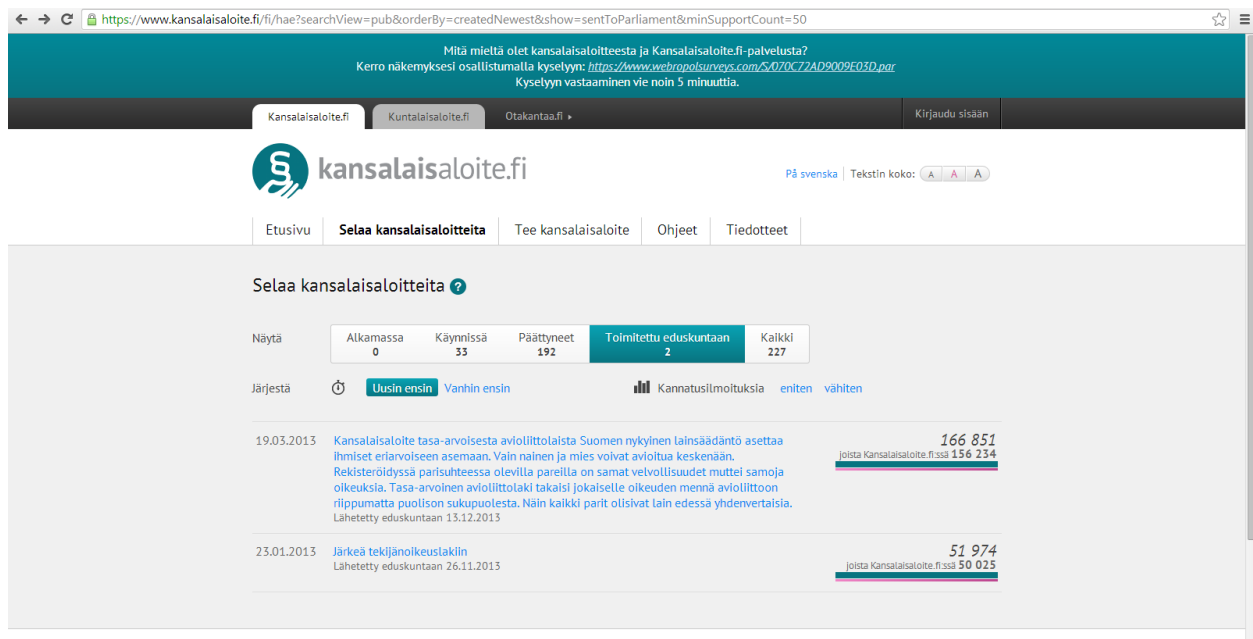
C.2 eParticipation environment (Finland)

Background information

The Finnish eParticipation environment is a web-based environment for fostering citizens' participation into public life and debate. In details, it gathers four different websites:

- ❑ Planning of participation (otakantaa.fi)
- ❑ Deliberative discussions (otakantaa.fi)
- ❑ Several kinds of consultation (lausuntopalvelu.fi)
- ❑ Questionnaires, polls, statements (otakantaa.fi, lausuntopalvelu.fi)
- ❑ Citizen initiatives (national and local level) (kansalaisaloite.fi, kuntalaisaloite.fi).

Figure 19 – View of the kansalaisaloite.fi website



Those websites have been recently better linked to each other via a common landing page, demokratia.fi.

Figure 20 – Homepage of demokratia.fi



The web platform enhances and enables dialog and interaction between citizens, politicians and public servants and improves eParticipation possibilities – at local and national level. According to stakeholders interviewed, Finnish society has registered a progressive decline in citizens' participation into public life over the last decades. ICT in general and social media in particular offer new opportunities to engage citizens back into public life. The main goal was thus to modernize web-based tools and processes to create a 'toolbox' easy to use by a series of players, including citizens, associations, government agencies municipalities and other ministries.

The web platform is provided in Finnish and Swedish (for Finland's Swedish-speaking minority). There is the possibility to have it in English in the future, but no concrete plans yet.

The web environment is managed by the Ministry of Justice, which is also in charge of the design, development and further development; funding come from the Ministry of Finance.

The Finnish eParticipation environment is linked with the Priority 1 of the eGovernment Action Plan (User Empowerment) and to priority 1.1 in particular (services designed around users' needs and inclusive services).

The Finnish eParticipation environment is part of a larger programme of the Finnish government, the Action Programme on eServices and eDemocracy (SADe Programme).

The SADe programme is one the Government's main projects for the legislative term 2011–2015. It is linked to major development measures in central and local government, such as: the central government effectiveness and productivity programme, the local government effectiveness and productivity programme, the customer strategy project and the public sector customer service development project.

The SADe programme is first comprehensive and national electronic eService development programme in Finland's public sector. Its purpose is to meet customers' needs in different life situations and stages, independently from the administrative sector and organisational boundaries.

The programme is implemented by many central government authorities, municipalities and joint municipal authorities, and third sector actors and enterprises. The programme is coordinated by the Ministry of Finance and runs until the end of 2015.

The SADe programme consists of seven cross-sector projects, with the double objective of improving citizens' life and increase administrative efficiency.

Figure 21 - SADe seven cross-sector projects



The project was selected via a throughout process, which gave relevance to the financial sustainability of the project and the potential re-use of solutions developed for other public organisations. In 2010, the Ministry of Finance launched a call among public organisations for project

to implementing in the upcoming years. To participate in the selection process, each candidate project had to provide a preliminary cost-benefit analysis, showing the projected benefits for citizens and businesses as well as for the administration. The Ministry of Finance received 79 proposals, eight of which were finally selected for implementation¹⁰⁰. The selection was discussed in a working group with all ministries while the Ministry of Finance made the final choice. Each of the projects selected had to perform a fully-fledged cost-benefit analysis before final approval and implementation.

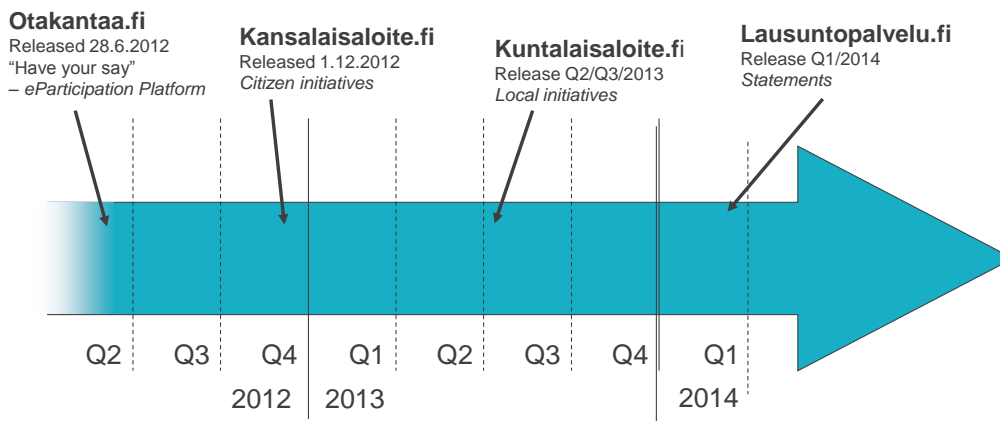
The eParticipation environment followed a similar path.

The website for planning of participation and deliberative discussions (otankataa.fi) existed as a government forum from 2001, when it represented an innovative application. However, it became obsolete with time, and the need for more advanced tools grew.

In the 2007-2008 period a new team was created within the Ministry of Interior to work on the areas of eDemocracy and eParticipation, and in 2009, the Ministry of Finance launched the competition for projects. Within the Ministry of Justice, the work on participation platforms was already quite advanced, so that the proposal for the eParticipation environment was approved, and the design phase started already in 2010.

The project has a specific roadmap, detailing the roll-out of the different web services.

Figure 22 – eParticipation environment roadmap¹⁰¹



As shown by the figure above, the roadmap starts with the eParticipation Platform (otankataa.fi), which is an evolution of a government platform in place since 2001. The rolling-out of the eParticipation environment proceeds with the two platforms for citizens' initiatives at national (kansalaisaloite.fi) and local (kuntalaisaloite.fi) level, and finishes with the statements platform (lausuntopalvelu.fi) to be released in the first months of 2014.

Organisational impact

Objective(s)

The main objective of the Finnish eParticipation environment is to foster citizens' participation in public life and their engagement in political and legislative initiatives. The need for the government to

¹⁰⁰Initially there were nine projects selected. Two projects have combined into one resulting in the Services for Entrepreneurs project and the Health and Social Care Services project

¹⁰¹ See: www.kansalaisaloite.fi

act directly in the field of eParticipation was a way to counter-act the progressive reduction of citizens' engagement in public life.

“The new service will allow all citizens to participate in current affairs regardless of time and place. People will have easier access to information, and it will be easier to have an influence or impact on decision-making. Moreover, the authorities' preparatory work will be more efficient, and it will involve more people. The transparency of decision-making and decisions will increase, and the contacts of citizens can be better targeted,” says project manager Mikko Levämäki from the Ministry of Justice, Finland¹⁰².

Identification and quantification of inputs

eDemocracy and eParticipation were identified as priorities for action by the Finnish government.

The implementation of the eParticipation environment and even before the work on the themes of eDemocracy and eParticipation required the creation of a dedicated small department within the Ministry of Justice.

Identification and quantification of outputs

The implementation of the project under the comprehensive SADe programmed implied a stronger inter-institution cooperation between ministries, which was a novelty in the Finnish public sector. Indeed, the management and coordination of the SADe programme rests on a strong coordination role by the Ministry of Finance and is ensured by the creation of an ad-hoc Management Board, which consists of representatives from:

- ✔ the Ministry of Finance;
- ✔ other ministries responsible for projects carried out in the programme;
- ✔ the Association of Finnish Local and Regional Authorities; and
- ✔ five municipalities.

The entire programme is based on the active involvement of a variety of actors, such as state authorities, municipalities, joint municipal authorities, companies and third-sector organisations.

The Management Board and the Ministry of Finance have an important role in the governance of the programme, as they set targets, monitor and coordinate activities and assess the results of the projects. An independent party assesses the programme on a yearly basis.

The strong coordination ensured by the Management Board and by the Ministry of Finance has the purpose of maintaining the link between the single projects and the overall strategy of the government and to support the implementation the projects on the basis of a set of common principles:

- ✔ Use of common interfaces, services and best practices;
- ✔ Close cooperation between projects;
- ✔ Compliance with shared operating models, which include:
 - national languages, open source code, information security, accessibility, Green ICT, interaction with end users and the market; and
- ✔ Development of operation models in different organisations.

¹⁰²

See

http://www.outlookseries.com/A0995/Services/3912_Mikko_Levamaki_MoJ_Finland_Fujitsu_Electronic_Platform_Selected_E_Participation_Environment_Mikko_Levamaki.htm

Besides these changes in the inter-organisational coordination of activities, the implementation of the eParticipation environment introduced new ways of developing a project within the Ministry of Justice and especially new ways on involving relevant players from inside and outside the organisation (e.g. civil servant, citizens and civil society organisations). In order to ensure early buy-in of the platform and possibly a larger use once deployed, three groups or communities were created and actively involved in the different design and test phases. Those are:

- ✘ The “**Civil jury**” group, made of 25 components, representing the civil service and official users. The composition of the civil jury took into account criteria such as regional coverage and representativeness of the different groups of the public servant. It started its activity in December 2010 and was involved in the pilot phase for defining the platform functionalities and testing.
- ✘ The **Developer Community** included representatives from companies, public organisations, and the third-sector organisations to test the platform during its development; and finally
- ✘ The **civil society-led pilot group** included representatives from third-sector organisations and users’ organisations. This pilot group tested platform’s development and functionalities at a later stage than the previous two groups, i.e. after the first tests. Their involvement had the double purpose of providing further feedback for the development of the platform and of promoting the platform to a larger group of potential users.

Results

The stronger inter-institutional coordination introduced by the SAdE programme and the close involvement of different groups of interest (i.e. civil servants from central and local government, users, third sector organisations) seem to become an integral part of the new organisational culture of the organisations involved.

Concerning the external results, the launch of the different websites forming the eParticipation environment was accompanied by a marketing campaign including radio, traditional media and social media. In addition, the platform was presented in several public events and in ad-hoc events to public administrations (both ministries and municipalities) and to third-sector organisations.

According to the stakeholders interviewed, the eParticipation Platform has contributed to increase the participation of citizens to public life, even if not all websites are used at the same level. The Citizens’ initiative platform (kansalaisaloite.fi) seems to be the most popular one. On an average 7,000 to 10,000 people visited it daily during its first months of life (it went live on May 2012), while the number of visitors declined sharply during 2013¹⁰³.

The last figures provided by the Ministry of Justice count about 300-400 visits to the citizens’ initiatives website per month. Comments are that these are good figures, given the dimensions of the country population.

Financial impact

Objective(s)

From a financial point of view, the main objective of the eParticipation environment was that of developing an effective tool for enhancing citizens’ participation by achieving financial savings via the development of a common solution for all public administration (avoiding duplication costs).

¹⁰³See: <http://www.finlandtimes.fi/national/2013/07/09/1652/People-lose-interest-to-citizens%E2%80%99s-law-initiatives#sthash.v0udaMR2.dpuf>

Before its implementation, a fully-fledged cost-benefit analysis was carried out. Its main elements are reported in this sub-section¹⁰⁴.

Identification and quantification of inputs

The overall budget of the SADe programme amounts to about EUR 70 million.

The funding from the Ministry of Finance for the development and implementation of the platform amounts to EUR 3 million, of which about half (i.e. EUR 1.5 million) for technical development, most of which carried out by and external contractor.

The detailed costs of the project were estimated on a seven years life cycle (from 2010 to 2016). Estimations take into account development, piloting and implementation costs as well as maintenance costs through 2016.

¹⁰⁴ The stakeholders interviewed provided several documents on the preliminary assessment and development plans of the eParticipation Platform, which are used in this section.

Table 2 – Estimated costs for the eParticipation environment (EUR)

	2010	2011	2012	2013	2014	2015	2016	Total
Preliminary report	220,200	0	0	0	0	0	0	220,200
Participation Services								
Identity Protection service levels	7,500	19,750	3,750	3,750	3,750	3,750	3,750	46,000
Enquiry Service	0	143,500	79,000	193,075	57,750	63,750	69,750	606,825
Participation Communications	9,260	75,470	38,770	12,000	12,000	12,000	12,000	171,500
Decision-makers Services	20,520	124,695	208,335	356,750	84,500	84,500	84,500	963,800
The project-level tasks								
Common tasks	158,154	382,685	530,531	347,845	0	0	0	1,419,215
Ongoing maintenance, support and development	0	0	0	0	226,800	226,800	226,800	680,400
Participation Platform	214,690	393,260	335,850	94,000	35,000	35,000	35,000	1,142,800
Interfaces to support services	0	0	0	0	0	0	0	0
	630,324	1,139,360	1,196,236	1,007,420	419,800	425,800	431,800	5,250,740

The difference of about EUR 2 million between the total costs estimated for the project and the EUR 3 million funding from the Ministry of Finance is covered by the Ministry of Justice budget.

The eParticipation environment is open to all public organisations in Finland. It was decided not to apply a fee for the use of the platform in order to encourage public administrations to use it actively.

According to the stakeholders interviewed, the original budget and estimation of costs did not have notable changes.

Identification and quantification of outputs

Two main categories of benefits were identified: qualitative benefits and monetary benefits, for both government and citizens.

The main elements for the **qualitative benefits** are the following (categories and elements):

- ❑ **Strategy, Effectiveness**
 - Strategic Benefits;
 - Administrative transparency;
 - Equality, availability of services;
- ❑ **Customer**
 - operational benefits;
 - availability and ease of use of the service;
- ❑ **Processes, services**
 - Processes efficiency;
 - Errors reduction;
 - Costs decrease in production of services.
- ❑ **Public sector staff**
 - Knowledge improvement;
 - Staff motivation;
- ❑ **Technology**
 - Solutions harmonization;
 - Technology efficiency;
 - IT operations cost savings

The main elements for the monetary benefits are the following (categories and elements):

- ❑ **Costs savings**
 - Costs savings for administrations;
 - Costs savings for citizens;
- ❑ **Alternative-cost savings**
 - savings from the use of one national service;
- ❑ **Other Savings**
 - other savings (e.g. service events reduction brought about by the savings)
 - increase in income from services

The main monetary benefits of the eParticipation platform have been quantified on a seven years life cycle (from 2011 to 2017) identifying the main categories of cost savings (including national government, municipalities and citizens). These estimates are reported below:

Table 3 – eParticipation environment – monetary benefits

Total benefits (Monetary)								
	2011	2012	2013	2014	2015	2016	2017	Total
Costs savings	1 397 653 €	6 993 863 €	16 799 830 €	23 827 293 €	28 048 250 €	28 065 050 €	28 065 050 €	133 196 988 €
Opportunity costs savings	0 €	821 500 €	1 501 000 €	2 463 750 €	1 556 750 €	565 000 €	565 000 €	7 473 000 €
Operating income	0 €	0 €	0 €	0 €	0 €	0 €	0 €	0 €
Other savings	0 €	0 €	0 €	0 €	0 €	0 €	0 €	0 €
	1 397 653 €	7 815 363 €	18 300 830 €	26 291 043 €	29 605 000 €	28 630 050 €	28 630 050 €	140 669 988 €

A Standard Cost Model (SMC) was used to calculate the distribution of those financial benefits across the three main categories of users (central government, local government and citizens). From those estimates, it emerges that local government (i.e. municipalities) are the main beneficiaries of the eParticipation environment, as they account from 58% of the monetary benefits cumulated over the seven years life cycle. Citizens are the second most benefited categories enjoying 24% of the cumulated monetary benefits while central government is only the third one (18%).

The main part of those financial gains comes from the re-use of the solutions (avoidance of duplication costs). This result is consistent with the expectations of the project.

Results

The overall balance of costs and benefits for the eParticipation platform seems to justify the investment done by the Finnish government.

Table 4 – eParticipation environment overall costs and benefits

Cost-Benefit analysis								
Distribution	2011	2012	2013	2014	2015	2016	2017	Total
Benefits	1 397 653 €	7 815 363 €	18 300 830 €	26 291 043 €	29 605 000 €	28 630 050 €	28 630 050 €	140 669 988 €
Costs	630 324 €	1 139 360 €	1 196 236 €	1 007 420 €	419 800 €	425 800 €	431 800 €	5 250 740 €
Project benefit balance	2 027 977 €	10 982 699 €	30 479 765 €	57 778 228 €	87 803 028 €	116 858 878 €	145 920 728 €	451 851 301 €

As shown by the table above, monetary benefits outrank monetary costs during the entire life cycle considered.

The main financial benefits derive from re-use of a common solution within the public sector (which dramatically reduces duplication costs).

However, the main benefit identified comes from citizens' involvement and the increased transparency and participation in the decision-making process.

Considerations on efficiency & effectiveness

The project has achieved notable financial savings, which benefit the local government mostly. According to the documentation provided by the stakeholders, efficiency gains come mostly from the following causes:

- ✔ More efficient statement rounds;
- ✔ Commenting efficiency;
- ✔ Reduction in re-drafting of laws;
- ✔ More efficient citizens' initiatives at municipality level; and
- ✔ More efficient decision-making at municipal level.

Effectiveness gains are achieved to the extent that the different websites that are part of the eParticipation environment are used by citizens and civil society organisations to channel their participation to their public life. While take-up rates are not as high as expected for all websites, there

are encouraging examples. For instance, the citizens' legislative initiative on same-sex marriage (now presented at the Parliament) was strongly supported via the platform, as 156,234 out of the support messages received 166,851 were expressed via the platform.

Conclusions

The eParticipation environment has managed to implement a platform to engage active citizens and civil society organisations into public life. At the same time, the solution developed has allowed the public sector to achieved notable financial savings (especially for local government).

From the organisational point of view, the national work on the themes of eParticipation and eDemocracy has led to the creation of a dedicated department within the Ministry of Justice. On a broader perspective, the implementation of the eParticipation environment within the national SADE programme has introduced a stronger cooperation and coordination among ministries of the central government. At the same time, it has demonstrated the relevant and effectiveness for the take-up of the solution of involving all categories of users since the early phases of the project. Indeed, the three communities involved in the pilot and test phases are considered among the most important success factors of the project.

At financial level, the rigorous selection processes, supported by cost-benefit analysis, helped identifying the most promising projects and initiatives since the beginning. The financial sustainability of the project seems to have been achieved.

The combination of the organisational and financial impacts mentioned above has sustained the achievement of efficiency and effectiveness gains.

According to the stakeholders interviewed, the current level of take-up of the environment is relatively good. However, there are some obstacles. One of the main challenges is to involve a larger number of civil society organisations and more actively. This requires changing the mind-set and procedures of those organisations, which is a complicated and lengthy process. Another challenge is represented by achieving a larger penetration rate among municipalities. While some good results have been achieved (for instance in the north of the country), the number of municipalities using the platform is still relatively low. This has repercussions also on the financial aspects of the project, as the great part of the financial benefits depends indeed on the use by local government

C.3 Aporta (Spain)

Background information

The Ministry of Industry, Energy and Tourism, through the Public Corporate Entity Red.es, and in partnership with the Ministry of Finance and Public Administration, launched project Aporta in 2009. The Aporta open data project aims to promote externally a culture for reusing public information, raising awareness regarding its importance and value, while at the same time to encourage internally Public Administrations and Agencies to make available the information they hold, thus stimulating its market potential. The Reuse of Public Sector Information (RPSI) consists of the use, on the part of individuals or legal entities, of information generated by public sector agencies, whether for commercial or non-commercial purposes. The reuse of public sector information is regulated by Law 37/2007, which transposes the Directive 2003/98/CE to the national legal code, specifying the basic principles regarding reuse matters therein. Within the framework of the Aporta open data project, by

the end of 2011, the Open Data Portal datos.gob.es was launched to promote the publication, to improve access, and to encourage the reuse of public sector information issued by the General State Administration. These efforts aim to create a more transparent, efficient and friendly government, and to create new opportunities – both social and economic - based on reusing public sector information. More in particular, Aporta aims to promote the reuse of public sector information as a step towards the collaborative development of innovative solutions to the major challenges that Spain faces.

Aporta also tries to create the basis for the interoperability and the efficient use of data, which implies synergies around open data among the institutions public and the private and the universities. The most significant demonstration of the scheme is the Public Administration Data Reuse Catalogue, available on the website datos.gob.es. Its purpose is to be the single point of access to reusable public information in Spain. The catalogue is in the process of federate with the pan-European portal of open data. data.es and Aporta do not provide data, rather metadata. It is a kind of catalogue, federated between regions and municipalities, and federated with the pan-European portal.

Aporta also provides support to public agencies in order to make data available. It is not merely a technological project but uses the openness to promote change within public administrations.

Aporta project is part of the Avanza2 Plan (2009-2012): as such it is a specific axis of the Digital Agenda for Spain and the Spanish eGovernment strategy. It is also coherent with the Spanish National Interoperability Framework (Royal Decree 4/2010), which aims among its objectives to establish information format standards.

The government of Spain approved in November 2005, within the scope of the Avanza Plan, the first line of national performance dedicated specifically to promote the opening of public sector information. In 2007 started the promotion of the public business entity Red.es and a few months later the Law 37/ 2007 (16 November) on the reuse of public sector information (Electronic Access to Public Services Act) was adopted.

In 2009 the Aporta project was born and included the launch of the portal www.aporta.es as well as the Guía Aporta, offering a series of recommendations and best practices on open public sector information. In March 2010 under the impulse of the Ministries of Industry, Energy and Tourism and the Ministry of Finance and Public Administration, the Aporta project launched the Catalogue of Public Information, the first Spanish single point of access to the data sources available in the public sector.

In June 2011 the Aporta project and the National Observatory for Telecommunications and the Information Society (ONTSI) published the Characterization Study of the Infomediary Sector. In October of that same year, the portal datos.gob.es initiative was launched.

In October 2012 advice and support service is offered to the public organisations offering orientations to elaborate of the PSI re-use strategy, to support for the aggregation of entity catalogues in datos.gob.es and to guide for identification and prioritisation in the publication of data sets.

Finally, in February 2013, Digital Agenda for Spain comes to enforce the main important public information reuse principles.

Financial impact

Objective(s)

The main objectives of the Aporta project are geared towards generating positive economic and societal impact from opening up government data. The key strategic approach is to create the basis for the interoperability among public institutions, the private sector and universities. Its objectives are:

- Arranging and maintaining the Public Information Catalogue, and ensuring its permanent enrichment thanks to the existing support service.
- Providing general information, training materials and current news on the opening up of public sector information.
- Promoting the creation of products and services by the Infomediary sector based on the published data.
- Follow up the actions performed by the public sector and report on them at both the national and international levels.

Identification and quantification of inputs

Aporta has a total budget of EIR 1 million, allocated to the construction and maintenance of an online portal. When looking at the individual organisation in charge of the Aporta project (Red.es), the achievement of Aporta project objectives has not any repercussion on Red.es size, and it did not produce an enlargement of the organisation. The achievement of Aporta project objectives has impacted on red.es system and infrastructure, in relation to the launch of a new web portal.

One of the most important “input” can be considered the reduced financial gains from selling Public Sector Information. However, this varies between the different agencies: for instance, the Spanish Cadastre (Property Register) before moving to a “zero cost policy” collected about EUR 300 000 per year from reselling its information.

However, both Aporta and the portal itself are not mainly a spending measure, but a regulatory one. The size of the investment in new recruits and technology is marginal with respect to the huge effort to change the rules and the technical implementation of data sharing. This effort cannot be precisely quantified as it is part of the core activity of government.

Identification and quantification of outputs

The Aporta website, with more than 20 000 visitors in 2009 and over 30 000 visitors in 2010, has become an important meeting point for the public sector, for businesses and citizens interested in reuse of public data. Aporta objectives’ implementation requires changes in the organisational culture. Aporta mainly impacts the culture of the organisations that before did not make data public. Normally data are not in the technological departments of the institutions, but are in the functional departments, which provide the services. Putting the data public requires a great change in mentality and transparency for an organisation, especially for what concerns the property of the data, which become public.

One of the most striking innovations relates to internal collaboration. All the decisions about data reutilization must now be taken collegially among the different departments responsible for the data, the technical responsible and the responsible for the data reutilization.

Another important changes lies in the fact that organisations have to define and implement a plan for the reutilization of the information of the public sector (plan RISP), which spots responsible people for the reutilization of the data, new processes for the reutilization of the data

It is not possible to precisely quantify the economic impact of the initiative: however, it is clear that there is a significant impact on external organisations such as the Infomediary Companies, which are a set of companies that generate applications, products and/or added value services for third parties, from public sector information. Recent studies of this sector provide the following data point (source: Characterization Study of the Infomediary Sector 2012):

- ✘ Estimated total activity of Infomediary companies: estimated business volume from EUR 1,600-1,700 million;
- ✘ Estimated activity associated with Public Sector Information re-use: estimated turnover of Infomediary business from EUR 550-650 million (approximately 35-40% of the activity)
- ✘ Activity estimate per field of reuse
 - Business/Financial 37.6%
 - Geographical/Cartographic 30.5%
 - Legal 17.0%
 - Transport 5.2%
 - Social Data/Statistical 1.9%
 - Meteorological 1.1%
 - Other: ICT 6.7%
- ✘ Total employee volume of between 41 000 and 42 000 is estimated, of which 12.5% would be dedicated to re-use activities. It is estimated that the number of workers directly involved in Infomediary activities is between 5 000 and 5 500 employees

Results

Overall, the project is considered highly successful. The datos.gob.es portal has been recognized as the most user-friendly PSI portal in the EU by Lapsi Project.

The results vary between the different agencies. For instance, with regard to geographic data, the download of cartographic data has tripled in five years, rising from 40 million downloads a year to over 125.

Aporta has managed to trigger cultural change in public administration, which often switched to publishing open data “ by default” . Spain has become a leader in the open data field and the recent revised Open Data directive is in many aspects anticipated by the Spanish legal provisions, such as:

- ✘ All public data that is not covered with one of the exceptions will become re-usable. Thus, the Directive creates a genuine right to re-use public information, absent from the original Directive;
- ✘ The general rule for charging will be that public sector bodies can charge at maximum the marginal cost for disseminating the information. In exceptional cases only, full cost recovery (plus a reasonable return on investment) will remain possible.
- ✘ Data should be made available in machine-readable formats where possible;

However, as for any cultural change initiative, the objectives are always ongoing: some objectives have been achieved, but others such as change in culture towards data reutilization will be achieved only in the future. So far the project has focused more on the organisations, but in the future when more data will be available so that the real market value of data will be assessed.

Considerations on efficiency & effectiveness

The project has not been thoroughly evaluated so far. It is an umbrella initiative that touches many institutional levels. However, there are several considerations that can be made both at the level of efficiency and effectiveness.

In terms of efficiency, an effort to ensure interoperability between the different implementation of open government data is certainly welcome. The proliferation of initiatives risks to create more fragmentation, and the effort to guarantee coherence both internally (between Spanish administrations) and externally (with the European data portal and W3C directives) is extremely important.

The reduction in revenues generated by reselling public sector information is unlikely to generate important financial losses since these revenues were limited and implied significant inefficiencies in collecting it.

But the most important aspects cover clearly the implications for the effectiveness. It is very effective in terms of overall societal impact as it involved the use of few resources in order to boost a sector with an estimated business volume from EUR 1,600 to 1,700 million, and an estimated activity associated with Public Sector Information re-use from EUR 550 to 650 million (approximately 35-40% of the activity), and a number of workers directly involved in Infomediary activities between 5 000 and 5 500 employees

Conclusions

The initiative has managed to become a single reference point for opening data by many institutions. Its operational milestones, such as the provision of a catalogue on data in <http://datos.gob.es/datos/>, have been achieved.

More in particular the principal objectives achieved deal with the creation of a mechanism aimed at creating:

- ✔ A single point displaying public information to be reused
- ✔ Active and ongoing incorporation of the views of the citizens
- ✔ A permanent channel responding to the demands of the private sector
- ✔ Clear mechanisms to ensure combined efforts and harmonization among all government levels
- ✔ The establishment of mechanisms that promote partnerships between the public sector and the private sector in the design and implementation of public services
- ✔ The establishment of mechanisms for monitoring and ongoing assessment of the progress of Spain in re-use of open data
- ✔ Mechanisms for the establishment of a culture of re-use

While there has been no direct change on the organisation running the Project (red.es), the impact is wider and cuts across all Spanish public administration. It has fostered a culture of “open by default” and in particular created the conditions for interoperability about open data. It has proactively assisted public administration in opening up their data, and has changed the internal organisational setting by identifying new responsibilities for data sharing, technical implementation and reuse.

In terms of efficiency, it has succeeded in eliminating outdated approaches to revenues generation on public data, with limited revenue loss. It has succeeded in reducing fragmentation between the scattered open data initiatives, by providing a common framework of interoperability. In terms of effectiveness, it is clear that the potential benefits are far bigger than the revenue losses: for instance,

the Spanish Cadastre was faced with a revenue reduction of EUR 300 000 in an annual budget of of EUR 100 million (0.3%) while its downloads increased by 800-1900% just in the first week, for the benefit of an economic sector worth about EUR 600 million.

The main barrier remained, of course, the cultural change needed in the organisations.

PSI-reuse policies, promoted by the Aporta Project, have taken into account the Digital Agenda for Spain, part of the eGovernment Action Plan. More in particular the Digital Agenda comes to enforce the main important public information reuse principles. The Agenda sets several actions to encourage the reuse of information from the public sector to enable the development of high value services that contribute to boosting economic activity and generating value services for citizens and businesses. On the other hand, the Government's strategy aims to develop the digital economy and society in Spain during 2013-2015. This strategy is thought as the umbrella of all the Government's actions in terms of Telecommunications and Information Society.

The future steps will be to federate all the catalogues available at national level, as well as the autonomous communities and the municipalities. Another action will be the creation of a Public Private Partnership to develop the value of the data: so far Aporta worked with the administrations, now it will start working with the vertical sectors to generate values from the data. Aporta is also adapting the national law to the new European directive.

Additional actions will encourage the publication of data in a clear and structured way through the Catalogue of Public Information (datos.gob.es) by means of:

- The federation within the National Catalogue of reuse catalogues belonging to various local and regional authorities
- The evolution of the channels to be used for the collection of feedback and requests of citizens and businesses
- Permanent work ensuring quality of the published information
- Actions aimed at the convergence of the National Catalogue with the pan-European open data portal aimed at facilitating the location and reuse of data from national, regional and local authorities throughout Europe

Finally, actions will be launched for providing advice and support on the opening of information, through training on technical, economic and legal issues, among other things. These will be accompanied by initiatives aimed at promoting a culture of openness and information reuse, through the dissemination of the importance and necessity of openness of public information, echoing success stories, best practices, relevant articles and reports, and applications based on open data

C.4 OpenCoesione (Italy)

Background information

In 2011, delays in some programmes of the Structural Funds (SF) 2007-2013, and ensuing pressure of the European Union brought forth increased commitment on the part of the Italian Government to accelerate the use of funds. This commitment was presented in a letter of the Italian Prime Minister to the President of the European Commission and the President of the European Council of 26 October 2011, which was reflected later in the Conclusions of the Summit of the euro countries. It yielded the elaboration of the Action Plan for Cohesion, sent on the 15 November 2011 to the European Commissioner for Regional Policy.

The Action Plan for Cohesion is envisaged to be implemented through a spending review of investment choices aimed at accelerating the investment interventions and strengthening their effectiveness in order to prevent waste or revocation of community resources.

The Action Plan for Cohesion commits central and local governments to boost programmes in serious delay, providing a high concentration of resources on a few priority areas. The intervention anticipates some of the principles of the new 2014-2020 programming period, focussing on interventions on a limited number of priorities, and explaining the expected results in terms of quality of life of citizens by means of measurable indicators.

OpenCoesione¹⁰⁵, a core action within the scope of the Action Plan for Cohesion, is the first Italian national web portal directed at the implementation of investments programmed through cohesion policy resources in the 2007-2013 programming cycle by Italian Regions and Central State Administrations. The Portal provides information on each respective project carried out within the scope of the implementation of cohesion policy. More specifically, the portal provides data on funds used, places and categories, subjects involved and implementation timeframes. In addition, it provides data on the local economy and social context. A snapshot of the portal is depicted in Figure 23. The project is funded until the end of 2015 by the “Programma Nazionale Governance e Assistenza Tecnica” (National governance and technical assistance programme), which is managed by the Department for Development and Territorial Cohesion. The data and information contained in the portal concerns parties involved in the Cohesion Policy actions at territorial level, as well as implementation timing, funding, location and thematic areas covered by the intervention. The portal provides data that can be used to analyse and monitor the use of the resources of cohesion policies at different bases and levels: micro intervention by micro intervention, municipality by municipality, province by province, and lastly region by region. The data provided covered 35 000 subjects involved in 467 000 funded projects, as well as EUR 14.4 billion in payments and EUR 33.4 billion in national and European resources (as of 31 December 2011).

Users can display the data on interactive charts that are itemised by territory and typology of intervention, or can download the data as raw database and reprocess them. Moreover, users are able to download fiches on individual projects together with a series of data and information on the related financial and territorial contexts including the sectoral and thematic scope, the location of implementation, the timing of the projects and the actors involved in its execution. Many actors are interested in OpenCoesione, among which are public administrations, businesses, organised sectors of civil society, researchers, policy analysts, mass media and data journalists.

CIPE, which is the Interministerial Committee for Economic planning, provides data on the allocation of the Fund for Development and Cohesion to beneficiaries at national and regional level, whilst the data on the implementation of cohesion policies are provided by the beneficiary administrations. Some other data is provided by the General State Accounting Department (Ragioneria Generale dello Stato). The data on implementation refers to projects forming part of EU Structural Funds co-financed programmes and were updated on 31 December 2011. Cross-border cooperation programmes are an exception. The degree of maturity of the project is high (in fact it is in its implementation phase) as the first release of data was in July 2012.

The Open Data and transparency action is coherent with the Digital Agenda for Europe aim “Turning government data into gold” as well as the e-Government action plan 2011-2015 demanding more

¹⁰⁵ <http://www.opencoesione.gov.it/>

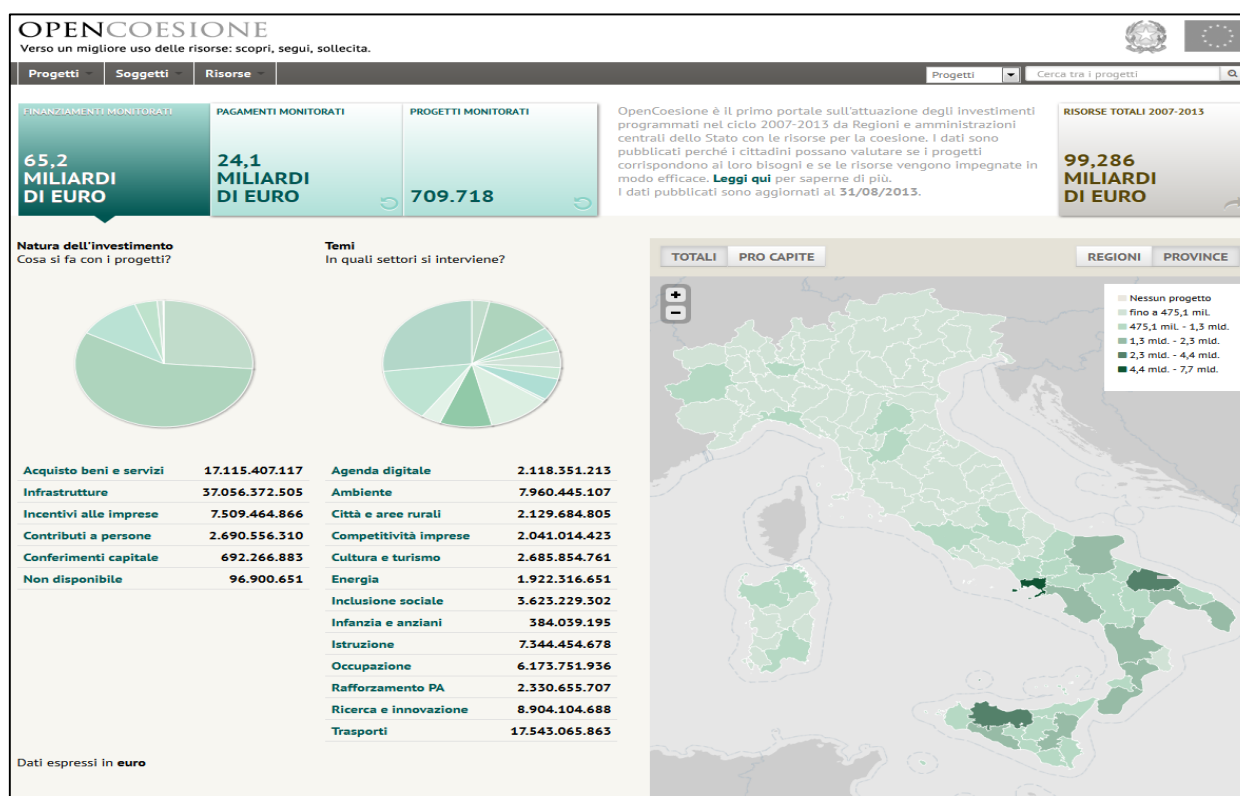
transparency, free access and reutilization of Public Sector Information. Open Coesione is part of a national strategy for Open Government and Open Data pursued by the Department for the Economic Development and Cohesion jointly with the Ministry for Territorial Cohesion. The Open Government and Open Data strategy refers to a practice of good public administration which is transparent and accessible, as pursued in the context of the Digital Agenda for Italy (Article 47 of Decree-Law 5/2012) and requiring disclosure obligations, transparency and dissemination of information by the Public Administrations (DL 33/2013). Other important legislative acts include:

- Directive 2003/98/EC on the re-use of public sector information, otherwise known as the PSI Directive, which limits the rates applicable from Public Administrations to the marginal cost of production of data, introducing mechanisms for independent evaluation of the rules of re-use in force in the Member States, and states that all the data provided must be in machine-readable format by default.
- Art. 7 Reg. 1828 8 Dec 2006, stating that the Managing Authorities must "publish, electronically or otherwise, the list of beneficiaries, the names of the operations and the amount of public funding allocated to the operations."
- The European Transparency Initiative (2008), "advising" that the amount of public funds paid to the beneficiary at the end of the project, the year of final payment and date of last update must be published.

Currently, a number of institutions and actors are involved in Open Coesione in different forms:

- Ministry of Economic Development, Department for Development and Economic Cohesion
Worth noting is that in August 2014 - by the Decree 101 - the Agency for Cohesion is to replace the Department for Development and Economic Cohesion
- RGS - General State Accounting Department
- IGRUE – Inspectorate General for financial relations with the European Union
- CIPE - Interministerial Committee for Economic Planning
- DIPE – Interministerial department for economic Planning
- Team responsible for the technical evaluation and verification of public investments (Nucleo di valutazione e verifica degli investimenti pubblici)
- Technical group for the dissemination and the reutilisation of data and information on cohesion including members of the administrations part of the National Strategic Framework (QSN)
- External experts on Open Data and Data Journalism.

Figure 23 – The OpenCoesione portal¹⁰⁶



Organisational impact

Objective(s)

The Open Coesione project helps citizens and other actors to monitor the allocation of available resources for the implementation of cohesion policies, to get acquainted with the cohesion policy itself, to monitor the status of implementation of the single projects and to identify whether policies correspond to the real needs of citizens and businesses. More precisely, as a general objective seeks to enable citizens, governments, researchers, analysts, businesses, civil society organisations and journalists to know and follow cohesion policy and its implementation. It further allows relevant stakeholders to identify whether projects meet their demands and whether financial resources are allocated in a manner that is effective and efficient, as well as transparent and independent.

To this end, the project aims at encouraging public participation and collaboration under its designated founding principles of “scopri” (discover), “seguì” (follow), “sollecita” (push).

The project aims at improving policy effectiveness by means of better knowledge on the kind of investment projects carried out in the territory, at enhancing coordination among the administrations responsible for implementing the projects, and finally at providing more public scrutiny on who benefits from the resources.

Identification and quantification of inputs

¹⁰⁶ See: www.opencoessione.it

It is not easy to identify the inputs as the project makes use of the administrative infrastructure of the Department for Development and Economic Cohesion, which already existed before and totalled around 200 employees. The total budget for the project totals € 1 million, of € 370,000 are provided by the European Union, EUR 370 000 comes from national co-financing and EUR 260 000 are provided by the Member State through other measures.

The Department for Development and Economic Cohesion (formerly the Department for Development Policy and Cohesion) was established in 1998 as part of the Ministry of Economy and Finance, with the explicit aim, stated in the art. 119, paragraph 5 of the Constitution, to balance economic and social development of underdeveloped areas of the country. As of 18 May 2006 (Decree-Law 181/06, converted in Law 233/06), the Department was transferred to the Ministry of Economic Development and the Presidential Decree no. 225 of 14 November 2007 has reorganized its structure and functions.

The department is divided into three divisions, two units and three directorates managed by a head of department:

- Division I - Communication, external relations and coordination of the activities of analysis, study and research
- Division II - Planning, management control, personnel and administrative management and general business
- Division III - Technical and Legal Affairs, coordination of international activities and elaboration of the economic programming documents
- UVAL - technical Evaluation and verification of public investment team: unit for evaluation
- UVER - technical Evaluation and verification of public investment team: unit for verification
- Directorate-General for Common Regional Policy
- Directorate-General for the National Unitary Regional Policy
- Directorate-General for the encouragement of entrepreneurial activities

The Portal of Open Coesione (<http://opencoesione.gov.it/>) represents the IT infrastructure.

Identification and quantification of outputs

The project had an impact on the organisational culture of the department, as a paradigmatic change occurred due to the fact that the administration had to become more transparent and responsible so as to align with the objectives of Open Coesione.

Both the design of the programmes, and the way of working of the administrations has changed, while employees are encouraged to have a more proactive attitude. On the contrary, there are no impacts on the goals, orientation and mission of the organisations, neither are impacts on the leadership and management of the organisations. However, this is contested as the organisations involved in the project are public.

The project facilitated the sharing of the organisation's goals and strategies among the employees, which are also more empowered by the fact that with higher data availability it is easier to develop and propose new ideas. Also, people from the other organisations are more engaged as they have new and possibly more important tasks, and not at least because they are responsible for the quality of the data they provide. However, it appears that only people who are directly involved in the process are fully engaged.

There was a change in the work design of the department because the team responsible for the project is transversal with respect to the various units, divisions and directorates. Moreover, there is

close collaborations and interactions with the local administrations providing data. These forms of interactions improved the activity of the department and that of the public administration.

Open Coesione is not only a way to publish data- it is away to change the way of working and to have a new conception of the cohesion policies. In this sense, it also influences the local administrations providing the data, which have increased responsibilities for the quality of the information appearing in the portal. The system is of multilevel nature: IGRUE collects the information from the administrations responsible for the programmes, which also collect local information from the various entities implementing the interventions.

During the process of data collection, the administrations responsible for the programmes can push the various entities to provide the data, transmitting a sense of responsibility among the actors involved. There is a higher interaction with citizens who in turn feel more empowered, as they are enabled to monitor how money is spent and granted higher control over the administrative processes. Moreover, businesses and researchers (also data journalists) have access to a huge quantity of data, which are economically valuable. Also other institutions like the Bank of Italy can collect data faster and easier using the portal. Finally, finalities and aims of the project, as well as the open data and culture, are partially interiorized by the local public administrations providing data which interact with the department through the technical group comprising elements from the all the public administrations involved.

Results

A core initiative within the scope of the Action Plan for Cohesion is provided by the project Open Coesione, which is an initiative for the dissemination and re-use of public data and information on the interventions of territorial cohesion policy aimed at citizens, administrations, companies and researchers, and forms part of a national strategy for Open Government and Open Data pursued by the department for the development and territorial cohesion in collaboration with the Ministry for Territorial Cohesion.

The objectives have been only partially achieved, as only a part of the projects funded with the development policies are published. Moreover, citizens are not yet enough involved in the administrative process and the process of policy development, while still lacking dialogue (sollecita) with the administrations. The project expected a higher involvement of citizens and of a paradigmatic change in the culture of public administrations due to the fact that if data are published the population should feel more involved and the public bodies should feel more responsible for their actions. This process is not yet completed as it takes time to change the forma mentis of people and institutions. Furthermore, it has to be taken into account that the impacts are not thoroughly measured as there is only a measure of completeness of the monitoring information. A future action will consist in the set-up of a rating systems based on parameters related to the quality of information. Lastly, it is clear that the political push for opening data is lower since Minister Barca is longer in office.

Considerations on efficiency & effectiveness

Unfortunately, so far the project has not been evaluated in a rigorous fashion. Evaluation is nonetheless difficult as the project involves a number of institutions belonging to several levels of administration. At any rate, some considerations at the level of efficiency and effectiveness can be made.

Certainly, the inputs have been used in the most efficient way as the value for the community provided by the open data is much higher than the initial investment. In fact, opening the data from the one side empowers citizens who can check on policies and projects, while businesses can reuse the data for market research or anyway to create profit. On the other hand, the effectiveness is still under scrutiny. It remains to be seen if the transformation of the department in and agency will push the change in the cultural paradigm increasing the importance of the principles of Open Coesione in the structure of the various administrations. There are also some considerations to be made on the quality of data. So far the project has aimed at the opening and publication of data, without checking if the data published is consistent and precise.

Conclusions

The Open Coesione project allows citizens, governments, researchers, analysts, businesses, civil society organisations, and journalists to get acquainted with and to follow the policies of cohesion and to assess if and how both implementation projects meet their needs. It further allows them to assess whether financial resources are allocated effectively and efficiently, in an independent and transparent way.

The founding principles of the project are “scopri” (discover), “segui” (follow), “sollecita” (push). Thereby, the project aims to improve policy effectiveness through better knowledge on investment projects carried out in the territory, to enhance coordination among the administrations responsible for implementing the projects, as well as to provide more public scrutiny on the beneficiaries of the resources spent.

The objectives include the publication of a high quantity of data in the portal in open format, as well as the involvement of citizens - public administrations in pursuing the Open Coesione principles. A change in work design of the department took place because the team working at the project is transversal with respect to the various directorates, units and division. There is also a higher empowerment and involvement of a number of employees. The project is efficient as the opening of data creates a value for society, which is much higher than the initial investment. On the other hand, the effectiveness has to be better evaluated, and it is still subject to scrutiny. The biggest obstacle is due to the culture of the public administrations, and it is yet to be overcome: administrations are not yet open to provide data and to have their activities evaluated and assessed.

As for plans, Italian policies for the next programming period 2014-2020 are aimed at:

- Ensure that users can exercise a conscious and properly oriented pressure on public administration and their elected representatives and urge them to achieve good results;
- Ensure availability of all relevant information in open modality consistent with interoperability standards;
- Set up a monitoring system for the project, and developing an optimized unified database;
- Provide systematic support to the implementation of projects through inspections, the results of which will be given to public information.

In this respect the future aims of OpenCoesione are:

- Being engaged in the maintenance and prosecution of what has already been started, such as the portal, with an increase of the quantity and quality of data published;
- Taking the role of single open data provider as foreseen by the Reg. 1828 8 Dec 2006 of the European Commission;
- The Monitoring System will be the reference point for reports and official documents;
- Strengthening the Technical Group in order to reach a closer relationship with the many institutions involved;

- ❑ Simplification of the monitoring path tracking by means of elimination of insignificant and trivial data, as well as by integrating own data with other sources;
- ❑ Being open to the world of data journalism and research by the means of initiatives such as Monithon Days;
- ❑ Being instrumental in the active involvement and participation of citizens to policies.

C.5 Second Generation Point of Single Contact (Malta)

Background information

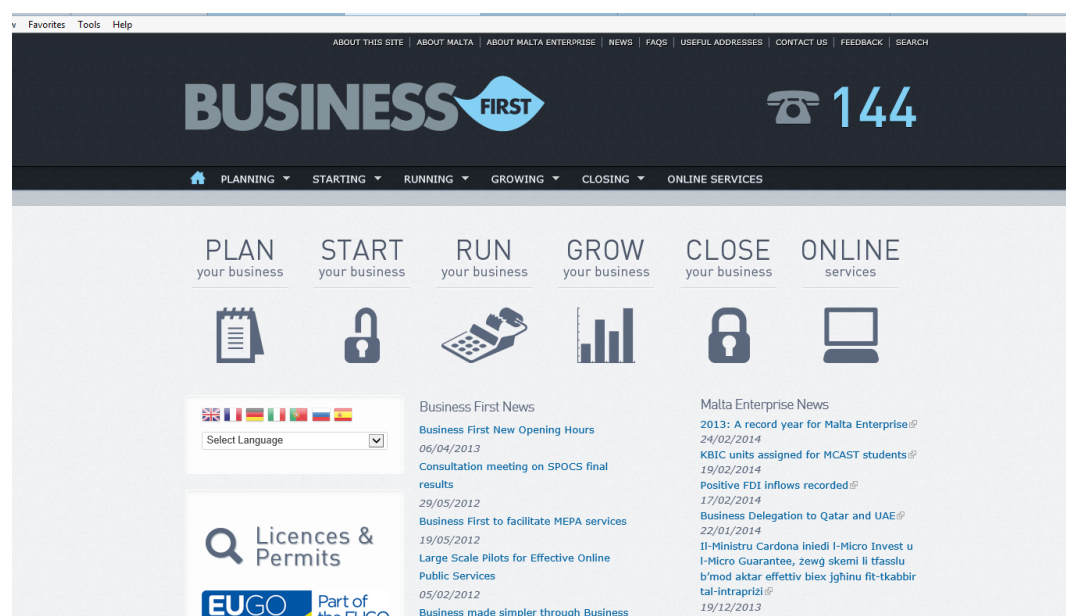
The Points of Single Contact (PSCs) are eGovernment portals for entrepreneurs active in the service sector. It is a legal requirement to have a PSC in each EU country since December 2009 as set out in the EU Services Directive¹⁰⁷. EU countries are not legally obliged to make available tax and social security procedures through the PSCs. However, a large number of EU countries already provide for this possibility, and all others are encouraged to do so too.

The Maltese Point of Single Contact (<http://www.businessfirst.com.mt/en>) was first implemented in 2009 and underwent a deep re-designing process after the 2011 evaluation. The new portal went live in January 2012.

The businessfirst.com.mt portal was designed to be not only a Point of Single Contact as designed by the Services Directive, but rather a one-stop-shop for all businesses (national or foreign), covering all the phases of a business life cycle. The website is also linked directly to the Maltese eGovernment portal (<https://www.gov.mt/en>), for the provision of eForms and eServices.

The new portal incorporates important features. For instance, it is accessible in all official EU languages thanks to a translation token incorporated into the homepage. It also includes a functionality to keep track of the processing time of each procedure and to process claims when the processing time exceeds the maximum allowed for it.

Figure 24 – Maltese Point of Single Contact homepage¹⁰⁸



¹⁰⁷ Directive 2006/123/EC of 12 December 2006 on services in the internal market, available at: <http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32006L0123>

¹⁰⁸ See: <http://www.businessfirst.com.mt/en>

The portal is managed by Malta Enterprise (ME)¹⁰⁹, the national economic development agency is responsible for promoting and facilitating international investment in the country. Malta Enterprise is also responsible for the growth and development of Maltese enterprises both locally and outside the country.

This project is linked to Priority 2 (Internal Market) and to action 18 in particular (second generation of Points of Single Contact).

The project also links to the topics on Interoperability, identification and trust services as emerged from the October Council.

Organisational impact

Objective(s)

The restructuring of the Maltese Point of Single Contact was combined with a re-organisation of Malta Enterprise, whose competencies were broadened to better cover all business-related issues.

Malta Enterprise purpose is to attract foreign investment in the country. The re-organisation aimed at increasing the resources available and at broadening the range of industries served, in order to foster foreign investment.

Identification and quantification of inputs

The legal provisions included in the EU Small Business Act and the Services Directive are at the origin of the set-up of the Maltese Point of Single Contact. The agency Malta Enterprise was changed with the responsibility of setting-it up and managed it since the beginning.

A unit called Business First within Malta Enterprise was responsible for it.

The revamping of the website, with its new functionalities, lead to the creation of a new, ad-hoc unit was created, including the old Investment Promotion team and three new hires.

Identification and quantification of outputs

The revamping of businessfirst.com.mt resulted in a change in the mission of the entire Malta Enterprise agency. The portal and the enhanced functionalities gave more visibility to the dedicated team and modified the way the work is organised within the agency.

The Businessfirst unit gained visibility and became more attentive to new industry sectors. At the same time, it started to represent a focal point where to ask for information and guidance on different procedures, within the agency and in the cooperation with other agencies and ministries.

Indeed, the provision of new and enhanced services via the PSC portal led to a stronger coordination of activities within the Malta Enterprise agency and with other public sector organisations working in related areas.

Given the good results in internal coordination, efforts are ongoing to improve coordination and collaborative production of services with other public sector organisations. The programme is to incorporate progressively new services into the eGovernment portal via the provision of eForms.

¹⁰⁹ See <http://www.maltaenterprise.com/en>

Results

According to the stakeholders interviewed, the revamped PSC has notably increased the visibility of the businessfirst.com.mt Unit within the agency, and of the agency as a whole towards other public sector organisations and businesses.

The increased visibility has contributed to improving the coordination of activities within the agency, and at the same time has broadened the area of activities to industry sectors that were neglected before.

In addition, it made clear the case for a revamping of the website of the Malta Enterprise agency, to become more user-friendly and informative for external users. A clear, user-friendly website is now considered an important tool to increase efficiency and effectiveness of public sector organisation, as it will allow users to get a better knowledge of the tasks of the organisation, and thus to use its services whenever relevant.

Considerations on efficiency & effectiveness

The revamped Maltese Point of Single Contact website received a positive feedback by users while a users' survey carried out by Malta Enterprise. It also was positively commented by a recent evaluation carried out by DG Market.

The increased coordination within the agency and with other public sector organisations (even if still to a smaller extent) led to increased effectiveness.

In order to reduce time and costs of providing public services, and thus to increase efficiency, there is a programme to increase progressively the number of business services provided in electronic forms via the PSC and the national eGovernment portal. The plan is to formalise this to achieve this goal via a series of Service Level Agreements (SLAs) with a different government departments and ministries concerned. However, there is not a clear timing for that yet.

Conclusions

The revamped Maltese Point of Single Contact went live in January 2012. It is designed to be a one-stop-shop for all businesses (national or foreign), covering all the phases of a business life cycle. The new portal incorporates important features. It is linked directly to the Maltese eGovernment portal (<https://www.gov.mt/en>), for the provision of eForms and eServices. It is accessible in all official EU languages thanks to a translation token incorporated into the homepage. It also includes a functionality to keep track of the processing time of each procedure and to process claims when the processing time exceeds the maximum allowed for it.

The implementation of the revamped website led to the creation of an ad-hoc unit within Malta Enterprise, incorporating the one previously in charge of the old PSC and three new hires. This new unit has become a focal point where to ask for information and guidance on different procedures, within the agency and in the cooperation with other agencies and ministries. The provision of new and enhanced services via the PSC portal led to a stronger coordination of activities within the Malta Enterprise agency and with other public sector organisations working in related areas.

According to the stakeholders interviewed, the revamped PSC has notably increased the visibility of the businessfirst.com.mt Unit within the agency, and of the agency as a whole towards other public sector organisations and businesses. The increased visibility has contributed to improving the

coordination of activities within the agency, and at the same time has broadened the area of activities to industry sectors that were neglected before.

The revamped Maltese Point of Single Contact website received a positive feedback by users while a users' survey carried out by Malta Enterprise. It also was positively commented by a recent evaluation carried out by DG Market.

Finally, in order increase efficiency in the provision of public services, there is a programme to increase progressively the number of business services provided in electronic forms via the PSC and the national eGovernment portal via a series of Service Level Agreements (SLAs) with the different government departments and ministries concerned. However, there is not a clear timing for that yet.

C.6 GoSwift (Estonia)

Background information

GoSwift¹¹⁰ is an electronic Queue Management service deployed since 2012 at the checkpoints on the border between Estonia and Russia. Users (citizens and companies) pre-register at the website (or via the call centre) and book their crossing at the checkpoint, date and timing they prefer, accessing a dedicated fast-track.

Drivers (either private car drivers, bus and truck drivers etc.) access the website or use the call centre (available 24/7) to book their pass at one of the three custom points between the Estonian borders with Russia. They have to enter some basic information (such as name and surname, vehicle, plate number) and book a time and day for crossing the border.

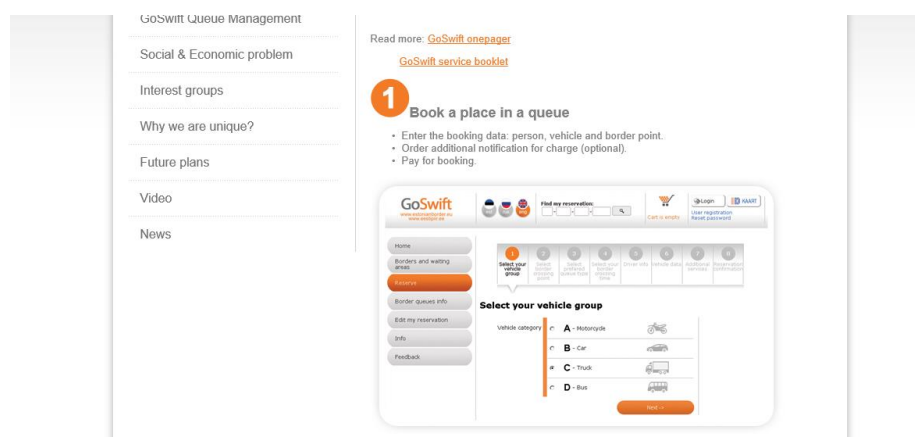
The GoSwift service operator provides:

- ✔ Call Centre service 24/7;
- ✔ Full technical solution support 24/7;
- ✔ Business Solution (including data of border crossing trends, reporting, statistics etc.);
- ✔ Business management (finding card payment partners, organizing bank fees etc.);
- ✔ IT-Development team.

Users of the system have to pay a small fee for the booking service (EUR 1.3 per vehicle). Once arrived at the crossing point, they can use well-equipped parking and waiting areas, with wi-fi access. The parking and waiting areas at the customs borders were improved as part of this the GoSwift Queue management system.

¹¹⁰ See <https://www.estonianborder.eu/yphis/index.action>

Figure 25 – Reservation page for GoSwift Estonia¹¹¹



Long queues have been a long standing issue at the border between Estonia and Russia. Long waiting times (up to six days) led to a series of different issues, including:

- ❑ Illegal sale of places in queue;
- ❑ Garbage and pollution problems;
- ❑ Traffic safety problems;
- ❑ Insufficient security of the trucks and goods transported;
- ❑ Drivers were unable to manage their work and rest time; and
- ❑ Profit loss for owners of the goods and carriers.

The Estonian Government decided to resolve this issue after having implemented a pilot project in 2008, which demonstrated the positive impact of a service such as GoSwift to all relevant stakeholders. The project is led by the Ministry of Interior, following discussions with other relevant ministries such as the Ministry of Transport and the Ministry of Finance.

It required a change in the State Border legislation, and afterwards an open procurement procedure to select private providers to implement the project. The Ministry of the Interior decided together with the other Ministries involved, to implement this project as a public-private partnership. Two contractors were selected: one for the deployment of the IT system and the other for the management of the parking areas.

The Queue Management system became operational in August 2011; around six months after the successful bidders were selected. The service is provided both via the website and the call centre in Estonian, Russian and English.

The project is linked with Priority 3 of the eGovernment Action Plan (efficiency and effectiveness of governments and administrations)

Organisational impact

Objective(s)

The electronic Queue Management System GoSwift had a series of objectives linked to the improvement of the crossing of the borders. i.e.:

¹¹¹ See: <https://www.estonianborder.eu/yphis/index.action>

- ✔ Not to allow black market practices (e.g. illegal sales of places in the queue);
- ✔ Having predictable border crossing time;
- ✔ Giving drivers the opportunity to wait far from the border (such as in Tallinn, etc.);
- ✔ Providing better service and better information for tourists and business people;
- ✔ Solving security, waste and pollution problems on the roads just before border posts.

Identification and quantification of inputs

As mentioned before, the company implementing and managing the system is a private company acting as the sole contractor for the IT system, and having exclusive rights for a period of 5 years (i.e. until 2016).

According to the GoSwift CEO, Hannes Plinte, implementing the GoSwift system at the Estonian border did not require changes in the organisational size or structure of the main company (dealing with the IT system development). Indeed, the company participated already in the pilot project in 2008, so was familiar with the service.

However, the creation of the call centre service led to important organisational changes. It was decided not to outsource such a service, but rather to have it internally. The motivation for this decision came from quality considerations. While probably more expensive in the beginning, it was considered that the internal service would be easier to monitor and control directly, and thus to guarantee quick treatment of enquiries and good quality of answers provided. In fact, the call centre provides a broader service than simple booking, as it is rather a customer support service. Personnel is recruited and trained by GoSwift directly, and the proximity of the call centre to the IT department office guarantees a quick treatment of those technical questions call centre operators cannot answer directly.

Identification and quantification of outputs

Concerning the organisational outputs, the virtual queue management system has reached notable volumes. In 2013, more than 626 000 passenger cars and transportation vehicles crossed three checkpoints on the Estonia-Russia border. 61% of the reservations were made online through the web page www.estonianborder.eu and at the same time GoSwift calling centre received 151,000 calls and answered to 3,800 written inquiries¹¹².

Results

According to the CEO of GoSwift, the following objectives have been achieved:

- ✔ Waiting times are shorter (average crossing time shortened to 1 hour);
- ✔ There are no physical waiting lines;
- ✔ Vehicles arrive at the border just before their crossing time;
- ✔ Trucks and goods stay safe;
- ✔ Truck drivers can manage their work and rest time.

In addition, the successful implementation of the queue management system leads to the following positive impacts:

- ✔ Increased tourism, thanks to predictable border crossing time;
- ✔ Better security, thanks to better information on who will cross the border and to preliminary risk analysis;

¹¹² See <https://www.estonianborder.eu/yphis/index.action>

- More profit for owners of the goods and carriers.

Financial impact

Objective(s)

The project was implemented as a public-private partnership. Therefore, it did not require any public investment. However, it has to be self-sustainable for the private contractors to be able to stay in business.

The structure of the open call for procurement was thus a key element of the initiative. Five years of exclusive rights to the winner were aimed at ensuring a profitable return on investment to the private provider.

As confirmed by the CEO of GoSwift, Mr. Hannes Plinte: *“The quick implementation of the GoSwift queue management service was due to the close cooperation by the public and private sector. Without excellent legislation base and trust from the Estonian Ministry of Interior, this project would not have been as successful as it is”.*

Identification and quantification of inputs

Costs for implementing GoSwift include IT development costs, as well as a series of operational costs that comprise the costs for the call centre, maintenance of the IT system, etc.

Those costs have been quantified at around EUR 300 000 EUR for development costs and around EUR 600 000 for yearly maintenance (including costs for call centre personnel).

The cost of service provision from the private contractor is entirely covered by the fee of EUR 1.3 per vehicle registering to the system. Additional income comes from extra services available besides basic registration, such as notification to drivers via SMS, etc.) According to stakeholders, drivers tend to purchase additional services.

Identification and quantification of outputs

From a financial point of view, the service is profitable. According to Mr Plinte, it generates about EUR 100 000 of earnings per year, which come entirely from the registration fees and additional services offered.

Furthermore, it is calculated that the system saves Estonian road transportation companies about EUR 4 million a year. Savings are higher is considering all vehicles crossing the border, not only those belonging to Estonian companies. Those savings are estimated to come mostly from time savings (as the average crossing time after the implementation of the system is of around 1 hour).

Results

Financial objectives have been achieved, considering that GoSwift generated around EUR 100 000 of earnings per year for a private contractor and about EUR4 million per year for Estonian companies crossing the border with Russia.

Considerations on efficiency & effectiveness

Notable efficiency savings have been achieved thanks to the virtual queue management system. The average border crossing time dramatically improved from up to 6 days to an average of 1 hour. This led to about EUR 4 million saved per year by Estonian companies, due essentially to time savings. The improvement of border crossing time also led to the following efficiency improvements for truck companies and goods owners:

- ✔ Higher profit margins through fewer delays at borders;
- ✔ Predictable arrival time of goods;
- ✔ Better shipping management.

The registration system helps law enforcement authorities as well. The mandatory pre-registration system allows higher predictability of peak period at the borders, and therefore a more efficient management of shifts of law enforcement personnel.

However, there is no quantification available for such efficiency gains.

Better queue management led to the following effectiveness improvements for government and municipalities:

- ✔ Better security (well managed queue);
- ✔ Less waste and garbage near to the border posts;
- ✔ Better risk analysis;
- ✔ Better management of border post resources;
- ✔ Greater consensus among target groups and general population for providing a solution to a complex problem.

Conclusions

The GoSwift queue management system resulted in a dramatic reduction of border crossing time at the Estonian border with Russia (from peaks of six days to an average time of one hour). The mandatory registration system and the customer support provided registered a sustained increase of users over time, which allowed the private contractor to achieve earnings after the first year of deployment of the service.

Time savings are estimated to save Estonian companies about EUR 4 million per year. Additional efficiency gains are better management of law enforcement personnel over peak periods. Effectiveness gains for government and municipalities include better security and better risk analysis, as well as increased consensus among target groups and citizens.

Implementing the project required a change in the Estonian border legislation and the agreements of three Ministries (Ministry of Interior, Ministry of Customs and Ministry of Transport). The Ministry of Interior was then identified as a leading public player for the project, for the open call for procurement and the selection of the bidders.

The technical implementation of the system did not pose particular problems, according to a private contractor. Achieving buy-in by users proved more difficult. While a communication campaign accompanied the launch of GoSwift, at first, it proved difficult to convince certain users to pay a fee for the service. However, after one or two months, users understood the benefits of the system, and now fully support the project, according to stakeholders.

The system is being re-used by Lithuania and more recently by Finland¹¹³. In addition, it was voted as the best eGovernment service in Estonia in 2013 and among the world's 40 more innovative eServices by an international jury from the World Summit Award (WSA)¹¹⁴.

C.7 Grunddata (Denmark)

Background information

The Grunddata project ('Good basic data for everyone')¹¹⁵ aims at improving the quality of basic data shared by public authorities and at the same time making those data available to business as open data, in order to stimulate creation of new services and thus economic growth.

Danish public authorities have already developed and implemented a number of initiatives on base registries and basic data. Nevertheless, some problems remained. Those problems include gaps and redundancies in the data sets used across public administration, lack of clarity about who can use the data and for which purpose, as well as paying access to certain data. As a result, many public administrations preferred to obtain the information themselves and to keep their shadow registers. Therefore, resources were unnecessarily spent on maintaining the same data in several places, and individuals and businesses were burdened unnecessarily by having to supply repeatedly the same information. Secondly, technical and legal obstacles still prevented public authorities and businesses from capitalising opportunities to replace their manual and paper-based work procedures with automated and digital ones. Finally, red tape and the price of data hindered entrepreneurs and

¹¹³ See <https://www.estonianborder.eu/yphis/index.action>

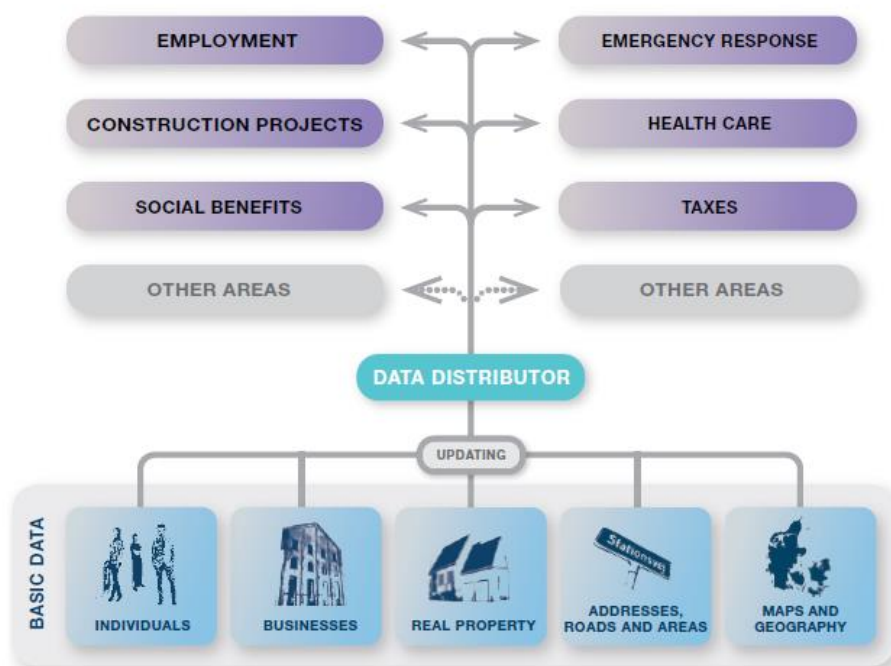
¹¹⁴ See <http://www.goswift.eu/news/goswift-selected-amongst-the-world%25C2%25B4s-best-40-e-solutions> and <http://e-estonia.com/top-5-e-services-estonia-2013/>

¹¹⁵ See <http://grunddata-ejendom-adresse.dk/forside/0/2>

established businesses from testing the commercial opportunities associated with exploiting public-sector basic data in new and creative ways.

In order to solve these problems and achieve the expected benefits from good basic data from everyone, a Common Public-Sector Data Distributor will be designed and implemented. The common distribution solution will accommodate the need to retrieve data rapidly, easily and reliably, and as cheaply as possible. Furthermore, the authorities responsible for the registers will save resources as they will no longer have to modernise a host of different distribution solutions individually (avoidance of duplication costs). The Data Distributor conveys updated and authentic information from basic data registers on to the relevant public or private-sector administrative field or business area.

Figure 26 - The Common Public Sector Data Distributor.¹¹⁶



The Programme was defined in 2011-2012 and agreed upon in October 2012. By end 2013 the Data Distributor is expected to distribute data from the Digital Map Supply (maps, cadastral maps and other geographic data) as well as data from The Public Information Server, which distributes information about real property in Denmark. From 2014, the Data Distributor will distribute personal data (from the Civil Registration System) and business data (from the Central Business Register). Possibly, more data sources and registers can be included by the Data Distributor later on so that it will be possible to phase out several existing data distribution systems¹¹⁷.

The vision is that basic data is to be the high-quality common foundation for public sector administration; efficiently updated at one place, and used by everyone, including the private sector.

Open basic data will benefit public-sector efficiency as well as innovation and value creation by Danish society in general. With basic data as a new digital raw material, commercial products can be developed, and public information and services can be improved, providing for greater insight and

¹¹⁶ Reproduced from: GOOD BASIC DATA FOR EVERYONE – A DRIVER FOR GROWTH AND EFFICIENCY , see: http://uk.fm.dk/publications/2012/good-basic-data-for-everyone/~media/Publikationer/Imported/2012/Gode%20grunddata%20til%20alle/BasicData_UK_web_2012.10.08.ashx

¹¹⁷ See <http://www.digst.dk/Home/ServiceMenu/English/Digitisation/~media/Files/English/BasicDataUKweb20121008.ashx>

stronger democracy. Open basic data will provide the public, businesses and the authorities alike with a number of tangible benefits.

The Danish Agency for Digitalisation coordinates the project, which is carried out together with the Ministry of Finance and local governments. The technical development was outsourced to private contractors.

The service is provided in Danish only.

Good basic data for everyone is part of the common public-sector digitisation strategy for 2011 to 2015 (eGovernment strategy 2011-2015), adopted by the government, Local Government Denmark and Danish Regions.

Grunddata is not the first project of this type carried out in Denmark. The relevance of this type of projects became **evident when the address data in the Building and Dwelling Register was released in 2002**. That year, address data from the Building and Dwelling Register were released, making many public-sector procedures far more efficient. According to an analysis¹¹⁸, benefits for society in the period 2005 to 2009 amounted to DKK 471 million (about EUR 60 million). The public sector saved DKK 38 million (about EUR 5 million) alone on not having to negotiate purchase agreements, manage rights etc.

The project is linked to Priority 3 of the eGovernment Action Plan (efficiency and effectiveness of governments and administrations) and to Priority 3.1 in particular (reduction of administrative burden).

The project is also related to the topic of re-use of PSI emerged from the October 2013 Council.

Organisational impact

Objective(s)

The project did not have a declared organisational impact. However, it aimed at improving the base registries of public administrations and thus at elimination the shadow registries that many of them were still keeping (and of the related departments).

Identification and quantification of inputs

From an internal perspective, the Danish Agency for Digitisation (Digitaliseringsstyrelsen) has created a new office comprising of four people, and is planning to create a Task Force regrouping all the Danish ministries.

In addition, base registries have changed in order to meet the new quality and availability standards agreed upon with the Ministry of Finance.

Identification and quantification of outputs

It is too early for the project to have any substantial impact from an organisational point of view, although some agencies have now closed specific offices, which were dealing with shadow registries.

Ministries are awaiting for the development of the Data Distributor before adapting their IT systems, which will have an impact on their organisation.

¹¹⁸ See http://www.adresseinfo.dk/Portals/2/Benefit/Value_Assessment_Danish_Address_Data_UK_2010-07-07b.pdf

In addition, a stronger cooperative governance model has been envisaged. A cross-institutional basic-data committee is to help ensure efficient and coordinated development and use of basic data across the public sector. The basic-data committee will:

- ✘ ensure the coordination of large development initiatives and changes to existing basic data;
- ✘ draft proposals for new developments and efficiency-improvement projects relating to basic data, including financing analyses and minor development activities;
- ✘ ensure that the interfaces, standards and data models for basic data are coordinated with each other;
- ✘ improve budgets, development plans, data content, etc. for the Data Distributor;
- ✘ enter into a dialogue with public and private-sector users about the potentials in better use of public-sector basic data;
- ✘ ensure that all public authorities are fully exploiting the potentials in efficient use of basic data; and
- ✘ document and follow up on the use of basic data by public authorities and report annually about this to the government and Local Government Denmark.

Results

The stronger inter-institutional coordination that supported the programme seems to have become an integral part of the new organisational culture of the organisations involved.

More evident organisational changes will happen in the upcoming months as the Data Distributor will become operational.

Financial impact

Objective(s)

The Grunddata programme is expected to bring financial benefits to public administration (by closing of shadow registries, better quality of data and better management).

External benefits are also expected. On the one hand, a better quality and management of data (via the Common Distributor) should reduce the administrative burden on citizens and businesses. On the other hand, free open data are expected to support businesses to create new services and thus trigger economic growth.

Identification and quantification of inputs

The programme is entirely funded by public investments, made by national government (such as the Ministry of Finance), regional and local government. The total development cost of the project was of EUR 120 million.

The decision of implementing this project came from a clear business case supporting it and showing its benefits.

The objective of the project was thus to reduce duplications and therefore increase the efficiency of the public sector in Denmark. At the beginning of each year, all the ministries agree on operating budgets for the year with the Ministry of Finance. The expected savings which ministries can generate through the use of the 'Basic Data' project are thus internalised every year within their budgets. Each ministry is thus currently 'paying' EUR 1.2 million to use the programme. The amount 'paid' by each ministry is proportional to the data-intensity of the ministry.

Identification and quantification of outputs

The project is expected to generate new benefits for public administrations already from 2013 for regions. Municipalities should start having net benefits from 2015 for regions and Ministries (national government from 2017, over the life cycle of eight years.

Table 5 – Total Public Sector Net Surplus/Deficit¹¹⁹

DKK MILLION	2013	2014	2015	2016	2017	2018	2019	2020
Ministries	-108	-81	-50	-26	3	9	29	42
Municipalities	-24	24	79	143	165	169	174	175
Regions	1	11	23	33	43	43	43	43
TOTAL IMPACT	-131	-45	52	149	211	221	246	260

Net benefits for regions should start from DKK 1 million (about EUR 13,000) in 2013 and increase up to DKK 43 million (around EUR 5.7 million) in 2017, to remain constant until 2020. Net benefits for municipalities are estimated to be negative for the year 2013 (for DKK 24 million, about EUR 3.2 million euro) to become positive already in the following year and increase over the eight years project life up to DKK 175 million (about EUR 23.4 million) in 2020. Ministries will benefit less than other public administrations from the programme as their net benefits will be negative until 2017, to increase up to DKK 42 million (about EUR 5.6 million) in 2020. In 2020, total benefits for the public sector in Denmark are estimated to be DKK 260 million (about EUR 35 million).

As a general rule, all basic data is to be made freely available to all public authorities, private businesses and individuals. This makes basic data a common digital resource, which can be exploited freely for commercial, as well as non-commercial purposes. Therefore, the programme will not generate revenues from fees or other paying services.

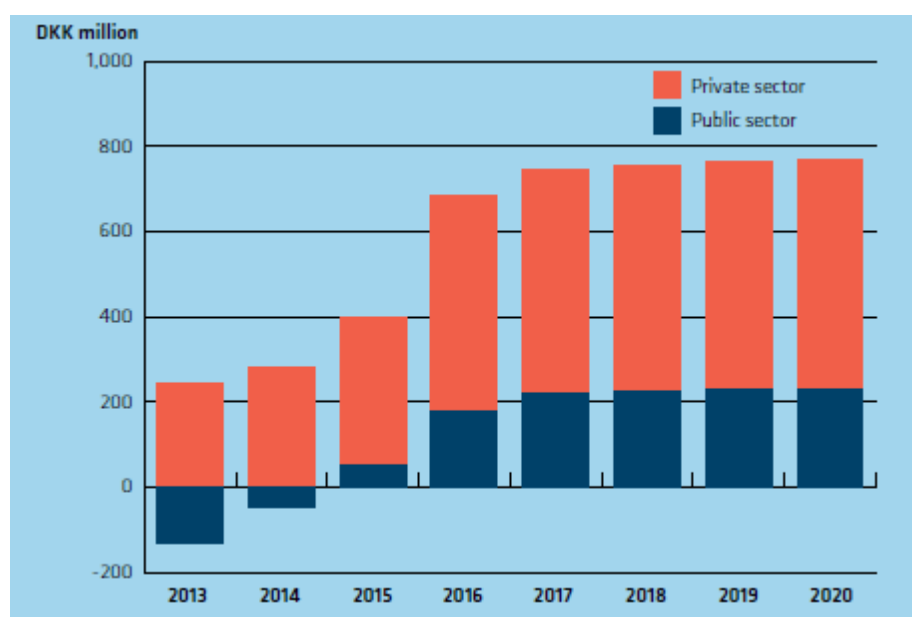
As explained before, the government and Local Government Denmark have agreed to redistribute the costs of basic data so that public authorities contribute to basic data via their allocation or block grant

Results

Besides the net benefits for public administration, Grunddata is estimated to bring the most of its benefits to the private sector (businesses and entrepreneurs).

¹¹⁹ Reproduced from: GOOD BASIC DATA FOR EVERYONE – A DRIVER FOR GROWTH AND EFFICIENCY , see: http://uk.fm.dk/publications/2012/good-basic-data-for-everyone/~/_media/Publikationer/Imported/2012/Gode%20grunddata%20til%20alle/BasicData_UK_web_2012.10.08.ashx

Figure 27 – Total Net Surplus/Deficit by sector¹²⁰



Once the initiatives have been fully implemented (as from 2017), the revenues for society are expected to be approximate DKK 800 million annually (about EUR 107 million). Net benefits for the private sector are estimated to be achieved already in 2013 as the private sector does not share the costs for implementing the project or pays a fee to access the data.

Private sector revenues will be up to DKK half a billion annually (EUR 67 million), and it is expected that e.g. the real estate, insurance, financial, and telecom sectors, as well as GPS ('sat-nav') manufacturers, public companies and entrepreneurs will be among those to benefit hugely from the initiatives.

Considerations on efficiency & effectiveness

Public sector efficiency was the main initial objective of the Grunddata project, to be achieved via better management of data (elimination of shadow registries), reduction of distribution and updating costs for producing and managing open data, and avoidance of duplication costs (via a common shared solution, the Data Distributor).

External efficiency gains were also expected. A better quality and management of data (via the Common Distributor) should reduce the administrative burden on citizens and businesses.

The business case for the project provided clear estimates for this kind of benefits.

While there are not yet clear figures on the actual costs and benefits realised so far, stakeholders are quite confident that the initial estimates will be confirmed. The selection process, based on evidence from previous similar initiatives, provides further guarantee.

The following example of more efficient and effective public service for the police was provided¹²¹.

¹²⁰ Reproduced from: GOOD BASIC DATA FOR EVERYONE – A DRIVER FOR GROWTH AND EFFICIENCY , see: http://uk.fm.dk/publications/2012/good-basic-data-for-everyone/~media/Publikationer/Imported/2012/Gode%20grunddata%20til%20alle/BasicData_UK_web_2012.10.08.ashx

¹²¹ See http://www.adresseinfo.dk/Portals/2/Benefit/Value_Assessment_Danish_Address_Data_UK_2010-07-07b.pdf

The police use many different types of basic data, both on a day-to-day basis and in critical situations. Following a serious explosion at a fireworks storage facility in a residential area in 2004, the police linked business data from the Central Business Register to map data to identify other places in the country where fireworks businesses were situated in close vicinity to residential areas. Furthermore, when people have to be evacuated after an accident, it is vital that the police can compare business data (e.g. data on sector, number of employees etc.) to geographic data as well as to personal data from the Civil Registration System. The police can also better prevent burglaries, for example if they can use location-specific data about a new wave of burglaries in a specific sector or commodity group to contact business owners in the hardest hit areas. Today, the Danish National Police typically buy data from different private data suppliers, which have refined raw data from the basic-data registers. With improvements in the quality of and access to public-sector basic data, in the future the police will only have to retrieve data from a single point. In addition to ensuring better quality police work, this will also provide a huge potential for efficiency improvements in police procedures.

External impacts on the private sector are expected to be remarkable. The following example of external benefits was provided¹²².

The price of data and rights to it can be a barrier for new businesses who want to exploit data commercially. Furthermore, both purchased and re-sold data has to be managed and paid for, which costs resources for both private buyers and the authorities. However, with open basic data, businesses can test new ideas at low risk, which leads to a great potential for innovation within the market; innovation that in turn generates growth and improved products for users. For example, open geographic data, possibly linked to other types of data, can be applied in new and creative solutions within climate change adaptation, planning of construction and building projects by engineering firms, and development of new applications for smart phones by IT companies. When data is no longer expensive, products that were previously only affordable by a small circle of customers can be sold at a price that is attractive to small and medium-sized businesses. Furthermore, with open access to business data, entirely new products can be developed, such as sector-specific business data and business statistics, as well as industrial reports. Exploitation of new technologies and media enhances the opportunities for making public-sector information and technology available to businesses and the public, and for increasing collaboration between the public sector and civil society. Not to mention the fact that innovation will make for new jobs. Real property data linked to geographic data can result in e.g. in energy conservation initiatives aimed at homeowners, which will benefit the climate as well as create jobs e.g. for builders. In general, open basic data will contribute to better quality data for businesses to use commercially, and in many circumstances it can eliminate the need for businesses to collect their data. For example, the release of business data can contribute to improving the quality of internal calculations by banks of customers' capital requirements. Moreover, with improved opportunities for insight into a given customer's activities, banks will also be able to enhance the quality of their advice. For example, open business data can simplify the processes associated with buying a home so that home buyers experience a smoother process while estate agents, banks and mortgage banks save both time and money

Conclusions

¹²² See http://www.adresseinfo.dk/Portals/2/Benefit/Value_Assessment_Danish_Address_Data_UK_2010-07-07b.pdf

The Grunddata project ('Good basic data for everyone')¹²³ aims at improving the quality of basic data shared by public authorities and at the same time making those data available to business as open data, in order to stimulate creation of new services and thus economic growth.

The organisational impact of the project has been small so far. The Danish Agency for Digitisation (Digitaliseringsstyrelsen) has created a new office comprising of four people and is planning to create a Task Force regrouping all the Danish ministries. In addition, base registries have changed in order to meet the new quality, and availability standards agreed upon with the Ministry of Finance. The more significant changes will happen in the upcoming months after the Data Distributor become operational.

From a financial and economic point of view, expected benefits are estimated to be remarkable. Once the initiatives have been fully implemented (as from 2017), the revenues for society are expected to be approximate DKK 800 million annually (about EUR 107 million). The private sector will share the largest part of those benefits (about EUR 67 million annually).

This project is the first step towards the creation of a State-wide intelligence platform. It is, therefore, key that the data created are of good quality. Numerous agencies have tried to create data warehouses but did not succeed due to the data's poor quality, and inadequate staff.

C.8 MAGDA 2.0 (Belgium)

Background information

The MAGDA (Maximum Data Sharing between Administrations and Agencies) platform provides one common web services platform for the 190 agencies and 13 departments of the Flemish regional government¹²⁴. MAGDA 2.0 allows access to authentic sources of citizen and enterprise data, harnessing reusable technologies that can be easily adapted to the needs of different government administrations, from the regional to the local level, and increasingly to the federal level.

The MAGDA platform allows for the retrieval of data from authentic data sources (federal and Flemish) and the exchange of data. The platform was built to realize the principle of the "once-only" collection of data, as well as of the multiple (re)use of data. Data entered (for the first time or updated) by citizens and businesses are collected only once. All applications that later want to use these data can retrieve them from authentic data sources and so always use the latest information.

Through the MAGDA platform authentic data sources (both federal and Flemish) are connected. And this despite the different structure of the data sources and the different design of the applications using them. The following authentic sources amongst others are now inter-connected by the platform:

- ❑ KSZ (Crossroads Bank for Social Security) – Federal government authentic data source;
- ❑ KBO (Crossroads Bank for Enterprises) – Federal government authentic data source;
- ❑ LED (Database of certificates of learning and professional competence)¹²⁵ – Flemish government authentic data source.

CORVE implements the platform, the Flemish e-Government Co-ordination Cell, together with a series of technical partners.

¹²³ See <http://grunddata-ejendom-adresse.dk/forside/0/2>

¹²⁴ See http://www.corve.be/nieuws/02_04_10.php

¹²⁵ LED is a new authentic source database gathering information about diplomas and professional qualifications, which includes data from a series of databases, such as VDAB, Syntra, the Higher Education Database and secondary education institutions). See <http://www.corve.be/english/led.php>

An initial assessment and definition of an implementation roadmap was carried out in 2004-2005, and the platform first went live in 2006.

In July 2008 the Flemish government approved the “Flemish eGovernment Act” which expanded the competencies of the CORVE (which became part of the DAB ICT) and decided to enlarge the use of the MADGA platform also to local governments. An update of the platform was thus necessary. Version 2.0 of the Magda platform was designed in 2010-2011 and has now been fully implemented.

The platform was enlarged to include LED as the very first Flemish authentic data source in 2011 and as from 2012 local governments are becoming new customers.

The project relates to Priority 3 of the EU eGovernment Action Plan (efficiency and effectiveness of governments and administrations) and to priority 3.2 (reduction of administrative burden) especially. It is also linked to the “once-only” principle which has emerged as a priority for action from the October 2013 Council.

Organisational impact

Objective(s)

The principle of the “once only data collection, multiple data (re)use” has guided the decision of designing and implementing a platform such as MAGDA, as a key tool for the Flemish government to achieve both internal and external policy objectives.

Concerning external policy objectives, the main purpose of the platform was to improve the services delivered by the government, in particular reducing administrative burden for enterprises and supporting pro-active delivery of entitlements to citizens.

Concerning internal policy objectives, the main purpose of the project was that of improving the internal operations of the administrations involved by avoiding unnecessary double work (such as repeatedly verifying data quality and correcting mistakes) and by re-designing and simplifying existing administrative processes. The platform has only partially improved the exchange of information among different ministries but has improved (electronic) service delivery within each Ministry.

Identification and quantification of inputs

The design and implementation of the MAGDA platform was coordinated by CORVE, whereas the actual technical development of the platform was outsourced to an external technical contractor (all IT development in the Flemish administration has been outsourced to one single contractor, as part of a multi-annual outsourcing contract). Therefore, it did not require a change in the internal organisation of CORVE.

Similarly, there have been no major changes in the internal organisation of the different Flemish ministries and agencies using the MAGDA platform. Nevertheless, there was a strong incentive to re-design and streamline internal processes to make optimal use of the available authentic data.

Its implementation involved a group of about 14 civil servants supported by 20 IT resources (from the external contractor).

In terms of **IT infrastructure**, the platform was developed to be compatible with the legacy systems at the authentic data sources so that there was no need for a migration to new technologies. It was decided to base the platform on a Service Oriented Architecture (SOA), and to have the platform

deliver Web-services that are technology-independent components defined by a behaviour and an interface. The same data can be provided as an XML data file or a CSV (comma-separated values) data file and can be delivered either via FTP (asynchronous) or via HTTP/SOAP (synchronous) protocol. Also, web applications have been built that allow end-users to query the authentic data sources directly. This variety of access methods has contributed greatly to the successful uptake of the MAGDA platform.

Concerning the **governance structure**, the everyday management of the MAGDA platform is supported by a collaboration platform, divided in three parts: one is reserved to VKBO (enterprise data services), the second to VKBP (citizen data services) and the third one to a Co-ordination Committee, which gathers representatives from different organisations involved. The Co-ordination Committee is responsible for determining the priorities of the MAGDA platform, and for deciding which new data services will be built first

Identification and quantification of outputs

The implementation of the platform was intended to lead the change from a “pull” to a “push” government, i.e. from a type of government in which citizens and businesses have to actively ask for services to a type of government that can proactively inform them about the benefits they are entitled to, on the basis of the data the government already has about them.

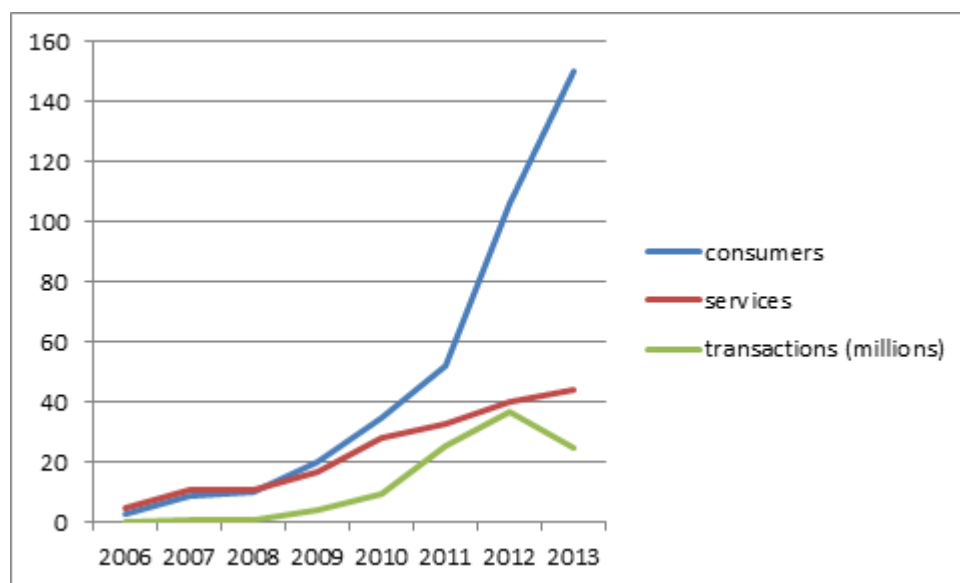
While this change of paradigm is a challenging process, that requires some time to be fully implemented, it has already led to very good results. According to stakeholders, it has raised awareness about the potential of re-use of authentic data to improve efficiency and effectiveness of public services and lead organisations to re-think their internal processes.

Results

The implementation of the MAGDA platform has led to a re-think and a re-design of the processes within the government entities using the MAGDA data services. This has contributed greatly to the government paradigm shift from a “pull” to a “push” government. With respect to this, the project has certainly achieved its original goals, even if it is still an ongoing process to realize this vision fully.

The use of the platform has increased over time, to the point that it currently connects more than 15 authentic data sources and provides more than 60 data services. Similarly the number of customers, services and transactions have steadily increased in the last few years as shown by the figure below. The peak of transactions in 2012 was a result of the on-boarding of the LED authentic data source (i.e. the initial loading of several million diploma and professional qualification data).

Figure 28 – Usage numbers of the MADGA 2.0 platform



Source: CORVE

The relevance of such a data exchange platform and therefore of the potential of the once-only principle and the re-use of data from authentic sources has become more and more evident within Flemish public sector organisations, so that as from 2012 local governments have rapidly become new and enthusiastic customers of the platform.

Financial impact

Objective(s)

The reduction of administrative burden was clearly the priority for the Flemish government in deciding to build this platform, rather than internal cost reduction. No business case or cost-benefit analysis was performed ex-ante to guide the decision-making process. The drivers behind the MAGDA platform related more to political priorities and social needs.

Identification and quantification of inputs

Annual costs for the continued operation of the MAGDA Platform amount to about EUR 3 million per year split as follows:

- Operations: EUR 600 000;
- External ICT expertise: EUR 600 000;
- Development of new features (internal): EUR 1.8 million.

Those costs also include the organisation's indirect costs (such as maintenance of physical and IT infrastructure, utilities, etc.), but do not include the costs of the civil servants involved.

Development costs

The initial development costs for version 1.0 of the MAGDA platform in 2004-2005 were EUR 2.4 million (including the hiring of external ICT expertise, which cost EUR 1 million per year). The upgrade to version 2.0 (which included a number of important functional improvements to the

platform) amounted to EUR 3.2 million (again including the cost of external ICT expertise, which has been reduced to EUR 600 000 per year).

Identification and quantification of outputs

In the initial phase of the rollout of the MAGDA platform, a co-funding strategy was adopted to convince potential customers to start using the MAGDA services. Initial development costs when building an application accessing the MAGDA services were funded for 50% by CORVE and for 50% by the Flemish departments and agencies joining the platform. This strategy was used in order to obtain early buy-in and encourage take-up of the MAGDA services. This strategy is no longer needed as the platform has built up the necessary credibility and provided access to enough useful authentic data sources to cater to the data needs of new customers.

New customers who want to use existing MAGDA services do not have to pay anything for accessing and using those services (except for the costs for the data themselves, since certain authentic data sources demand to be paid marginal costs for the provision of their data). New customers who need the development of new MAGDA services (as was the case when the LED was integrated into the MAGDA platform as a new Flemish authentic data source) have to pay for the development of these services. CORVE tries to co-finance those new services, as far as its budget allows.

The platform has generated a notable Return on Investment. The Standard Cost Model (SCM) is used to determine administrative burden reduction for citizens and business. According to data provided by CORVE, the money saved by the reduction in administrative burden is estimated to be EUR 97.7 million in 2013 alone. This reduction is achieved both by the replacement of existing paper-based administrative processes by electronic processes, and by the implementation of totally new electronic processes (that would have resulted in an increase in administrative burden if they had been implemented in a classical, paper-based way).

Interestingly, savings started since the early phases of the project. It was calculated that the Flemish government saved around EUR 8 million in the first year of the project, and the yearly savings have increased ever since.

Results

The reduction in administrative burden realised thanks to the platform are notable.

As an example, it is calculated that the single data service developed for the automatic submission by farmers of annual crops and livestock data to receive agricultural subsidies cut out around EUR 3 million per year in administrative costs to those farmers.

Considerations on efficiency & effectiveness

Return on investment achieved by the MAGDA platform is quite impressive, given the relative small size of the Flemish government. The cost-sharing strategy used in the beginning to generate engagement and buy-in of prospective customers has proved to be an effective “bootstrapping” strategy as the platform has been increasing its number of customers progressively.

While financial efficiency was not the leading driver of the project, it has proven to be a powerful incentive for the further adoption and use of the platform.

Cost savings however are not reflected in the public budgets; i.e. savings are not deducted from the budget of the departments nor earmarked for specific re-use (such as development of new eGovernment services). In a similar way, those savings for the public budget are not split among the organisations participating in the administrative process (e.g. CORVE and the agricultural agencies), so that real financial incentives for the development of new services and/or real organisational re-design are limited.

A clear earmarking of the budget savings for specific re-investment and/or a similar reduction in departments' budgets would probably lead to a more incisive re-design of business processes and thus to increased organisational efficiency.

In terms of effectiveness, the project has clearly succeeded in increasing awareness of the potential benefits (from an organisational and a financial point of view) of the 'once-only' principle and of the re-use of authentic data within the public sector.

The adoption of a service-oriented delivery model (including both web services and file transfer services) proved to be more than a technical approach, as it allowed responding to different customers' needs and adapting data services to the technical capacity and maturity of customers. While this technical choice has been more expensive in terms of development costs, it has allowed for more technical flexibility and thus has increased the willingness of customers to use the MAGDA data services.

In this project, the governance structure was a key factor for the effectiveness of the project. A cooperative approach in the development of new services, and a Co-ordination Committee (gathering representatives from all the organisations using the platform) which helped to resolve legal and organisational issues, which often have proved to be more problematic than the technical issues during the development of the platform.

Conclusions

The MAGDA 2.0 platform has succeeded in raising awareness about the potential of the 'once-only' principle and of the re-use of authentic data as a means of achieving a more efficient and effective provision of public sector services.

The paradigm shift from a "pull" to a "push" government may be not fully achieved yet, but it is ongoing and has been gaining more and more support inside the Flemish administration.

The platform allows the exchange of information among different silos (departments and agencies), but its focus has been primarily on the improvement of (electronic) service delivery within each silo. As such, it has led to some major business process re-design within Flemish administration organisations.

Financial impacts are notable, as a return on investments and cost savings for citizens and enterprises are estimated to amount several million euro per year. Therefore, while not being the main initial driver for the development of the platform, the financial benefits now represent a powerful driver for its further adoption.

Cost savings however are not reflected in the public budgets; i.e. savings are not deducted from the budget of the departments nor earmarked for specific re-use (such as the development of new eGovernment services). A clear earmarking of the budget savings for specific re-investment and/or a

similar reduction in departments' budgets would probably lead to a more incisive re-design of business processes and thus to increased organisational efficiency.

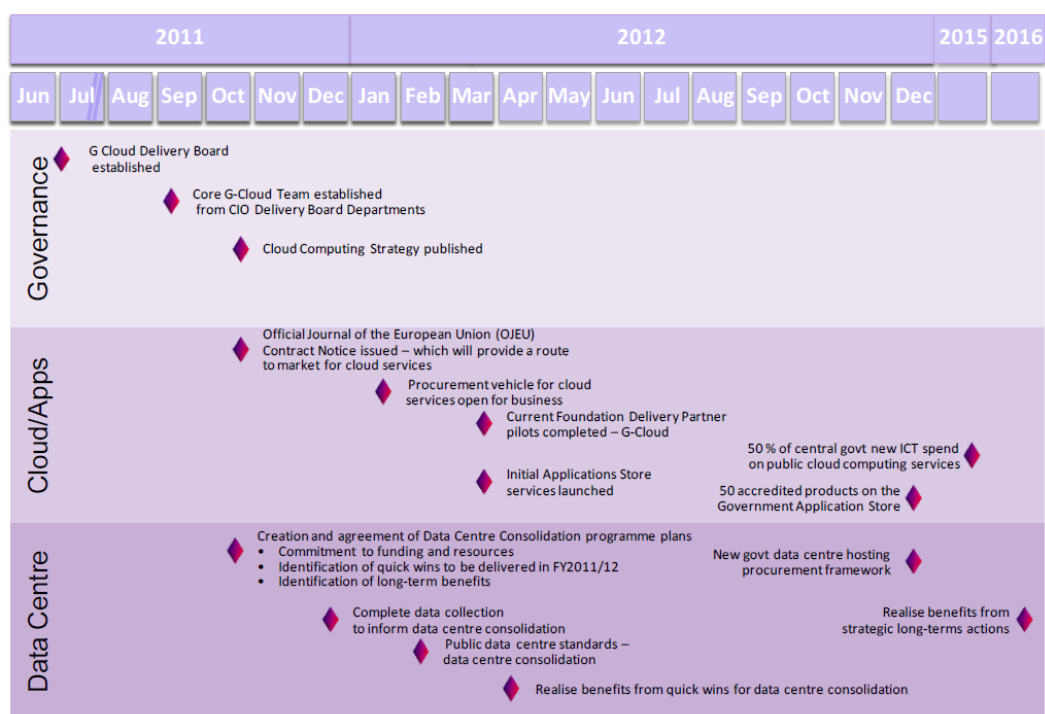
Plans include the progressive extension of the platform to Flemish local authorities and the integration of eInvoice services, by re-using the ePrior solution developed at EU level and more recently adopted by the Belgium federal government.

C.9 G-Cloud (United Kingdom)

Background information

The UK Cabinet Office published in 2011 the Government Cloud Strategy¹²⁶ that sets out the UK Government's vision for G-Cloud, the strategy, delivery and implementation. G-Cloud was established as an "ongoing and iterative programme of work which will enable the use of a range of cloud services, and changes in the way we procure and operate ICT, throughout the public sector". The time-frame set out in the Government Cloud Strategy, shown in Figure 29 starts from the initial phases of G-Cloud and expected benefits until 2016.

Figure 29 – Time frame set out in the UK Government Cloud Strategy¹²⁷



The G-Cloud strategy outlines the problems that G-Cloud aims to address related to the ICT estate that made it difficult to:

- ✓ achieve large, cross government economies of scale;
- ✓ deliver ICT systems that are flexible and responsive to demand in order to support government policies and strategies;

¹²⁶ Government Cloud Strategy (2011). See:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/85982/government-cloud-strategy_0.pdf

¹²⁷ See: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/266214/government-cloud-strategy_0.pdf

- ✔ take advantage of new technologies in order to deliver faster business benefits and reduce cost;
- ✔ meet environmental and sustainability targets;
- ✔ Allow government to procure in a way that encourages a dynamic and responsive supplier marketplace and supports emerging suppliers. **Error! Bookmark not defined.**

In order to tackle these problems, the strategy sets out a vision to:

- ✔ provide an open, visible, commoditised and cost transparent marketplace, that is the first point of call for any public sector ICT requirement
- ✔ create a shop window where all the relevant public sector ICT services can be found encouraging innovation, competition and new suppliers
- ✔ exploit pan-public sector purchasing
- ✔ enable the IA and security community to have access to information related to the assurance and accreditation status of the service
- ✔ be a key enabler for collaborative procurement, including:
 - driving up supplier performance by providing an open feedback mechanism
 - Facilitating re-use of a service to drive efficiency and cost savings. **Error! Bookmark not defined.**

The G-Cloud is, therefore, aimed at “all the relevant public sector ICT services” and “pan-public sector” . Actors involved in the G-Cloud initiative are the Cabinet Office, the Government Digital Service, the Crown Commercial Service (previously called the Government Procurement Service), the Public Services Network (a logical network, based on industry standards, and a more open and competitive ICT marketplace at the heart of the UK public sector) and Socitm (the professional body for people involved in the leadership and management of IT and digitally enabled services delivered for public benefit).

An organisational structure was established for the delivery and implementation of G-Cloud, consisting of:

- ✔ **CIO Delivery Board:** responsible for the successful adoption of cloud computing and commodity ICT by government;
- ✔ **G-Cloud Delivery Board:** responsible for governing the programme, setting the overall direction, including the determination and ratification of the Programme’s business objectives, future vision, business case, and the sequencing strategy for delivering the components of the G-Cloud solution, including the Government Apps Store and Data Centre Consolidation. The G-Cloud board and its working groups also ensure their strategies and plans are aligned with the other infrastructure strands of the Government ICT Strategy;
- ✔ **Cloud Services Group:** responsible for the assessment and definition of effective service management and developing a commodity service management and operational model;
- ✔ **Security Working Group:** responsible for the assurance and accreditation of commodity cloud services as products that can be procured through the Government Application Store;
- ✔ **Commercial Working Group:** responsible for the definition and establishment of an approach to commodity service purchasing that underpins the use of commodity products and services;
- ✔ **Data Centre Consolidation Project Board:** responsible for consolidation, rationalisation and virtualisation of government and supplier owned data centres and the definition and implementation of the future government approach to data centre usage and provision.

In 2013, the G-Cloud programme transitioned from being a standalone programme to the Government Digital Service (GDS).¹²⁸

¹²⁸ G-Cloud director stands down as programme moves to GDS, see: <http://central-government.governmentcomputing.com/news/g-cloud-director-stands-down-as-programme-moves-to-gds>

G-Cloud provides an online CloudStore where public organisations can find the different services offered by a lot of suppliers that are part of the G-Cloud Framework Agreements.

Figure 30 – CloudStore storefront



Since the start of G-Cloud four Framework Agreements have been launched, and the fifth is expected to be launched in May 2014. Any public body can purchase the services from the suppliers that are part of these Framework Agreements. One of the major advantages of the use of Framework Agreement is that public organisations do not have to go through a competitive procurement process and instead can buy services from the CloudStore under the Framework Agreements, which dramatically speeds up the procurement process.

Organisational impact

Objective(s)

The G-Cloud initiative is relevant for all public bodies in the UK and seeks to realise the benefits that cloud commodity services can bring to these organisations.

One of the objectives from an organisational perspective at the start of the G-Cloud Programme was to introduce the relevance of cloud commodity services to public bodies and the raise awareness as well as educate on the use and operations of these. The G-Cloud Programme therefore aims to “engage widely across public sector organisations and launch the ‘Cloud First’ initiative” as well as

“develop and manage the transition plans, business change plan and communications plan / brand and marketing plan”. **Error! Bookmark not defined.**

In addition, a wide and varied landscape of ICT should be defined and managed. This is particularly important for the public bodies that will buy cloud commodity services on G-Cloud such that they are ensured of ICT services that are sufficiently mature and up-to-date and therefore have a vibrant market place where to buy services that are in line with the G-Cloud policies and technology standards.

Not only the types of services provided should be managed, but also transparent information on the performance, quality and price of services should be provided. The aim is to overcome the difficulty in comparing services on price, scope and quality due to the bespoke approach from government for the procurement of its ICT services.

Finally, a number of core services will be provided for which it is beneficial to provide them only once or in a co-ordinated way. While in principle public bodies are responsible and accountable for the risks to the information for which they are an owner or custodian, there is a need to provide a pragmatic application of Information Assurance (IA) through these core services, including for example Identity Assurance and Management and Situational Awareness. IA Governance should, therefore, be established *“ to ensure the ability to carry out most of the assurance and accreditation work is done once, carried out well and then re-used, re-used, re-used”*. **Error! Bookmark not defined.**

From an organisational perspective, these objectives contribute to a shared approach to procurement of ICT and cloud commodity services, it encourages mutual learning among public bodies and provides a framework, platform and transparent tools for procurers to evaluate the best solution for their needs. At the same time appropriate assessment of the cloud commodity services' maturity and availability of up-to-date services, as well as assurance and accreditation, is carried only once and shared among public sector bodies.

Identification and quantification of inputs

To achieve a critical level of *“understanding and awareness of the services and how to exploit, procure and operate them”* a ‘Cloud First’ initiative was undertaken to *“provide an introduction and education to cloud ICT services, but also support and guidance for purchasing and operating cloud based commodity services”*. **Error! Bookmark not defined.** In 2013, the government introduced the ‘Public Cloud First Policy mandate’, that mandates central government departments to consider public cloud first when procuring ICT and the wider public sector is strongly recommended to do so. Therefore, public organisation should consider and evaluate potential cloud solutions before considering any other option. Central government departments are also required to develop transition plans, review and revise their IT portfolios and share their experience to help build a reference library of good practice.¹²⁹

In addition, the G-Cloud Programme has defined the ICT landscape, and it is continuously managed by GDS who:

- provide ICT service strategic planning – monitoring and assessing the maturity and state of ICT service commodity markets and identifying opportunities for government to introduce new cloud / commodity services
- maintain the landscape of current provision, including trends and consolidation

¹²⁹ See: <http://gcloud.civilservice.gov.uk/public-cloud-first/>

- maintain the standards for technology (IaaS), security, service and commercial management based on accepted industry standards
- define the policies for the G-Cloud and develop a high level design and architecture (including development of the service catalogue, information assurance model and a service management model)
- commission the introduction of new commodity services to meet a new commodity area or consolidated service and de-commission commodity services where the market has changed or the provision is obsolete.

Common Service Management has been established to ensure transparency and enable the comparison of cloud commodity services.

- be responsible for establishing and trialling the definition of standard service metrics (by commodity services and across the landscape if appropriate);
- establish the collection and collation process to be adopted within commodity services for service metrics and
- publish in a comparable form, service metrics spanning the performance, quality and price of services.

After G-Cloud moved to GDS, the G-Cloud team has grown from the initial ten from October 2013 to 27 people working on the combined G-Cloud and Digital Services framework team.

Identification and quantification of outputs

Accreditation has been an integral part of G-Cloud since its launch in early 2011. Services registered on G-Cloud were sorted into tranches for accreditation. The accreditation process has since been reviewed and since 2012 accreditation prioritisation was introduced in order to process more suppliers of services.¹³⁰ In total 72 services have been accredited to date.¹³¹ The accreditation process now has to be brought in line with the new Government Security Classification and the Cloud Service Security Principles and efforts are ongoing to make this process “*simpler, clearer and faster*”.¹³²

From April 2014 onward the security and accreditation approach has been simplified.¹³³ A new policy controls framework and related guidance has been published.¹³⁴ As stated by Mr. Richard (Head of Security and Accreditation for G-Cloud) “*the G-Cloud 5 Framework (G5), which opened for submission on the 25th February 2014, still refers to the older system (e.g. IL2 and IL3), however, this will be a transition period while we develop a new approach that is better aligned to OFFICIAL and clearer about our expectations of cloud services.*” The Classification Policy Controls Framework and Cloud Security Principles¹³⁵ should form the basis for government buyers to consider security requirements.

Results

The main impact from an organisational perspective is that for many public sector bodies the availability of cloud commodity services on G-Cloud means a highly effective means of procuring ICT solutions vis-à-vis the bespoke approach to procurement of ICT.

¹³⁰ See: <http://gcloud.civilservice.gov.uk/2012/08/14/gcloud-pan-government-accreditation/>

¹³¹ See: <http://gcloud.civilservice.gov.uk/customer-zone/accreditation-status/>

¹³² See: <http://gcloud.civilservice.gov.uk/2014/01/02/new-years-resolution-time-look-accreditation/>

¹³³ See: <http://gcloud.civilservice.gov.uk/2014/03/06/security-accreditation-whats-changing/>

¹³⁴ See: <https://www.gov.uk/government/publications/government-security-classifications>

¹³⁵ See: <https://www.gov.uk/government/publications/cloud-service-security-principles/cloud-service-security-principles>

The G-Cloud has made it clearer, simpler and faster for the whole of the public sector to buy digital products and services, by providing a pool of quality suppliers of all sizes, who work in agile ways, to supply and work with government. GDS has conducted initial user research which has encompassed the Digital Services Store and the CloudStore. According to GDS, there is a significant level of enthusiasm and dedication to helping the G-Cloud and Digital Services frameworks deliver on their potential.

Financial impact

Objective(s)

The G-Cloud Strategy mentions as one of the main benefits the reduction of bureaucracy, costs and management overheads from the move towards commodity cloud versus custom applications and bespoke services. In particular, the European procurement legislation is seen to steer towards the latter approach, while vibrant commodity market could address this by changing the adoption model, addressing key barriers including legislation and existing contracts as well as encouraging new behaviours and products.

The aim is to achieve such benefits through alternative procurement strategies. This includes a dynamic purchasing system, allowing any supplier who meets the criteria for provision of commodity services or solutions to be included, and central frameworks for commodity services (such as Infrastructure as a Service (IaaS), Platform as a Service (PaaS) and Software as a Service (SaaS)). These are expected to reduce infrastructure costs dramatically by enabling public bodies to adopt the standard G-Cloud Infrastructure as a Service.

Identification and quantification of inputs

No formal budget had been agreed for the G-Cloud Programme prior to it moving to GDS. The initial business case completed in 2011 suggested a budget of GBP 4.93 million (about EUR 6 million)¹³⁶ until 2015.

When G-Cloud moved to GDS, a budget of GBP 1 million was allocated to ensure that the programme was adequately supported in 2013/14. Subsequently, a budget of GBP 3.5 million was allocated for 2014/15 to cover the continued operation and support of G-Cloud, the cost developing and building a new digital marketplace and increasing the buyer and supplier bases through education and awareness raising campaigns.

Additionally, there are now 15 people in GDS, who work on G-Cloud in some capacity. Of these, 11 are dedicated to G-Cloud and involved with outreach to both buyers and sellers. A further three people in the Crown Commercial Service are also part of the wider G-Cloud team. The increase in available resources came after the government's Major Projects Authority warned that G-Cloud faced a "significant number of challenges" in its annual report¹³⁷.

¹³⁶ See Government Major Projects Portfolio data for Cabinet Office 2013, available at: <https://www.gov.uk/government/publications/government-major-projects-portfolio-data-for-cabinet-office-2013>

¹³⁷ See: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/203151/gmpp-data-cabinet-office-q2-2012-13.xls

Writing on the G-Cloud blog, Tony Singleton from the Government Digital Service said *"I'm pleased to say that we've now have the budget we need to make sure this programme of work continues; and we've appointed a team that's nearly double in size"*¹³⁸.

Identification and quantification of outputs

Five G-Cloud Framework Agreements with suppliers have been established (Gi, Gii, Giii, G4, and G5), where a large number of services providers are included, and their services are listed on the CloudStore. From the framework agreements, public bodies can purchase services without having to go through a full competitive procurement process. The calls for these framework agreements were widely published, also through the OJEU on Tenders Electronic Daily¹³⁹.

On the G-Cloud website, the sales information is published up to the end of January 2014¹⁴⁰ based on monthly reports of invoiced sales provided to the Government Procurement Service (GPS) by all suppliers.

According to the most recent published figures, the spending breakdown is as follows¹⁴¹:

- GBP 154,635,951.79 - current total (ex VAT) (ca. EUR 200 million) of reported G-Cloud sales up to the end of March 2014 (Gi, Gii, Giii and G4);
- 60% of total sales by value and 60% by volume, from all reported G-Cloud sales to date, have been awarded to SMEs;
- 79% of total sales by value were through Central Government; 21% through the Wider Public Sector.

The detailed data for these latest figures has not yet been published. The latest detailed data (from 10 April 2014)¹⁴² shows that:

- A total of 300 suppliers has provided services;
- A total of 336 public administrations (including Universities and University Hospitals) have bought services.

These numbers have also been published on the Performance Platform maintained by the UK Government Digital Service. On this platform, detailed dashboards are provided with a view on the time series data in graphs.¹⁴³

¹³⁸ See http://gcloud.civilservice.gov.uk/2013/07/16/g-cloud-next-phase/?utm_source=feedly

¹³⁹ See for example: <http://ted.europa.eu/udl?uri=TED:NOTICE:401475-2012:TEXT:EN:HTML>

¹⁴⁰ At the time of writing.

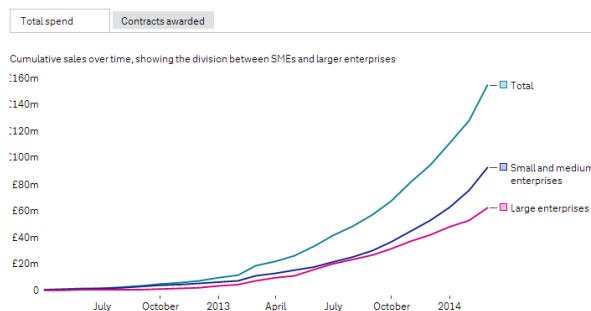
¹⁴¹ As published on: <https://digitalmarketplace.blog.gov.uk/sales-accreditation-information/> retrieved: 23-04-2014

¹⁴² See: <https://digitalmarketplace.blog.gov.uk/wp-content/uploads/sites/91/2014/03/G-Cloud-Spend-10-04-14.csv> at <https://digitalmarketplace.blog.gov.uk/sales-accreditation-information/>

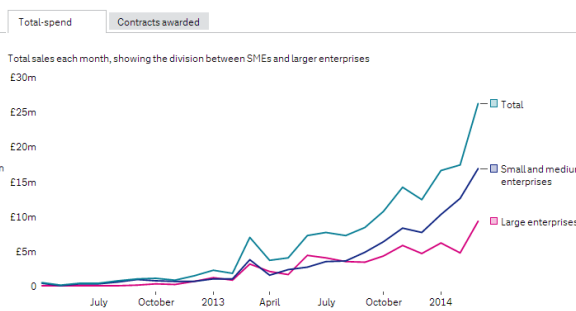
¹⁴³ See: <https://www.gov.uk/performance/g-cloud>

Figure 31 – Public sector purchasing dashboard – G-Cloud¹⁴⁴

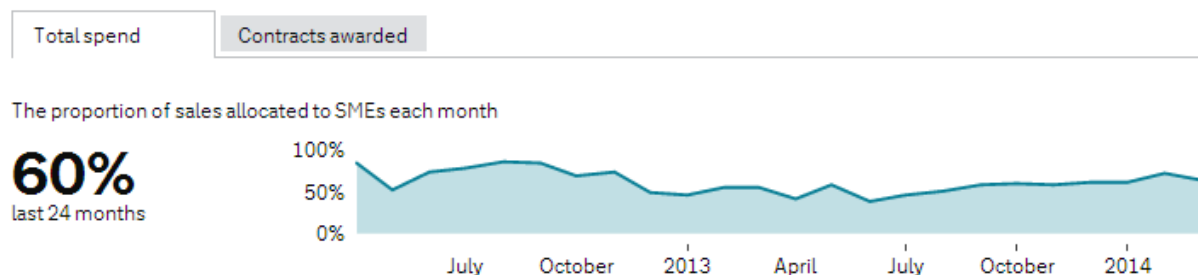
Cumulative sales by company size



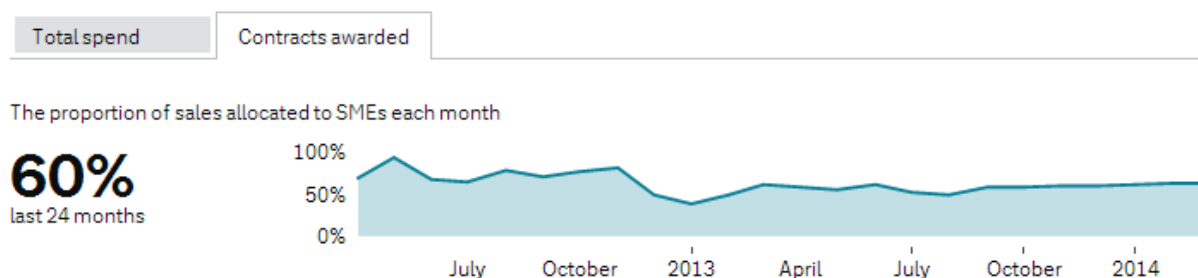
Monthly sales by company size



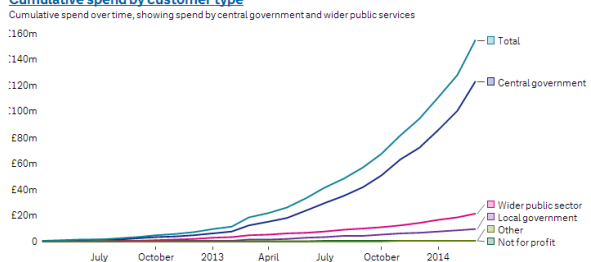
Proportion of sales from small and medium enterprises



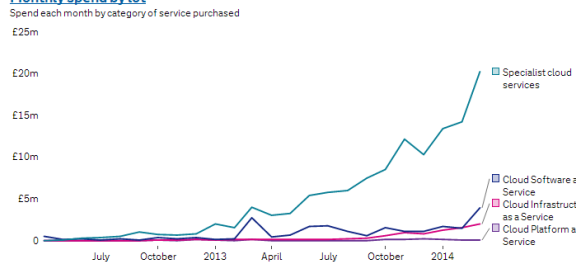
Proportion of sales from small and medium enterprises



Cumulative spend by customer type



Monthly spend by lot



Results

The projected savings for the government as a whole derived from a shift towards the use of cloud computing technologies, re-use of services and applications through the Application Store as well as consolidation and increased use of the data centre are displayed in

Table 6.

¹⁴⁴ Reproduce from: <https://www.gov.uk/performance/g-cloud>

Table 6 – Projected savings (by year in GBP million)

	2011-12	2012-13	2013-14	2014-15
G-Cloud & Application Store	-	20	40	120
Data Centre Consolidation	-	20	60	80

G-Cloud enables four types of savings:

1. Published prices on the Cloud Store are transparent and comparable across providers. In general, buying products and services at lower prices;
2. Reduced procurement costs for the buyer. The procurement of a service is done directly with the actual supplier under the framework agreements of G-Cloud, without the need for intermediaries.
3. Benefits from adopting agile solutions
4. Creating deflationary pressure in the wider market

The GDS estimated on average that G-Cloud savings are at least 50% of spend (a conservative estimate). However, in some cases, the savings can be as much as 90%.¹⁴⁵

Considerations on efficiency & effectiveness

For many public sector bodies the availability of cloud commodity services on G-Cloud means a highly effective means of procuring ICT solutions vis-à-vis the bespoke approach to procurement of ICT.

In addition, given the projected savings it seems that in terms of efficiency considerable gains are expected.

The Programme has delivered a viable CloudStore supported by an ambitious procurement framework. It has marketed this across a wide range of ICT vendors and the public sector. The concept has generated an enthusiastic response from suppliers, particularly SMEs, which have not previously had access to government. As from mid-2013, G-Cloud has started to see exponential growth in sales and anecdotal evidence suggests that it has driven considerable levels of savings through transparent pricing.

The Programme still has a significant number of challenges to overcome to reach its stated savings objectives and its aspiration to change central government ICT buying behaviours fundamentally. In particular, departments have yet to change their culture fully in terms of approach to ICT as old ways of doing things are so deeply engrained. Key to this is a reshaping of the Programme to focus on the commercial aspects of the CloudStore as a retail proposition, improving the user experience and engaging the buying community more directly in the objectives of the programme. Crucial to large scale take-up will be working with departments and the Cabinet Office spending controls team to enforce the use of the CloudStore across central government.

¹⁴⁵ See also: <http://www.theinformationdaily.com/2013/09/13/savings-of-90-on-ict-services-can-be-achieved-via-g-cloud-framework>

Scaling G-Cloud has been difficult to achieve to date due to the team's focus on the start up activities and the lack of appropriate funds and resources.

Conclusions

G-Cloud provides an online CloudStore where public organisations can find the different services offered by a large amount of suppliers that are part of the G-Cloud Framework Agreements.

To date the G-Cloud Programme has made considerable progress despite limited resources. The challenges is to fundamentally change government IT buying behaviours and key to this is reshaping the programme to focus on the commercial aspects of the cloud-store as a retail proposition, improving the user experience and engaging the buying community. A commercial business case is being drafted to release funds and headcount to reach the ambitious cultural and financial objectives.

GDS are making it clearer, simpler and faster for the whole of the public sector to buy digital products and services when it needs to. GDS is doing so by helping to create a pool of quality suppliers of all sizes, who work in agile ways, to supply and work with government. GDS has conducted initial user research which has encompassed the Digital Services Store and the CloudStore. According to GDS, there is a significant level of enthusiasm and dedication to helping the G-Cloud and Digital Services frameworks deliver on their potential. It is also clear that there is more work to be done to help the tools do more to meet user needs and capitalise on known and accepted patterns of behaviour in digital. In order to deliver more fully on the potential, GDS are developing tools that will help the market itself to learn and grow. The initial focus will be on the G-Cloud set of products and services, but GDS are working towards creating a single store which includes both the digital services and G-Cloud frameworks, as well as any future digital frameworks.

C.10 ePrior (Belgium)

Background information

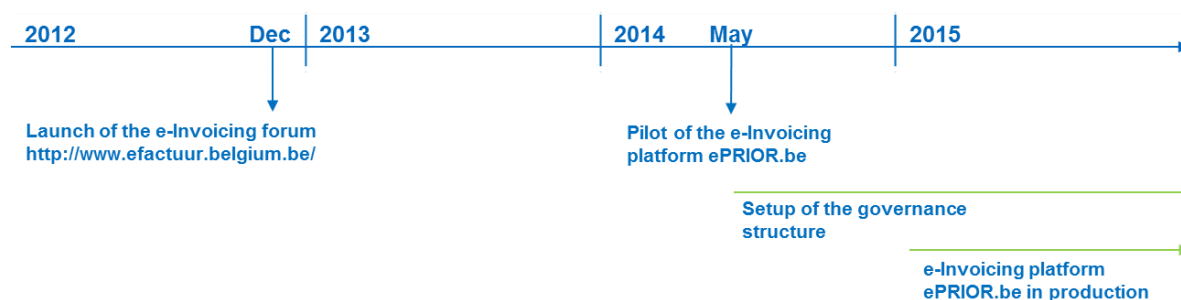
In 2012, the Cabinet of the Minister for Budget and Administrative Simplification announced that the “end of the age of paper invoices is in sight”¹⁴⁶. By switching the electronic invoicing (e-invoicing) the government expects not only to save operating costs, but also to lower the administrative burden for businesses.

E-Invoicing is part of a larger initiative with a view to reducing administrative burden for businesses. The Federal Action Plan for Administrative Simplification 2012-2015¹⁴⁷ included the objective to reach 25% of all invoices to be processed electronically by the end of the current legislation and 50% by 2020. According to estimations, the Belgian Federal Government would process about 1.2 million invoices in 2012. The administrative cost of an electronic invoice is about EUR 1.84 less for businesses/suppliers and EUR 6.49 less for the receiver than paper invoices. This would mean that businesses/suppliers would be able to save over EUR 2 million per year and the government about EUR 7.5 million (or 132 Full-Time Equivalents (FTE)).¹⁴⁶ Today eInvoices can be processed through e-mail, accounting software, direct connection, a service provider or through the digital web portal. The next step is the setup of a new online platform, ePRIOR.be for the processing of eInvoices.

¹⁴⁶ Press release, 13-12-2012: <http://presscenter.org/fr/pressrelease/20121213/bientot-la-fin-des-factures-papier?lang=nl>

¹⁴⁷ See: http://www.vereenvoudiging.be/nl/webfm_send/124

Figure 32 – Timeframe for transition towards ePRIOR.be



The Federal Government chose the e-PRIOR solution developed by the European Commission, which is compliant with international norms (based on European standards (CEN/BII)) and is rapidly implementable. E-PRIOR is a free open source solution available for download for any interested public administration from the Commission’s Joinup Platform.¹⁴⁸ The ePRIOR Belgium solution will be made available through the ePRIOR.be online platform. In May 2014 was to be launched with six Belgian companies.¹⁴⁹ In parallel, the governance structure for the ePRIOR.be platform will be investigated and setup. The ePRIOR.be platform is expected to be launched in production in early 2015.

In order to provide incentives to government department to take-up ePRIOR Belgium, half of the considerable savings that they can be achieve can also be reinvested in their operations. Thereby these departments promote the system with their suppliers, save money and invest in more efficiency and effectiveness of their public services.

Financial impact

Objective(s)

The Federal Action Plan for Administrative Simplification 2012-2015¹⁵⁰ included the objective to reach 25% of all invoices to be processed electronically by the end of the current legislation (halfway 2014) and 50% by 2020.

The implementation of the ePRIOR.be platform is expected to contribute considerably to achieving this objective. In 2015, the platform was in full production, and if the end goal is reached substantial gains will have been realised. This will, of course, depend on the amount of connected organisations, but the expectation is that a substantial gain can be achieved given already easily established connections with the EU and at Federal level.

Identification and quantification of inputs

The setup of the ePRIOR.be platform is based on the European Commission’s ePRIOR solution. The source code of ePRIOR (EU) is reused to create a Belgian instance of ePRIOR. The focus of the Commission is to promote this type of implementation also in other Member States, Belgium is one of the first to go through the implementation. Generally, it’s not easy to implement software that was developed externally, however in Belgium it is easier given the development standards in place that

¹⁴⁸ See: <https://joinup.ec.europa.eu/software/openeprior/home>

¹⁴⁹ Including Belgacom, Electrabel, Deloitte, IBM, Lereco.

¹⁵⁰ See: http://www.vereenvoudiging.be/nl/webfm_send/124

are compatible with those for ePRIOR and much of the Belgian infrastructure is already aligned (e.g. the use of web services, a service bus, etc.) This kind of 'readiness' to adopt the EU's ePRIOR solution enables a smooth implementation. The modification to the EU's ePRIOR solution was not so much in the core of the code but concerns more the architectural layers related to authorisation and identification. In Belgium, this will happen through eID and in the EU this is based on username and password (ECAS).

The first investment to install ePRIOR on Belgium was about EUR 300 000. This year an additional investment was made of EUR 136 000 EUR. There is only a minimal investment required to have the federal level up and to run. The main challenge for the implementation is to reach the different levels of authority. The network is there, but the complimentary connections to ePRIOR.be will have to be established. In some cases, legacy systems are in place that will require additional investments to connect to the new platform. In addition, given the decentralised model in Belgium technical staff is needed at different levels to ensure the implementation of ePRIOR.

A governance model is not yet in place. It should be noted that there have been initiatives to interconnect different levels of government to central platforms. These efforts will be built upon, by using those established networks and contacts for the governance. For the governance a two cell system is foreseen, one for on-boarding of enterprises (check and signing conventions), the other for more technical side to test the flows before it can be put into production (the two should be connected). The staffing plan for the operations of the ePRIOR.be platform will need to be established before it goes into production early 2015. During the second half of 2014 the mission for governance for cross government deployment will be drawn up, onboarding procedures for companies and for new backends (regions and local authorities) will be established as well as a establish helpdesk.

There is also a coordination group for discussion on eInvoicing in Belgium. A study is ongoing concerning satisfaction, commitment of categories of stakeholders.

Identification and quantification of outputs

As mentioned, the aim is to achieve 25% of all invoices to be processed electronically by halfway 2014. The survey was conducted with 613 Belgian companies in 2012¹⁵¹ which showed that 1,040,208,610 sales invoices and 1,011,408,537 purchase invoices were processed. When compared with the period from 1993 (when eInvoicing was first introduced) to 2011 the growth of the amount of invoices sent to companies through the Digital Platform rose by 1.91% to 3.74% and those sent through email by 5% to 18.78%:

- **Sales invoices to companies:** More than 77% (an amount of about EUR 370.5 million) of sales invoices sent to companies are still sent in paper form. Invoices received by companies through the digital platform increased from 0.65% to 2.59% and invoices via email from 5% to 15.71%.
- **Sales invoices to citizens:** More than 81% (EUR 475.9 million) of sales invoices to citizens are still sent in paper form. Invoices sent to citizens through the digital platform have gone up from 0.87% to 2.32% and invoices by email from 5% to 16.18%.
- **Purchase invoices:** More than 81% of purchase invoices (EUR 367.2 million) are still on paper.

¹⁵¹ Administrative Simplification Annual Report 2012:
http://www.vereevoudiging.be/sites/default/files/documents/NL/rapporten/SKM-metingen/DAV_rapport_annuel_nl_2012.pdf

The most recent measurement shows a clearly increasing trend across the board, as shown in Table 7. At the end of 2013 about 66.5% (down from 77%) of all sales invoices to enterprises and about 68% (down from 81%) to citizens were still processed on paper.

Table 7 – Overview of use of e-Invoicing¹⁵²

	Digital platform		E-mail		Total e-Invoicing	
	December 2012	December 2013	December 2012	December 2013	December 2012	December 2013
Sent electronically to enterprises	3.74%	6.02%	18.78%	27.42%	22.52%	33.44%
Received electronically by enterprises	2.32%	6.92%	16.18%	24.96%	18.50%	31.88%
Sent electronically to (and received by) citizens	2.59%	7.40%	15.71%	22.42%	18.31%	29.82%

Results

The increased use of e-Invoicing results in considerable savings that have been measured based on reduced administrative burden. For companies, the cost per invoice sent on paper is EUR 4.44 while the cost of an electronic invoice is only EUR 1.20, in other words, EUR 3.24 can be saved per invoice. Receiving a paper invoice costs EUR 8.04 for a company, while receiving an electronic invoices costs only EUR 2.27, which means a saving of EUR 5.77 per invoice received. The costs for citizens to receive an invoice are EUR 2.77, while the costs of receiving an electronic invoice is EUR 0.69, in other words a saving of EUR 2.08 per received invoice. In summary, this shows that a total saving of EUR 9.01 can be achieved per invoice by processing these electronically from business to business and EUR 5.32 from company to citizen.¹⁵¹

The total amount of administrative burden in a paper based process was estimated at EUR 5.02 billion in a baseline measurement. In the hypothetical case where 100% would be processed electronically the administrative burden would be EUR 1.66 billion. In other words, EUR 3.37 billion could potentially be saved. Based on the above percentages stemming from the survey, a saving of EUR 344 million has already been achieved over the period 1993-2012. Of which EUR 103.5 million is saved through electronic invoices processed via the digital platform and EUR 240.7 million thanks to electronic invoices processed by email. Compared to the situation in 2011, in 20102 an additional EUR 172.2 million was saved of which EUR 69.2 million stems from electronic invoices through the

¹⁵² Reproduced from: Report e-Invoicing: Calculation of savings of administrative burden through the use of e-Invoicing in 2013. (2014)

digital platform and EUR 103 million from invoices by email. In 2013, an additional EUR 271 million was saved bringing the total savings at the end of 2013 to EUR 615 million.

Table 8 – Overview of impacts on total administrative burden (EUR billion)¹⁵³

	Administrative burden baseline measurement	Potential administrative burden (100% e-Invoicing)	Potential saving total	Savings realised in 2013
Measurement (2013)	5.02	1.66	3.37	0.62

The analysis presented in the measurement report shows that particularly medium and large companies are best able to estimate the advantages of processing invoices electronically. Therefore, for small enterprises additional effort is needed to promote the use of e-invoices. Nevertheless, even though many medium and large enterprises have already switched to e-invoicing, there is still much room for growth also in this segment.

Considerations on efficiency & effectiveness

Both enterprise and government departments are expected to need fewer FTE's as a result of e-Invoicing, thereby increasing their efficiency. They will, however, need to invest an estimated two weeks for one person to pass compliance tests and business test to establish the process and connection to the ePRIOR.be platform (one-off cost). It should be noted that since 1993 lots of organisations have already made progress in e-Invoicing in B2B, therefore, many can directly connect to the government service ePRIOR.be. A technical bundle is provided with all documentation to connect, a toolbox and compliance tests. And feedback is requested from first connecting organisations to see what can be further provided for new enterprises to join.

For government departments, the idea is to establish a convention with the regions to track savings realised and make the related transfers for reinvestment in their internal operations. This is expected to contribute to more efficient and effective public services. A part will also be transferred to ePRIOR.be to improve the governance.

For the ePRIOR.be platform the percentage of deployment and gains will also be measured. The expectation is that as soon as 80% of the goal is achieved (substantial progression of deployment) the platform will be enforced by law (as is done in other countries such as Finland, Denmark and Greece where companies are obliged to invoice electronically to the government)¹⁵⁴. Newcomers will have to take-up, at some point in all calls for tenders enterprises will be obliged to provide electronic invoices. This is the strategy or approach has also been followed for other implementations (such as eDepot and eGref for the creation of various legal forms).

Another interesting opportunity is to link the eProcurement platform to ePRIOR in the future. The Flemish region has already decided to use the federal eProcurement platform and to pay the federal level for these services. The same model could be applied to ePRIOR.be.

¹⁵³ Reproduced from: Report e-Invoicing: Calculation of savings of administrative burden through the use of e-Invoicing in 2013. (2014)

¹⁵⁴ See: <http://presscenter.org/fr/pressrelease/20121213/bientot-la-fin-des-factures-papier?lang=nl>

Conclusions

The return on investment of the ePRIOR.be platform are expected to be very positive. No specific calculation was made in this regard, however the sheer amount of potential savings that can still be realised from moving more government departments and enterprises to e-Invoicing is considerable and much larger than the limited investment required for the establishment of the ePRIOR.be platform.

In addition, there are expected savings on the sides of government departments, businesses and citizens. Therefore, there is a clear positive financial impact. The reduced operating costs that stem from e-Invoicing versus paper based invoicing show an increase in efficiency. In addition, with the establishment of the ePRIOR.be platform the government aims to enable a reinvestment of half the savings by government departments to be used for internal purposes and enabling them to improve the effectiveness of their services.

C.11 Performance Platform (United Kingdom)

Background information

The UK government's Performance Platform measures and helps to improve public services by gathering and processing information about the use of the services and related public transactions, including levels of digital take-up and users' satisfaction.

In October 2013 the UK Government Digital Service launched the Performance Platform (currently in alpha stage) that will replace the previous performance measurement platform (Performance Explorer) and experiments are ongoing to check whether the platform can be used for non-transactional public services (such as large infrastructure or other projects).

The Performance Platform is linked to the Government Digital Strategy that "sets out how the government will become digital by default", linked to the commitment made under the Civil Service Reform plan.¹⁵⁵ As part of the strategy the government committed to "redesign transactional services to meet a new Digital by Default Service Standard" such that "all departments will undertake end-to-end service redesign of all transactional services with over 100 000 transactions each year". Each of the new or redesigned transactional services going live after April 2014 should meet this standard. The majority of transactions are handled by seven departments: HM Revenue and Customs (HMRC), Department for Transport (DFT), Department for Work and Pensions (DWP), Ministry of Justice (MOJ), Department for Business Innovation and Skills (BIS), Department for Environment Food and Rural Affairs (Defra), and the Home Office. Each of these departments has committed to implementing three significant service transformations, of which the redesign is started in 2013 and will be implemented by March 2015.

Further to this, the Government Digital Strategy identified the need to "measure performance and costs between different services and channels" and to address weaknesses in "consistency, timeliness, accuracy and scope of management information". In particular, the "lack of a consistent, high-quality user experience is a critical issue holding back performance and adoption of [...] digital services". The government expects to be able to save "between £1.7 and £1.8 billion a year" from moving services from offline to digital channels (i.e. some EUR 21 or 22 million annually).

¹⁵⁵ See: <https://www.gov.uk/government/publications/government-digital-strategy/government-digital-strategy>

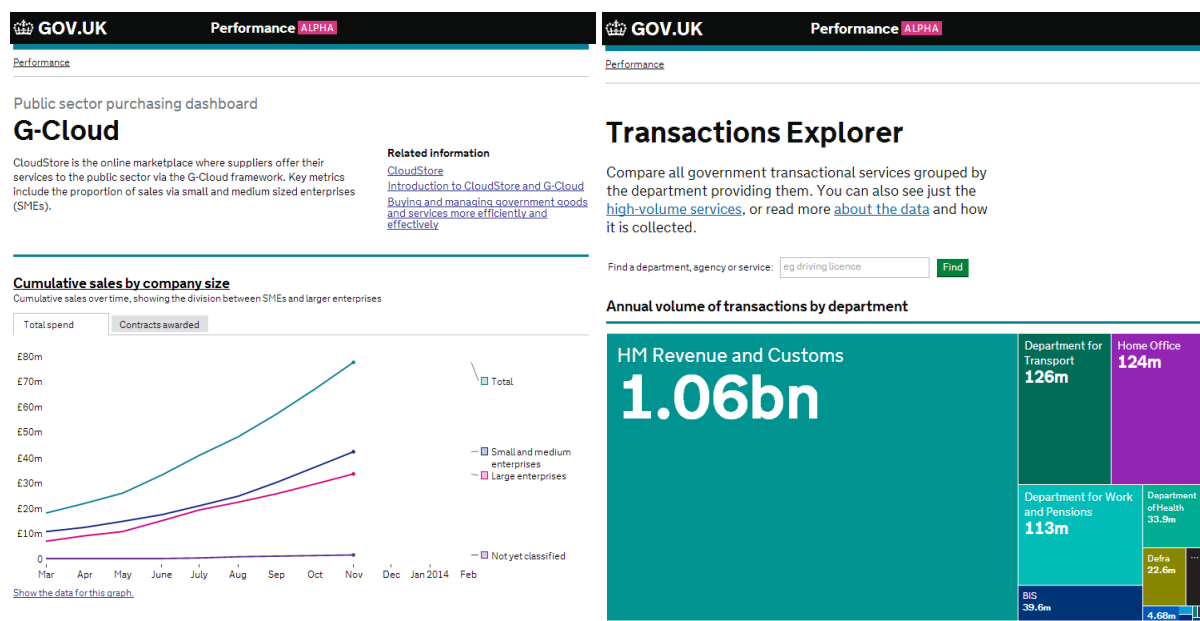
By providing information on the number of users, the satisfaction levels and the costs, it allows public organisations, service managers in particular, to identify those transactions whose re-organisation will impact mostly users and the efficiency and effectiveness of public services.

The platform now provides 13 different detailed dashboards that show these key metrics for specific public services, as shown in Table 9.

Table 9 – Detailed dashboard – Services providing detailed performance data to GOV.UK¹⁵⁶

Detailed dashboard - Services providing detailed performance data to GOV.UK
Carer's Allowance
Deposit foreign marriage or civil partnership certificates
G-Cloud
Lasting Power of Attorney
Licensing
Pay to get documents legalised by post
Pay to legalise documents using the premium service
Payment for certificates to get married abroad
Payment to register a birth abroad in the UK
Payment to register a death abroad
SORN (Statutory Off Road Notification)
Tax disc
Vehicle licensing

Figure 33 – Dashboards and Transactions Explorer on the UK Performance Platform¹⁵⁷



¹⁵⁶ See: <https://www.gov.uk/performance>

¹⁵⁷ See: <https://www.gov.uk/performance>

Figure 33 shows an example of a dashboard that provides a graphical overview of key metrics. The Performance Platform also provides a transactions explorer (shown on the right in

Figure 33), where a comparison can be made of all government transactional services by different government departments in terms of number of transactions per year and amount in British Pounds.

Organisational impact

Objective(s)

The Performance Platform is there to help government in general and in particular the service managers (those senior management officials responsible for transactional services) to answer the question: How are we doing?

The Performance Platform is intended for “service managers that need to be able to make data-driven decisions based on both digital and non-digital sources”. It is thereby intended to provide a toolkit based on supply-side data to offer alerts, visualisations and structured data to “improve services, meet the services standard [and] gain insight by comparing data across multiple services and sources”.¹⁵⁸

The prototype for the Performance Platform was developed in 2012 for the measurement of performance of digital public services. The idea is to use data to represent success or failure in order to prompt action on the side of the providers of public services. Enabling action based on key insights from data, is the main objective of the performance platform.¹⁵⁹

The aim is to transform the data itself into a meaningful measure or indicator of performance. To this end the dashboards were prototyped with different modules with the aim to make “*a decision or an action [...] depending on what is shown*”. The purpose of the performance platform is therefore to address the “need to make decisions and improve products by using data that tells [providers of digital services] which things to examine first and how”.¹⁶⁰

By combining the data from different sources, the information that is generated is intended to encourage greater understanding and:

- ✔ *“make it possible for the government to make decisions based on data*
- ✔ *do the hard work to make data collection, retrieval, and presentation simple for users*
- ✔ *be open to any government service supplying their data and customising their outputs*
- ✔ *be open to the public*
- ✔ *be independent of proprietary monitoring software, e.g. Google Analytics*
- ✔ *automate routine analysis and visualisation, and use insights to provoke further detailed analysis”*.

The availability of insightful information is essential for the improvement of performance of services, both operationally (reducing costs, increasing efficiency) and for users (effectiveness and meeting user needs). The Performance Platform supports this in three ways:

- ✔ **Automated data gathering and data frequency:** collecting and presenting information in an automated way is possible through the Performance Platform. Through direct connections with existing systems and software in place for the delivery of public services, information can be automatically fed into the Performance Platform, which in some cases provides real time

¹⁵⁸ See: <https://www.gov.uk/service-manual/measurement/performance-platform.html>

¹⁵⁹ See: <https://gds.blog.gov.uk/2012/10/03/building-a-performance-platform-for-gov-uk/>

¹⁶⁰ See: <https://gds.blog.gov.uk/2012/10/23/performance-platform-beta/>

information. In general providing insightful information based on Key Performance Indicators and drawing directly from software, sources provide much more frequent updates of the information. Not everything is automated as it is also possible to upload information that is less regularly updated (e.g. periodically);

- **Accessible information:** traditionally performance management data is quite inaccessible, it often requires being on the right email lists or having specific permission to get the data. This makes it hard to gain more insight and creates silos of information. In particular, the senior management (service managers) are often last to know about problems that may occur in the delivery of a service (e.g. bottle necks in the process, staged of a service where users get stuck or drop out, etc.) Making information on such indicators accessible is therefore crucial and should be done by making a simple browser based access point that work on different channels (e.g. pcs, laptops, tablets, etc.) and is readily available on demand. In general, according to the GDS, the best way to surface information is to make it public. The Performance Platform allows to make the key data easily accessible;
- **Actionability:** the Performance Platform does not just provide data as such, it focusses on the information that the service manager in particular can act on upon, use as a basis to ask further questions or directly improve a service. Dashboards for example have a module that shows stage by stage where people tend to get lost or fall out in a transaction with the government. Thanks to this a service manager can tell if a particular stage is problematic, thereby providing a way of intervening to improve the service delivery.

The information, therefore, focusses on the public service but also has more generic applications. It's used for content in general on Gov.UK, e.g. which pages perform poorly, or to indicate whether particular web-pages are generating a lot of emails from the public. In addition, for policies with clear headline policy goals these goals can be tracked. Previously getting such information on the achievements would require an analyst to investigate (e.g. by sending around excel templates to be filled in by key people with access to the data, analysing the data, writing reports and making presentations, etc.) This drains people's time and resources, whereas the Performance Platform provides service managers with a customisable platform where key indicators can be tracked.

Identification and quantification of inputs

The Performance Platform is implemented by the UK Government Digital Service (GDS) at central government level. It is widely recognized that evidence based policy making and service delivery is very important. The scale of investment compared to the level of budgets for running the services is tiny, and there has been wide support for the financing of the Performance Platform.

Since its conception, the proof of concept was developed in house by the GDS. This year, the GDS is rolling out the service as a platform. Very soon individual service managers from any government department or public body can connect and use the platform themselves rather than the GDS doing it for them. That is how the platform scales across government. It remains to be seen to what extent the use of the platform will reach all the major transactional services the government is responsible by enabling the decentralized ability to connect.

The GDS notes that this requires a very disciplined approach, by ensuring that there is no need to be an internal GDS expert to work with it. It is crucial to provide good documentation, accessible Application Programming Interfaces (APIs) that are intelligible, provide feedback to data providers as well as clear communications for non-technical people (good use or misuse, etc.) The aim is for people to understand what it's for how to put data in and get data out of it without needing face-to-face conversation, in essence a self-service platform.

In its current alpha stage the platform already provides ready tools, such as dashboards for visualisation of the data. Other forms of providing insightful information will also be provided, for

example by simply publishing data such that it can be used in software packages to analyse the data in a customized way.

Interoperability was carefully looked at. Some modules provided on the platform will be very common and can be used by many different departments or wider public sector bodies. It's important that the data quality is high and that the types of data provided are well and commonly understood based on common definitions, schema's, etc. For example, cost per transaction need to be calculated, in the same way, across public services in order to be comparable, such semantic interoperability is important. However, it should note that the platform is intended for service managers who should also be able to customize it and make it useful for them. The platform is not intended as a generic tool for accountability, rather it provides an active way of supporting their delivery of public services in a way that is relevant for each individual public service.

The Performance Platform is nationally funded. Specific data on the funding of the platform is not available at the moment as the development of the platform is very much in flux. However, the GDS noted that it is not a fortune compared to the average IT budget for departments. The following provides some insight into the inputs for the development and implementation of the platform:

- About a dozen to two dozen people are in building the platform, including user researchers, designers, developers, managers. A relatively large and agile team.
- Components that are used that are open source, such as development libraries, visualisation libraries (e.g. D3 visualisation JavaScript library¹⁶¹). The platform and its different components have been assembled in house by the GDS.
- In the future components may be licensed if it makes sense. But no monolithic outsourcing approach is foreseen. The platform is seen as a critical part of the national information infrastructure.

Identification and quantification of outputs

The GDS has been working on pulling together data from different sources to provide powerful visualisations that inspire action. To this end, meetings with different departments involved in major and complex transactional services were held, such as Department for Work and Pensions (DWP), HM Revenue and Customs (HMRC), Driving and Vehicle Licensing Agency (DVLA), UK Border Agency (UKBA) and the Identity and Passport Service (IPS), in order to gain an understanding as to “how departmental and agency staff currently measure and manage the performance of their services” and to what extent the GDS Performance Platform can “help the product managers who are responsible for those transactions”.¹⁶²

A checklist was drawn up, called the Digital Performance Framework¹⁶³, that serves as a step by step guide to digital performance management. The framework consists of seven main steps:

1. **Understand the user needs & business objectives:** Who uses performance information in your organisation? What are they interested in?
2. **Decide what to measure and how to measure it:** What measures indicate how well the service is performing? Where will the information come from?
3. **Install and configure platforms:** What software needs to be in place to measure and report the performance information you're interested in?
4. **Establish a baseline and benchmarks:** What are your current performance levels? How does that compare with other similar services?

¹⁶¹ See: <http://d3js.org/>

¹⁶² See: <https://gds.blog.gov.uk/2012/06/26/introducing-the-digital-performance-framework-alpha-release/>

¹⁶³ See: <https://gds.blog.gov.uk/wp-content/uploads/sites/60/2012/06/digitalperformanceframework-alpha-release-1.pdf>

5. **Collect and aggregate data:** Can you easily combine performance information from different sources? How will you store the data?
6. **Analyse and visualise data:** Is performance information visible to the right people? Are they acting upon it?
7. **Monitor, iterate, and improve:** Have you tested performance improvements and measured which work best?

The work on performance is closely linked with the Government Service Design Manual of the GDS and the Key Performance Indicators (KPIs) identified.¹⁶⁴ The KPIs identified in the Digital by Default Service Standard¹⁶⁵, being cost per transaction, user satisfaction, completion rate, and digital take-up, should be measured as well as uniquely identified indicators for each specific service to help judge effectiveness. These measurements are then displayed on the Performance Platform in modules that can be configured and will be published to the public (where possible).¹⁶⁶ As shown above, the Performance Platform is now in alpha stage and already contains 13 dashboards and transactional data from different departments.

The Performance Platform combines data from different sources (e.g. services desks, infrastructure, analytics, survey data, finance data) for which standard Application Programming Interfaces (APIs)¹⁶⁷ were developed and additional data can be sent. Each service individually is responsible for the collecting of the data and submitting it to the Performance Platform. The Performance Platform team provides a series of modules that service managers can choose from and works closely with service managers to design these. New modules will be offered to all service managers based on a set of default modules that are relevant to all services, similar groups of services and provide KPIs. In addition, custom modules can be developed.¹⁶⁸

Results

Although the platform is still in alpha stage there are already some tangible results. One of the services that is connected to the platform is the 'lasting power of attorney' that allows citizens to make a living will and to articulate what they want to happen to their possession if they lose mental capacity. The service itself only recently came online, at the same time the service manager also wanted to link it to the performance platform. This generated a few different impacts:

1. It allows the service manager to track the online service vis-a-vis the traditional postal service. There are two different parts of the organisation that are responsible for digital versus postal that work in different buildings and are not necessarily closely linked. By bringing the data together it allows them to keep track of progress and provide insight for all involved in the delivery of the service.
2. Impacts have been observed that led to changes in the stages of the service. For example by tracking the use of help buttons on specific pages the department gained insight the user journey. In addition, while changes are made to the service, the department has been able to see how these changes impact the user journey and the effectiveness of the service for end-users. Therefore, the impact of improvements to the service can be measured and made visible. This has been done a number of times by the department. The service managers have asked for data and insights that are useful for them so they can improve the use of the

¹⁶⁴ See: <https://www.gov.uk/service-manual/measurement/other-kpis.html>

¹⁶⁵ See: <https://www.gov.uk/service-manual/digital-by-default>

¹⁶⁶ See: <https://www.gov.uk/service-manual/measurement>

¹⁶⁷ See: <http://www.techterms.com/definition/api>

¹⁶⁸ See: <https://www.gov.uk/service-manual/measurement/performance-platform.html>

digital service versus the paper based service. For example, the number of people successfully completing each stage of the services and reaching to the completion of the service is an important indicator.

The lasting power of attorney team has made intensive use of the platform and it has proven very successful. This experience is expected to be repeated for many of the public services.

The roll out of the platform in the near future will entail a clear split of the role of the GDS and the service managers of the public services that make use of it. The GDS will continue to support and operate the platform on the further core development, whereas the different departments will have the ownership of their own individual service dashboards and metrics and possibly further custom development of these on the platform. The tools and choices that service managers have will be theirs, they will also be responsible, and they can further develop them. If certain modules could be more commonly used, the GDS would look to roll it out centrally. For example, the use of maps (geographical representation of data) may well be released that service managers can then easily integrate with their dashboards.

The sense of ownership on the side of service managers is very important. Within departments responsible for the delivery of public services there may well be resistance to the transparent tracking of performance. This is particularly expected at the level of middle management. People may well be worried about the performance of tomorrow or next week and how it reflects on them if the service performs poorly. The senior officials however, i.e. the service managers, are accountable for their public services and they stand to gain a lot by being to have the information quickly and accurately and are therefore generally in favour of such actionable performance information. It allows them to act rather than to react after the fact. Therefore, transparency is a benefit, but also a risk for particularly middle managers, who may have the capacity to slow down the information flow. Overcoming this will help the government get better. The focus on information is crucial, the availability at quantity and frequency is important. This has reinforced the value of the platform.

Traditionally, the friction of information in government is very high. The time takes to get hold of data if you're not working in a certain department is very high. Based on the experience of the GDS this is not always quickly overcome, even the right contact have been established. The Performance Platform is expected to make a considerable contribution to changing this situation and opening up data to be shared and used for improvement of public service delivery.

Considerations on efficiency & effectiveness

The roll out of the Performance Platform is expected to reach the majority of the major public services to be connected this year. The Platform will go into beta stage over next months. Already there is an exciting pipeline of public services to be connected and more dashboards in the coming weeks.

Based on the experience already gained, the Performance Platform will contribute to well informed decision making for public service delivery and enhancing both the efficiency (based on insightful data on costs per transaction and digital take-up) and well as effectiveness of services (based on data in relation to user satisfaction and completion rates, etc.)

Conclusions

The UK Performance Platform is seen as part of the critical infrastructure of the government and will contribute to the Government Digital Strategy and getting public service to comply with the Digital

by Default Service Standard. The information provided through dashboards and the transaction explorer is expected to contribute to informed decision making by service managers and enhancing the efficiency and effectiveness of public services.

In addition, the Performance Platform is based on open source solutions. The potential for sharing and reusing of the platform is quite high. Already, the GDS has received visitors from other Member States who have showed interest in the platform. As such, the code of the platform is open source, and the platform could be picked up and used by other countries to use it out of the box or develop it further.

C.12 Standards for eidentification (Sweden)

Background information

The eID Board, an Agency under the Ministry of Enterprise, Energy and Communications in Sweden, was established on 1 January 2011. The task for the eID Board is to promote and coordinate the use of electronic identification (eID) and electronic signature (eSignature) for public sector e-services. In 2011, alone 250 million authentication transactions were completed through both private and public sector services and 15 million electronic signatures in the public sector.

The Swedish eID system relies on eIDs issued by the private sector, being banks and a large telecommunications provider. The public sector buys the services for the validation control of eIDs on a commercial basis (see also Figure 34).¹⁶⁹ The first BankID was issued in 2003. The BankID network today includes 11 banks, being Danske Bank, Ikano Bank, Länsförsäkringar Bank, Nordea, SEB, Skandiabanken, Sparbanken Syd, Sparbanken Öresund, Svenska Handelsbanken, Swedbank and Ålandsbanken. As stated by BankID, owned and managed by Financial ID-Teknik BID AB, “the customer's identification is guaranteed by the bank issuing the BankID. Authorities, companies and other organisations must check the validity of the customer's identity and signature, using software developed by certified specialist companies. BankID is available on a smart card, soft certificate as well as mobile phones and other tablet computers.”¹⁷⁰

Through BankID about 8 million online banking customers can use Bank ID eID on Internet and mobile banking, with governments, municipalities and private companies. For 2014, it is estimated that almost 400 million transactions will be carried out with Bank ID.¹⁷¹ Citizens use the BankID eID card on a regular basis for a variety of private and public services, where citizens can use their eID for digital identification as well as signing transactions and documents.¹⁷² The majority eID users use their Bank ID, in addition an eID is offered by the telecom operator Telia.¹⁷³

¹⁶⁹ See: <http://www.elegnamnden.se/4.348a0e4412dd74b751f80002786.html>

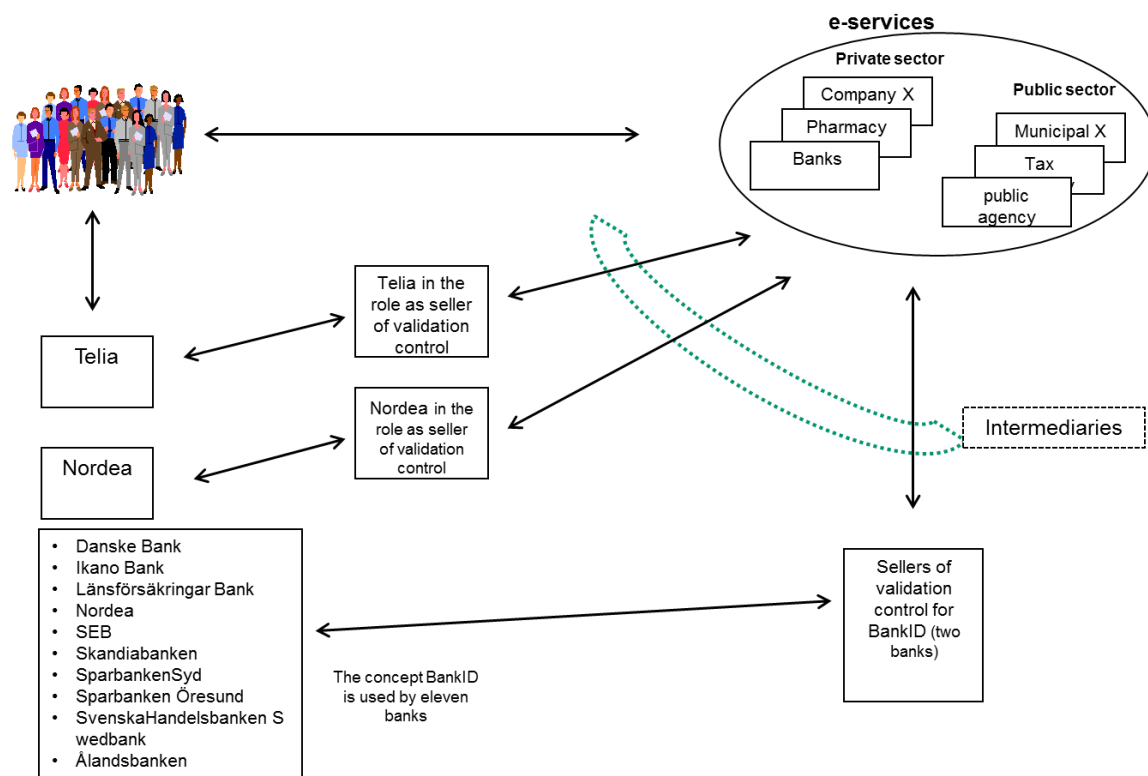
¹⁷⁰ See: <http://www.bankid.com/en/what-is-bankid/>

¹⁷¹ See: <http://www.bankid.com/sv/Vad-ar-BankID/>

¹⁷² See: <http://www.bankid.com/en/what-is-bankid/>

¹⁷³ See: <https://cve.trust.telia.com/TeliaElegNG/>

Figure 34 – Electronic identification in Sweden¹⁷⁴



Currently, the Swedish eID infrastructure is undergoing major updates. In 2013, the eID Board announced its intention to work towards more flexible approaches to eIDs. It departs from the existing structure (thereby maintaining the investments made) working on the coordination and gradual development of the infrastructure, a new way to procure the authentication and eSignature services (in line with new legislative requirements¹⁷⁵), introduction of a standardised identity assertion (using the SAML standard¹⁷⁶) and the introduction of a central e-signature service as a consequence of introducing this standardised identity assertion.

Therefore, the new infrastructure will move towards “a more technology neutral and federated approach, where private issuers of eID and relying parties will be connected through an identity federation provided by the Swedish eidentification Board” . As noted by the eID Board, “the federation is open to all private issuers of eID fulfilling the requirements set up in the legal framework, which to a large extent relies on an adaptation of international trust frameworks”. In addition, “the infrastructure will allow for different levels of assurance and will use the SAML 2.0 protocol for technical interoperability” .¹⁷⁷

The time-frame for the ongoing update of the infrastructure is summarised in Figure 35. The Law on service concession for eID came into force in July 2013.¹⁷⁸ Version 1_0 of the Legal framework (incl.

¹⁷⁴ Reproduced and adjusted from eID in Sweden, see:

http://www.elegnamnden.se/download/18_2b543913a42158acf80004516/1350648715744/120920+Swedish+eID+2013.pps

¹⁷⁵ See: http://www.riksdagen.se/sv/Dokument-Lagar/Lagar/Svenskforfattningssamling/Lag-2013311-om-valfrihetssy_sfs-2013-311/?bet=2013:311

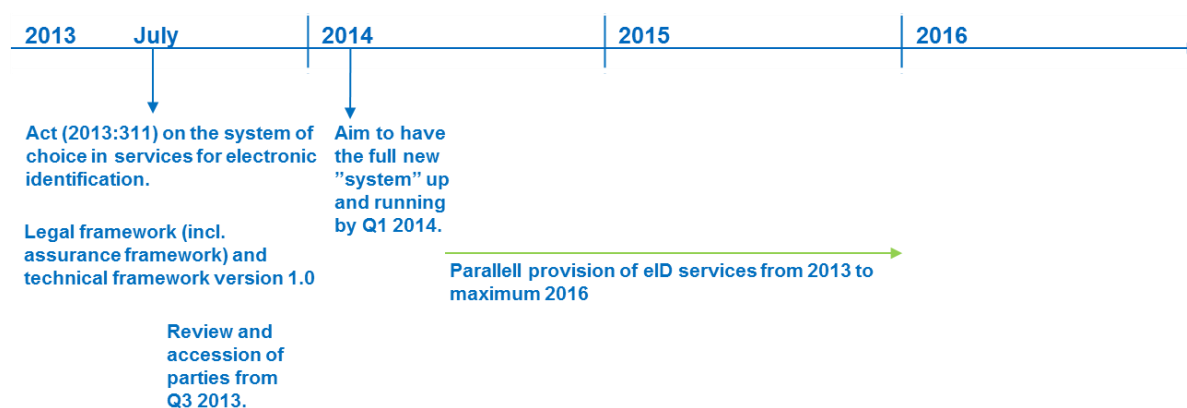
¹⁷⁶ OASIS SAML standard, see: <http://docs.oasis-open.org/security/saml/v2.0/sstc-saml-approved-errata-2.0.pdf>

¹⁷⁷ See: <https://tnc2013.terena.org/core/presentation/108>

¹⁷⁸ See: http://www.riksdagen.se/sv/Dokument-Lagar/Lagar/Svenskforfattningssamling/Lag-2013311-om-valfrihetssy_sfs-2013-311/?bet=2013:311

assurance framework)¹⁷⁹ and technical framework¹⁸⁰ were also published in July 2013. The review and accession of parties are taking place since the third quarter of 2013. The aim of the eID board is to have the new system up and running in the first quarter of 2014, eID service will be provided in parallel up to 2016 (latest) allowing the smooth transition towards the new infrastructure.

Figure 35 – Timeframe for transition towards new infrastructure



According to the stakeholders' interviewed, this planning has not had nor is expected to have substantial delays.

Organisational impact

Objective(s)

Swedish citizens and business are the target users of this project. The move towards a federated approach should also enable cooperation with other Member States, and therefore broaden the target user group. This notably explains the eID Board's high involvement in the negotiations on the Regulation on electronic identification and trust services for electronic transactions in the internal market.

Banks and large telecommunication providers, as eID providers, also target users of the Standards for eidentification project. Indeed, one of the main objectives of the project is to broaden the number of eID providers in Sweden.

The main objectives of the project are to:

- ☑ Create a sustainable model for the provision of eServices, which is line with the Public Procurement Directive;
- ☑ Increase the number of eID providers;
- ☑ Facilitate the integration of eServices;
- ☑ Increase cooperation with other Member States.

¹⁷⁹ Rules and Regulations Appendix B – Trust Framework. See: <http://www.elegnamnden.se/download/18.64a656d113f4c7597011327/1372846099607/ELN-0700-v1.0-+Tillitsramverk+f%C3%B6r+Svensk+e-legitimation.pdf>

¹⁸⁰ Rules and Regulations Appendix D – Technical Framework. <http://www.elegnamnden.se/download/18.64a656d113f4c759701134a/1372854181947/ELN-0600-v1.0-+Regelverksbilaga+D+-+Tekniskt+ramverk.pdf>

Identification and quantification of inputs

The eID Board is a small government agency, with only four employees working full time. The Agency receives administrative support from the Tax Authority and is governed by a board of influential people with special knowledge in the field.¹⁸¹

The Board consists of five members and a chairman appointed by Government. In 2012, two members replaced the board because of other mission. The period of appointment has also gone out to other members why their appointments extended by the government for another year. On the Registry operates four people full-time and two part-time people.¹⁸²

As regards to the actual implementation of the project, the central infrastructure is outsourced to a supplier.

Identification and quantification of outputs

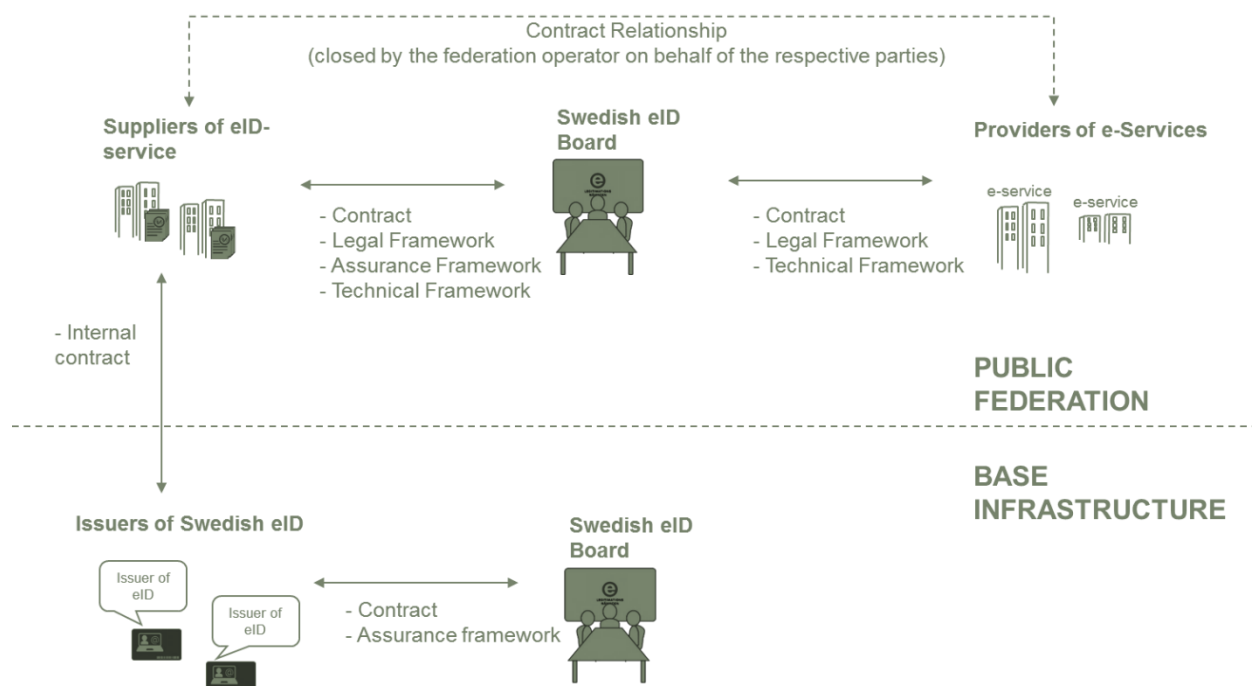
In 2012, the Swedish eID Board has contributed to laying the ground work for the new Swedish eID infrastructure in accordance with the goals laid down in the Law on Freedom of Choice System terms of services for electronic identification. The eID Board worked on topics such as procurement of Swedish eID key services, security analysis and the whole concept of Swedish e-identification and communication plan. The Board has also taken a position on how a central signing service can be introduced satisfying requirements in terms of legal, user-related and safety-related issues.¹⁸²

The introduction of SAML-based identity assertion allows for a simplified integration for eService providers, makes it possible to vary the information about the holder of the eID (based on attributes) and to use eID solutions that are not Public Key Infrastructure (PKI)-based and is in line with the cross-border interoperability solution provided by STORK (also based on SAML).

¹⁸¹ See: <https://tnc2013.terena.org/getfile/691>

¹⁸² 2012 Annual Report from the eID Board. See: <http://www.elegnamnden.se/download/18.133ff59513d6f9ee2eb1bc4/1364463210702/E-legitimationsnamnden+Årsberättelse+2012.pdf>

Figure 36 – Roles and relationships within the infrastructure of Swedish e-ID¹⁸³



The Swedish eID Board has worked with different stakeholders through a Reference Group that is instrumental in anchoring the work of Swedish e-identification. This forum provides an opportunity for stakeholders to voice the needs they see in the area. There are 22 participating actors with broad representation from both the public and private sectors and end-user side. Extensive work has been done in the office to create the regulatory framework including trust framework to be for the concept Swedish e-identification.¹⁸²

The eID Board established an *acquis* that lays the foundation for collaboration and trust between the players who choose to participate in public identity federation that the eID Board coordinates. The regulatory framework is also a prerequisite for private players will benefit from the added value of the work done by the eID Board. The eID Board has actively participated in Sweden's work on EU regulation on electronic identification and trust services, both at meetings internationally and in collaboration with the Ministry of Industry.¹⁸²

In early March 2014, the Agency opened up service concessions (referred to as the “freedom of choice system”) for suppliers to become part of the federation. The migration towards the new system is expected to take around two years (full migration is expected by 2016), although the bulk of the migration is expected for 2015. In the service concessions, a minimum number of (legal) requirements are defined, which potential eID providers must meet if they want to join the federated infrastructure.

The creation of the eID Board centralises a number of tasks and removes considerable complexity for other government agencies and lower costs. The eID Board acts as a single contact point for eID service providers and eService providers and therefore entails an evolution from more decentralised to a centralised approach.

¹⁸³ Adjusted from: <https://tnc2013.terena.org/core/presentation/108> and <http://www.elegnamnden.se/download/18.64a656d113f4c7597012033/1374242762545/Regelpaket+-+alla+dokument.pdf>

Results

In order to increase the number of eID service providers within the federation, the eID Board opened service concession in early March 2014. In these service concessions, a minimum number of (legal) requirements, which potential eID providers must meet if they want to join the federation, as well as the service rate paid by eService providers, were defined.

eID providers which join the federation will thus generate an income based on a flat rate, as opposed to the previous pay-per-use model, whenever citizens/businesses use their eID. Payments, from the eService providers to the eID providers, are however made centrally via the eID Board.

Although the project will facilitate the integration of eServices, one of the key drivers to ensure the success of the project is to work closely with local municipalities, to ensure they have sufficient resources to develop these eServices. There will be a need to ensure coordination between the different local municipalities and government agencies to ensure joint-projects.

A flat rate was privileged over a 'pay-per-use' solution in order to increase the number of eID transactions. Agreeing on the value of this rate proved to be difficult, as the government wants to stimulate the entry of new providers but has a limited budget, and has required close cooperation between the private sector and public authorities, which are regrouped within a reference group.

Although public eService transactions accounted for 80% of transactions in 2007, they now only account for 20%, as transactions linked to internet banking or insurance have substantially increased in this period. This has consequently increased the government's dependence on banks, and to some extent weakened their negotiation power.

Financial impact

Objective(s)

As noted above, the eID Board functions as a single point of contact for eID in Sweden, thereby reducing the complexity for other government agencies and lowering costs thanks to moving from a more decentralised system to a more centralised one.

There are no specific objectives for this initiative in terms of cost savings. As the stakeholders' interviewed commented, the eID system has been in use in Sweden for about 15 years, and this new project represents an evolution rather than a new system, therefore it is difficult to estimate savings objectives.

Identification and quantification of inputs

The financial results for the Swedish eID Board are stated in the Annual Report 2012 and are summarized below.

Table 10 – EID Board's financial results in 2011 (SEK)¹⁸⁴

	2011	2012	2013
Appropriations	8500	11500	10000
Expenditure	-6384	-11,133	
Balance	2116	367	

Identification and quantification of outputs

It is difficult to quantify the financial impact of the move towards the new eID infrastructure. In particular, given that the Swedish government has been using eID since 1999 no specific return on investment calculation has been done.

One of major costs was the establishment of the agency. However, it is expected to be fully self-financed by 2016 by the fees paid by eService providers.

As regards to the actual implementation of the project, the central infrastructure is outsourced to a supplier.

Results

The results in term of financial impacts cannot yet be determined since the migration to the new infrastructure is only starting and will be running in parallel until the migration is fully completed in 2016.

Considerations on efficiency & effectiveness

The introduction to the new Swedish eID infrastructure represent a move towards a more centralised system that will reduce the complexity for government agencies that provide eServices through eID and is expected to lower costs. The use of eID for eServices is therefore expected to be more efficient.

In addition, by using a standards based approach, the use of eID is also expected to be more effective as this will support closer integration internationally (with other Member States) as well as increasing the number of eID providers and facilitating the integration with eServices.

¹⁸⁴ Reproduced from 2012 Annual Report from the eID Board. See: <http://www.elegnamnden.se/download/18.133ff59513d6f9ee2eb1bc4/1364463210702/E-legitimationsnamnden+Årsberättelse+2012.pdf>

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