



Linking up eGovernment, building a Digital Europe

*An Interactive Workshop on the
emergence of Cross-Border and
Pan-European eGovernment*

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Summary of main conclusions

The workshop presented concrete issues involving the development of Pan-European eGovernment Services (PEGS). Motivating factors, incentives, enablers and obstacles to this development were presented and discussed, as well as solutions and the possible role of the Commission in these.

The interest of Member State policy-makers and of practitioners in PEGS is growing. As European cooperation and integration deepens in all policy areas, the awareness of (administrative) barriers to this cooperation and integration is increasing; simply because feeling those barriers in practice makes actors more aware of them. In addition, the policy area itself is becoming more mature; PEGS (or more in general the need of cross-border cooperation of public services in Europe) has been put on policy agenda’s for several years now and is gaining momentum as an item for policy. Consequently, the discussion is becoming richer, more sophisticated, visionary and future-oriented.

From all cases presented and the discussions in the breakout groups a few broad conclusions can be drawn. The Commission plays an important role in different phases of PEGS development

Table 1. The possible roles of the European Commission

	Enabling/Facilitating	Initiating/Executing
Political	E.g. writing a Green Paper in order to create and increase awareness, such as the Green Paper on mortgage markets which helped EULIS E.g. having ministers of MS sign a Ministerial Declaration in which they commit themselves to make PEGS, example is some articles of the Service Directive	E.g. Being a champion of PEGS, both in words (policy papers, speeches) and in practice (initiating Commission-led PEGS),
Financial	E.g. Seed funding for development of PEGS, such as eTEN in the case of Netc@rds.	E.g. providing a budget for a Commission-based PEGS, such as SOLVIT
Technical	E.g. creating standards for service provision, technical but also organizational (templates, procedures) and terminology; such as European eID	Developing the technical capabilities needed for the Commission to run a PEGS
Organizational	E.g. creating an organizational structure for Information brokering, knowledge management, best practice exchange of PEGS, creating PEGS community in which practitioners from the public and the private sector and policy-makers from different MS can identify each other, learn from each other and if possible can start to cooperate to develop a PEGS; think of ePractice.eu “plus” E.g. getting different DGs of the relevant policy areas together to together facilitate a PEGS (such as in the area of eJustice E.g. Making the public sector of the different MS more transparent so actors know where to look for potential partners in other MS to cooperate with for PEGS development	E.g. creating an organization (front-office and back-office) to manage the PEGS (e.g. Your Europe for mobility of researchers); E.g. creating an organizational structure in, and together with, MS actors such as in the case of SOLVIT
Legal	E.g. Stimulate changes in laws in MS which make for example sharing of information legal. E.g. Making sure that European legislation is conducive to PEGS development rather than a barrier	E.g. providing a legal basis for a Commission-led PEGS, including ways for the citizen to have influence and if he is not content, to complain, if needed formally

Actors in the area of PEGS (e.g. practitioners in the public and private sector, policy-makers at the national and regional level) seek more hands-on involvement of the Commission, especially in setting the policy framework and supporting knowledge management and good practice exchange.

Financial support from the Commission is important, especially in the initial phase on a project basis. However, real dependency on EC funding must be avoided to ensure financial sustainability and to avoid distortion; the presence of funding may elicit projects that are not sufficiently need-based. Therefore it is essential to include strong partners that are able to provide or generate funding independent of the Commission, and to ensure that business models have a robust, sustainable financial basis, . The investment of ‘own money’ is important, as this communicates belief in the undertaking, it creates a sense of ‘ownership’, and it signals a real need for this service. All these factors are important in predicting successfulness of a PEGS

Pathways of PEGS development:

Typically, PEGS development process is bottom-up, step-by-step and gradual; it is characterized by learning-by-doing. Generally there are a small number of ‘first movers’, which can be practitioners from the public sector (e.g. the public land registration service organizations in a few Member States, such as the Kadaster in the Netherlands which was one of the actors to start up EULIS) and from the private sector (e.g. health insurance companies in different Member States, which are part of the consortium that is responsible for Netc@rds). These ‘first movers’ form a partnership, creating critical mass in terms of organization and funding to start a PEGS. The ‘first movers’ of different Member States often already are in contact with each other and to some extent know each other, so there is an initial perception of having a common goal, and an initial amount of trust, which has emerged from earlier interaction and which is increased through further interaction. To some extent this interaction needs to be personal, especially in the beginning; people who have met in person often cooperate much better, the generated trust functions as oil in the PEGS-machine.

An appropriately inclusive and agile governance structure needs to be set up, to enable the development of trust among stakeholders and to establish the right kind of decision-making capacity. Typically, the structure of current PEGS consortia is open, allowing other actors from other Member States to join, if they fulfil certain conditions such as the presence of a developed e-service in the policy area in the Member State that wants to join. These conditions determine to some extent inclusion and exclusion but only temporarily; if a Member State is not e-mature enough in a certain policy area, the Member State can first further develop on its own speed and in accordance with its own priorities, and then join when it is ready. The prospective of joining a European level e-service may stimulate maturation of eGovernment in certain policy areas in Member States, which can be an important benefit; it is in line with the ‘attractor’ strategy (as opposed to ‘obligation strategy’) of Europe, in which Member States develop activities because they see the value of it not because they have to. While the ‘attractor strategy’ has its limits, it seems especially appropriate and effective in the area of eGovernment, given factors such as the autonomy of Member States over their own public sector, the institutional variety of the public sector of different Member States, and the differences in ‘readiness’ of different Member States and different policy areas. The group of ‘first movers’ explore and experiment with organizational and technical options, identifying barriers by running into them and creating solutions for circumventing or removing them. It is crucial that their experiences are made explicit so that they themselves but also others can maximally learn from them – both others in the same policy area who want to join, and others who want to develop a PEGS in their own policy area. While different policy areas have different structures, dynamics, actors and issues, nevertheless PEGS-developers in other policy areas can learn important lessons from the ‘first movers’. The EUReGOV project aims to do just that. However, it should be done on a structural basis, and there is an important role for the Commission to actively stimulate codification of experiences and actively facilitate learning.

The main organizational principle of PEGS currently is the ‘portal structure’. Portals are effective because they enable connecting services in different Member States and of different actors, while in principle leaving the underlying institutional diversity intact. This is important, because of the autonomy of Member States in the area of the public sector, but also because the institutional diversity would act as a major barrier if a PEGS would require extensive harmonization of practices, effectively blocking the development of the PEGS. While portals are not the solution to everything, and while some basis elements of technical, organizational and semantic interoperability are necessary or at the very least highly desirable in order to really develop an effective PEGS, the portal approach seems to work sufficiently well in the current PEGS that are in place or in full development. The expectation is that the portal structure will increase interaction between public service providers in different Member States, and that they may lead over time to a certain degree of convergence, if only because public sector organizations may all get into contact with the same best practices in their area, which they will try to emulate.

The development strategy for PEGS should combine quick wins for short term momentum and visibility, whilst establishing a roadmap for addressing more complex issues in mid- to long-term. Quick wins can be obtained for example by focusing on relatively easy target groups who are likely to act as a ‘early adopters’ of PEGS, such as citizens and organizations who are “e-ready”, already making extensive use of information and communication technology, and which have a crystal clear need for cross-border eGovernment – think of organizations in the justice system (crime knows no borders) and of mobile citizens.

A number of specific development approaches were suggested, providing solutions to obstacles and enhancing incentives and enablers of PEGS. These are listed in the report of the break out sessions.

Drivers of PEGS development:

The most important driver of PEGS development is the perception of a clear, obvious, important policy-need for a cross-border dimension in public service provision in a certain area. The shared perception of a policy need works as a powerful binding “glue” between different organizations (public and private) in different Member States. Obvious policy-needs with a cross-border dimension are pollution, crime, traffic (e.g. European eJustice Portal, the Schengen database exchange, the car registration. Other policy needs, such as cross-border health care and creating a European mortgage market (e.g. , are less immediately urgent but no less important; they are related to the deepening of the internal market in order to gain economies of scale and scope at the European level rather than the national level.

Another driver is the wish or necessity to achieve more effective service provision and reducing administrative burden, both the burden for public service providers and for citizens. Public service providers want to increase the efficiency of their back-offices and need to implement a cross-border dimension to achieve this, for example when (increasingly) dealing with citizens or businesses from other Member States who live, study, work, retire, produce or consume in a Member State which is not their own. For example, public service providers may need to check the credit history of individuals and firms to make sure they do not have big debts in other Member States; they may need to verify credentials such as diploma’s; they may need health information about medical treatment in the past, or they need to figure out whether a person receives social benefits or pays taxes in another Member State. These issues currently take a lot of time and resources, if they are done at all. As to the citizens and firms, especially the mobile citizen and firm currently are confronted with a bewildering administrative burden, having to deal with all kinds of public service providers in different policy areas and in different Member States, Integration of service provision, including some degree of integration across the borders of Member States, can greatly reduce this administrative burden for citizens and firms, thereby taking away a barrier for mobility and thus contributing to deepening of the internal market. As the needs of citizens and business change, public service provision should change along in order to fulfil its mission, provision of services to the public. The first step is to make public service

provision in other MS more transparent and accessible, a next step lies in the area of cooperation of service providers, and in the future in some areas perhaps integration of service provision.

At a deeper level there are more fundamental, “existential” motives: the need to continuously show added value to the tax payer (citizens, firms) in order to strengthen legitimacy; the intrinsic, real desire to serve citizens as well as possible, out of a sense of “public mission”, the inherent desire to “make things better”; the status associated with having a “best practice” – practitioners and policy-makers are proud of their achievements and like to show it to others; and the drive to be of value to others by sharing knowledge, providing assistance, cooperation. This is also why the presence of a “real policy need” is an important driver: practitioners and policy-makers are to considerable extent driven by intrinsic motives, such as a sense of justice (thus cooperation in the area of crime), the normative disapproval of waste of time and resources (thus aiming for more efficiency), an ideal of fairness (thus cross-border cooperation in the area of social benefits in order to prevent misuse of the system), or the respect for the environment (thus cross-border cooperation in the area of pollution).

Pressure of public opinion and the media act as driver because these signal “real needs” and help to overcome institutional inertia preventing innovations such as cross-border cooperation in public service privation. Direct pressure by citizens in specific policy areas is important, because the indirect way of informing the government about what to do (e.g via elections) are often too weak and slow for real concrete change. It is the task of citizens and groups of citizens (firms, civil society organizations, ombudsman) to give feedback to public service providers about how they are doing (providing a disciplining force) and whether they are doing the right thing (providing signals about the needed direction of change). It is the responsibility of public service providers to respond to this pressure in an adequate way.

Enabling factors for PEGS development:

Some degree of trust and a shared frame of reference between partner institutions and participating Member States is an important condition for successful PEGS development. In addition, trust of the users in the service providers is important for uptake and diffusion. Trust between partners is to an considerable extent a side effect of personal contact, which especially in the begin phase of PEGS development is important. Existing (personal) contacts between partners in different Member States and between partners with different backgrounds (e.g. public and private sector) provides fertile ground for PEGS. Partly this is because existing contacts signal existing needs for cooperation, but partly it also is an autonomous factor: a history of interaction builds familiarity, shared terminology, common understanding, and trust.

Another important enabling factor is the availability of finance. EU seed funding or “public venture capital”, combined with availability of funding in the partner organizations themselves of own means and additional self sources of funding from existing funding schemes or from professional funding organizations such as banks. In the optimal financial mix, seed funding of the EU leverages other sources of funding and is used as “threshold” money, to get over the threshold of initiating PEGS development, after which a development trajectory can become self-propelling. It is important that to make sure that funding structures strengthen rather than distort incentives.

Obviously, technical, organizational and semantic interoperability are important enablers for PEGS development. While for example the portal approach makes it possible to maintain a substantial level of diversity of practices, even there interoperability in all dimensions is important, in order for the partners to understand each other and connect to each other.

Availability of PEGS relevant information and knowledge is also an important enabling factor. Often the public sector in other Member States is not very transparent not only to citizens from other MS but also by public service providers in other MS. Transparency is important in order to figure out who is doing what, and with whom to connect in order to explore cooperation aimed at PEGS development. Equally important and related is the availability of information and

knowledge about how to develop PEGS, through good practice showcasing, the presence of an "information clearing house" in which supply and demand of information and knowledge can find each other, and active community building to facilitate and stimulate exchange, interaction, learning, and in some cases leading to actual cooperation between actors in the area of PEGS.

Additional enabling factors are political support at national level backed up by EC/EU policy initiatives; a simple and viable business model; clear and common rules; use of open standards; solid partners; clear and visible value added to users.

Obstacles:

Competing interests of European, national, regional, and local actors, can lead to strategic obstacles hampering cooperation and undermining the enabling conditions for cooperation such as trust and a perception of a shared goal.

The bottom-up character of PEGS development poses many operational challenges. PEGS development is typically a complex process involving many different actors from different contexts with different interests and different understandings; it requires high quality management in terms of communications, establishing clear objectives, translating between different contexts, planning, timing, evaluating, learning. Without good management, the initiative risks falling apart easily, making it a risky object for (public) investment. The (lacking) capabilities for complex project management often form a practical bottleneck. Also, the policy-makers that have to decide about PEGS development often do not have sufficient knowledge of how to do it, in particular technical knowledge (ICT applications) seems often insufficient.

Lack of interoperability at all levels (technical, organizational, semantic) is a barrier which only partially can be circumvented through using a portal approach.

As mentioned before, initial seed funding and long-term structural funding is vital but often not available. Existing budgetary structures of public service providers often do not offer much opportunity for spending money on cross-border cooperation. Often there is a considerable time lag between costs and benefits, and the costs and benefits are often distributed asymmetrically over different stakeholders. The costs are a problem in an era in which public service providers have to cut costs, while the benefits are often uncertain, unclear and far ahead in time, and difficult to appropriate.

Suggestions for policy areas in which development of PEGS could be considered are:

- Justice (e.g. sharing of criminal information, enabling cross-border legal interaction and transaction)
- Mobility (of specific groups such as retired elderly, researchers, students, tourists) (e.g. portable social security)
- Higher-education

Introduction

This report presents an overview of the Workshop "Linking up eGovernment, building a Digital Europe" which took place on the 6th of May 2008 in Brussels. This is the final workshop of the EUREGOV project, organised by the research partners RAND Europe and UNU-MERIT. The workshop was co-branded by ePractice.eu.

45 people registered to take part, among which practitioners (including case owners), European Commission staff, national policy makers, industry and academia from a diverse set of countries. A list of names of the participants including their affiliations and countries of origin can be found in Annex A of this report. The Workshop kicked off with 30 people in the room.

The central theme of the Workshop was to learn from practice how pan-European eGovernment is developing, what the critical issues are in its development and what can be done to support its development.

Stated objectives of the workshop

- Gain further insight into processes of Europeanisation of eGovernment: the actors, pathways, drivers, barriers and points of leverage for policy
- Suggest ways to improve Europeanisation of eGovernment, beyond good practice exchange; by e.g. linking up similar national services, developing joint services, centrally developing PEGS.
- Facilitate the exchange of ideas between case owners, Member State policy-makers and European Commission policy-makers in eGovernment
- Help forging the pan-European Government Services (PEGS) community
- Identify high potential and high impact services or service areas that could be developed at pan-European level.

EUREGOV project

The EUREGOV project is a project commissioned by the European Commission, DG Information Society and Media, aimed at exploring the policy challenges for creating a pan-European dimension to eGovernment.

For more information and the deliverables please visit the project website;
<http://www.euregov.eu>



Some of the plenary speakers: Mr. Borsari of the European eJusticeportal (left), Prof.dr. Bekkers of the Erasmus University (centre) and Mr. Aflafo of the Netc@rds consortium,

Background

In many ways the single market in Europe is far from ‘single’, and its potential benefits are not exploited. One typical barrier to reaping the Internal market’s potential is directly caused by different public administrations in Member States. Lack of interoperability of administrative systems forms a major barrier to the mobility of goods, services, people and capital, and leads to significant costs for all cross-border activity. With increasing mobility, the cost of the administrative burden related to this mobility is growing for citizens, businesses and, not in the last place, public administrations of Member States. In addition, these administrative barriers hamper the deepening of the internal market and thus lead to high opportunity costs due to unrealized potential economic growth. Also, due to the lack of interoperability, important economies of scale and scope in the (semi-)public sector cannot be realized. Moreover, in many areas such as health, justice, employment, administrative barriers get in the way of important social benefits, such as finding a job, solving and preventing crime, or finding adequate and timely health care treatment in another Member State.

Given the principle of subsidiarity and the fact that the Member States remain the key sovereign actors in the EU, administrative diversity is and will largely remain a fact of life. Differences in institutions, legislation and administration can to some extent be reduced through harmonization and standardisation in certain areas. However, this takes a lot of time, and is in many areas not feasible or even desirable.

Rather than trying to reduce institutional and administrative diversity as much as possible, policy should try to reduce the costs related to this diversity. eGovernment offers unique possibilities to do so. Increasingly, public service provision is gaining a European dimension, through increased international interoperability and accessibility. The picture is not clear-cut; rather, the “Europeanisation” of public service provision is taking place in different forms and at different levels, through different mechanisms and pathways, by different actors, driven by a variety of motives and needs.

The Member States want and expect an active role of the Commission in this area, to structure, stimulate and improve existing developments. In this workshop the different pathways towards a European administrative space are identified and discussed in terms of drivers, barriers and actors, in order to identify points of leverage at which policy would be most effectively aimed.

2. Methodology

Morning plenary session - The morning plenary session was used to (1) present a vision on PEGS development, discussing the mechanisms and dynamics of PEG development identifying to what extent the challenges are similar or different compared to the development of normal (not cross-border) eGovernment Services, (2) to inform the participants of the European Commission’s initiatives in the area of PEGS, and (3) to present the findings of the EUREGOV project so far. In separate presentations practitioners presented specific PEGS, in different policy areas and with different development trajectories. These presentations contained a description of the case and the organizational and technical solutions; as well as the motivation for actors to jointly develop the service; the critical factors in making this happen and allowing implementation, and finally the lessons that were learned in the process. The objective of this section of the Workshop was to:

1. provide a common basis for understanding of what PEGS, and in what ways they can develop
2. identify common elements in different approaches
3. develop insight in which approach might fit best with which policy context.

Breakout Groups – After the lunch break two parallel breakout groups were organized. The participants were divided over the two groups based on an even distribution of background, affiliation and country of origin. Both parallel sessions discussed the same topics to allow comparison of outcomes.

The topics were:

1. Main **motives** (orange): what are the key incentives/motives/critical factors for linking up eGovernment services in your area across Europe?
2. Main **enablers** (yellow): What is driving/enabling the development of cross-border application of your service
3. Main **obstacles** (blue): What is holding development back?
4. Possible **solutions** (green): what actions could be taken to overcome these; by whom, and at which level?

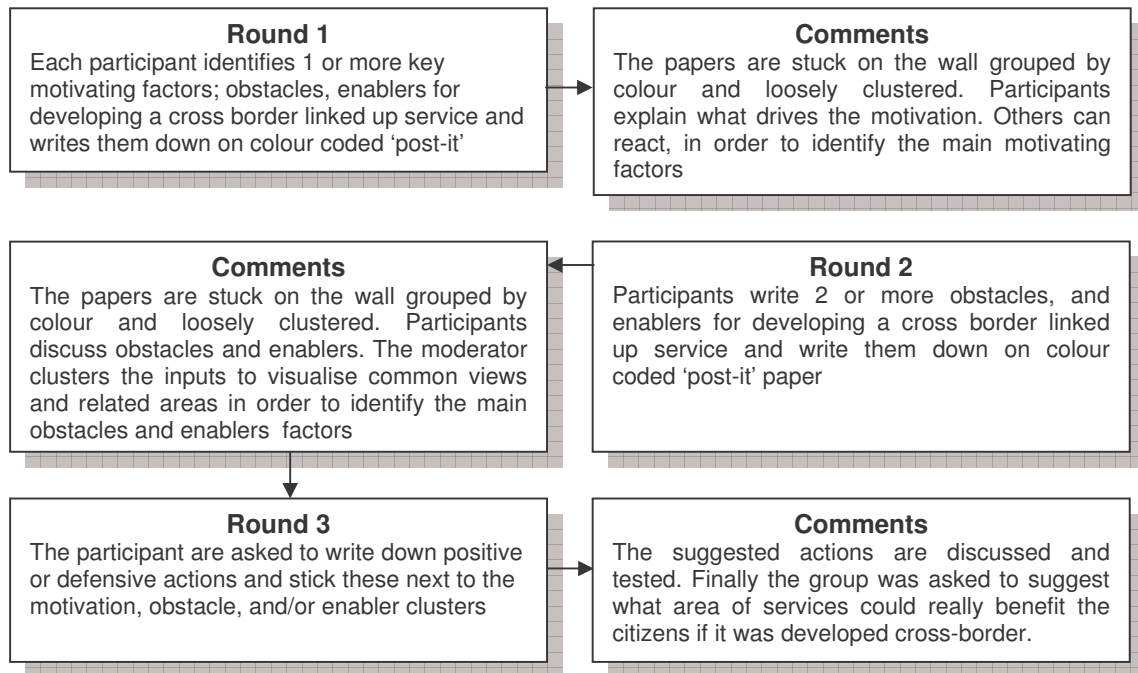
Outcomes:

Which high impact PEGS would truly add value to you/your organisation/Europe as a whole?
Suggestions for PEGS governance and role of the Commission

The methodology of the working groups was as follows:

Figure 1: Breakout Group approach

Workshop report; “linking up eGovernment – Building a Digital Europe”



Afternoon Plenary session – After a short break the working groups reported back from the working groups in plenary. Constantijn van Oranje from RAND Europe followed with a brief wrap-up of the most important observations of the day after which there was time for a last round of questions. The last word was for Jean François Junger of the European Commission to share his impression of the relevance of the Workshop for the eGovernment activities of the Commission and the role of the Commission in developing and delivering PEGS.

3. Presentations: PEGS in practice

Welcome to EUREGOV (*Constantijn van Oranje, RAND Europe*)

Constantijn van Oranje opened the workshop on behalf of the EUREGOV project. He welcomed all the participants and noted that 45 people signed up which demonstrates a clear interest in the

Preliminary EUREGOV Lessons

1. PEGS usually develop from integrating or linking *existing* elements of e-services
2. The e-service must be widely accepted and used by citizens before developing a PEGS dimension
3. Shared vision, clear incentives and motivation and a community (circle of trust) needed.
4. High-level political pressure and political backup needed at Member State and EU level
5. An e-service requires effective, inclusive and agile governance
6. Allocation of responsibilities and decision making power must be clearly defined.
7. PEGS should be robust and flexible; e.g. modular, open standards.
8. Self organisation on the shop floor to mobilise creativity and dynamic evolution of eServices

subject. He briefly explained what the workshop is about and what we hope to achieve during this day. There are participants from both the supply and the demand side and that for most the objective seems to be a combination of learning and sharing.

to the participants were encouraged to be full discussion partners in the workshop and to bring to the table their own experiences with the motivating factors, obstacles and enablers they encountered in the development of good practices and the Europeanization of eGovernment.

Some of the main findings of the EUREGOV study so far were presented. .

With the deepening of EU integration (expanding from economic to institutional, social and (attempts to) political integration), the development of PEGS is picking up speed; new (proto-)PEGs are emerging in different areas, in different ways, involving a variety of services and actors without a consistent EU programme or policy in place.

The objectives of the workshop were briefly summarized: to provide insight into and drivers of barriers to Europeanization of services and eGovernment; and to identify areas where the Commission is particularly helpful/useful in developing.

Preliminary EUREGOV Recommendations

1. Need for transforming public organisation and work routines (in what way?)
2. Ensure availability of enough resources for development and follow up (market validation and business model).
3. Allow private sector involvement in maintenance of infrastructure and marketing and good practice exchange
4. Develop ePractice into a platform of evaluation of existing practices and knowledge management
5. Consider setting up EU agency facilitating best practice transfer, take-up, implementation and interoperability

Large scale pilots in the CIP ICT

PSP (*Jean François Junger, DG Information Society and Media*)

Pan-European eGovernment is an important topic, as communicated in Manchester 2005 and Lisbon 2007, with potential financial benefits and impacts on welfare and well being of European citizens and businesses. The European Commission has no statutory mandate in this area | [beyond the eGovernment action plan](#) and its role consequently is mainly enabling and facilitating,

with MS as primary actors. The bottom-up, MS-led development of PEGS involves much variation and freedom which can hamper interoperability. As the EC tries to open up the market, this practice can lead to the return of technology and legislative barriers.

Currently there is a growing understanding that more cooperation is imperative. An important factor in this is the CIP ICT PSP programme, which supports cross border interoperability for eGovernment with specific pilots. The philosophy driving the projects is not to attempt to design some sort of overall PEGS-solution, but rather to try to attract a small number of MS who are willing and able to experiment with cooperation to develop cross-border, interoperable services in a certain area. As PEGS-initiatives mature, the operational and geographical scope of service provision can expand along. At this moment, three pilots have been launched: in the area of eHealth, eID and eProcurement.

The function of pilots is not only to support implementation, but also to gather a core of actors which in time will attract and include others actors in other Member States. Because of this, pilots also contain a reference group, to make sure that all 27 can be involved in the process. Furthermore, pilots will be open not only to public service providers in all Member States, but also to industry, as industry is clearly a large stakeholder and the private sector is an important source of initiative, creativity and innovation.

This year a new pilot will be developed to support implementation of the Services Directive, for which eGovernment with a cross-border character is essential. The question now is: what can be done in terms of eGovernment by 2009, in order to bring full implementation closer. The workshop today can be used to generate ideas for this next pilot. Opinions are sought on, among other things, which are the conditions for and the structure of successful pilots, which policy areas are most fit for PEGS development, and how can citizens become more engaged in and responsive to the development of PEGS.

The focus should be on developing a perspective on and a strategy for the future; policy thinking is currently looking at developments with a time-horizon of 2015 and 2020 rather than 2009 or 2010. What are the user-needs of the future, and how can these be addressed with eGovernment solutions of the future. And, what might be the unintended, undesirable side-effects of future eGovernment solution, for example in terms of privacy when sharing information and giving other actors (from other MS, with a different institutional and legal structure) access to databases..

Borderless e-government - changes and challenges (Prof. V. Bekkers, Erasmus University Rotterdam)

The presentation aims to provide a vision of how digital Europe could develop in the next years, based on extensive research of eGovernment practices. In short, the presentation aims to address the "why and how" of PEGS, and outlines the issues and problems encountered, in terms of management issues, when PEGS are developed.

Main drivers behind PEGS:

- Economic: trends such as globalization and the deepening of the internal market in the EU, make integration and cooperation among countries more important and worthwhile, and in some cases even inevitable
- Political: shared problems among administrations, how does that impact on the exchange of information
- Legal: obligations, e.g. the Services Directive, representing concrete obligations to MS in the area of cross-border eGovernment
- Technological: e.g. web 2.0 , web is making it possible to connect all sorts of back offices

There is a growing rationale to connect public service provision in different policy areas and in different Member States; not only to create shared front-offices but also to connect and integrate of back-offices (which is far more complex). Back-offices can be both government- or private-owned, and operate at different levels (regional, national or international) among various institutional settings. Thus, an important operational challenge is how to deal with this variety, in terms of technology, organisation structure, management. However, instead of perceiving variety as a threat, variety should be seen as a design principle which should be taken into account in designing solutions. The challenge is to deal with variety of actors, horizontal relations, complex interdependencies, a variety of infrastructures, and a dynamic context in terms of political, legal, organisational and technical change in different Member States. The aim is to realize European level economies of scale and scope in the back-office while at the same time maintaining a local “look and feel” in the front-office, through adaptation to local contexts and specific user groups. Obviously, in a European context interoperability in all dimensions will become more critical, and this should be taken into account in the design and development local and national eGovernment services, to prevent high costs of linking up with other Member States later. While the decision to do so lies at the Member State level, the Commission is rightly trying to influence this decision by increasing awareness and by providing insight in what would help to increase European interoperability.

Table 1: Different aspects of Interoperability

Administrative interoperability	Conflicting, exclusive or overlapping jurisdictions and accountability
Legal interoperability	Different legal regimes with conflicting rights and obligations e.g. privacy and safety
Operational interoperability	Different working processes and information processing processes, routines and procedures
Technical interoperability	Incompatibility of 'legacy' infrastructures and applications (hard and software)
Semantic interoperability	The idiosyncrasy of information specifications and the lack of common data definitions
Cultural interoperability	Conflicting organizational and national norms and values, communication patterns and grown practices

In constructing PEGS the need arises to deal with strategic behaviour which occurs at the organizational level. A problem is that each back-office will want to keep control, and will try to minimize dependency on others, which makes service providers less willing to cooperate with others. Making new dependencies visible and transparent and designing management structures to deal with them explicitly will take away some of this reluctance. New virtual organizations do arise when all goes well between the back offices.

Infrastructure.

In terms of infrastructure, not only software and hardware (i.e. technological) is important, but also the development of a framework of rules which facilitates the exchange of information, i.e. the organizational, legal and operational infrastructure, needed to deal with autonomy, dependencies, risks, obligations, costs, benefits, decision-making. Legal norms are important, hence the issue of infrastructure moves beyond technology. Most successful in the development of eGovernment in general and for PEGS in specific, given the extra layers of complexity in their development compared to normal eGovernment services seems to be the “low road” approach, bottom-up, incremental, flexible, adaptive. We need to look at and build on linkages among the

actors already in place, rather than superimposing some sort of blueprint. Open standards will be conducive, and arrangements will be strongest and unambiguous when kept simple and easy to understand. Political and economic PEGS are leading in this sense and not the technological ones.

Collaboration. Success of rules and agreements depends on the quality of the relationships among stakeholders. A shared vision can unite stakeholders: “what’s the policy issue at stake”. Finding this vision means that stakeholders recognize interdependencies, and the factors contributing to interdependencies. Trust here is important, past experiences thus become vital, providing a shared frame of reference and a common language, which help to develop trust. Furthermore a fair allocation costs and benefits needs to be in place, not just relating to the finances. It is crucial to create win-win situations in order to get stakeholders to work together on a sustainable, long-term basis. Cross-border interdependencies in policy-making are a fact of life (especially in areas such as pollution, traffic, mobile citizens and businesses), and are an important reason for wanting cross-border cooperation. Political and legal pressure can help to stimulate cross-border cooperation, but it is not enough. Especially given the need for bottom-up development, it is important to help actors to develop a common frame of reference needed for recognizing shared interests, and to create a common understanding between the. Different arenas in which these developments take place (legal, business) which have different languages.. Added value need to be acknowledged as a linking pin. A shift of focus is required to identify how solutions can be created which benefit all stakeholders.

EULIS; Access to European Land Property Information by linking up national services (Mr. Martin Salzmann, Dutch land registry ‘Kadaster’, EULIS project)

EULIS contains information on about 40 million properties, out of approximately 100M in Europe, all provided through a single portal. EULIS is a bottom up initiative of various land registry agencies that got together as they observed a European market emerging. After a successful pilot project, agencies decided to proceed to develop a fully functioning application. Because of the value added to business, the service can easily finance itself - even with a limited amount of

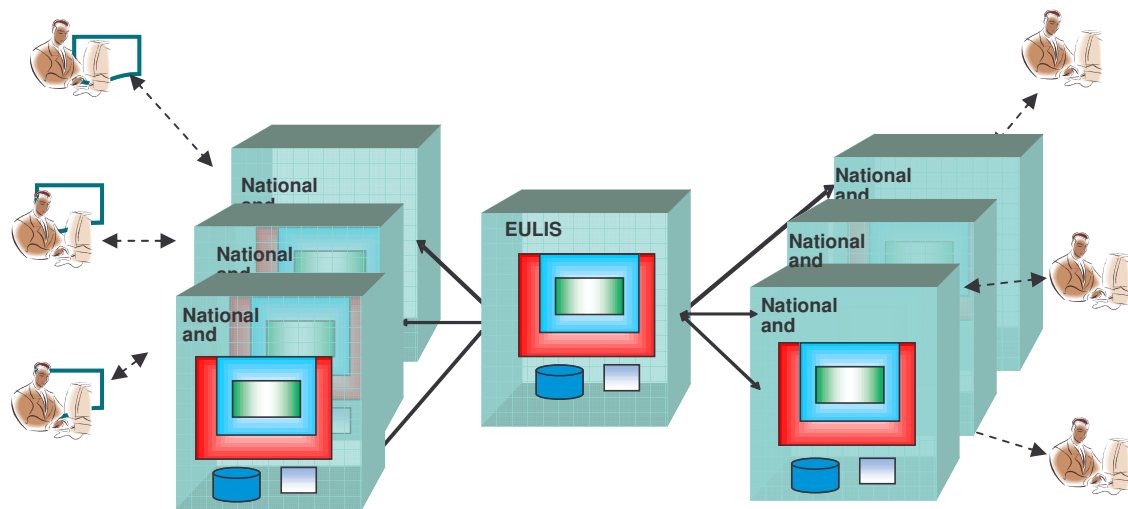
information transfer. The information in EULIS is kept at the national level and was difficult of not accessible to actors in other Member States. Among other things, a Commission Green Paper on the European mortgage market increased the policy awareness of the importance of European scale accessibility of information. In order to safeguard its long term sustainability, EULIS has been transformed from an agreement to separate legal entity fit for permanent service.

Characteristics: content remains at local level, yet EULIS has developed a common terminology, as all need to know what is referred to in other countries. Further, processes of other countries need to be known to other countries, thus references have been created. A central portal to connect the national portals and for billing purposes has been established online. Customers will only need to refer to their national provider however, as for international purposes the national provider will do the work for you.

Figure 2: EULIS architecture

Objectives of EULIS

1. Easy world wide access to
2. European land and property information
3. to promote and underpin a single European property market



Currently EULIS is in the process of incorporating more countries (i.e. Iceland and Austria), and will establish a legal body outline more formal governance arrangements. The organization size: 3 people, as most of the work is done at the local level.

Two main risks have been identified

- Low/slow take-up
- inadequate roll out

These two risks are connected. To counteracting these risks, it is necessary to strengthen marketing efforts, to increase awareness, and to continually look for political backing and cooperation. The European Commission has been a good sponsor, but does not provide sustained financing.

Further experiences:

- there is a great variety in the level of access to data, e.g. in some countries it is truly public, others only open to certain professions, or only if you can prove an interest in the land
- Institutional context which varies considerably. National context should be taken into account, in some countries 1 organization in other more. At practical level, some countries require legal body; others resist a legal body before joining.

Lessons learned:

The cooperation works: EULIS has proven that bottom up approaches to PEGS can be effective. Yet it is hard work to link all systems up and marketing is important. It is important to follow a step-by-step model; not trying to achieve all at once, but to allow gradual simultaneous development. The business model should be flexible and open to change in light of new experiences. Before going into the next step, be assured to receive responses from customers. Finally there is the need to stay open and look for new opportunities in the market.

Lessons & Recommendations (I reordered these a bit)

- Cooperation works!
- Operational success requires (hard) work:, in terms of marketing, management, gathering political support, dealing with legal and regulatory issues
- Grow step by step: give the business model and the organisation time to mature, strive for convergence, rather than harmonization, deal with interoperability through multilingual services, and localized product development
- Keep your eyes open, for sponsors, market, opportunities, and threats.

Questions:

Financing?

The business model which is implemented consists of registering and selling info, the customer pays for services. Now the project is still in investment phase, where each member organization pays contribution. Costs will in future be based upon the intensity of use. The funding should not be profit based, but cover operational cost. EULIS is a government agency, so if there are more users, the information will get cheaper, as it is forbidden to make a profit for some of our members.

Establishing the demand for the service?

The fact that EULIS broadened KADASTER's customer base, was a strong incentive. There is a considerable demand for international services. Regional market was available in UK already and this was expanded to enable land market transactions across borders.

How was EULIS conceived?

Already in the past, land registries would meet regularly. This provided a community of trust and shared interests. In addition the initial 8 members had banking systems, which were willing to cooperate. An open financial market was economically attractive to them.

The Vision of a European Justice portal (Mr. A. Borsari, Italian Ministry of Justice)

Key objectives and requirements

- Standardisation at EU level:
 - Adoption standards
 - Service orientation
 - Standardized PKI, civil and criminal cases
- Addressing specific MS requirements:
 - Scalability
 - Respect for, and no intervention in local systems and rules
- Gradual activation of applications:
 - Activation of applications based on each Member State's initiative

eJustice is becoming an important application area for eGovernment solutions. Member States (MS) and European Commission are interested. Due to issues of competence, and a tradition in national sovereignty, the role of the Commission has traditionally been weak and MS have been hesitant to engage in full EU cooperation. This initiative is an example of a PEGS that has been developed bottom-up by a few leading MS government departments. It thus has interesting lessons for the initiation of inter-governmental initiatives and the role of the Commission in governance, financing and operational involvement.

Motivation/History: Three countries (Germany, Austria and Italy) initiated a project, to make cross border interconnection of existing systems, without changing any national systems. During justice conferences from 2005 on, the initiative received

more attention. During the German presidency the EU Council took over the initiative. Subsequently a project was launched including the insolvency registries of 8 MS to prove the technical feasibility.

The eJustice portal has been developed to provide an interoperable infrastructure for internal and external users; enabling a number of different applications:

- access to registers
- data retrieval
- legal notifications, is important in countries such as Italy, as it can dismiss an entire case if notification is not correct
- obtaining evidence, e.g. video conferencing

To make the portal work agreement has to be achieved on setting some general standards; typically these include a service orientation, standardized PKI and security architecture, formats, protocols identification and authentication. There also needs to be sufficient scope and flexibility for dealing with the requirements of individual Member States and to allow the system to be scalable. For this a 'standard grid' is generated. In developing the portal great care is given not to intervene in national systems and approaches. The applications are developed gradually and based MS initiatives.

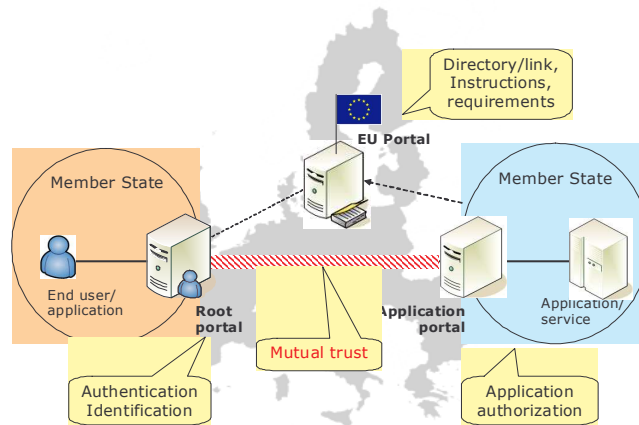
Figure 3: Example of a 'standards grid'

		standard grid						
Application	Type	Requirements for root portals		Requirements for end-user				
		Roles	Unique ID	Formats	Digital Signature	Encryp.	e-mail	pay
Order for Payment	Document issuing	lawyers	✓	XML PDF	advanced	✓	Certified	Yes
Civil procs' infos	Web access	Lawyers professionals	✓	XML	--	No	--	no
Civil notifications	Document	Lawyers Professionals	✓	XML	--	✓	Certified	No
Authentic docs' copies	Document	Lawyers Professionals	✓	XML PDF	--	✓	Certified	Yes
Supreme Court procs	Web access	lawyers	✓	XML	--	No	--	Yes

Architecture:

The architecture is decentralized, but with a strong coordination element. Central requirement for allowing this system to work is trust between the MS, the actors/users and the systems. MS and users dealing with the portal find the instructions etc. online, as published by MS, so that others know how to approach a system/country. This is the top level architecture. Authentication and identification is done decentralized by MS, to which the end-user belongs, only then can you use the applications provided by other MS on the application portal. Thus MS provide information on their own applications. Not everything is available to all (e.g. some only to qualified lawyers) (See slide "application deployment") (Is this slide going to be provided in Annex? If not refer to webpage with slides or take reference to slide out).

Figure 4: eJustice Portal Architecture



Workshop report; “linking up eGovernment – Building a Digital Europe”

In practice the user requesting a service acquires a ‘permission’ receipt from the EU portal with which the application can be obtained via MS portals (authentication and service provision). Requirements and instructions are provided in all languages at the EU server. Templates of services and applications depend on the type of application and the country context; thus there is substantial variety which can be dealt with through specific guidelines available in different languages about how to proceed in a certain MS.

Future steps will be to interconnect public and private initiatives. A Communication by the Commission is anticipated to provide a coherent strategy for eJustice. Such a political endorsement is important. The eJustice portal is expected to remain roughly as it is, i.e. decentralized. Currently a lot of work needs to be done on eID management now. Securing the necessary financial support is the next big challenge. All has been and will have to be carried out in cooperation with the Commission, which plays an important role.

Questions:

MS involvement?

All MS are involved in eJustice, but there is a small group actively driving the portal team: i.e. Austria, Germany, Italy, Slovenia, Portugal, Estonia, the Czech Republic and Poland. Yet all MS can join this prototype team if they are willing and able.

Timing; when will system go live?

Depends on funding, and a formal mandate for building the system and establishing a legal entity to coordinate and run it. The Commission Communication will be key to achieving both requirements.

What motivated the 3 original countries?

Austria was always one of the most technically advanced in this area; Germany was interested as it is a federal state (similar to Austria). Italy has worked much in this area, where many lawyers and justice problems exist. It was envisioned that eJustice could help deal with problems in Italy. Architecture stems from what already exists in these 3 countries. Thus maturity of eJustice is an important factor.

Who were the actors?

Ministries of justice in first instance. In the area of criminal justice, France and Germany had already taken an initiative, yet had difficulty interconnecting. The common problems formed a good learning experience.

Business model?

The generation of funds depends on MS laws. E.g. the European business register (EBR) is private and EC funded. The ambition is to connect EBR to the eJustice portal, yet many ministries of justice are not mandated to deal with this, as the registries are privately owned.

Role of the European Commission in next steps?

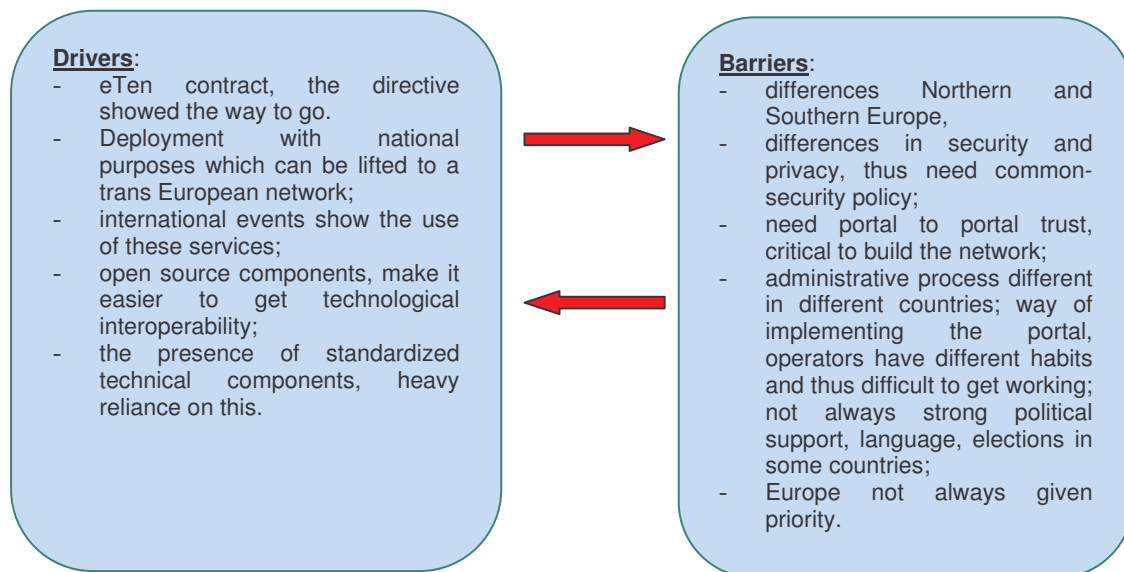
DG INFSO embraces such cooperation. The eIDM pilot A will start 1st of June (STORK). This project will look at 6 areas for eIDM applications and could be an interesting partner. eJustice is interesting area for PEGS and DG INFSO is seeking collaboration with the DGJLS eJustice unit.

NETC@RDS: a step towards the electronic of the European Health Insurance Card (Mr. G. Aflalo, Sesame Vitale)

The aim of NETC@RDS is to enable people's access to healthcare throughout Europe, by allowing cross border invoicing, based on eEHIC. NETC@RDS was initiated in 2002 by 4 partners, and gradually grew in phases 2-3 (2003-2006) to 10 partners, and currently 26 partners from 15 MS participate; consisting of

- Public Health insurance,
- Private and National health Insurance,
- Liaison offices,
- Universities,
- Private technical experts,
- Regional government

Currently deployment is done in 300 European service sites. NETC@RDS has grown in a step-by-step manner. Objectives and consortium have grown simultaneously. Common point among the members is the EU contract, which proved vital to achieve a common goal. Interested parties are helpful, but for developing real services, there has to be formal commitment and a legal obligation; in the case of NETC@RDS the binding contract was eTEN.



Questions:

Key sponsors (MS or Health insurers)?

MS will have to issue and use the card; thus this process requires their approval/endorsement. Even if health insurers play a crucial role, the directives will come from MS. However the approach is bottom up and working with actors (insurance companies) will push MS to standardize.

Further steps?

Currently Netc@rds is working on further roll out. The next big challenge is the electronic launch of the e-card, and to define how this trans-European network should be build and seeking appropriate finances.

North and South difference?

Most of these issues are solved as project management problem. NETC@RDS now has a specially appointed person to deal with these sorts of issues. It highlights the need for consensus building and strong management.

How to get buy in and feedback with more than 15 MS?

Now 15 countries and 26 partners are participating, more countries will be difficult to manage effectively. Thus NETC@RDS is now focusing on the deployment in the existing countries, and will persuade others if it works well. However, new countries, in particular Eastern European, are interested to join and to share information. The project is in principle open but now has a critical mass of countries and can not extend to 27 with current resources.

Contract and finance was a strong driver?

Yes. But the main driver was the Directive on EHIC which gave political momentum and facilitated start-up by pre-defining the dataset. The objectives, scope and relevance were clear to the Commission, and funding became easier to acquire.

The need to cooperate is independent of the existence of a contract, however if there is a legal obligation this brings more focus in the negotiations between partners.

The sustainability of the service and financing remain a central challenge. Depending on the service, there might be a need for stronger central guidance/support.

4. Breakout Groups

This section provides a joint discussion of the outcomes of the two breakout groups. Group 1 was moderated by Rifka Weehuizen and Group 2 was moderated by Constantijn van Oranje. An overview of the comments made by the participants is given in the tables that follow the text. Moderators grouped obstacles and proposed solutions as mentioned by the participants in clusters to provide some structure. Where observations are shared between groups they are presented as common views. Where a group presented distinct ideas, they are discussed separately.

The outcomes of the breakout sessions shows that the topics ‘motivation’, ‘enablers’ and ‘obstacles’ have been interpreted differently. An issue like ‘skills’ or ‘interoperability’ can be an enabler if they are present and an obstacle if they are not. Also motivation and incentives are enablers themselves and thus are discussed in both categories.

The outcomes of both breakout sessions were very similar, covering mostly the same issues; be it under different headings. As a matter of consistent recording these discussions will be kept separate here and dealt with by topic. However, in drawing conclusions the overlaps and contradictions will be assessed at the general level.



Topic 1 – Motivators and incentives

Developing cross-border applications is complex and involves different actors, with different legacy systems, laws, cultures, etc. Strong motivating factors are needed for public authorities to seek cross-border links and/or integration into a larger transnational service. To identify these motivations it is important to understand which critical factors actually lead to developing PEGS and to identify which stakeholders may want to invest time and resources into these kinds of

ventures. This helps the Commission in identifying the right levers to mobilise the potential for new PEGS and incentivise and give positive support to these developments as they emerge.

Table 2: Motivations and Incentives- Common findings

Topic 1: Motivations and Incentives - Common findings	
Efficiency:	
<ul style="list-style-type: none"> - Pooling of resources (public and private); - Burden reduction for cross-border business; - Cutting back office costs; - Cross-border learning (reducing development cost), 	
Efficacy:	
<ul style="list-style-type: none"> - Better service to citizens; - Supporting mobility; - Opening up markets and living spaces; - Providing services for cross border workers - Enabling deeper coordination by exposing legal barriers; - Strengthening EU’s competitive position 	
Participation:	
<ul style="list-style-type: none"> - Increase participation and improve citizen rights - Connection between citizens; - Increasing availability of cross-country knowledge; - Improving channels for individual and collective expression of concerns and ideas 	
Problem solving:	
<ul style="list-style-type: none"> - Solving issues with national relevance, through EU means (traffic, pollution, crime); - Meeting citizen/customer demands (e.g. citizens abroad, labour market demand, business demand); - Services Directive 	
Pride, shared public service duty:	
<ul style="list-style-type: none"> - Similar ambitions among partaking services; - Pride of delivering an effective ‘public good’; - Developing expertise through good practice sharing; - Pride in exporting best eGovernment practices to international level; status; - Defensive strategy to safeguard own standards/approaches by exporting them; power 	
Common suggestions for policy actions	
<ul style="list-style-type: none"> - Providing EU funding as seed money for crossing thresholds - Commission could take citizens perspective and promote these at EU level. - Commission should link up with cross border activities; supporting people in exercising their rights when abroad and when mobile. 	

Table 3: Motives and incentives - Group specific findings

Topic 1: Motives and incentives - Group specific findings	
Group 1	Group 2
<ul style="list-style-type: none"> - Public service providers can develop a stronger negotiation position versus third parties when they cooperate <p>Financial resources:</p> <ul style="list-style-type: none"> - Availability of EU funding - Increasing government control, increasing information basis for policy, increasing effectiveness of intervention; 	<p>Media & public opinion:</p> <ul style="list-style-type: none"> - The need for trans-European services – and thus political action - arises when public demand becomes clear and heard, often via the media.

-	
Group specific - suggested policy actions	
- Stimulate reuse of public information - Keep EU funding available for supporting bottom up initiatives	- National and EU government actively increasing awareness

Topic 2: Enablers

Enablers are critical supporting factors that have direct impact on the different stages in the life cycle of a PEGS. They may impact the process in different ways and at different times, but should in some way represent a crucial building block for developing PEGS.

Table 4: Enablers - Common findings

Topic 2: Enablers - Common findings	
Trust	
<ul style="list-style-type: none"> - Trust in people and organisations – side effect of personal contact - Shared framework for information use (e.g. data privacy rules) - Common minimal requirements, which will allow to build the trust - Single point of contact – portal in each country to make it more transparent to other countries 	
Finance	
<ul style="list-style-type: none"> - For long-term deployment of trans-European services it is useful to include partners and invest own money, which will limit dependencies (on EC). - Investing own money communicates belief and provides a sense of "ownership", maintaining own funding is followed by this, can not merely be done with EC money. - EC commission can also allow take new initiatives without local or national pressure; freedom for scientific explorations. 	
Champions	
<ul style="list-style-type: none"> - National & international & local champions – multilevel gives more visibility and shows ownership - Strategy of attraction: making offers, not demands; create an infrastructure of services to grow (oil spill) - Free riding is good; network effect - Infrastructures and development within moderate ambitions - low roads, linkages, respect of autonomy - Share good practice 	
Political support	
<ul style="list-style-type: none"> - Communication targeted and embedded in normal activities - Support & pressures (being on the European political agenda to gain momentum – policy window) 	
Common suggestions for policy actions	
Actions around enhancing trust:	
<ul style="list-style-type: none"> - Ensure personal data traceability and make this a central element of all PEGS development - Certification of services and actors - Ensure proximity to citizens when developing services and understanding ser needs - Apply a federative approach enabling the linking up of local solutions to enable cross- 	

<p>border cooperation: i.e. coordinated in stead of centralized actions. Example: eAposti.</p> <p>Actions around access to financial resources:</p> <ul style="list-style-type: none"> - Pooling and optimization of Greenfield funding - Budget (seed) – public and private venture capital (additionality of EC, prevent crowding-out and market distortion) <p>Actions to facilitate the rise of champions</p> <ul style="list-style-type: none"> - Active best practice exchange by the Commission (enhance ePractice); capturing the expertise and sharing it among interested MS/actors - PEGS awards, comparable to current eGovernment awards

Table 5: Enablers - Group specific findings

Topic 2 Enablers - Group specific findings	
Group 1	Group 2
<p>Business model:</p> <ul style="list-style-type: none"> - Start with a simple service - Use benefits to invest in further service development - Ensure financial autonomy and financial sustainability <p>Common rules</p> <ul style="list-style-type: none"> - Common language and vocabulary (semantic interoperability) - Agreement on transactions (compatibility with national transactions) e.g. medical reimbursements <p>Open standards:</p> <ul style="list-style-type: none"> - Open standards - Open structures (flexible organisation) 	<p>Partners</p> <ul style="list-style-type: none"> - Homogenous partner groups - Search for similar organizations in other countries (can then be public or private). <p>Value added to users,</p> <ul style="list-style-type: none"> - User friendliness of services. <p>Visibility</p> <ul style="list-style-type: none"> - Public awareness of existence and benefits
Group specific -suggested policy actions	
Group 1	Group 2
<ul style="list-style-type: none"> - Exchange of people (go and look at what others do; learn from practitioners) - Scientific studies to validate eGovernment practices and impacts and to develop more generalized insights - Bridge the gaps between different national agencies and establish communities - Involve the user - National governments lead in establishing the use of open standards; EIF2.0 - Use an umbrella approach, acquiring additional partners through a strategy of attraction, allowing heterogeneous consortium of actors 	<ul style="list-style-type: none"> - Group 2 - Facilitate networking between MS actors: local conferences, workshops, communities of interest - Need to demonstrate tangible benefits, again can foster trust. Legitimacy.

Topic 3: Obstacles

Obstacles are factors that impede the development, roll out, or sustained delivery of PEGS. Both groups came up with roughly similar lists of obstacles, therefore only one overview table is

presented. However, there are some differences in the choice of solutions, which is expressed in the last rows of the table.

Table 6: Obstacles - Common findings

Topic 3: Obstacles - Common findings
<p>Strategic Obstacles: Competing interests – European, national, regional, local:</p> <ul style="list-style-type: none"> - No high-level shared strategy including allocation of tasks and responsibilities - No equivalent at national level, MS focus on national level eGovernment, cross-border eGovernment is not a priority - Regional/national argument (like Italy and Spain) - Cultural, legal, organizational and institutional differences - Legacy of existing ICT and existing organisational routines (sunk costs hamper development of better, PEGS-friendly technical and organisational solutions) - Political will; strategic behaviour, protecting existing interests, fear for risks, fear of losing control over public service matters - No incentives to develop or use PEGS - National priorities and competing visions. - Politics of long term (EC) vs. short term interests (MS) - Fragmented internal market can actually benefit certain industries - Different visions among different administrative communities (e.g. legal vs. IT communities) - Lack of transparency of outcome (unclear what the benefits are and what the unintended side-effects may be, in terms of for example loss of influence, unexpected costs, irreversibility of change, democratic legitimacy of opening up public service provision and public information)
<p>Operational Obstacles:</p> <ul style="list-style-type: none"> - Lack of a common “Lingua Franca” - Information produced by and for the experts full-time, not for users - Lack of common denominator, lack of shared vision of clear, concrete, shared need that can be addressed by cross-border cooperation - Technological pipelines as opposed to political pipelines/cycles
<p>Financial:</p> <ul style="list-style-type: none"> - No fair allocation of costs and benefits among actors - No proper funding for initiation, development and sustained service provision - Difficult to get full picture of costs of not doing PEGS and of benefits of doing PEGS - Difficult to appropriate (financial) benefits, often the benefits are indirect, e.g. better internal market, which has great financial benefits but hard to capture these except indirectly via taxes which then can be used to further fund PEGS
<p>Planning</p> <ul style="list-style-type: none"> - Lack of planning - Short-comings in ex ante assessment of (technical) impact - Time gap between the project and the production - Lack of problem definition - Not enough involvement of end-user
<p>Capabilities</p> <ul style="list-style-type: none"> - Insufficient understanding of the implication of legislation on ICT - Insufficient understanding of what ICT can and cannot do; what does it take/cost - Insufficient management capabilities for managing complex projects with many, heterogeneous actors and dynamic changing context
<p>Interoperability</p> <ul style="list-style-type: none"> - Semantic, organizational, cultural, legal, technical (least problematic) interoperability issues (gap)

Common suggestions for policy actions

Overcoming strategic obstacles

- Need for stronger leadership by the Commission, to impose certain standards (after negotiation).
- Not taking subsidiarity too far, central decisions could be helpful, especially in technical terms. [Legal pressure could be considered]
- Follow the "low road" path of incremental, evolutionary development (trial and error, learning)
- Consider EC Directive or other instruments (communications, green papers) to give political weight and priority to PEGS (in general and in specific areas – like eJustice) and to create common objectives
- Support development of trust and communities of interest (enhancing ePractice); define common challenges
- Develop a limited number of simple (every day) services with real benefits for the user, as a way to demonstrate to policymakers that it is feasible and worthwhile.
- Use PEGS projects as marketing tool, demonstrating success by picking "low hanging fruit" will pave the way (in terms of political will and consequently funding) for development of more complex PEGS
- View PEGS as an innovation trajectory and accept some failure along the road as part of the innovation process. So do not hide failure but rather make it visible, take the consequences (closing down projects, taking financial losses), and learn from it

Overcoming financing challenge

- Develop a seed fund for bottom-up PEGS
- Better funding (not necessarily more, but more effective, better targeted)
- Learn from the financial sector; study revenue sharing solutions, validation methods, and sustainable financing mechanisms: business model and market validation assessment support (combine with operational support function and knowledge management)

Overcoming shortcomings in capabilities and planning

- Recognize that management of cross-border eGovernment practices requires high level management skills, so invest in good management
- Increased knowledge management, active learning, sharing of experiences and knowledge, (e.g. enhancing ePractice, using ePractice workshops for sharing and community building)
- Take a learning approach, build in many feedback moments, use open standards, involve user groups, shift from project management to programme management.
- Train policy-makers in different policy areas about eGovernment with special attention for the cross-border dimension. Training courses at the European level (with participants from different Member States together in one course) can also be an instrument for community building. Cross-border concerns should become standard element of existing training courses

Overcoming interoperability concerns

- Establish interconnectivity databases, exchange and open standards. EC could be facilitator as expert and service provider (combine with operational support function and knowledge management)
- Create some form of European eID (could have the form of "cross-certification" such as in the case of the European eJustice portal)
- ePractice (alone or facilitating leading MS/actors) to provide training for practitioners to understand both sides, administrators and IT specialists and to share experience in complexity of developing cross-border services.

Group specific -suggested policy actions	
Group 1	Group 2
<ul style="list-style-type: none"> - Use just English as working language - More openness at all levels of services development is required (e.g. in developing standards legislation, regulation, procedures) - Private partners should be included, learn from existing public-private partnerships about how to do this best) - Develop cross-European joint project groups - Create open standards/ontology - Pay a lot of attention to the design of PEGS projects; create clear, detailed, explicit design criteria, protocols, templates, to facilitate the flow of information across borders and to ensure adequate understanding of this information; - Use the methods developed for complex project management to manage PEGS development - Try to keep the PEGS easy and manageable, better to have limited success than big time failure 	

Topic 4: Role of the EC

The solutions given in the tables above provide indications for actions that could be taken by the Commission and other actors. Group 1 also discussed what role the Commission could play. As the Commission is the sole central agency involved it can be expected that many of the local actors will be looking at the Commission for support in a wide range of areas, and by applying a broad set of mechanisms; some of which may go beyond the boundaries of the current competencies or authority of the Commission.

From the discussion in both breakout groups it is apparent that there is a demand for a more active role of the Commission to support vital elements for developing PEGS:

1. providing a political, legal, and strategic framework and justification
2. providing financial resources
3. brokering experience, solutions, knowledge, awareness, etc.

In addition the Commission is seen as an initiator of PEGS in certain areas, through pilots, research and in its own role as the EU executive.

Finally the Commission is perceived as the institution that should ensure the creation of the supporting infrastructure and context, by e.g. setting and adopting standards, maintaining dedicated networks like TESTA, investing in interoperability and in enabling features like a common eIDM solution for Europe.

Next areas for PEGS development

The breakout groups were asked to suggest what new PEGS could be developed that would truly benefit the citizens and the emergence of further PEGS. Some concrete suggestions were made, as well as criteria which should be taken into account.

Suggestions for policy areas were:

- Justice
- Mobility (e.g. portable social security)
- Education and research (already an important area of EU integration, e.g. the ERA)

Approach:

From the sessions and the presentation it emerges that a policy framework is required for developing PEGS, to give the actors a reference document and a justification for their work. Thus the Commission should consider identifying key areas for PEGS development and issue communications/green papers or even directives to support these.

In designing a strategy it is important to take into account the available research and evaluation of eGovernment impacts. It is recommended to take a user perspective, which requires an understanding of who the users are and what they really want. In all phases of the lifetime of a PEGS, the governance is key. An appropriately inclusive and agile governance structure needs to be set up first, to enable the development of trust among stakeholders and the right kind of decision making capacity to allow the effective management of complex multi-party processes. The right governance also allows anticipating future events and adjustment to these, ensuring a greater chance of sustainability.

A strategy should combine quick wins for short term momentum, whilst a roadmap can help address the more complex issues, to ensure the long term success of sustainable PEGS. It could be a good strategy to consider developing services for heavy users of ICT, and also for those who are also most likely to be mobile and active within Europe:

- A combination of the first and second category would suggest quick wins are to be achieved in supporting the mobility of students (underpinning the Bologna process).
- The second category points at portability of pensions and health care in support of large groups of elderly that decide to spend part of their post-work life in another EU country.

5. Final Concluding Remarks

The development of PEGS is a slow gradual process that has already changed considerable over the lifetime of the EURGov project. The awareness of what PEGS are, how they develop, who the critical actors are, what triggers them, and what strategies may exist to support them is slowly growing. There are many initiatives with varying PEGS ambition and varying PEGS potential, and coordination is needed; too many portals will lead to intransparency in the PEGS-landscape, and users and service providers will be uncertain about the status of portals. Some sort of quality system is needed, perhaps a sort of “PEGS accreditation system”. This workshop contributed to this process by giving practitioners a voice and capturing a wide array of relevant issues with which stakeholders are confronted. Solutions have also been presented, that merit further exploration and consideration by the Commission.

Annex 1: List of participants

Group A – Rifka Weehuizen

Name	Organisation
Aflalo, Guillaume	G.I.E. SESAM - Vitale, France
Bekkers, Victor	Erasmus University Rotterdam, Netherlands
Glott, Ruediger	UNU-MERIT, Netherlands
Hengeveld, Pim	T-Systems, Belgium
Lofaro, Roberto	Partnershipincubator, Belgium
Moya, Andres	Regional Delegation, Spain
Ramel, Sophie	CRP Henri Tudor, Luxembourg
Roelants, Laurence	Politech INSTITUTE - European Center of Political Technologies, Belgium
Schindler, Rebecca	RAND Europe, Belgium
Siösteen Thiel, Madeleine	VINNOVA, Sweden
Sobolewska, Izabela	European Commission (trainee), Poland
Van Langendonck, Philippe	Lawyer at the Brussels Bar, Belgium

Absent:

Ranne, Paula European Commission Belgium

Group B – Constantijn van Oranje

Name	Organisation
Benítez Baleato, Xesús Manuel	Xunta de Galicia, Spain
Borsari, Giulio	Ministero della Giustizia (Italian Ministry of Justice), Italy
Junger, Jean-François	European Commission, Belgium
Krapels, Joachim	RAND Europe, UK
Leclercq, Amelie	European Commission, Belgium
Lhoas, Pascal	Centre de Recherche Public Henri Tudor (CRPHT), Luxembourg
Rissanen, Tapio	EuroConseils sprl, Belgium
Rousseau, Mireille	Schuman Associates, Belgium
Rousseva, Rossitza	UNU-MERIT, Bulgaria
Salzmann, Martin	Cadastre, Land Registry and Mapping Agency (Kadaster), Netherlands
Valeri, Mauro	Italian State Police - OLPS, Italy

Absent:

Shahin, Jamal Institute for European Studies (VUB)/ Danish Technological Institute/ University of Amsterdam

Annex 2: Workshop Agenda

9:00 - 9:30h	Registration & Coffee	
9:30 - 9:40h	Introduction of WS and background of study	Mr. C. van Oranje (RAND Europe)
9:40 - 9:55h	Introduction EC eGovernment policy	Mr. J.-F. Junger (DG INFSO)
9:55 - 10:10h	Introduction round of participants	
10:10 - 10:30h	<i>Borderless e-government: changes and challenges</i> Content: Sketching the view of a developing Digital Europe and the relevance of PEGS	Prof. Dr. V. Bekkers
10:30 - 10:45h	Comments from the floor	
10:45 - 11:00h	Coffee break	
11:00 - 11:20h	<i>EULIS; Access to European Land Property Information by linking up national services; lessons learned</i> Content: Successful PEGS, built bottom-up by linking existing national services. Lessons and barriers	Mr. M. Salzmann
11:20 - 11:30h	Comments from the floor	
11:30 - 11:50h	<i>The Vision of a European Justice portal</i> Content: Open solution commonly developed between Member States. Processes, governance, drivers and challenges; key lessons learnt	Mr. G. Borsari
11:50 - 12:00h	Comments from the floor	
12:00 - 12:20h	<i>NETC@RDS: a step towards the electrification of the European Health Insurance Card</i> Content: Service developed by national, regional	Mr. G. Aflalo

Workshop report; “linking up eGovernment – Building a Digital Europe”

	and local actors with direct financial support from EC. Benefits & limits to this approach, lessons and barriers	
12:20 - 12:55h	Moderated discussion	
12:55 - 13:00h	Introduction of break out session	Mr. C. van Oranje
13:00 - 14:00h	Lunch	
14:00 - 16:00h	Break out session (coffee in rooms) Interactive moderated work sessions discussing the modalities, challenges, drivers, and critical steps in linking up eServices across borders in Europe	
16:00 - 16:50h	Presentations of groups	Plenary discussion
16:50 - 16:55h	Concluding remarks	Mr. C. van Oranje
16:55 - 17:00h	Reaction EC and closure	Mr. J.-F. Junger