



eGovernment Benchmark 2017

Taking stock of user-centric
design and delivery of digital
public services in Europe



FINAL INSIGHT REPORT – VOLUME 1

A study prepared for the European Commission DG
Communications Networks, Content & Technology by:



Digital
Single
Market

This study was carried out for the European Commission by
Capgemini, IDC, Sogeti, and Politecnico di Milano



For more information about this paper, please contact:



European Commission

Directorate General for Communications Networks, Content and Technology
Unit F.4 Digital Economy & Skills'
Gianluca Papa – Project Officer for the eGovernment Benchmark
Email: gianluca.papa@ec.europa.eu

Project Team

Niels van der Linden – Principal Consultant, Capgemini
Project Manager eGovernment Benchmark
Email: niels.vander.linden@capgemini.com

Written and reviewed by Dinand Tinholt, Niels van der Linden, Anouschka Groeneveld, Sem Enzerink, Cosmina Radu (Capgemini); Gabriella Cattaneo, Stefania Aguzzi (IDC); Florian Pallaro (Sogeti); Giuliano Noci, Michele Benedetti, Giulia Marchio, Luca Tangi (Politecnico di Milano).

Internal identification

Contract number: 30-CE-08484066/00-95
SMART number: SMART 2016 - 0050

DISCLAIMER

By the European Commission, Directorate-General of Communications Networks, Content and Technology. The information and views set out in this publication are those of the author(s) and do not necessarily reflect the official opinion of the Commission. The Commission does not guarantee the accuracy of the data included in this study. Neither the Commission nor any person acting on the Commission's behalf may be held responsible for the use which may be made of the information contained therein.

ISBN: 978-92-79-74294-1
DOI: 10.2759/816781

© European Union, 2017. All rights reserved. Certain parts are licensed under conditions to the EU. Reproduction is authorised provided the source is acknowledged.

eGovernment Benchmark 2017

**Taking stock of user-centric
design and delivery of digital
public services in Europe**

FINAL INSIGHT REPORT – VOLUME 1

A study prepared for the European Commission DG
Communications Networks, Content & Technology



Executive Summary

The digital transformation of governments across Europe is one of the cornerstones of achieving the Digital Single Market vision, as well as the broader EU2020 goals. The recent Ministerial Declaration emphasises the need to strive towards *'open, efficient and inclusive, providing borderless, interoperable, personalised, user-friendly, end-to end digital public services to all citizens and businesses – at all levels of public administration'*¹. The Declaration also includes 'User-centricity principles for design and delivery of digital public services'. The 2017 benchmark provides not only an in-depth analysis of the progress made by European public administrations in their modernisation of service provision; it also delivers the 'baseline' against which the progress made by the actions under the new eGovernment Action Plan 2016-2020 can be benchmarked.

This Insight Report presents the main highlights of the assessment of eGovernment services in 34 countries – the European Union Member States, as well as Iceland, Norway, Montenegro, Republic of Serbia, Switzerland, and Turkey – referred to as EU28+ throughout this report. The assessment of these services covers the priority areas of the eGovernment Action Plan. Each priority area is measured by one or more indicators, included in the so-called **top level benchmarks**:

- **User-centric Government:** assesses the availability and usability of public eServices and examines ease and speed of using those eServices.
- **Transparent Government:** evaluates the transparency of government authorities' operations, service delivery procedures and the level of control users have over their personal data.
- **Cross-border Mobility:** measures the availability and usability of services for foreign citizens and businesses.
- **Key Enablers:** assesses the availability of 5 functionalities, such as Authentic Sources and eID.

In order to evaluate these benchmarks **Mystery Shoppers** are trained and briefed to observe, experience, and measure (public service) processes. After the Mystery Shopping exercise, results are **validated by Member States**.

This year's measurement has selected a set of four **life events** that cover the most common domains of public services, representative for both businesses and citizens:

- Starting a business and early trading operations
- Losing and finding a Job
- Studying
- Family Life (new life event; measured for the first time)

Each life event is associated with a customer journey that businesses or citizens experiencing this life event will go through. They provide the starting point for the assessment by the mystery shoppers, who will provide a score on User-centric Government, Transparent Government, Cross-border Mobility and Key enablers for each of these four life events.

¹ Tallinn Ministerial Declaration on eGovernment, 6 October 2017, available online: http://ec.europa.eu/newsroom/document.cfm?doc_id=47559

Overall eGovernment performance in Europe

Overall eGovernment performance in Europe is moving in the right direction. The heat map in Figure 2 reveals that Malta, Denmark, Sweden, Estonia and Norway are the top-5 countries that lead the way forward in Europe's ambition to create a Digital Single Market.

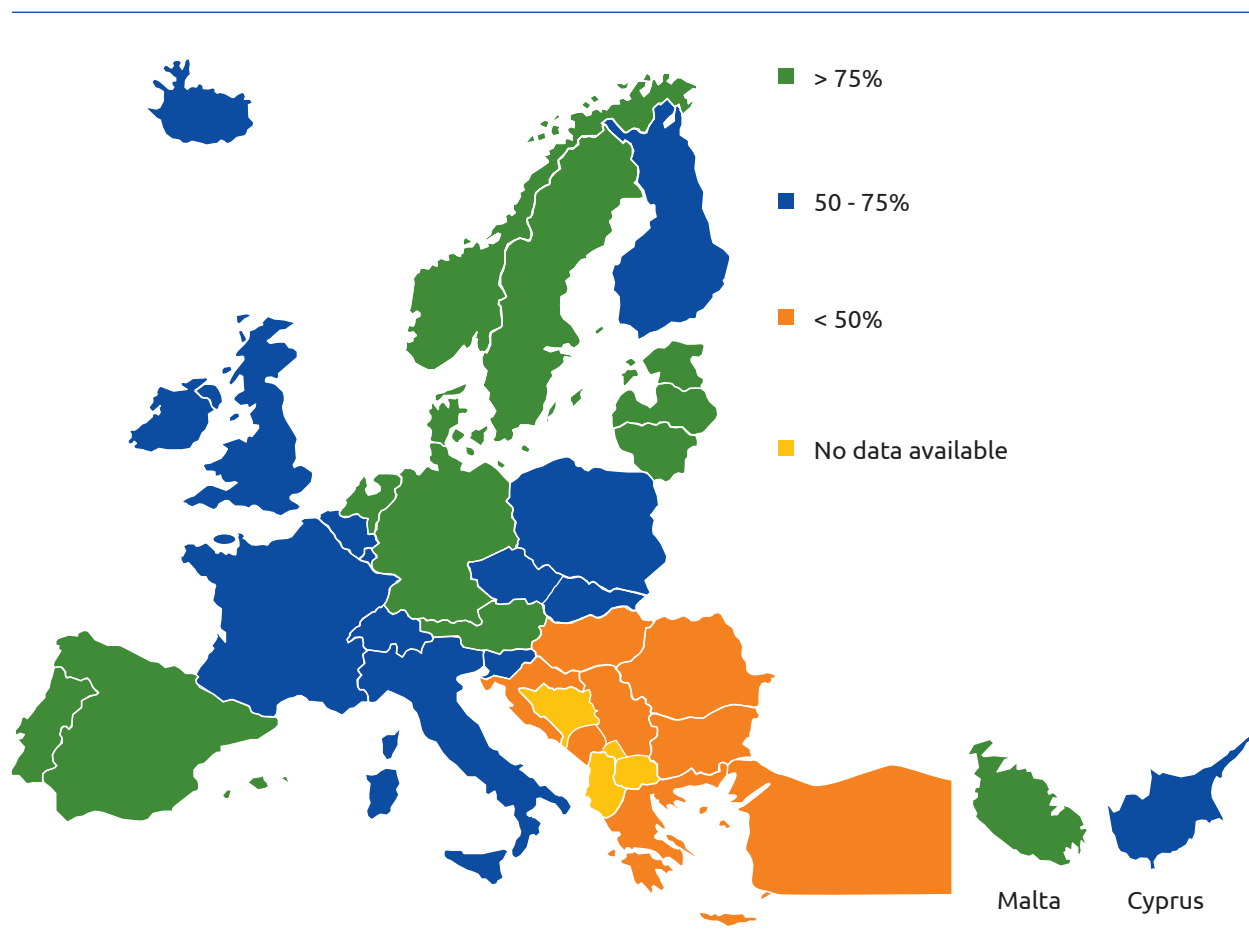


Figure 1: Overall eGovernment performance in Europe (equally weighting top level benchmarks for user centricity, transparency, mobility and key enablers; EU28+, 2016)

Out of the four benchmarks, the User-centric Government benchmark is most advanced. Results for the Transparent Government benchmark are less positive, and for instance for 1 in 2 services the level of transparency of service delivery processes is insufficient. The results of the Cross-border mobility benchmark are more encouraging, as they show solid improvements over the years. Finally, the Key Enablers benchmark scores lowest, and leaves most room for improvement (at 52%).

User centricity: mobile friendly public services are picking up

The User-centric government benchmark scores 80% for the EU28+. The countries with the most user-centric services are Malta, Denmark, Portugal, Sweden and Austria.

- Overall online availability of services reaches a score of 82%. Business services and information are more online (87%) than the services in the life events of Studying (86%), Losing & Finding a Job (83%) and Family (71%).
- Usability, defined as online support and help functionalities, reaches 89% with a similar maturity trend of the life events as for online availability.
- Mobile friendly public services are picking up, on average 1 in 2 public websites is mobile friendly (54%). Contrary to the other indicators, public websites in the Business life event score lowest (51%) and the Family Life services highest (60%).

Transparency: ample room to increase openness of public sector & services

The Transparent Government benchmark stands at 59% for the EU28+. The highest scores are achieved by Malta, Estonia, Lithuania, Austria and Spain.

- Transparency of Public organisations involved in the service delivery in the life events is the highest scoring indicator for the Transparent Government benchmark, at 73%. Public Organisations in the Losing and Finding a Job life event are more transparent (at 82%) than public organisations in the other life events.
- The lack of transparency of service delivery processes (50%) is an important barrier to a further uptake of online public services. In particular the Family life event scores badly (35%) on this indicator with on average only 1 in 3 services providing sufficient information to users.
- The indicator on how personal data is used, can be corrected, and where complaints can be filed scores 53%. Only very few countries provide information on who has consulted personal data and for what purpose.

Cross-border mobility: solid progress bringing the Digital Single Market closer

The Cross-border Mobility benchmark stands at 63% for the EU28+, the countries that score highest are Malta, Sweden, Norway, Latvia and Austria.

- Cross-border business start-up services and cross-border services for students reach an online availability of respectively 73% and 74%. This implies information is well available for foreign online visitors (86%) and approximately 3 in 5 services is online available for foreign online users (60%).
- The usability for cross-border services – represented in this indicator as online help, support and complaint functionalities – stands at 78%.
- New in the benchmark are two new indicators that consider the possibility of using eID (22%) and eDocuments (34%). The data for these indicators was collected end of 2016 – ahead of the date of 29 September 2018 from which the eIDAS regulation comes into full force.

Key Enablers: potential to boost eGovernment services

The Key Enablers benchmark scores 52% for the EU28+, the countries with the best scores are Malta, Denmark, Estonia, Lithuania and the Netherlands.

- Authentic Sources, the indicator that assesses to what extent personal data is pre-filled into online forms, holds at 47%. Progress was made on the business, job and studying life events compared to previous years, but especially services in the Family life event are deprived of pre-filled information (at only 22%). This also holds true for local and regional delivered services across all life events.
- The indicator for eID reaches 52%. In practice, for 1 in 2 services it is not possible to use an eID. This is mostly due to the Family life event where in 2 of 3 services an eID solution is missing.
- The indicator for eDocuments reaches 61%.
- A new indicator for 'Digital Post' was added, to assess whether public authorities allow citizens to receive communications digitally only. The Digital Post indicator resulted in a score of 50%.

Drivers for eGovernment performance: a benchlearning perspective

eGovernment performances are measured through penetration, which can be described as the extent to which use of the online channel is widespread among users of government services, and digitisation, which has the purpose of synthesising in one value for each country a proxy of the digitisation level of the back offices and the front offices. Penetration at European level is 52%, but with a wide variety of results. Digitisation at European level is 65%, but in this case there is less variety in the results. Countries with a lower level of penetration and digitisation might learn from countries with similar contextual variables that have better performances in absolute indicators. By comparing countries with similar environment-specific characteristics we are able to determine which countries perform above expectation and which countries perform below expectation, given the country-specific context.

Table of Content

Table of contents

1 INTRODUCTION	13
2 EGOVERNMENT BENCHMARK: WHAT HAS BEEN MEASURED AND HOW	16
3 OVERALL EGOVERNMENT PERFORMANCE IN EUROPE	18
4 USER CENTRICITY: MOBILE FRIENDLY PUBLIC SERVICES ARE PICKING UP	22
5 TRANSPARENCY: AMPLE ROOM TO INCREASE OPENNESS OF PUBLIC SECTOR AND SERVICES	26
6 CROSS-BORDER MOBILITY: SOLID PROGRESS TOWARDS ACHIEVING THE DSM	30
7 KEY ENABLERS: DRIVERS OF EGOVERNMENT ARE IN PASSENGER'S SEAT	34
8 DRIVERS FOR EGOVERNMENT PERFORMANCE: A BENCHLEARNING PERSPECTIVE	38

Table of Figures

Figure 1	Overall eGovernment performance in Europe (equally weighting top level benchmarks for user centricity, transparency, mobility and key enablers; EU28+, 2016)	6
Figure 2	Overall eGovernment performance in Europe (equally weighting top level benchmarks for user centricity, transparency, mobility and key enablers; EU28+,2016)	18
Figure 3	Results for top-level benchmarks per life event (EU28+, 2016)	19
Figure 4	Historical analysis for key indicators directly related to individual services (Average scores for Business start-up, Losing & finding a Job, Studying; 2012;2014;2016; EU28+)	20
Figure 5	User centricity benchmark (for EU28+; 2016)	23
Figure 6	Mobile friendliness in EU28+; absolute performance 2016 vs. growth since 2014	23
Figure 7	Infographic on User Centricity	24
Figure 8	Can you monitor who has consulted your personal data and for what purpose?	27
Figure 9	Infographic on Transparency	28
Figure 10	Comparing national vs cross-border online availability of services in Business and Studying Life event (EU28+; 2016)	31
Figure 11	Comparing national vs cross-border availability of eID in Business and Studying Life event (EU28+; 2016)	31
Figure 12	Infographic on Cross-border mobility	32
Figure 13	Options of receiving Digital Post (% of relevant total; EU28+; 2016)	35
Figure 14	Authentic Sources key enabler per life event (EU28+; 2016)	35
Figure 15	Infographic Key Enablers	36
Figure 16	Absolute and relative performances	40

Table of Tables

Table 1	Purpose of this report and coherence with study's deliverables	12
Table 2	Overview of life events under assessment in 2016	17

Who should read this report?

Anyone who is interested in how governments are coping with today's societal challenges, and exploiting modern technologies in that challenge.

Benchmarking is used to encourage mutual learning, to perform multilateral assessments, and to contribute to further convergence of the policies of Member States of the EU, Iceland, Montenegro, Norway, Serbia, Switzerland and Turkey (EU-28+). It is an essential part of the response to current socio-economic challenges. The benchmarking framework used here is founded on the key EU eGovernment priorities. The results build on a rich source of research data, using different methods, with strong collaboration from Member States; they provide a robust and coherent insight into the current state of play of eGovernment in the EU-28+. This report offers insight into how public administrations are progressing in their digital transformation, and can encourage public services to provide faster and smarter responses. Benchmarking is the first step in an ongoing benchlearning and improvement cycle. This report is produced in conjunction with two other deliverables, a Background Report and open research data.

	Insight Report (THIS report)	Background Report	Open research data
For whom?	Government leadership	Policy officers	Academics & research communities
What?	Key findings	Detailed analysis of indicators and life events	All data collected in machine-readable format and method
Purpose	Steer European and national eGovernment strategies	Realise direct improvements in public service delivery	Stimulate re-use of data and in-depth analysis

Table 1: Purpose of this report and coherence with study's deliverables

Introduction

Introduction

The digital transformation of governments across Europe is one of the cornerstones of achieving the Digital Single Market vision, as well as the broader EU2020 goals. The 2017 benchmark sheds light into the state-of-play of the digital transformation of European public administrations and the extent to which is 'on track' with regard to achieving these objectives.

This year's measurement gains further relevance when assessed against the background of the new eGovernment Action Plan 2016-2020 launched in April last year. The 2017 measurement not only provides an in-depth analysis of the progress made by European public administrations in their modernisation of service provision; it also delivers the 'baseline' against which the progress made by the actions under the new eGovernment Action Plan 2016-2020 can be benchmarked. In doing so, the benchmark aims at providing – like every year—an assessment of the extent to which European public administrations are on track to achieving the 2020 vision of a Digital Single Market. The monitoring of the digital transformation of government is a key element to assessing the progress towards completing the Digital Single Market (henceforth DSM) as well as the pursuit of a more "citizen-centric Europe".

The present *Insight Report* presents the main highlights of the assessment of eGovernment services in 34 countries – the European Union Member States, as well as

Iceland, Norway, Montenegro, Republic of Serbia, Switzerland, and Turkey – referred to as EU28+ throughout this report. The benchmark is a yearly assessment that monitors the implementation of the eGovernment Action Plan's priorities across Europe. For the 34 participating countries the assessment provides an overview of their own progress on eGovernment, as well as a 'peer-comparison' with the possibility to learn from the best practices and success stories in other countries that are in a similar situation.

This report is accompanied by a *Background Report*, which provides a comprehensive analysis of the results on the top-level benchmarks, in each of the 2016 life events, as well as an extensive description of the peer-clustering exercise that has been performed to facilitate and encourage best practices transfer across Member States.

In the benchmark tradition, the life events measured in 2014 represented the focus of the 2016 exercise, as part of the biennial cycle of the benchmark. These domains were: Starting a Business, Losing and Finding a Job and Studying. In addition to these and with the broader goal of providing further impulses to public administrations across Europe towards the modernisation of their service provision in new domains, a further life event was added this year: Family Life.

The analysis follows the lines of four top-level benchmarks, covering important EU policy priorities:

- **User Centricity** - indicates the extent to which a service or information concerning the service is provided online.
- **Transparency** - indicates the extent to which governments are transparent with regard to
 - a) the process of service delivery;
 - b) their own responsibilities and performance; and
 - c) the personal data involved.
- **Cross Border Mobility** - indicates the extent to which customers of public services users can use online services in another European country.
- **Key enablers** - indicates the extent to which technical pre-conditions for eGovernment service provision are used.

eGovernment Benchmark: what has been measured and how

The EU eGovernment Benchmark evaluates the priority areas of the eGovernment Action Plan 2016-2018. Progress on every priority area is measured by one or more indicators, so-called **top level benchmarks**:

- **User-centric Government** assesses the availability and usability of public eServices and examines ease and speed of using those eServices.
- **Transparent Government** evaluates the transparency of government authorities' operations, service delivery procedures and the level of control users have over their personal data.
- **Cross-border Mobility** measures the availability and usability of services for foreign citizens and businesses.
- **Key Enablers** assesses the availability of 5 functionalities, such as Authentic Sources and eID.

All top level benchmarks consist of multiple sub-indicators. These are in turn measured by a number of questions regarding the quality or quantity of eGovernment services on a specific aspect.

In order to assess all indicators, the current benchmark uses **Mystery Shoppers** who are trained and briefed to observe, experience, and measure a (public service) process. Mystery Shoppers act as prospective users and follow a detailed, objective evaluation checklist. Mystery Shopping was the method of choice for the assessment of all top level benchmarks under review this year.

After the Mystery Shopping exercise, results are **validated by Member States**.

This is an intense collaborative process with participating countries representatives. Member States are included at the start and at the end of the evaluation: at the start in order to validate the sample and to identify key characteristics of the services under assessment; at the end to validate the research results in collaboration with the responsible organisations in a country and possibly correct obvious erroneous findings.

This measurement has selected a set of eight life events that cover the most common domains of public services, representative for both businesses and citizens. Each life event is associated with a customer journey that businesses or citizens experiencing this life event will go through. They provide the starting point for the assessment by the mystery shoppers. These life events have been measured since 2012, with the exception of 'Family Life' which was measured this year for the first time. Table 2 provides an overview.

Each life event is measured once every two years. This two-year cycle allows countries to arrange follow up on the results and to implement improvements after each measurement. With the adoption of the EU eGovernment Action Plan 2016-2020 and in line with the objectives stated by it, this year's measurement undergone a number of updates with regard to the method. Thus, this limits the degree of comparison with previous years. This report focuses on the results obtained in 2016 and where possible provides comparisons with previously obtained results in 2014 and 2012.

	2016 (and 2014 and 2012)	2017 (and 2015 and 2013)
Business life events	Starting a business and early trading operations	Regular business operations
Citizen life events	Losing and finding a Job Studying Family Life (from 2016)	Starting a small claims procedure Moving Owning and driving a car

Table 2: Overview of life events under assessment in 2016

Overall eGovernment performance in Europe

Overall eGovernment performance in Europe is moving in the right direction. The heat map in Figure 2 reveals 12 countries that are most advanced when combining the results for user centricity, transparency, cross-border mobility and deployment of key enablers. These countries have managed to make these services available online, mobile friendly, transparent, with support of key enablers, and for both

country nationals as well as citizens and businesses from neighbouring countries for the majority of their public services related to business start-up, losing & finding a job, studying and family life. The top-5 consists of Malta, Denmark, Sweden, Estonia and Norway. These countries lead the way forward in Europe's ambition to create a Digital Single Market.

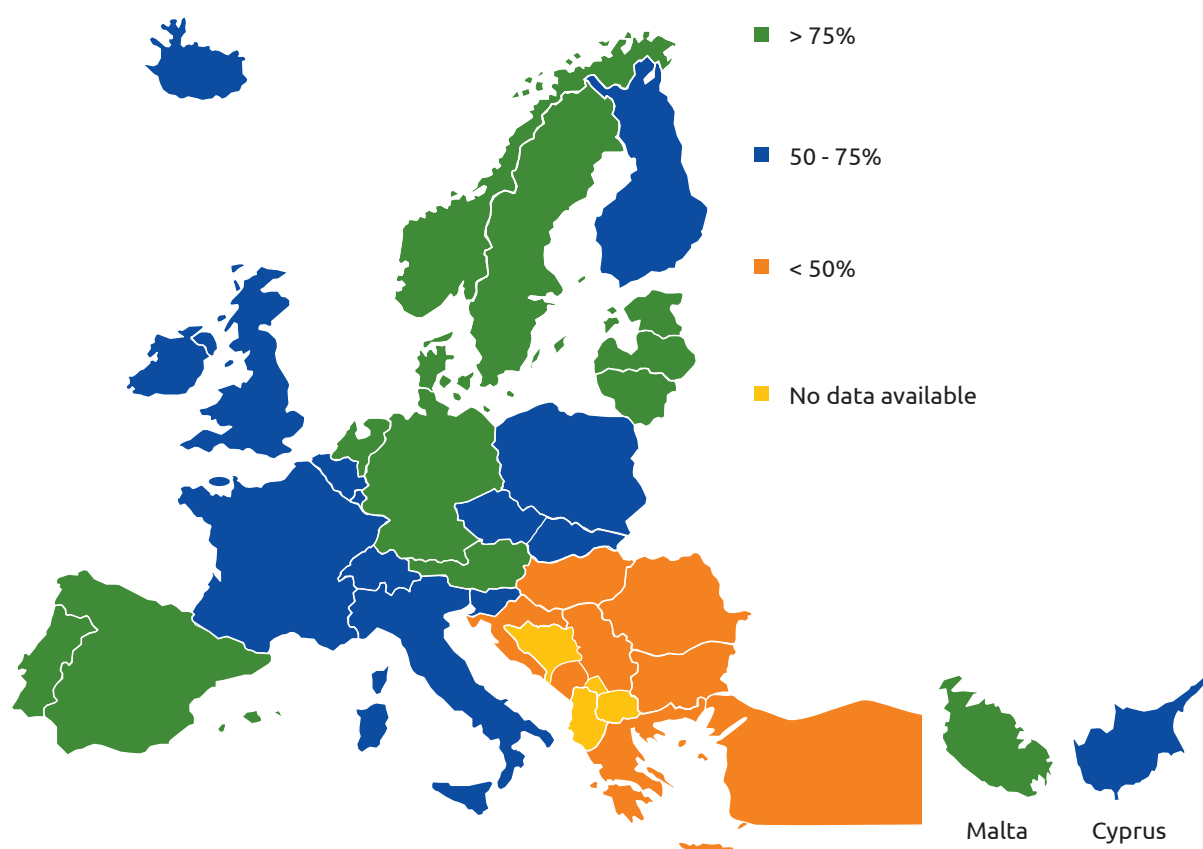


Figure 2: Overall eGovernment performance in Europe (equally weighting top level benchmarks for user centricity, transparency, mobility and key enablers; EU28+, 2016)

Figure 3 presents the scores for the top-level benchmarks for each of the life events that were measured in 2016. The method for data collection was updated in 2016 with the result that only for a selection of indicators it is possible to make a historical comparison.

Figure 4 provides insight into how five of the more relevant indicators developed over time and reveal important trends. Summarising the results from both figures, with regard to European developments in eGovernment results, it is fair to say that:

■ **User Centricity is the most advanced benchmark in Europe in 2016, emphasising the focus of governments to bring more public information and services online.** If we look at the progress made as regards online availability of services in three life events that were measured consistently since 2012² Europe records a 12 percentage point (p.p.) increase (from 73% in 2012 to 85% in 2016), with countries such as Luxembourg and Latvia even progressing with 60%

and 63% respectively. The gap between least performing country and best performing country is also closing (from a 52 p.p. gap to 47 p.p. in 2016). Mobile friendliness of public websites is rapidly increasing – though still only 1 in 2 public websites allow to properly read information and navigate public websites on a mobile device.

■ **Transparency of government organisations, service processes and personal data averages at 59% for the EU28+ in 2016.** Results for Transparency of service delivery processes (e.g. informing users on how long the process will take, response times, etc.) reveal that for 1 in 2 services the level of transparency is insufficient. As the eGovernment Benchmark has been stating since 2012, this is a **key barrier for users to further continue their online journey** and hence a must for governments to improve. On the positive side: results did increase for this indicator by 14 p.p. since 2012³ with in particular countries like Germany (+46 p.p. from 2012), Finland (+35 p.p. from 2012) and Iceland (+32 p.p. from 2012)

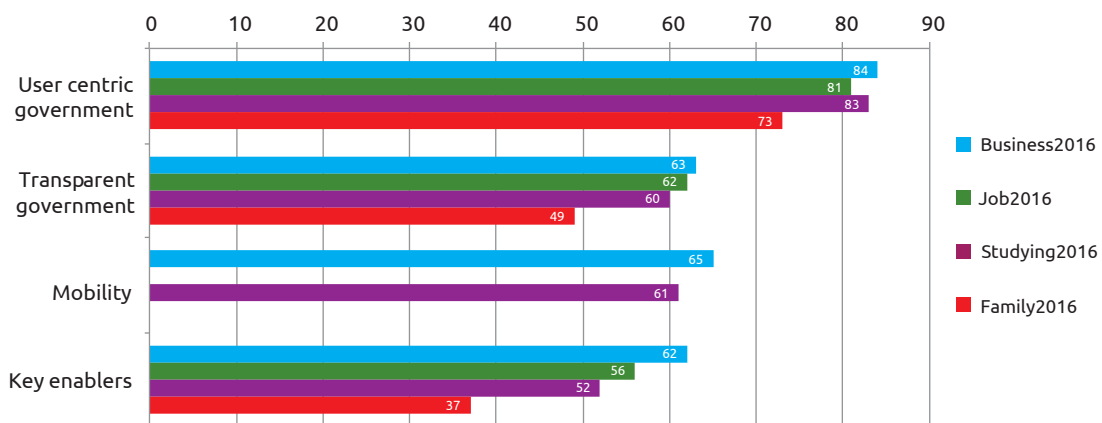


Figure 3: Results for top-level benchmarks per life event (EU28+, 2016)⁴

2 For the life events: starting-up a business, losing & finding a job, studying that were measured in 2012, 2014, 2016 on the same set of research questions. The overall results for 2016 also include a new life event called 'family life'.
 3 idem
 4 Cross-border mobility is not measured for life events 'Losing and Finding a Job' and 'Family Life'

taking the message seriously. Slovakia and Switzerland also made substantial progress (+33 p.p. and +27 p.p.) but still have some way to go to reach more acceptable levels with absolute scores lagging behind the EU average.

- **Cross-border service delivery is essential for the Digital Single Market and records solid improvements over the years (+25 p.p. since 2012).** This implies information and even services are becoming more and more available for EU citizens when starting up a business or commencing a study in another country. Results for the online availability indicator show that besides best performers Sweden and Finland (both 100% score), some countries have made huge steps over the past years: Latvia (+60 p.p.), Poland (+49 p.p.) and France (+45 p.p.) have improved their online channels for fellow Europeans. With online availability of cross-border services in 2016

being at roughly the same level that national services were in 2012, it will be of interest to see if cross-border service delivery can continue the steep growth curve it has shown over the past years. New indicators on cross-border eID and eDocuments are in its infancy, but will be the accelerator for fully online cross-border services in the year(s) to come.

- **The deployment of key technological enablers has most room for improvement (at 52%; EU28+).** In particular, services in the Family life event are lagging behind. When looking at the key enabler that is facilitating pre-filling of online forms – the authentic sources indicator – it becomes clear that progress is not as fast as other indicators with only a 3 p.p. growth since 2012. The benefits for users and public authorities are evident (e.g. efficient, effective, time-saving) but insufficiently reaped.

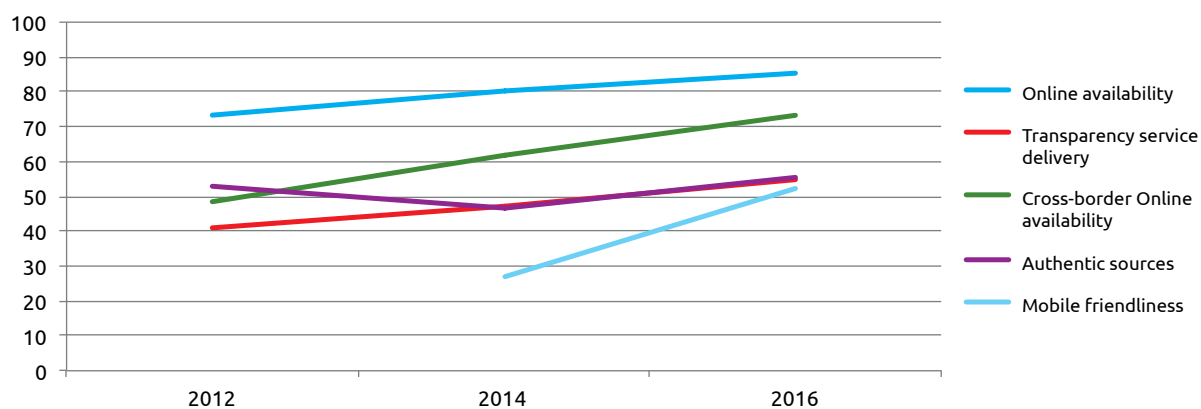


Figure 4: Historical analysis for key indicators directly related to individual services (Average scores for Business start-up, Losing & finding a Job, Studying; 2012;2014;2016; EU28+)

User centricity: mobile friendly public services are picking up

Key Insights

- The top-level benchmark for user centricity lands at 80% for the EU28+. Countries with the most user-centric services are Malta, Denmark, Portugal, Sweden and Austria.
- Online availability of services reaches 82%, with business services and information being more online (87%) than services in the life events Studying (86%), Losing & Finding a Job (83%) and Family (71%).
- Usability – defined as online support and help functionalities – reaches 89% with a similar maturity trend of the life events as for online availability.
- On average 1 in 2 public websites is mobile friendly (54%). Governments seem to increasingly invest in mobile friendly websites as in 2014 the score was only 27%. Contrary to the other indicators, public websites in the Business life event scores lowest (51%) and the Family Life services highest (60%).

The map of Europe depicted by Figure 5 illustrates the state-of-play as regards user centricity. It shows best performing countries are Malta, Denmark, Portugal, Sweden, Austria, Norway, Finland and Germany (in green). With the Baltics, other Central European and Mediterranean countries (in orange) these are the most user centric countries in Europe. Room for improvement is mostly with eastern and south-eastern countries (in yellow and brown).

A new element of user centricity is the assessment of mobile friendliness of public websites. Public Services need to connect with users where they are, now mostly in a mobile world. Mobile technology is becoming an increasing part of citizens' platforms to find government

information and communicate with their government. eGovernment services should be tuned towards this demand. Citizens expect government sites to be accessible and readable on their mobile device. Thousands of European public websites were automatically assessed on their mobile responsiveness, evaluating five common barriers. Figure 6 illustrates performance and progress for three life events that were assessed in both 2014 and 2016. **Even though still only 1 in 2 public websites is mobile friendly in 2016, the scatter plot does reveal that countries are making substantial progress in designing their websites in mobile responsive manners.** Sweden, Denmark, and the United Kingdom reach almost maximal scores on this indicator. Malta made huge progress (+76 p.p.).

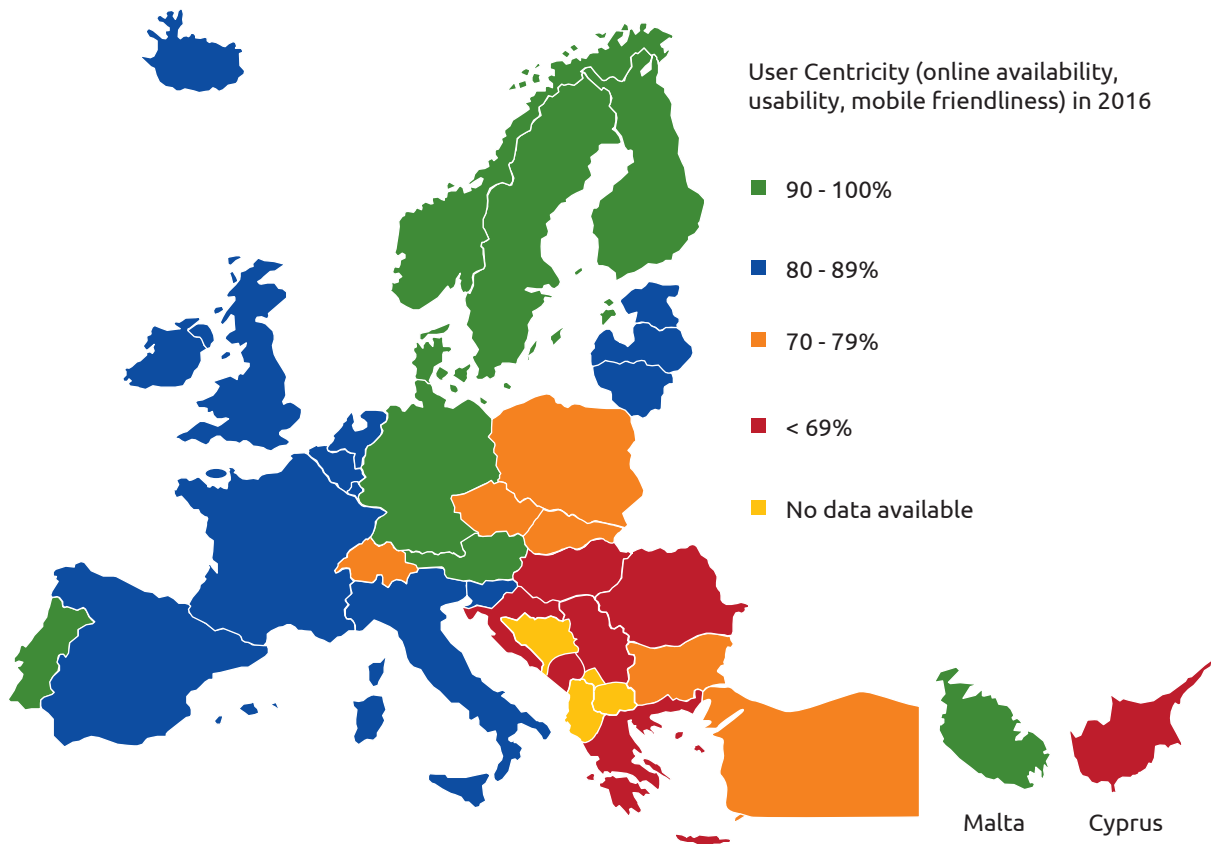


Figure 5: User centricity benchmark (for EU28+; 2016)

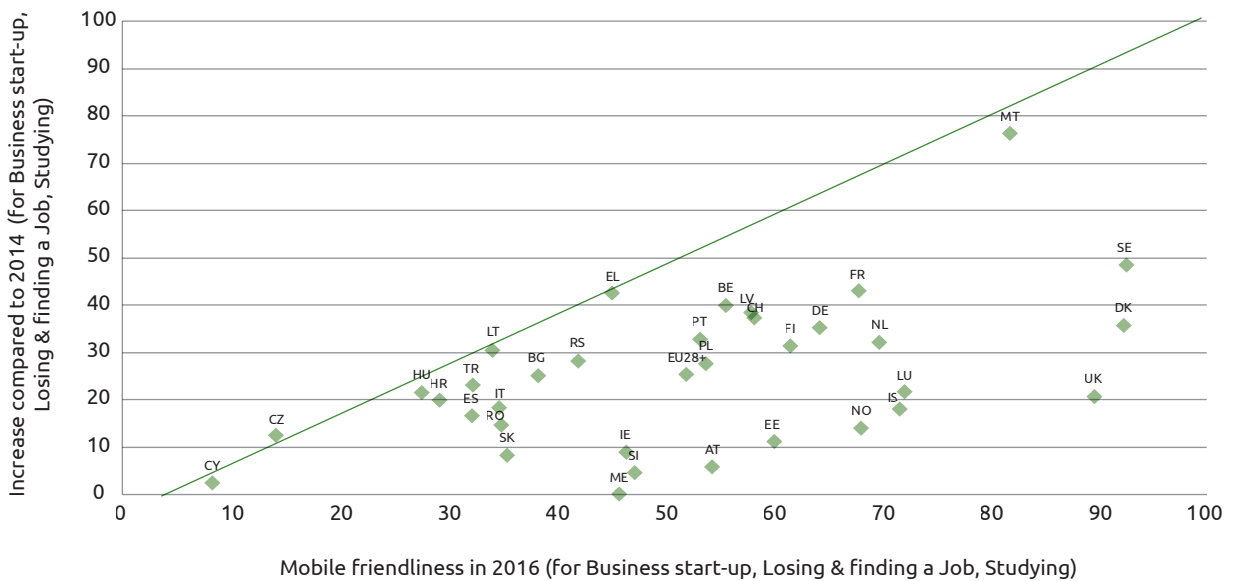


Figure 6: Mobile friendliness in EU28+; absolute performance 2016 vs. growth since 2014

User Centricity

Mobile friendly public services are picking up

Overall score



Services have to meet **users expectations**, be **needs based** and **user centric**

Online availability

“Can I use this service online?”



“Online availability shows a 12 percentage point increase compared to 2012”



Mobile friendliness

“Can I use my **phone** to access public services?”



“1 in 2 public websites mobile friendly”



Best performing countries



Malta



Denmark



Portugal



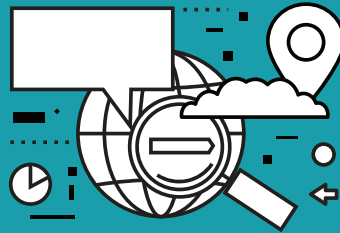
Sweden



Austria

Varia

- The gap between best performing and worst performing country in the category online availability is decreasing (from 52 pp gap in 2012 to a 47 pp gap in 2016)
- National level outperforms local level : The percentage of services available online at national level (65%) outperforms the percentage at local level (EU average under 50%)
- The score for mobile friendliness almost doubled from 2014 to 2016
- **3%** of all public services is **delivered automatically**



Legend



Average of the scores achieved on the four life events



Starting a business and early trading operations



Family life



Losing and finding a job



Studying

Usability

“Are there sufficient online support and help services?”



“Solid indicator, most room for improvement on complaint procedures”

89%

Overall score



92%



84%



90%



89%

Transparency: ample room to increase openness of public sector and services

Key Insights

- The top-level benchmark for Transparent Government stands at 59% (EU28+). Countries scoring highest on this benchmark are: Malta, Estonia, Lithuania, Austria and Spain.
- Transparency of public organisations involved in the service delivery in the life events is the highest scoring indicator of this benchmark, at 73%. Organisations in the Losing and Finding a Job life event are more transparent (at 82%) than those in the other life events.
- An important barrier to increasing take-up of online public services is the lack of Transparency of service delivery process. This indicator stands at 50% and in particular the Family life event scores badly with on average only 1 in 3 services providing sufficient information to users on e.g. timing of delivery, service progress and service performance (35%).
- A higher level of transparency of how personal data is used, whether it can be corrected and where complaints can be filed could increase user satisfaction. This indicator holds at 53% and requires improvement across all aspects. Only very few countries provide information on who has consulted personal data and for what purpose.

Enhancing transparency of data and services between public administrations and their customers within and across borders is believed to boost efficiency, accountability and contributes to trust in public sector entities. This is also in line with the increased demands and expectations of citizens and businesses across Europe who wish to understand how the services they access work as well as be informed regarding processing times, personal data consulted, public administrations' mission and achievements.

One of the indicators this benchmark evaluates is the transparency of personal

data. In general, citizens and businesses see the possibility to access personal data online increase, as well as more possibilities to notify governments in cases where data is incomplete or incorrect, to modify data and to complain. A new question was added to this assessment and the results are depicted in Figure 8. Counterbalancing the fact that public administrations will increasingly re-use personal data for personalisation and efficiency purposes, citizens should be allowed to view who has used their data and for what purpose. Figure 8 Can you monitor who has consulted your personal data and for what purpose?

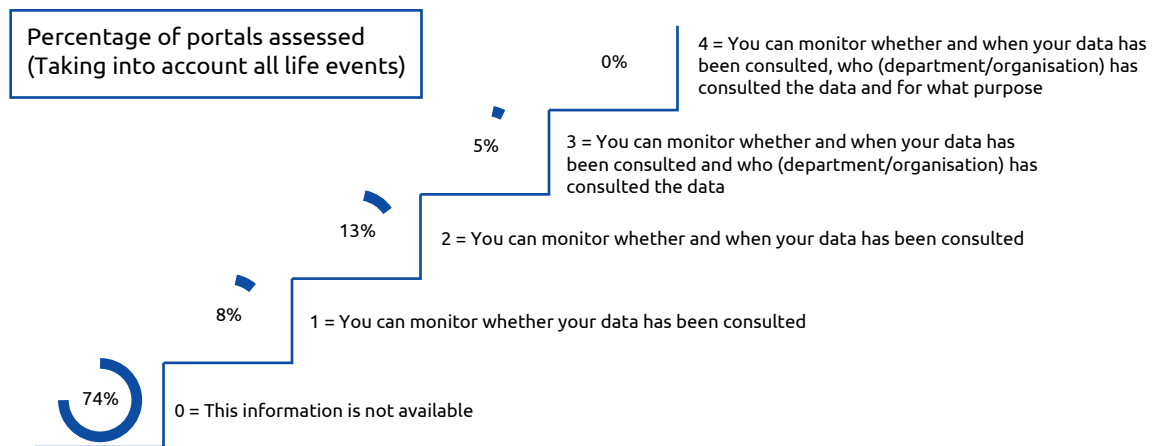


Figure 8: Can you monitor who has consulted your personal data and for what purpose?

The research reveals that for 3 in 4 public services there is no information available for the user concerning who has consulted their personal data and for what purpose. The most mature stage 4 is not reached by any country yet. Only very few countries have advanced features in place for their citizens and businesses: Austria, Sweden, Denmark, Norway and Latvia reach for some of their life events stage 3. This means one can monitor whether and when personal data was consulted and by which department/organisation.

Finally, when viewing the results for the individual questions for the other transparency indicators (Transparency of public organisations, Transparency of service delivery) the following information requirements that are important to users need further improvement:

- Roughly **1 in 3 public organisations publishes results from user satisfaction surveys** or deploys methods for monitoring the administration’s performance (34%; EU28+);
- Where 73% of public organisations provide information online about the key policy making processes, **only 37% informs users on their ability to participate** in these processes;
- In half of public services users are not informed **how long the entire process is going to take** nor is a **maximum** time limit set within which the public organisation has to deliver/respond.
- Users also find difficulties **tracking progress** during the course of a service application (50%; EU28+) nor can they easily find information about **service performance levels** (42%; EU28+).

Transparency

Governments need to do more to match citizens demands for openness

Overall score

59%



Transparency refers to **openness, accountability** and **trust**.

Service delivery

“Is it clear how long the service process will take?”

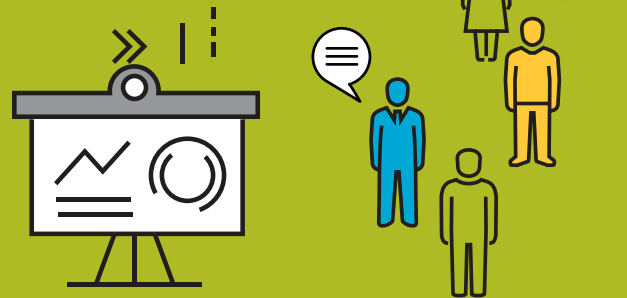


“For family life 1 in 3 services is transparent”

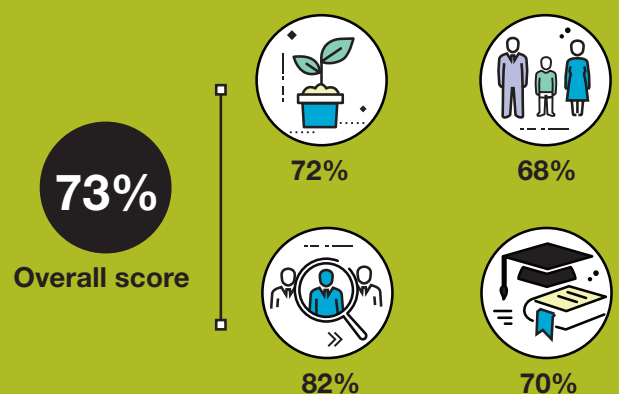


Public organisations

“How transparent is the public organisation”



“1 in 3 public organisations publishes results from user satisfaction surveys”



Personal data

“Am I clearly informed on what is happening to my personal data?”

“For 3 in 4 public services there is no information on who consulted personal data”

53%
Overall score



58%



45%



56%



55%

Legend



Average of the scores achieved on the four life events



Starting a business and early trading operations



Family life



Losing and finding a job



Studying

Best performing countries



Malta



Estonia



Lithuania



Austria



Spain

Varia

Percentage of portals achieving level of transparency (Taking into account all life events)



You can monitor whether and when your data has been consulted, who (department/organisation) has consulted the data and for what purpose



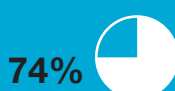
You can monitor whether and when your data has been consulted and who (department/organisation) has consulted the data



You can monitor whether and when your data has been consulted



You can monitor whether your data has been consulted



This information is not available

Cross-border mobility: solid progress towards achieving the DSM

Key Insights

- The top-level benchmark for cross-border mobility stands at 63% (EU28+) with the best performing countries being Malta, Sweden, Norway, Latvia and Austria.
- Cross-border business start-up services reach an online availability of 73%; almost at par with cross-border services for students (74%). This implies information is very well available for foreign online visitors (86%) and approximately 3 in 5 services is online available for foreign online users (60%).
- The usability for cross-border services – represented in this indicator as online help, support and complaint functionalities – stands at 78%.
- Two new indicators reveal the possibility of using eID and eDocuments in cross-border services. The 2016 benchmark for cross-border eID is 22% and for eDocuments 34%. The data for these indicators was collected end of 2016 – ahead of the date of 29 September 2018 from which the eIDAS regulation comes into force.

Cross-border mobility is one of the main objectives of the EU eGovernment Action Plan 2016-2020 and represents an important milestone towards realising the Digital Single Market. Achieving cross-border mobility across Europe will on the one hand offer more opportunities for citizens to work, live, and study in any European country; on the other hand it will enable businesses to set up shop anywhere across Europe, thus boosting Europe's attractiveness and competitiveness as location to invest and conduct business in.

With the new eGovernment Action Plan the EU28+ set out to remove the barriers standing in the way of the Digital Single Market and at the same time to "prevent further fragmentation arising in the

context of the modernisation of public administrations"⁵. Towards this end, the use of Key Enablers such as electronic Identification, electronic Documents in cross-border public sector transactions represents an important step to create seamless cross-border services.

For this insight report two key conclusions are presented. First, for business and student services the extent to which services are online available across-borders is growing rapidly over the past years and now approaching the same level of services that are delivered to country nationals. However, there is also still a substantial 14% of services that are 'offline', meaning not available (or readable) for cross-border users.

5 Op. cit, The EU eGovernment Action Plan 2016-2020, page. 2.

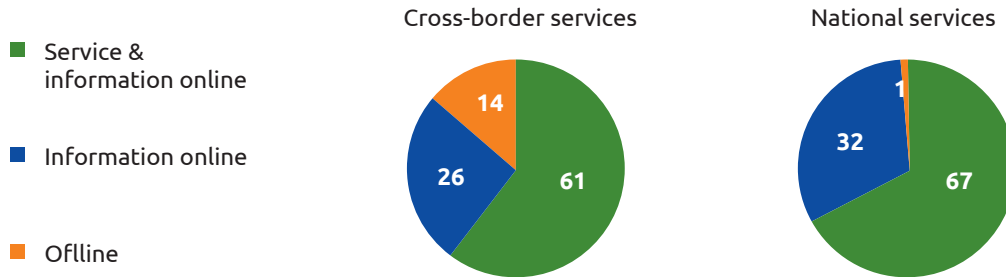


Figure 10: Comparing national vs cross-border online availability of services in Business and Studying Life event (EU28+; 2016)

To bring more services online in cross-border delivery, and to continue the fast growth made over the past years, the key enabler eID is of vital importance. With the eIDAS Regulation coming into full force as of 29 September 2018 (the data for this benchmark was collected end of 2016), it might be that Member States will expand the application and recognition of notified eIDs in cross-border services starting already from the next measurement. Al-

though there are more factors in play, this could have impact on the online availability of cross-border services. So despite the fact that eID currently is in a pre-mature stage in Europe (at 22%), and can also improve at national level (52%), both indicators could benefit from this regulation. As a result, citizens and business would benefit from seamless online services in their own countries and across Europe in the coming years.

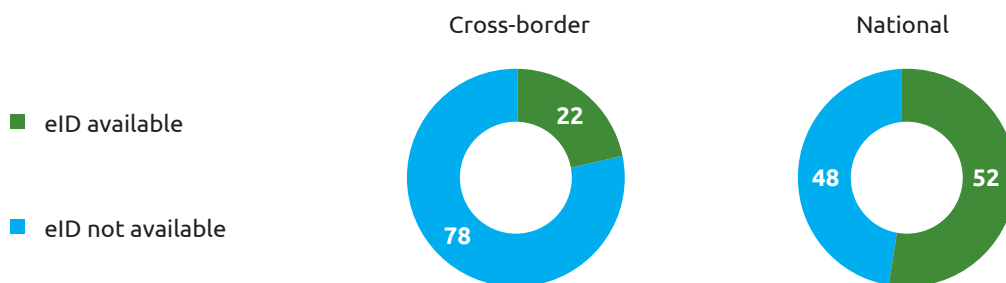


Figure 11: Comparing national vs cross-border availability of eID in Business and Studying Life event (EU28+; 2016)

Cross-border mobility

The opportunity of using online services in another country is growing for citizens and entrepreneurs

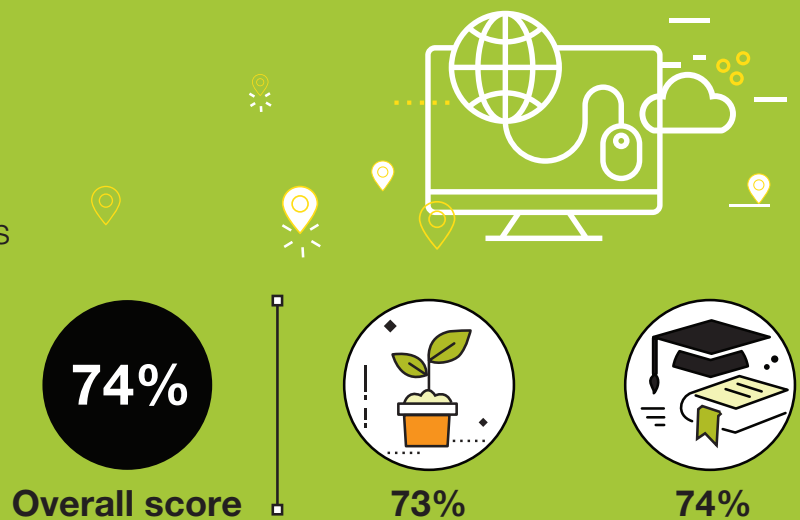


Achieving cross-border mobility will offer **opportunities for citizens, enable business**, and boost Europe's **attractiveness** and **competitiveness**

Online availability

“Can I use an **online service** in another **EU country**?”

Cross-border service delivery records solid improvements over the years (+25 p.p. since 2012).



Usability

“Can I find sufficient online support and help services in another EU country?”

Promising developments on the usability dimension of citizen cross-border services



eID Cross Borders

“Is it possible to use my electronic identification in another EU country?”

Cross border use of eID is currently still in a pre-mature stage



22%

Overall score



29%*



14%

Legend

%

Average of the scores achieved on the two life events



Starting a business and early trading operations



Studying

eDocuments Cross Borders

“Is it possible to use electronic documents across borders?”

There are more online opportunities for businesses than for citizens to use eDocuments.

34%

Overall score



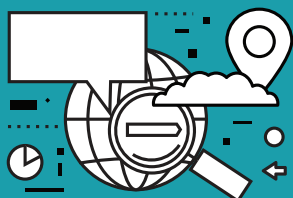
43%



24%



Best performing countries



Malta



Sweden



Norway



Latvia



Austria

Varia

The best performing countries being Malta, Sweden, Norway, Latvia and Austria

Better eGovernment services for nationals than for non-country nationals

Key Enablers: drivers of eGovernment are in passenger's seat

Key Insights

- The top-level benchmark for Key Enablers reaches 52% (EU28+), leaving quite some room for countries to improve. Countries leading the way are Malta, Denmark, Estonia, Lithuania and the Netherlands.
- The indicator for eID reaches 52%. In practice, for 1 in 2 services it is not possible to use an eID. This is mostly due to the Family life event where in 2 of 3 services an eID solution is missing. Services concerning obtaining parental authority, acknowledging a child, obtaining birth certificates and pre-registering for marriage/partnership need improvements. In 16% of services it is possible to use a national eID and also access other services without re-authentication.
- The indicator for eDocuments stands at 61%.
- The new indicator 'Digital Post' that assesses whether public authorities allow citizens to receive communications digitally only, and hence reducing paper mailings, scores 50%.
- Authentic Sources, the indicator that assesses to what extent personal data is pre-filled into online forms, holds at 47%. Despite progress on the business, job and studying life events compared to previous years – especially services in the Family life event are deprived of pre-filled information (at only 22%. This also holds true for local and regional delivered services across all life events.

A new Key Enabler on 'Digital Post' assesses whether public authorities allow citizens to receive communications digitally only, and hence reducing paper mailings. Digital Post refers to the possibility that governments communicate electronically-only with citizens or entrepreneurs through e.g. personal mailboxes or other digital post solutions. This is often possible in cases of personal mailboxes or MyPages. There are 9 countries that have enabled

Digital Post across all life events measured in 2016: Austria, Denmark, Estonia, Iceland, Lithuania, Malta, the Netherlands, Sweden and Slovakia. Seven more have realised this functionality for three of the four life events (Belgium, Germany, Italy, Luxembourg, Latvia, Norway and Spain). Finally, the Figure 8 reveals that there is a gap between the national and regional/local services with regard to Digital Post solutions.

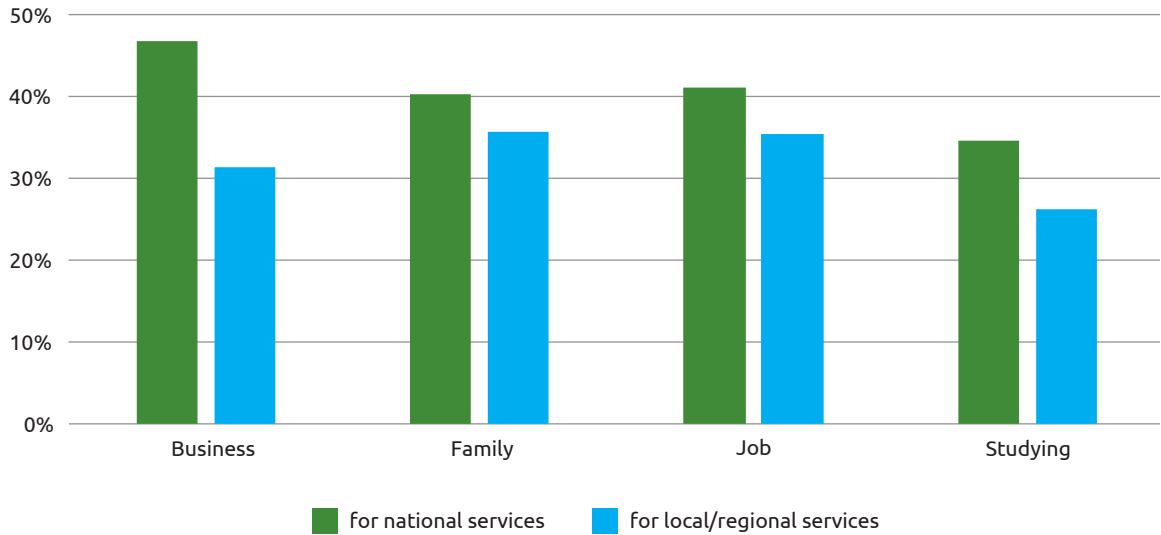


Figure 13: Options of receiving Digital Post (% of relevant total; EU28+; 2016)

A similar gap was already identified for online availability of services, that at local level is 17 p.p. lower compared to national services. For the key enabler authentic sources – enabling pre-filling of online forms – a similar observation can be made. In particular in the Family life event this indicator scores very low, where appar-

ently in only 14% of services personal information is pre-filled. This can hamper a joined-up development of eGovernment services across all tiers and urges countries to ensure close collaboration with the local entities in order to achieve high quality eGovernment services and efficient delivery for all.

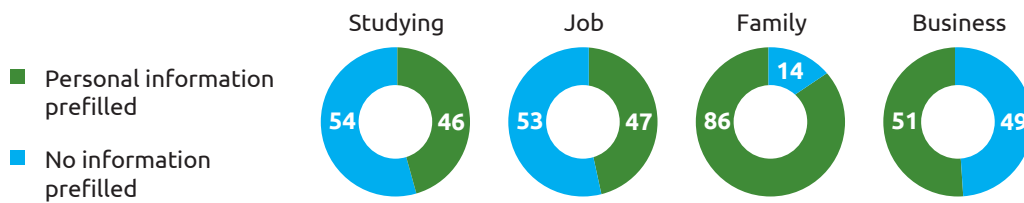
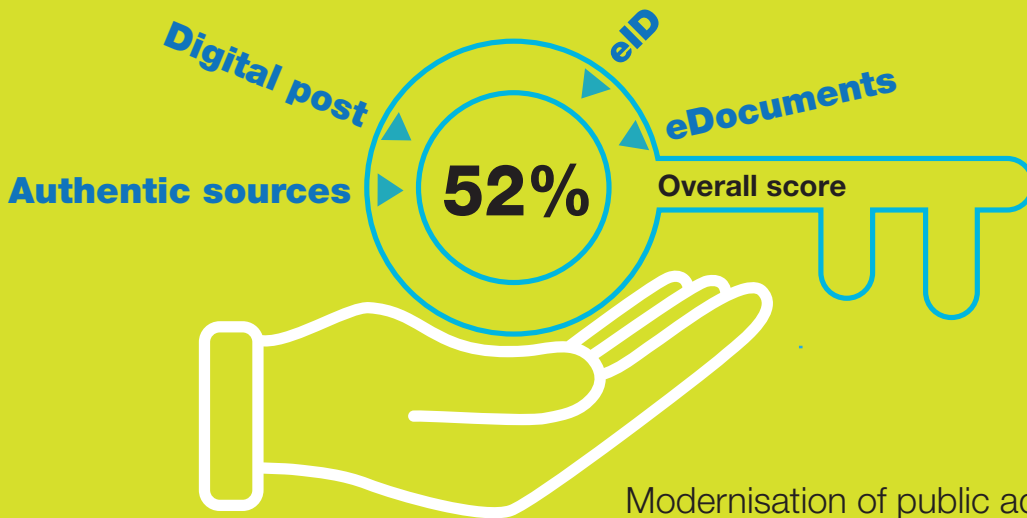


Figure 14: Authentic Sources key enabler per life event (EU28+; 2016)

Key Enablers

Governments should make better use of digital key enablers to boost eGovernment services



Modernisation of public administrations towards providing **faster** and **higher quality** services needs to rely on key **digital enablers**

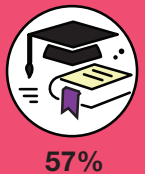
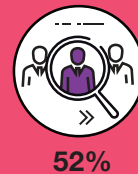
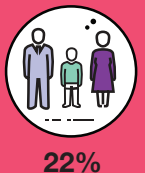
Authentic sources

“Are online forms pre-filled with data the Government already knows?”

Almost **1** in **2** **online forms** are pre-filled with data the government already knows



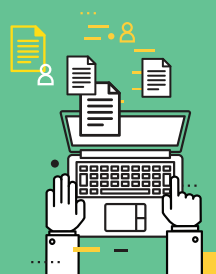
47% Overall score



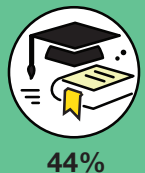
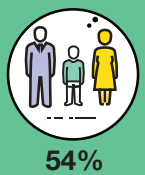
Digital Post

“Is it possible to send and receive digital post only – and **reduce paper processes**?”

8 countries have enabled Digital Post across all services and life events



50% Overall score



Countries leading the way are



Malta **Denmark** **Estonia** **Lithuania** **Netherlands**

Varia

- National outperformance with regard to digital post solutions (on average a gap of 9 percentage points)
- Local and regional delivered services especially are deprived of pre-filled information



Legend



Average of the scores achieved on the four life events



Starting a business and early trading operations



Family life



Losing and finding a job



Studying

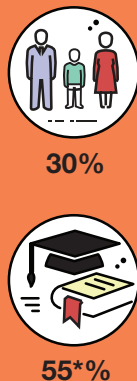
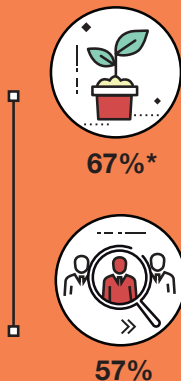
eID

“Is it possible to use electronic identification?”

Users can only use eID in **1** of **2** services



52%
Overall score



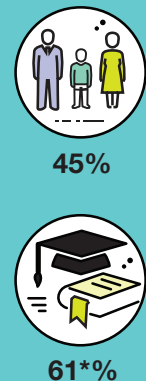
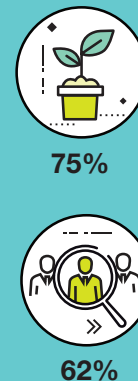
eDocuments

“Is it possible to use electronic documents?”



Progress can be observed with regard to losing and finding a job and starting up a business

61%
Overall score



Drivers for eGovernment performance: a benchlearning perspective

Key Insights

- Penetration at European level is 52%, but with a wide spread among the different countries: there are countries close to 90% (Finland and Denmark) and countries with a percentage lower than 30% (Italy, Greece and Czech Republic).
- Digitisation at European level is 65%, there are no countries with a percentage lower than 40%. The best performer is Malta (97%). Five countries (Greece, Hungary, Bulgaria, Croatia and Romania) have percentages lower than 50%.
- eGovernment performances are correlated: countries with better performance in Digitisation seem to have better performance in Penetration and vice-versa.
- The benchlearning exercise analyses countries with similar environmental characteristics, but with different Digitisation and Penetration levels. The benchlearning perspective allows us to explore performance levels, similarities and differences in context, and eGovernment implementation across different countries.
- A specific country can be considered in line with the European average when following the European trends of performance, underperforming when performing below expectations and outperforming when performing above expectations.
- Underperforming countries might learn from countries with similar environmental characteristics but better performances in the absolute indicators.

The benchlearning exercise compares the eGovernment performance of different countries in order to understand which factors hamper innovation and how the key characteristics of a country might influence eGovernment performance.

eGovernment performances are measured through **Penetration**, which can be described as the extent to which the usage of online eGovernment services is widespread, and **Digitisation**, which proxies the Digitisation level of the back-offices

and the front-offices of governments. We refer to Penetration and Digitisation as the absolute indicators of the countries performance.

By identifying the main factors that drive the innovation actions, we are able to draw different development paths that countries can follow. Insights in the possible development paths might allow countries to learn from best performers' experiences.

To this end, the analysis aims to:

- Assess and compare eGovernment maturity among the EU28 countries through two absolute indicators: Penetration and Digitisation.
- Explore the meaning of each performance level across different countries, by raising questions about how similar or different contexts influence eGovernment implementation.

Environment-specific characteristics influence eGovernment policies and strategies in each country. In this report we consider three categories of Environment-specific characteristics:

- **Users' characteristics:** this factor measures citizens' willingness to use online services. It includes elements that enable citizens to use online channels, such as the citizens' level of digital knowledge and the overall level of ICT usage, i.e. the variety of activities performed by citizens that are already online. These activities range from using online content (videos, music, games, etc.) to modern communication activities, online shopping and banking.
- **Government characteristics:** the governance structure determines the coverage of eGovernment services, investments and efforts made in innovation practices. This factor includes the quality of governments' action and the openness of data and information from an Open Government perspective.
- **Context characteristics:** This factor includes some of the external elements that may influence broader eGovernment application: the deployment of broadband infrastructure and its quality, the digitisation of businesses and their implementation of online sales channels.

We refer to these environment-specific characteristics as the relative indicators of

a country. When comparing relative and absolute indicators, three types of countries can be identified:

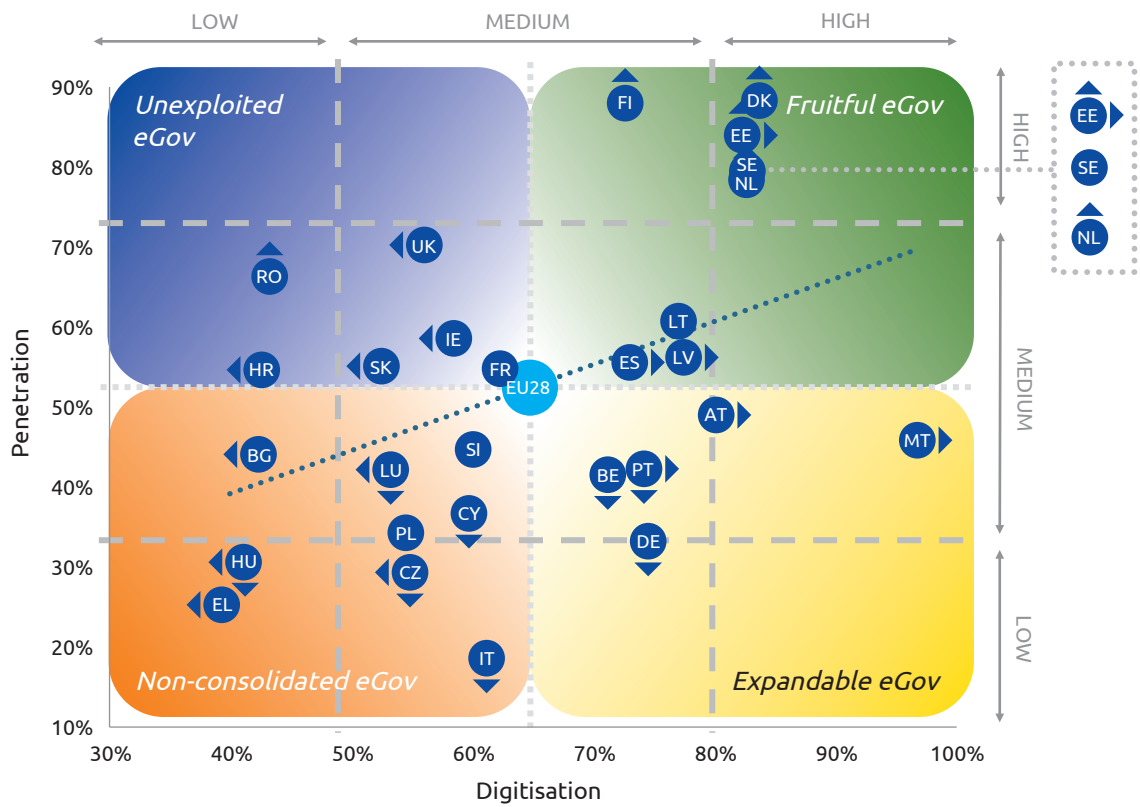
- **Average countries:** these countries perform in line with the European trends of performance.
- **Underperforming countries:** these countries perform below expectations, compared to countries with similar environmental characteristics.
- **Outperforming countries:** these countries perform above expectations, compared to countries with similar environmental characteristics.

Figure 16 shows the results of this analysis: each country is shown in terms of absolute performances (i.e. levels of Penetration and Digitisation) and relative performances (i.e. influence of environmental characteristics on absolute performance). The arrows signal if a country's score in either Digitisation or Performance is not what would be expected in terms of its environmental characteristics (i.e. relative indicators). If the arrow faces upward or to the right the country scores higher than expected, if the arrow faces downward or to the left the country scores lower than expected.

Countries with a lower level of Penetration and Digitisation can learn from countries with similar environmental characteristics but better performances in absolute indicators.

The analysis shows three countries (Czech Republic, Hungary and Luxembourg) with relative performance below the expectations both in Penetration and in Digitisation. These countries all seem to have the context, users and government characteristics to implement policies to obtain better overall performances in eGovernment services.

There are also countries Outperforming or Average with respect to one absolute indicator, but Underperforming with respect to the other.



LEGEND

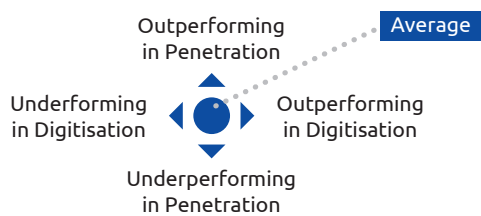


Figure 16: Absolute and relative performances

For Penetration, that applies to Italy, Germany, Belgium, Cyprus and Portugal. These countries all appear to have the context, users and government characteristics to achieve better Penetration performances. These countries are required to make the most out of the relative characteristics to implement policies aimed at offering more eGovernment services to their citizens and/or raising awareness about the opportunity to benefit from eGovernment services.

For Digitisation, instead, Bulgaria, Croatia, Greece, Ireland, Slovakia and United Kingdom are the underperforming countries. These countries all seem to have the context, users and government characteristics to score better in Digitisation performances. These countries are required to invest in digitalising the back- and front-offices in order to have more efficient and effective procedures and a better services delivery.

There are also outperforming countries. These countries have Digitisation and Penetration absolute performances above what would be expected given their environmental characteristics.

Estonia is the only country outperforming in both Digitisation and Penetration. Denmark, Finland, the Netherlands and Romania are outperforming in Penetration; Austria, Latvia, Malta, Portugal and Spain are outperforming in Digitisation. It would be interesting to further study these countries and find more precise explanations for their performances. That exercise could offer best practices to be implemented in other contexts.

List of country acronyms

Country Acronyms (in alphabetical order)		
1	AT	Austria
2	BE	Belgium
3	BG	Bulgaria
4	CH	Switzerland
5	CY	Cyprus
6	CZ	Czech Republic
7	DE	Germany
8	DK	Denmark
9	EE	Estonia
10	EL	Greece
11	ES	Spain
12	FI	Finland
13	FR	France
14	HR	Croatia
15	HU	Hungary
16	IE	Ireland
17	IS	Iceland
18	IT	Italy
19	LT	Lithuania
20	LU	Luxembourg
21	LV	Latvia
22	MT	Malta
23	ME	Montenegro
24	NL	Netherlands
25	NO	Norway
26	PL	Poland
27	PT	Portugal
28	RO	Romania
29	RS	Serbia
30	SE	Sweden
31	SI	Slovenia
32	SK	Slovakia
33	TR	Turkey
34	UK	United Kingdom
	EU28+	Cluster of all listed countries in this list



European Commission

eGovernment Benchmark 2017

Taking stock of user-centric design and delivery of digital public services in Europe

Insight report

Luxembourg, Publications Office of the European Union

2017 - 43 pages.

ISBN: 978-92-79-74294-1

DOI: 10.2759/816781

© European Union, 2017. All rights reserved. Certain parts are licensed under conditions to the EU.
Reproduction is authorised provided the source is acknowledged.

