eGovernment Benchmarking in Europe
Past to Present to Future

United Nations
6 March 2013
Content

- History of European eGovernment Benchmarking Since 2001
- Previous Benchmark results along 4 key questions:
  - Is Europe providing fundamentally better services?
  - What challenges lie ahead of Europe to truly transform?
  - Are European governments empowering users?
  - Are fundamental IT enablers in place?
- The Present and Forward Agenda
Public service is doing great!
And government operations are very efficient!
But still there are some issues to address for the future…
And citizens expect to be heard and served!
So is government changing it’s model yet?

Administration-Centric Model of “YOU”

Customer-Centric Model of “ME”

...and what role would eGovernment play if we did?
Most Countries face a long-term budget crisis

Projected debt and balances compared

- Bad balance and high debt
  - USA
  - UK
  - Spain
  - France
  - Italy
  - Belgium
  - Portugal
  - Germany
  - Canada
  - Hungary
  - Netherlands

- Moderate balance and high debt
  - Czech Republic
  - Denmark
  - Finland
  - Poland
  - Sweden

- Moderate balance and low debt
  - Australia
  - Norway
  - Saudi Arabia

- Larger deficit

Average Budget Balance from 2009 to 2013, as % of GDP
Governments must transform the relationship with the customer

Beyond the ‘Tipping Point’

- Cost to Serve
- Administration Centric
- Customer Aware
- Nascent

- Customer Engaged
- Developing

- Gov-Driven Customer Centricity
- Government takes positive steps to engage its customers and design its services to be customer oriented and efficient

- Tipping Point

- Customer-Driven Customer Centricity
- Customers are actively engaged in service design, and help reduce consumption through agreeing their responsibilities with Government delivering a more sustainable solution

- Innovative
- Maturing

Maturity Stage / Time

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Benchmarking ensures governments keep up with the times

The twin challenges of the next decade are major ones

- Slowdown of economic growth
- Global population tripling in one lifetime
- Leading to: Squalid urban conditions, rising public health costs, environmental and security challenges …
- People get lost in the information overload and
- Are increasingly disengaging from democratic processes

Benchmarking informs and steers public sector performance and is hence an essential part of the response

- Can make public services ‘twice as good, in half the time, for half the cost’
- Governments respond faster and smarter
- Customers are taking charge

Benchmarking is the first step of a continuous benchlearning and improvement cycle
e-Government Benchmarking in Europe since 2001
The EU eGovernment Benchmark

- European Commission sponsored
- Collaborative process with countries
- Since 2001 – so years of comparable data
- 14,000 websites
- 20 ‘basic services’
- eProcurement (2009) on 754 Procurement Portals
- User-Experience Indicators

And a significant revamp in 2012…
The previous benchmark measurement was published on February 21st 2011

High level results presented at the Open Gov Congress in Brussels, 15th/16th December 2010

Report is available on the web site of the European Commission, DG CONNECT through: http://ec.europa.eu/information_society/newsroom/cf/item-detail-dae.cfm?item_id=6537
EU focus on the progress on eGovernment

20 Services

User Experience

eProcurement

Country Landscaping

Business Life Event

Horizontal Enablers

Citizen Life Event

Usage & Outcomes

Regional/Local Analysis

Leading (International) Practices

Action Learning Groups (ALGs)
Is Europe providing fundamentally better services?

- Basic 20 services & eProcurement
- Regional analysis, efficiency and take-up
- Life Event Measurement
- Horizontal Enablers
The historical (previous) benchmark maturity model
Over the past decade the 20 basic services demonstrate clear progress towards better technology-enabled public services

- Majority of services is available online
- Services are increasingly interactive and transactional
- Gap between businesses and services is narrowing

However, we are provided with multiple reasons to continue to advance and at greater speed.
On Full Online Availability the EU27+ average reaches 82% in 2010 (compared to 69% in 2009). The benchmark reveals that in Italy, Malta, Austria, Portugal and Sweden all 20 services are now 100% e-enabled.
The EU27+ score for sophistication of the 20 services now stands at 90% (increase of 7% since 2009). The top performers are Ireland, Malta, Austria and Portugal (all at 100%), followed closely by Sweden, Germany and Italy (at 99%)
The overall user experience for EU27+…
…which consists of the subindicators user experience of 20 services and user experience of national portal.
Sophistication versus user experience: Sweden, Malta and UK leading
eProcurement is a vital high-impact service representing a major portion of Europe’s economy

- Europe has not reached Manchester goals (100% availability, 50% take-up), even though progress in availability is substantial and half of the countries are getting close;

\[ \text{€1.3 trillion of public administration expenditure} \]
eProcurement Pre-Award Process Availability shows there is clear room and need for improvement
What challenges lie ahead of Europe to truly transform?

- **Basic 20 services & eProcurement**
- **Regional analysis, efficiency and take-up**
- **Life Event Measurement**
- **Horizontal Enablers**
Regional and local eGovernment in Europe: significantly challenged

Sophistication indicators lagging at local level: on average 57% behind national web sites.

**Sophistication of service provision at local level (4 services)**

- Announcement (12 countries)
- Building permission (18 countries)
- Certificates (12 countries)
- Public libraries (26 countries)

<table>
<thead>
<tr>
<th>Service</th>
<th>Country score</th>
<th>NUTS 5a/ Cities</th>
<th>NUTS 4 or 5/Non-urban</th>
</tr>
</thead>
<tbody>
<tr>
<td>Announcement</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Building permission</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Certificates</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public libraries</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Sophistication scores for 4 ‘truly’ local services versus entity size

- Announcement of Moving
- Building Permission
- Birth and Marriage Certificates
- Public Libraries
And what is the level of user adoption?

There might be room for improvement.
Take-up gap for citizens services is significant
Efficiency & governance: unreleased potential in Europe

- Importance of diligent coordination and collaboration
- Initial efforts to increase back office readiness across tiers of government
- The business case for eGovernment is weakly articulated
- eProcurement as a major driver for more efficient government:
Are European governments empowering users?

- Basic 20 services & eProcurement
- Regional analysis, efficiency and take-up
- Life Event Measurement
- Horizontal Enablers
Life event measurement provides valuable insights that builds on and adds to the existing service monitoring, qualitative survey and user analysis in place.

The benchmark looks at two life events:

1. **Business life event: ‘Starting up a company’**

   Empowering businesses means providing an environment, which fosters competitiveness and good business practice. In this context, the benchmark looks at the life-event of starting up a company to assess to what extent bureaucracy is being streamlined, and Governments are taking down the hurdles that can stifle entrepreneurship in Europe. In the current economic climate this is a priority, particularly for the smaller businesses, where administrative burden is disproportionately high and capacity is low.

2. **Citizen life event: ‘Losing and finding a job’**

   Empowering citizens means encouraging and stimulating citizens to become engaged, self-sufficient users of government services. This year’s benchmark takes a close-up look at the status of the life event of “losing and finding a job”, focusing on the adequacy of administrative procedures and online services that support people who have lost a job and help return them into the productive economy.

The two life-events selected have significant implications on EU ambitions for a single market, and are vital for both economic recovery and longer-term economic viability of Europe.
Starting a business: Every single new business started up contributes strongly to the economy

- The average enterprise in the services sector in Europe creates on average:
  - Turnover: EUR 1,100,000
  - Profit: EUR 210,580
  - Number of employed persons: 6.4 FTE

Sources: Calculated from EUROSTAT 2006 tables on size and structure
… But now imagine a fictional city. Doing business in Europe is a challenging journey…

<table>
<thead>
<tr>
<th>Municipal registry office</th>
<th>Local court</th>
<th>Tax authority</th>
<th>Trade office</th>
<th>Notary</th>
<th>Local building authority</th>
<th>Trade supervisory office</th>
<th>Job centre</th>
<th>Health insurance company</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registration (forwarded to aliens dept. due to free movement authorisation)</td>
<td>Information to central trade register</td>
<td>Good-conduct certificate</td>
<td>Information to central trade register</td>
<td>Good-conduct certificate</td>
<td>Registration (forwarded to aliens dept. due to free movement authorisation)</td>
<td>... and a host of compliance activities…</td>
<td>... and a host of compliance activities…</td>
<td>Procedures over procedures in each MS 🍀</td>
</tr>
<tr>
<td>Info on entries in the debtor directory</td>
<td>Attestation: no insolvency proceedings</td>
<td>Tax number</td>
<td>Tax clearance certificate</td>
<td>Trade authorisation</td>
<td>Registration of a business (notifies other authorities which get in contact, if required)</td>
<td>Attestation of trade register registration application</td>
<td>Registration in trade register/issue of excerpt form commercial register</td>
<td>Building licence, if required</td>
</tr>
<tr>
<td>Trade authorisation</td>
<td>Registration of employees</td>
<td>Direct contact with trade supervisory office, if required</td>
<td>Application for company number</td>
<td>Registration of employees</td>
<td>=</td>
<td>A waste of time and money</td>
<td>Is EU globally competitive?</td>
<td></td>
</tr>
</tbody>
</table>

Chasing one’s tail around multiple agencies…

SPOCS is an EU co-funded project CIP-ICT PSP-2008-2 n° 238935
1. So, what exactly is this business life event? And what is measured?

The business life event is measured in 2 ways:

a. By considering the journey of business start up, which is defined in 8 groups of processes (see picture) and 21 elementary services. The process benchmark assesses:
   - the proportion of services on which information is available on the web,
   - which are provided automatically or provided fully online, as well as
   - the extent to which services are bundled in a dedicated start up portal functioning as single entry point for future entrepreneurs

b. By carrying out an independent expert evaluation of online user experience, based on a time-boxed scenario

The benchmark (implicitly) takes into account elements of cross-border start up but in essence focuses on start up services for national businesses. Therefore, it by no means equals a Services Directive assessment.
Whilst a lot of information is available for starters, many elementary services across Europe are not yet fully e-enabled.
1a. Results of the process mapping show substantial differences in the complexity of administrative requirements across Europe

Differences between the start-up procedure to be accomplished by national and foreign businesses are often minor. The main challenge for foreign business start-ups is cross border accessibility and interoperability of existing procedures.
The expert assessment of the start-up portal shows most countries can still improve and ease the burden of business start-up.
And when you lose your job....

.... You’re lost in bureaucracy!
2. And how about the citizen life event? What is measured here?

The citizen life event is measured:

a. By considering the journey of losing and finding a job which is defined into 7 groups of processes (see picture) and 27 process steps.

The process benchmark assesses:

• the proportion of services on which information is available on the web,
• which are provided automatically or provided fully online as well as
• the extent to which services are bundled in a dedicated start up portal functioning as single entry point for future entrepreneurs

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Immediate actions for unemployed
Searching for a job
Applying for benefits and allowances
Obtaining tax refunds
Participating in training
Benefitting from social and health services
Finding a job abroad

Extended government services

Core government services

Loosing and finding a job: Key services
The benchmark shows that the e-enablement of the life event ‘Losing and finding a job’ is rather low. Most countries’ PES (public employment service) cover about half of assessed services online.
Are European Governments empowering users?

Characteristics of Empowerment:
- Services are designed to achieve clear policy outcomes
- Users are considered more than just consumers
- Users perceive a clear added value using eGovernment and reuse and recommend services

Conclusions:
- The chain is often broken: online implementation of the life-event of starting up business is patchy
- Business portals are not user-centric in many countries.
- European Public Employment Services’ (PES) roles shifted from passively registering and financing to actively stimulating and guiding jobseekers.
- PES still function as silos, the life event is far from being a reality.
Are fundamental IT enablers in place?

- Basic 20 services & eProcurement
- Regional analysis, efficiency and take-up
- Life Event Measurement
- Horizontal Enablers
Key enablers overview

**Authentic Sources**
- Centralised registers (6+)
- Data Quality controls (trust)
- Legal / regulatory structures

**eID**
- Enabling policies
- Ease of use throughout
- Service matching
- Payment / costs

**ePayment**
- Scale & coverage
- Enabling Infrastructure
- Alignment with day-to-day personal finance practices

**Single Sign On**
- Base infrastructure or portal
- Aligned policies and practices
- Availability of eID

**Open Specs.**
- SOA approach
- Policy & practices on openness
- Incentives across public services
- Standardisation x-agency

**Secure eDelivery**
- Security norms
- Legal conditions
- Technical exchange stds

**Horiz Enabler Catalogue**
- Technical catalogue
- Monitoring adoption
- Pan-EU alignment

**Architecture Guidelines**
- Political/Ldrshp mandate
- Breadth of use across Gov
- Pan-EU alignment

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Europe reveals a mixed picture: high availability, low usage

<table>
<thead>
<tr>
<th>Enabler</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Authentic Sources</td>
<td>100%</td>
</tr>
<tr>
<td>ePayment</td>
<td>91%</td>
</tr>
<tr>
<td>Open Specifications</td>
<td>78%</td>
</tr>
<tr>
<td>eID</td>
<td>75%</td>
</tr>
<tr>
<td>Single Sign On</td>
<td>75%</td>
</tr>
<tr>
<td>Architecture Guidelines</td>
<td>75%</td>
</tr>
<tr>
<td>Catalogue of Horizontal Enablers</td>
<td>56%</td>
</tr>
<tr>
<td>Secure eDelivery</td>
<td>47%</td>
</tr>
<tr>
<td>eSafe</td>
<td>38%</td>
</tr>
</tbody>
</table>
The availability of back office enablers is high: about three-fourths of countries have at least six out of the nine featured enablers in place

- Countries such as Denmark, Estonia, France, Germany, Hungary and Austria have made the entire set available
- When compared to the building blocks that are available, actual usage of the enablers in service delivery seems disproportionally low
- There is lack of monitoring of the adoption, usability and impact of key enablers. Only about half of countries are monitoring the usage of these enablers
Critical success factors for deployment of enablers

- their suitability to be used in multiple applications, in multiple government levels, in multiple sectors, in public and private sectors (to achieve a critical mass)
- availability of leadership and continuous political support (to sustainably allocate budget and resources to the development of building blocks)
- the choice of simple, standardized and interoperable technological infrastructures (allowing administrations to benefit from economies of scale and ‘plug and play’ capabilities)
- concern for security and trust
- a focus on usability (ease-of-use and the overall attractiveness of enablers to users)
Are fundamental enablers in place?

Conclusions:

- The establishment and monitoring of a common set of key (‘horizontal’) enablers is an important step in fulfilling the ambitions of the i2010 and forward 2011-15 Action Plans. The practice should continue.
- This first pilot indicates that considerable progress has been made by countries, however also highlights considerable diversity comparing across countries and across tiers of government.
- Considerable further work is warranted to advance in this area, as a vital enabling mechanism to deliver ‘better, faster, cheaper’ eServices.
The Forward Agenda
Is the benchmark geared towards the current age?
How are governments designing their services today?
Are we still thinking about these days?
How many departments, regions or cities are re-using what is available?

Do you have evidence of the value it has brought and can bring.... and how do you/can you drive getting this value?

“I thought I was on to something but I can’t figure out how to move it.”
There is opportunity for new services:

UK: Shifting 30% of government service delivery contacts to digital channels would deliver gross annual savings of more than £1.3 billion, rising to £2.2 billion if 50% of contacts shifted to digital
Where does the future generation expect to “find” its government in the future? How will you serve that expectation?
And how do you enable interaction of citizens

...as well as between government agencies?
Based on past experience Europe has redesigned it’s benchmarking framework

We have accomplished very mature and sophisticated scores regarding availability of public services across Europe…

...but have no clear insights yet on usage, impact & customer insights.

The new benchmark must be innovative, re-establish its value for the Member States and the Commission, give a glimpse into the future and be directly linked to the critical issues and policy priorities of this era.
Goal of the eGoverment Benchmark

To measure progress and impacts of e-Government policies in Europe, enabling to compare performance and learn from experience, through quantitative indicators backed up by qualitative evidence.

Focus on: quantitative, comparable, European indicators with high explanatory and learning power.
The scope of the benchmark changes as a result of five shifts of eGovernment

<table>
<thead>
<tr>
<th>Shifts of eGovernment</th>
<th>Implication for benchmark</th>
</tr>
</thead>
<tbody>
<tr>
<td>Customer Empowerment</td>
<td>Greater focus on users' actions, perceptions, opinions, requirements, expectations, satisfaction: introduce indicators measured collecting evidence from users rather than about users</td>
</tr>
<tr>
<td>Benchmarking across domains</td>
<td>Two main challenges: 1. Identify elements common to all domains which can be measured and compared across domains in the same way (e.g. Level of users participation and transparency); 2. Identify processes which are specific to the domain but whose results may be measured and compared (e.g. modelling the key steps to set up a business in another MS; process success rates can be compared even if the process is specific)</td>
</tr>
<tr>
<td>Benchmarking local</td>
<td>Additional challenge: • Need scalability of the same indicators measured at national level (break down by local area/administration); need more dense data collection (support from local actors/university research?)</td>
</tr>
<tr>
<td>Benchmarking across borders</td>
<td>Cross-border services are different: • need to measure availability / maturity of supply and drivers/barriers from the users side • focus on enablers + actual usage and benefits</td>
</tr>
<tr>
<td>Benchmarking global</td>
<td>Openness to other measurements systems: set up a dialogue with other measurement systems about indicators and benchmarks</td>
</tr>
</tbody>
</table>
Main political priorities for all European public administrations over the next 5 years are User Empowerment, Mobility in the Single Market, Efficiency and effectiveness and Key enablers.

- User Centric & Inclusive Services
- Collaborative Production
- Re-use of PSI
- Transparency
- Participation

- Mobility for Businesses
- Personal Mobility
- Implementation of Cross-border services

- Organisational Improvement
- Reducing Administrative Burden
- Green Government

- Interoperability
- Key Enablers
- Innovation
- Security
eGovernment is present in several domains

**Relevant domains:**

- **Education:** Youth on the Move
- **Health:** eHealth conference and Council conclusions
- **Justice:** eJustice Action Plan, Citizenship Report
- **Enterprise & Markt:** Single Market Act, eProcurement
- **Employment:** New Skills & Jobs, Platform against Poverty
- **Environment & Energy:** Energy 2020, Resource Efficient EU
- **Tax:** Removing cross-border tax obstacles for EU citizens
- **Transport:** Roadmap to a Single European Transport Area
The benchmark methodology needed a fundamental strengthening of the demand side measurement, to be able to adapt to the major shifts happening

We already knew from former measurements:

- Data analysis public sources
- Web Survey (web research)
- CATI/CAWI Surveys – of policy officers (eg Landscaping)
- CATI/CAWI surveys – of Web managers, service providers
- Expert Assessment

And we have added:

- CATI/CAWI surveys - of Users
- Mistery shopping
- Peer assessment
- Case studies (including best practices)
- Qualitative/ focus Interviews
- Focus groups
- Social Media analytics (e.g. Web crawler, web scraping, web reputation analysis)
- Customer satisfaction analysis
- Live-lab testing of services by users

Collaborative methods:

- Benchlearning
- Flying Circus

*CATI: Computer Aided Telephone Interviewing
*CAWI: Computer Aided Web Interviewing
# The Benchmark Roadmap 2012-2015 @ a glance

<table>
<thead>
<tr>
<th>What</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>User Empowerment</strong></td>
<td><strong>What</strong></td>
<td><strong>Where</strong></td>
<td><strong>Where</strong></td>
</tr>
<tr>
<td>User centricity and satisfaction of eGov services</td>
<td>Health, Environment and Justice</td>
<td>Education, social security, employment, enterprise and tax</td>
<td>Health, Environment and Justice</td>
</tr>
<tr>
<td>Transparency of government and personal data, social media analysis</td>
<td>Health, Environment and Justice</td>
<td>Enterprise and Employment</td>
<td>Health, Environment and Justice</td>
</tr>
<tr>
<td>Collaborative production of eGov services and participation</td>
<td>Tbd</td>
<td>Tbd</td>
<td>Tbd</td>
</tr>
<tr>
<td><strong>Digital Single Market</strong></td>
<td><strong>Business mobility</strong></td>
<td><strong>Where</strong></td>
<td><strong>Where</strong></td>
</tr>
<tr>
<td>Business mobility</td>
<td>Health, Environment and Justice</td>
<td>Enterprise- Starting up a business/business operations</td>
<td>Health, Environment and Justice</td>
</tr>
<tr>
<td><strong>Personal mobility</strong></td>
<td>Health, Environment and Justice</td>
<td>Employment- Losing and finding a job</td>
<td>Health, Environment and Justice</td>
</tr>
<tr>
<td>Cross-border availability and barriers</td>
<td>tbd</td>
<td>tbd</td>
<td>tbd</td>
</tr>
<tr>
<td><strong>Efficiency and Effectiveness</strong></td>
<td><strong>Reduction of administrative burden</strong></td>
<td><strong>Where</strong></td>
<td><strong>Where</strong></td>
</tr>
<tr>
<td>Reduction of administrative burden</td>
<td>Health, Environment and Justice</td>
<td>Enterprise and Employment</td>
<td>Health, Environment and Justice</td>
</tr>
<tr>
<td><strong>Internal efficiency of government</strong></td>
<td>Tbd (proxies)</td>
<td>Tbd (proxies)</td>
<td>Tbd (proxies)</td>
</tr>
<tr>
<td><strong>IT Enablement</strong></td>
<td><strong>Horizontal enablers</strong></td>
<td><strong>Where</strong></td>
<td><strong>Where</strong></td>
</tr>
<tr>
<td>Horizontal enablers</td>
<td>Health, Environment and Justice</td>
<td>Enterprise and Employment</td>
<td>Health, Environment and Justice</td>
</tr>
<tr>
<td><strong>Innovative technologies</strong></td>
<td>cloud, IPv6, apps, security</td>
<td>Tbd</td>
<td>cloud, IPv6, apps, security</td>
</tr>
</tbody>
</table>
For 2012 we assessed the four priority areas:

- User Empowerment
- Efficiency & Effectiveness
- IT Enablement
- Internal Market

In three life events:
- Business startup and early operations
- Employment Life Event
- Studying

Using:
- Mystery Shopping
- User Survey

More than 100,000+ data points!

Detailed Method Paper Publicly Avilable at:
How can the EU and the UN achieve synergies?

- The EU’s benchmark is strongly user-focused…
- The methodology AND the data are validated by the EU Member States
- Hard evidence based (more than 100,000 data points not counting the user survey)

Other benchmarks have other strong elements:
- Institutional context
- Broader socio-economic indicators
- Legal focus
- More countries

What can the EU learn from the UN and vice versa?