

Efficiency and Effectiveness eGovernment

8 DECEMBER, 2006



Key activities 2007-2010

Starting in 2007, the European Commission (EC) will update its benchmarking efforts, launch peer-to-peer benchlearning among a limited set of public agencies, revise legislation in order to break barriers to eGovernment, and intensify good practice exchange. The EC also puts pressure on Member States to put in place national impact frameworks.

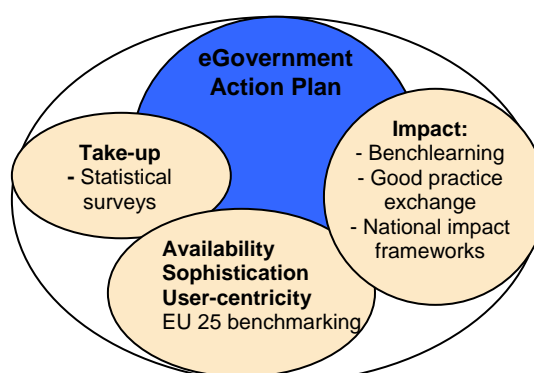
Politically agreed goals

In April 2006 the Commission adopted its i2010 eGovernment Action Plan. Building on the Manchester Declaration from the 2005 Ministerial eGovernment Conference, it has five priorities:

- No citizen left behind
- Making efficiency & effectiveness reality
- High impact services
- Putting in place key enablers
- Strengthening participation

The May 2006 meeting of the eGovernment subgroup adopted a number of indicators which will be used to measure each of the priorities. Given the need for continuity with the trail of data from the eEurope benchmarking, as well as the need for alignment with its overall i2010 strategy, the European Commission, in discussion with Member States and negotiating with the contractor, have decided to initially benchmark three composite indicators: availability, sophistication and user-centricity.

EC measurement framework



The Action Plan states a measurement framework will be agreed by end of 2006, referring to the set of guidelines, tools and strategies that the EC is developing together with Member States and advised by industry best practice in order to track the overall progress of eGovernment.

The term measurement framework is broad, and encompasses the EU25 online benchmarking efforts by the EC – such as Capgemini's benchmarking and RSO/IDC's pilots¹, Eurostat's Household and Enterprises surveys², cost-benefit analysis, building on the eGEP project³ part III, the monitoring of good practice exchange⁴, and benchlearning efforts.

¹ Benchmarking activities under the i2010 strategy: http://europa.eu.int/information_society/eeurope/i2010/studies/index_en.htm#Benchmarking

² European Information Society statistics: http://ec.europa.eu/information_society/activities/statistics/index_en.htm

³ eGEP project: <http://www.rso.it/egep>

⁴ Good practice exchange: <http://www.egov-goodpractice.eu/>

The European Commission coordinates these efforts with the Member States.

Regarding cost-benefit analysis, the eGEP project has shown that this is a complex task. We will nevertheless pursue EU25 comparison via the CIP-programme and push for national uptake of such efforts.

The EC will receive recommendations by March 2007 on ways of measuring progress in interoperability from the IOP-study⁵ on interoperability at the regional and local level.

The EUREGOV study⁶ on pan-European eGovernment services will suggest an indicator for the 2008 benchmarking, to be ready for discussion by March 2007. This indicator will ideally fit within the existing benchmarking framework, either as a new indicator or as part of an existing composite indicator.

ONLINE BENCHMARKING

Benchmarking is based on comparable indicators across the Member States and on harmonized data collection. The Commission has presented the i2010 High Level Group with an i2010 Benchmarking framework which was prepared during 2005 in a process involving both statisticians and policy developers from the EU25 and the Commission. According to this framework, ICT-enabled public services and, in particular, e-Government needs to be benchmarked according to:

- **Availability and sophistication**, web-based survey, carried out by Capgemini.
- **Take-up of online public services**, EU25 Households and Enterprise surveys carried out by Eurostat.
- **Impact**, benchearning activities, carried out by contractor.

The i2010 benchmarking framework foresees continuing with the 20 basic services, but updating them with new eGovernment indicators to measure the Action Plan. The EC will make regional impact more visible.

In 2006, building on the eGEP⁷ study on the economics and measurement of eGovernment, the European Commission launched a pilot on improving and developing the e-government indicators, focusing on quality, impact, and usage of on-line services.

The benchmarking pilot proposed to add a fifth level of sophistication to take into account latest

⁵ IOP-study: <http://www.egov-iop.ifib.de/>

⁶ Euregov-study: <http://www.euregov.eu/>

⁷ eGEP project: <http://www.rso.it/egep>

developments in online service provision and the elaboration of a user-centric indicator. The pilot's findings will be incorporated in future Capgemini availability and sophistication surveys from 2007.

In the case of impact it is difficult to define a simple indicator that measures the many aspects of back-office restructuring and provides useful information to other service developers. Also, impact analysis many times requires commitment from public agencies and permission to look into internal procedures. Therefore, a combination of instruments is proposed which includes pilots, surveys, and benchlearning. Stimulating national impact frameworks also contributes to this agenda.

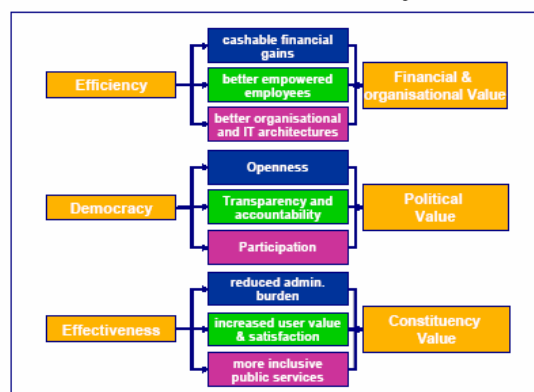
National Impact frameworks

Rapid progress nationally is of key importance to reaching European wide targets. In the area of measurement a degree of convergence between measurement traditions would facilitate the process.

Shared elements take into account the challenge of measuring eGovernment across EU25 in the 2006-2010 timeframe, building on the work of eGEP, results from the pilot executed by RSO/IDC, and is aligned with the Member State E&E ad-hoc group's work and recommendations.

Some preliminary principles apply. First of all, impact – or public value – is multi-dimensional. It is not limited to just the strictly quantitative financial impact, but fully includes qualitative impacts. Secondly, eGEP suggested building such frameworks around three value drivers, efficiency, democracy, and effectiveness.

eGEP Measurement Framework Analytical Model



In judging whether Member States have reached the milestone on having a national impact framework, the following conditions will apply:

- Builds on the eGEP model – the three value drivers of efficiency, effectiveness, and democracy – and must cover at least two of the three subcomponents.

- Measures both quantitative and qualitative impact
- Uses measurable targets.
- Is in active use across government.

The EC, in consultation with contractors and experts will watch progress and report progress to the eGovernment subgroup at least annually. Member States should put national impact frameworks in connection with the reporting in national plans for the Lisbon strategy.

Spreading good practice

The sharing of good practice has for some years already been a core activity in realising the European Commission's targets for the information society⁸. It helps to ensure the wider deployment of ICT-enabled services across the European Union, to the benefit of citizens, public organisations and business. Good practice exchange is closely aligned with the overall strategic frameworks of the i2010 strategy and the forthcoming CIP-programme⁹. In the 2006-2010 period, the EC will in particular fund two types of approaches to sharing: Good Practice Exchange¹⁰ across Europe – funding a portal with cases, a social software tool for connecting practitioners, and a set of 13 workshops and Benchlearning,¹¹ peer-to-peer exchanges among a small set of comparable public agencies on sophisticated indicators of impact. The PPP project¹² which runs working groups doing in-depth, case-based exchange on electronic identity, secure infrastructures, citizen portals and cross-border portals, will also continue.

GOOD PRACTICE EXCHANGE

The Good Practice Framework¹³ has been the main ongoing activity of the EC in this regard. In the spring of 2006 this project merges with the

⁸ Legacy activities include the BEEP project: <http://www.beepgovernment.com/>, <http://www.beepknowledgesystem.org/> and <http://www.beep-eu.org/> and IANIS <http://www.ianis.net/>

⁹ Competitiveness and innovation framework programme (2007-2013): http://ec.europa.eu/enterprise/enterprise_policy/cip/index_en.htm

¹⁰ Good Practice Exchange: for exact reference to the Call for Tender which will form the new basis for this work, see: http://cordis.europa.eu/fp6/dc/index.cfm?fuseaction=UserSite.FP6DetailsTenderPage&call_id=306

¹¹ Benchlearning: for exact reference to the Call for Tender which will form the new basis for this work, see: http://cordis.europa.eu/fp6/dc/index.cfm?fuseaction=UserSite.FP6DetailsTenderPage&call_id=308

¹² PPP-project: <http://www.eu-ppp.org/>

¹³ Good Practice Framework: <http://www.egov-goodpractice.eu/>

eGov Observatory¹⁴ which documents news and case studies, and will simply be called Good Practice Exchange. This merger will yield benefits both in terms of quality, quantity and impact of the ongoing exchange. Currently, 260 cases are exchangeable online and over a thousand eGovernment practitioners and experts take part in the exchange and are registered with the portal. Major goals for the forthcoming activity is to improve the quality of the exchange, make sure all 25 Member States participate and increase the offline exchange process, workshops, face-to-face meetings, and public presentations which complement the online activity. The new approach will focus on:

- Ensuring that "goodness" of a good practice case is validated, both by users and by experts.
- Improving the display of cases and featuring the top 5% in particular.
- Anchoring the portal in existing communities of practice, in the domains of efficiency and effectiveness, electronic identity and interoperability, eParticipation, eInclusion and eHealth.

The Ministerial eGovernment conference 2007 during the Portuguese Presidency is a key pan-European sharing event. In general, the bi-annual ministerial conferences strengthen the eGovernment policy network in Europe and provide renewed political support to achieve the goals of the Action Plan based on assessing progress and handling emerging challenges.

BENCHLEARNING

Since benchlearning builds on peer-to-peer exchanges among comparable public agencies on sophisticated indicators of impact, it works best with committed actors who have leadership buy-in.¹⁵ The EC will put in place benchlearning pilots with committed actors across EU25 in early 2007.

While the eGEP project provided a starting point, we have also taken input from the EPAN group of European public administrations. Key areas singled out for benchlearning are:

- administrative burden reduction
- # cases handled per civil servant
- gains in full time equivalent posts
- service quality on e-enabled services
- € or time savings for business or citizen
- user satisfaction

Building on the benchlearning concept, the EUREGOV study¹⁶ will test a tool for adaptive

¹⁴ IDABC eGovernment Observatory

<http://ec.europa.eu/idabc/egov/>

¹⁵ eGEP project: <http://www.rso.it/egep>

¹⁶ EureGov project: <http://www.euregov.eu/index.html>

decision making, requiring full immersion in a public agency in a European Member State.

Tracking eGovernment impact

The European Commission will ensure that the eGovernment subgroup follows the activity plan's progress semi-annually, will consult experts, and make active use of conferences and workshops, all in collaboration with EU Member States.

MILESTONES

By December 2006 agree on a common E&E roadmap for 2006-2010.

By March 2008 ensure that at least 15 Member States have national impact frameworks in use for eGovernment projects and investments. Stimulate progress on impact measurement regionally.

By October 2010 ensure that all Member States have national impact frameworks in use for eGovernment projects and investments. Achieve significant progress on impact measurement regionally.

By September 2007 check progress on good practice exchange, ensuring 50 percent growth in quantity of cases online where the top 5 percent of cases attain a credible quality label combining expert opinion and Web 2.0 interactivity. Ensure considerably improved pan-European coverage, compared to the status in September 2006.¹⁷

By October 2008 undertake an assessment on the quality, volume, and impact of Open Source software and knowledge-sharing activity in EU25, and ensure 20% yearly growth until 2010 – as monitored by IDABC.¹⁸

By October 2010 ensure there is an active community of several thousand practitioners conducting online as well as offline good practice exchange in eGovernment across Europe.

By the Ministerial eGovernment conference in 2007, consider revising or initiating at least one piece of legislation to remove barriers to eGovernment, based on input from BB study¹⁹.

By the Ministerial eGovernment conference in 2007, consider organizational changes for citizen-centric government, based on input from the BB²⁰ and CCeGov²¹ studies.

The first occasion to track progress will be on 1 March 2007 at the High Level event of the German Presidency, the second will be on 20-21 September 2007 at the Ministerial eGovernment Conference in Portugal, where an impact report will be presented.

Ministerial conferences and other high level events arranged by the EU Presidencies, as well as the 13 eGovernment good practice exchange workshops planned for 2007-2008 will also contribute significantly.

For further information:

Trond Arne Undheim, E&E leader
European Commission - Information Society and Media DG
Office: BU31 07/20 B-1049 Brussels
Email: trond-arne.undheim@ec.europa.eu
Tel: +32 2 299 68 77
Fax: +32 2 299 94 99

http://europa.eu.int/egovement_research

¹⁷ Online and offline Good Practice Exchange – renewed effort <http://www.egov-goodpractice.eu/>

¹⁸ The IDABC programme, DG Enterprise
<http://europa.eu.int/idabc/>

¹⁹ Breaking Barriers to eGovernment study:
<http://www.egovbarriers.org/>

²⁰ Ibid.

²¹ Citizen Centric eGovernment study:
<http://www.ccegov.eu/>