

# D2.1 INDICATORS HANDBOOK

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# 1. INTRODUCTION

Since 2007, European ministers of public administrations have engaged in several efforts to gain pan-European consensus and signed declarations that commit to making European public-service delivery human-centric. Culminating in *The 2020 Berlin declaration on digital society and value-based digital government*, these declarations have failed to include local administrations in their texts and risk a lack of effectiveness if the progress on their promises is not monitored and assessed. And while the digital progress of national public administrations is being comprehensively monitored at European level with the well-established Digital Economy and Society Index (DESI) of the European Commission, local digital development is not being monitored and benchmarked. Despite the fact that local governments represent the direct interface between citizens and the public service, municipalities, cities and regions around Europe, they do not have access to data that helps them assess their performance in digital-public service delivery.

To address this gap, the UserCentriCities project set out to develop a set of key performance indicators (KPIs) that will help municipalities assess their progress against the operationalised version of the principles of the Tallinn ministerial (and Berlin) declaration on e-government. In Deliverable 1.2 the project translated and adapted the user-centricity principles of the Tallinn declaration for the local context of cities and regions.

As a follow-up, these indicators will enable comparison and understanding on the state of user-centricity in local public services and will form the basis for a unique data source to policy makers for measuring local digital development, aligned with the goals of the so-called "DESI local". In addition, the results will serve as an incentive for frontrunners to keep their leading position and to regions and cities that lag behind to improve and catch up with the rest.

Eventually, the KPIs will form the UserCentriCities Dashboard, an online benchmarking instrument that will rank municipalities and generate unique data about their performance on user-centricity.

**The Indicators Handbook** presents the list of user-centricity indicators that will enable collaborative data gathering and monitoring of what and how local governments are doing in designing user-centric services. More specifically, the deliverable presents the indicator checklist that will inform the development of the online dashboard, transforming policy documents and stakeholder input into trackable operational checklists. It also includes guidelines for the cities and regions to follow in order to contribute to the data collection for the dashboard.

This document consists of the following chapters:

- Chapter 2 explains the methodology for building the indicators for the dashboard.
- Chapter 3 presents the list of indicators.
- Chapter 4 explains how cities and regions can upload their data.
- Chapter 5 outlines the next steps in WP2.

## 2. METHODOLOGY

The user-centricity indicators in this deliverable build on the work from work package 1 in the project. Work in WP1 focused on 1) identifying the current state of the art with regard to user-centricity assessment of public services that are specific to cities and regions with *D1.1 Baseline Survey Report*; 2) translating the Tallinn declaration principles to local recommendations with *D1.2 Adapted User-Centricity Principles*; and 3) on defining the gaps and requirements for measuring user-centricity of services provided by cities and regions with *D1.3 Gap Analysis Report*.



Figure 1: WORK PACKAGE 1 PROCESS

Following a co-creation and iterative approach, the Lisbon Council actively involved the partner cities in the development of the user-centricity indicators. Utilising their insights into what kind of data is available and extractable and their experience in what parameters define user-centricity, the Lisbon Council involved partner cities and regions from the start of the development process.

The process was completed in five steps. First, the Lisbon Council published a preliminary list of indicators on an online portal open for comments, the Making Speeches Talk platform at:

[https://discuss.usercentricities.eu/?id\\_speech=76](https://discuss.usercentricities.eu/?id_speech=76).

The screenshot displays a list of indicators under the heading "1. ENABLERS" and a sidebar with user comments. The indicators are:

- 1.1 Skills**
  - \* The number of professionals with user experience / user research / service design skills (6 comments)
  - \* The number of ICT specialists employed by the local authority (7 comments)
  - \* The share of citizens with at least basic digital skills at local level (or national level, based on data availability) (5 comments)
  - \* Number of civil servants that received training in ICT (5 comments)
  - \* Total number of employees of the local authority (5 comments)
  - \* Any additional indicators (and sources)? (7 comments)
- 1.2 Incentives**
  - \* Does the local authority offer incentives for citizens to use digital services (such as lower costs for online)? (6 comments)
  - \* Does the local authority provide onboarding of citizens in digital services? (2 comments)
  - \* The number of citizens that received training on digital public service use (5 comments)
  - \* Any additional indicators (and sources)? (5 comments)
- 1.3 Ecosystem**

The comments sidebar includes:

- Paola Rusillo** (29/09/2021 09:15): Measuring in number may be misleading as it depend on the size of the local authority. Maybe an indicator based on Yes/No related to the involvement of such professional in the process of designing services can be more significant.
- Jochem Coolman** (30/09/2021 10:38): Good indicator, would advise two others as well: 1. Percentage of professionals with UX experience on the total population (huge city with one UX specialist vs small village with one UX specialist) 2. Try to determine the quality of the people working on/with UX, the existence of (what number / percentage of) processes in which UX is mentioned. In the latter it of course matters whether or not the UX is executed during the process.
- Maarja Kõue** (30/09/2021 17:07): In addition to the number there could be extra question whether in developing new services people with such expertise are involved.
- Bjorn Dirkse** (01/10/2021 14:53): also referring to the questions/suggestions above: what will be the (objective) indicator? who counts as "professional with skills"? will it no diploma's, just experience, do we need a questionnaire to assess these things?
- Marc Pérez-Battle** (09/11/2021 08:29): It also depends a lot on the city's service creation strategy. An IT department that completely outsources the creation of services is not the same as one that creates them in-house.
- Félix Alberto Martín** (10/11/2021 10:20): In addition to this indicator is important to know the number of professionals than works into business units, who knows about it, and do not work in IT department. May be they are "IT ambassadors".

Figure 2: SCREENSHOT OF THE MAKING SPEECHES TALK PLATFORM WITH COMMENTS

Between 20 September and 20 November 2021, partner cities as well as external cities were invited to comment on the first list of indicators and were given a deadline to post their comments online. The portal received 132 comments, from ten cities, regions and associations, including Barcelona, Emilia-Romagna region, Espoo, Eurocities, Helsinki, Madrid, Milan, Murcia, Rotterdam and Tallinn.

| Contributor          | City/Region/Association |
|----------------------|-------------------------|
| Paola Russillo       | Milan                   |
| Jochem Cooman        | Rotterdam               |
| Maarja Kõue          | Tallinn                 |
| Bjorn Dirkse         | Rotterdam               |
| Marc Pérez-Batlle    | Barcelona               |
| Félix Alberto Martín | Madrid                  |
| Nuutti Sten          | Helsinki                |
| Manon Ghislain       | Eurocities              |
| Veera Vihula         | Espoo                   |
| Paolo Sabatini       | Milan                   |
| Stefano Gatti        | Emilia-Romagna region   |
| Viivi Lähteenoja     | Helsinki                |
| Kasper van Hout      | Murcia                  |
| Mart Brauer          | Tallinn                 |

**Table 1: LIST OF CONTRIBUTORS ON THE MAKING SPEECHES TALK PLATFORM**

In addition, on 05 October 2021, at the peer-to-peer workshop organized by VTT and Murcia, the consortium dedicated one session on discussing the indicators and the first comments on the portal. All partners were involved and engaged in an open exchange on the indicators.

Following this step, the Lisbon Council incorporated the comments and the results from the session and on 24 November 2021, published a revised version on the same portal.

Partners were given a second opportunity to comment. The platform received more than 50 comments focusing mostly on the feasibility of the required data.

Following this second round of feedback, the Lisbon Council ran a second revision of the indicators based on the comments and published the final version of the indicators in this deliverable on 30 November 2021.

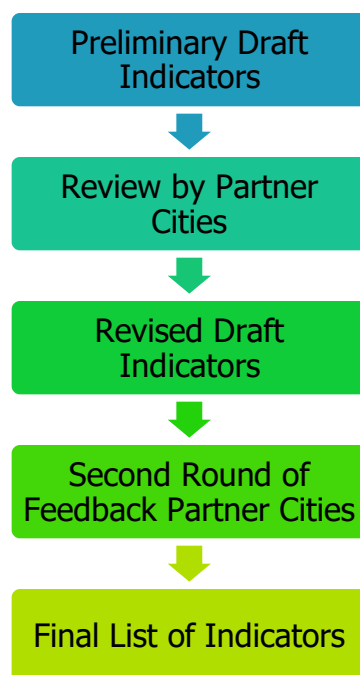


Figure 3: USER-CENTRICITY INDICATORS CO-CREATION PROCESS STEP-BY-STEP

### 3. USER-CENTRICITY INDICATORS

The indicators are structured in three categories, Enablers; User-Centricity Performance; and Outcome.

1. **Enablers:** This dimension aims at assessing the level of different factors that could play a role as enablers for uptake of digital services by citizens. These indicators are grouped in four categories: skills; incentives; ecosystem; and participation. They will give a clear view of the preparedness of the local authorities for digitalisation.
2. **User-centricity performance:** This dimension aims at assessing how user-centric are the digital services offered by the local authorities. The indicators are grouped in five categories: supply of services; usability; security; privacy; and redress mechanisms in place. These indicators will help reveal the gaps existing within the current offer of services and focus on the ways to address the identified gaps.
3. **Outcome:** This dimension aims at assessing the outcomes of the digital services offered by the local categories. These indicators are grouped in four categories: adoption (by citizens); reduction of the administrative burden (for citizens); satisfaction; and impact. These indicators will help understand the citizens' attitude and perception towards digital services offered by local authorities (to a certain extent).

#### LIST OF INDICATORS

More in detail, for each section, a short description on the expected answer is provided. This facilitates respondents and ensures a better understanding of why measuring a given dimension is useful.



# 1. ENABLERS

## 1.1 Skills

- Does the local authority have in the administration the positions of service designers / user researchers / user experience experts?
- If yes, provide the evidence, including the approximate number of such positions
- How many ICT specialists does the local authority employ?

🔍 Respondents should answer with the skill set of those positions in mind and not strictly with the job names provided, which are indicative. "ICT specialists" doesn't include basic IT positions but special skills related to user-centricity.

- Does the local authority provide structured training on service design or user research to civil servants in the last two years?
- If yes, provide the evidence, including the approximate number of people trained

🔍 This indicator complements the first two in this list. The question covers all types of employees (civil servants, outsourced personnel, freelancers, etc..).

- Does the local authority provide structured training on digital technologies to civil servants in the last two years?
- If yes, provide the evidence, including the approximate number of people trained

🔍 "Digital technologies" should cover all types of digital-related skills (data use and reuse, electronic communications, video conferencing, data protection rules, etc.)

- Does the local authority provide structured training on digital technologies to citizens in the last two years?
- If yes, provide the evidence, including the approximate number of people trained

🔍 User-centric services demand the participation of citizens and addressing the digital divide. Respondents should report on any projects related to e-inclusion or digital skills that fall under this category. And all types of citizens, irrespective of their age, level of skills, etc.).

## 1.2 Strategies

- Does the local authority have a digital strategy less than three years old?

🔍 Respondents should reply with recent strategies in mind. Strategies are formal, operationalised and implemented rather than random and informal, and with progress monitoring attached. Strategies that include user-centricity and that are older than three years can be included.

- Does the local authority have formal service standards (like for instance the UK Government Digital Service standards)?

🔍 The UK Government Digital Service standards provide a set of 14 rules to follow when "creating and running great public services." Link <https://www.gov.uk/service-manual/service-standard> Such principles are the basis for creating or providing digital services, and include Understand users and their needs; Solve a whole problem for users; Provide a joined up experience across all channels; Make the service simple to use; Make sure everyone can use the service; Have a multidisciplinary team; Use agile ways of working; Iterate and improve frequently; Create a secure service which protects users' privacy; Define what success looks like and publish performance data; Choose the right tools and technology; Make new source code open; Use and contribute to open standards, common components and patterns; Operate a reliable service. They define what functions should do and why, in contrast to technical standards. And should support and embed user-centered service design and delivery of better services and outcomes for users.

- Does the local authority have design guidelines, including for instance standards for simple language?

🔍 A good example – but not exhaustive- of design guidelines for digital service providers is provided by the OECD

<https://www.oecd.org/mcm/OECD%20Guidelines%20for%20Digital%20Service%20Providers.pdf>.

They include child safety by design; information provision and transparency; privacy, data protection, and commercial use; and governance and accountability. The respondents should not only limit their answer to guidelines that their administration has come up with, but also international guidelines endorsed by their administration and applied on an operationalised level within the administration.

- Does the local authority mention service design or user experience in its digital strategy?

🔍 “Service design” and “user experience” should be explicitly mentioned and not implied.

However, if it is described in detail but not spoken out, it will be considered valid.

## 1.3 Ecosystem

- Does the local authority provide APIs to other administrations and to private companies

🔍 APIs are Application Programming Interfaces, which is a software intermediary that allows two applications to talk to each other. It provides the connection between computers or between computer programmes.

- If yes, how many external organisations (public and private) access the API monthly on average?

🔍 Respondents should focus on an average number that reflects the reality as much as possible. It does not have to be precise, but it should be based on comprehensive data collected by more than one department in your services.

- Does the local authority use standardised services modules, provided at national or European level (e.g. national payment service or eID)?

🔍 National government and the European Commission have developed service modules such as payments, identification, translation that can be freely reused. Respond yes if you have integrated at least one of such services.

# 2. USER-CENTRICITY PERFORMANCE

## 2.1 Co-creation

- Does the local authority habitually (as standard practice on every new digital service) use service co-design / user research sessions in developing its services?

🔍 Respondents can answer with yes or no. If your authority uses either tool, the answer can be yes.

- Does the local authority habitually carry out user’s research sessions on a regular basis (at least once a year) after the launch of digital services?

🔍 Respondents can answer with yes or no.

- If yes, provide the evidence, including the approximate number of sessions or citizens that have engaged in service co-design practices in the past two years

🔍 “Evidence” can be a link to a website, a report, an internal document that can be made available upon request, or testimonials from citizens. The numbers provided do not have to be accurate but need to reflect reality as much as possible.

- Does the local authority habitually (as standard practice on every new digital service) use specific service co-design / user research sessions with disadvantaged communities (e.g. minorities, elderly, disabled people, etc.) in developing its services?

🔍 Respondents can answer with yes or no. Evidence is much welcome but not required.

- Does the local authority habitually use web analytics to monitor users’ behaviour (e.g. completion rates and most frequent errors)?

🔍 Beside involving users in the design and development, answer yes if the local authority systematically uses data from the usage of services after the launch in order to detect areas for improvement and iteration.

- Does the local authority habitually plan for releasing regular (at least once a year) new releases for existing digital services?

🔍 This can include beta versions, fixed release schedules or regular smaller chunks depending on the service's needs.

## 2.2 Supply of online services

- Does the local authority provide the majority of services fully online (out of total services provided that could potentially be digitalised)?

🔍 Respondents should reply with yes or no. The "majority," means more than half (50%) of the services that can be potentially digitalised.

- Does the local authority have a dedicated app?

🔍 Here, "app" describes a mobile application. It can be an app that gathers all the services in one point, or a group of services only.

- Does the local authority offer at least one proactive service, where users are automatically signed up for a service based on the government-held data?

🔍 Proactive services indicates that citizens are automatically registered for specific benefits or services if they qualify, for instance see Portugal social energy tariff in the policy brief.

- Has the local authority already fulfilled the requirements of the Single Digital Gateway (deadline end of 2022)?

🔍 Respondents should reply with yes or no. Please reply with "yes" only if the authority has already fulfilled all the requirements, and not if it plans to do so in the future.

- Does the local authority provide normally to citizens the possibility to check online the status of their procedure (e.g. initiated, ongoing or terminated)?

🔍 This should apply to the majority of services, and not all the online services provided.

## 2.3 Usability

- Are the local authority web services in line with WCAG guidelines?

🔍 Respondents should reply with yes or no.

- Has the local authority put in place means for users to provide feedback?

🔍 Please, reply positively if the feedback is also taken into consideration. Alone the possibility of feedback doesn't fulfill the requirement.

- Does the local authority have simple language standards?

🔍 Plain and simple language makes it easier for the public to read, understand, and use government communications. The respondents should not only limit their answer to guidelines that their administration has come up with, but also international guidelines endorsed by their administration and applied on an operationalised level within the administration.

- Does the local authority habitually carry out usability assessment of its online services, using standard tools such as System Usability Scale (SUS)?

🔍 As mentioned above, "habitually" means as standard practice on every new digital service. Respondents should reply with yes or no.

- Does the local authority habitually provide to users clear expectations of maximum time for service delivery?

🔍 "Habitually" means as standard practice on every new digital service. Respondents should reply with yes or no.

- Does the local authority have consistent design across all online services and websites?

🔍 Respondents should reply with yes or no. Consistency in web design should cover both functionality and visual identity. Citizens should be offered clear and consistent navigation across all websites and online services, including the use of common page layouts, fonts and typography, language and branding.

## 2.4 Security and privacy

- Are the users able to use eID, recognised under the eIDAS regulation, as a means of authentication for online services requiring authentication?

🔍 Respondents should reply with yes or no. eID does not have to be offered exclusively, but can be included alongside other alternatives.

- Has the local authority put in place measures to ensure citizens' control over the data held about them (like who has access to the data and for what reason, correction of data, etc)?

🔍 Respond yes if citizens have instruments to monitor how their data are accessed and used. For instance, Estonia enables citizens to see which offices have requested and accessed their data, for what purposes.

- Has the local authority put in place risk mitigation and risk management processes, as well as governance processes in case of misuse or attacks on digital customer services?

🔍 Respondents should reply with yes or no. This should be applied to all online services across the organisation.

## 2.5 Redress mechanisms

- Does the local authority provide online redress mechanisms for both citizens and businesses?

🔍 Respondents should reply with yes or no. To fulfill this criterion, the administrations should also be processing complaints in real life with tangible results.

# 3. OUTCOME

## 3.1 Adoption

- Considering only services that are available online, are the majority of transactions carried out online?

🔍 Respondents should reply with yes or no. As "majority" we refer to more than half (50%) of online services.

- Does the local authority publish data on usage of online services (such as number of transactions) on a regular basis?

🔍 Respondents should reply with yes or no. "On a regular" basis means at least once a year.

## 3.2 Reduction of burden

- Does the authority measure the average time saved by citizens when using an online service compared to the offline one?

🔍 Respondents should reply with yes or no.

- If yes, provide the evidence, including the results

🔍 The evidence can include a recent report, article on a website, an internal presentation, public or private data, etc. Please, also provide the results themselves.

- Does the authority measure the amount of annual financial savings for the public administration?

🔍 Respondents should reply with yes or no. Preferably, savings can be measured annually but other time periods (6-months, 2-year) are accepted too.

- If yes, provide the evidence, including the results

🔍 The evidence can include a recent report, article on a website, an internal presentation, public or private data, etc. Please, also provide the results themselves.

### 3.3 Satisfaction

- Does the local authority measure the citizens' level of satisfaction with regards to the services' provision?

🔍 Respondents should reply with yes or no. This implies that the authority has indicators in place for measuring citizen satisfaction. They can be standard methods or not.

- If yes, does it use standard methods such as NPS?

🔍 NPS stands for Net Promoter Score. Other methods can include, for example, SERVQUAL.

- What is the average share of satisfied users in the last two years?

🔍 If there is no overall number available, please provide an average from two or more examples of digital services.

### 3.4 Environmental impact

- Does the authority measure the volume of CO2 saved by the citizens when using an online service compared to the offline one?

🔍 Respondents should reply with yes or no. Authorities that measure the environmental impact in general and not in terms of CO2 emissions only can also respond "yes."

- If yes, provide the evidence, including the results

🔍 The evidence can include a recent report, article on a website, an internal presentation, public or private data, etc. Please, also provide the available results themselves.

## 4. DATA COLLECTION METHODOLOGY

The user-centricity indicators presented above will form the User-CentriCity Dashboard. The dashboard will offer comprehensive monitoring of user-centricity practices around Europe. The data that will appear on the dashboard will be provided directly by the local public administrations. Initially, data gathering will be carried out by the consortium members which will populate the dashboard using the available recent reports and presentations by the partner cities and regions. The consortium will approach the representatives of local public administrations in the network and beyond. They will be tasked with providing additional data from their administrations. The information will be directly uploaded on the web tracker, and after an accurate quality check, it will become visible on the dashboard. All the data provided in the dashboard will be open for review and for comments, in order to ensure the highest level of precision possible. The data collection activity and visualisation of results takes place in three steps.

### Step 1 – Collection of Data

According to the project specifications, each city/region will upload their data for the selected indicators. The Lisbon Council will pre-upload some data based on desk research to kick off the data collection process. Eurocities will coordinate the process and support cities to deliver harmonised data. Cities will be asked to identify and assign data collection to the respective departments in their administration.

## Step 2 – Inputting information in the online form

Each city/region will have specific credentials to be used to login in the platform and to input the data. The credentials will be provided from the beginning and access will be maintained for all the lifetime of the platform.

## Step 4 – Check of the visualised information

An initial quality control of the data provided will be carried out by The Lisbon Council. Furthermore, the cities/regions will be able to amend their entries and to amend the data provided by other actors at any time. The tracker will also allow open comments to each region/city fiche, in order to identify best practices and feedback from the community.

## 5. WORK PACKAGE 02: NEXT STEPS

As part of Work Package 2 of the project, the Lisbon Council will create the benchmarking dashboard to help municipalities assess their progress against the operationalised version of the Tallinn declaration principles, which was delivered under Work Package 1.

The first step, presented in detail in this document, is to create the indicators checklist based on the input from WP 1. The Tallinn Declaration principles are translated into a trackable, operational checklist based on Yes/No Indicators (in their majority).

The next steps include the development and testing of the online dashboard; data gathering and reporting.

The project will design the online platform where the user-centricity indicators will be transposed into and will allow partner cities/regions to upload data directly, edit them and compare their performance against other cities. The platform will be tested and adjusted according to the test results. The next steps will be to upload the actual data on the dashboard, and publish the results. The project will also publish annual reports on The State of User-Centricity based on the aggregated data analysis.

## 6. ANNEX

### INTERMEDIATE VERSION OF THE INDICATORS

## 1. ENABLERS

### 1.1 Skills

- The number of professionals with user experience / user research / service design skills
- The number of ICT specialists employed by the local authority
- The share of citizens with at least basic digital skills at local level (or national level, based on data availability)
- Number of civil servants that received training in ICT
- Total number of employees of the local authority
- Any additional indicators (and sources)?

### 1.2 Incentives

- Does the local authority offer incentives for citizens to use digital services (such as lower costs for online)?
- Does the local authority provide onboarding of citizens in digital services?

- The number of citizens that received training on digital public service use
- Any additional indicators (and sources)?

### 1.3 Ecosystem

- The number of APIs provided by the local authority to other administrations and to private companies
- The monthly number of calls to APIs developed by the local authority
- Number of standardised services modules in use, provided by higher institutional bodies (e.g. national payment service or ID)
- Any additional indicators (and sources)?

### 1.4 Participation

- Has the local authority adopted service co-design / user research practices?
- The number of citizens that have engaged in service co-design practices in the past year  
*(alternative indicator) The share of citizens that have engaged in service co-design practices in the past year*
- The number of digital participation initiative offered by the local authority to citizens to engage them in the creation of new policies
- Any additional indicators (and sources)?

## 2. USER-CENTRICITY PERFORMANCE

### 2.1 Supply of services

- The share of services available online out of total services provided that could potentially be digitalised
- Do the online services provided align with the requirements of the Single Digital Gateway?
- The share of online services that offer the possibility to check their online status (e.g. active or inactive)
- Any additional indicators (and sources)?

### 2.2 Usability

- Are the local authority web services in line with WCAG guidelines?
- Are the online services developed through constant iteration and changed based on behaviour of citizens?
- The share of digital services that are fully in line with WCAG guidelines
- Has the local authority put in place means for users to provide feedback?
- Does the authority has simple language standards?
- Does the authority have service standards in place?
- Any additional indicators (and sources)?

### 2.3 Security and privacy

- Are the users able to use eID, recognised under the eIDAS directive, as a means of authentication for all online services requiring authentication?
- The share of citizens with an eIDAS compliant eID at local level (e.g. city, municipality, administrative region etc.)

- Has the local authority put in place channels through which citizens can access and ask for the correction and deletion of their personal data?
- Any additional indicators (and sources)?

## 2.4 Redress mechanisms

- Does the local authority provide online redress mechanisms for both citizens and businesses?
- Any additional indicators (and sources)?

# 3. OUTCOME

## 3.1 Adoption

- The share of transactions executed online out of total transactions (online and offline) executed
- The share of citizens possessing an eID that have made use of it at least once
- The share of population by specific segments
- Does the local authority publish adoption data in real time?
- The three most popular services and their adoption rates
- The share of online transactions completed out of the total transactions attempted (the completion rate)
- Any additional indicators (and sources)?

## 3.2 Reduction of administrative burden

- Does the local authority provide pre-filled forms?
- Does the local authority offer at least one proactive service?
- The average time saved by citizens when using an online service compared to the offline one
- The estimated amount of annual financial savings for the public administration
- Any additional indicators (and sources)?

## 3.3 Satisfaction

- Does the local authority measure the citizens' level of satisfaction with regards to the services' provision?
- The share of satisfied users
- Any additional indicators (and sources)?

## 3.4 Impact

- Annual estimate of the volume of CO2 saved by the citizens when using an online service compared to the offline one
- Any additional indicators (and sources)?



