MC-eGov:
Study on Multi-channel Delivery Strategies and Sustainable Business Models for Public Services addressing Socially disadvantaged Groups

FINAL STUDY REPORT

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Disclaimer

Foreward and Acknowledgments

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Preface

No citizen left behind

eGovernment is improving the delivery of public services to citizens, and it is essential that people without access to Information and Communication Technologies (ICTs), or without the skills to use them, benefit from them too. The eGovernment Action Plan for 2010 seeks to ensure that no citizen is left behind, by promoting inclusive eGovernment, under which specific measures are developed to connect and deliver public services to vulnerable groups who are at risk of exclusion.

Governments at national, regional and local levels, together with their agencies and other intermediaries (e.g. NGOs, civil societies, volunteer associations and the third sector in general) which deliver public services, are increasingly integrating ICTs into their administrative processes, both behind the scenes and in their interfaces with the public. However, whilst eGovernment services should reduce the complexity of citizens' and businesses' dealings with government and its intermediaries, there is a danger that people without easy access to ICTs could find it even harder to deal with government.

Public services should be available on equal terms to all (citizens, businesses, etc.), and therefore public authorities need to take account of the interests of all potential service users, following the principle of inclusive eGovernment.

The European Commission has launched this study in 2008 to analyse the state of the art of multichannel delivery of public services throughout Europe, and the progress made towards achieving the goal to ensure that 'no citizen is left behind'. The results include the identification of further actions which will be needed over the next few years.

The study thus charts important on-going progress in this area and provides a framework of fundamental principles for the achievement of sustainable value models in the delivery of ICT enabled public services to the socially disadvantaged; it also provides useful recommendations and shows to policy makers and practitioners what still needs to be done to achieve the objectives set in the eGovernment Action Plan.

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1. Key Messages

Some 30% of European citizens (some 150 million people) experience some form of social exclusion, for example relating to poor health or a disability, lack of finance, low educational attainment, poor housing, or ethnic discrimination.

The demand for public services from these groups can be significant, especially in times of economic uncertainty when there is significant pressure on government financial resources. However, these groups contain people who have been least likely to access government services online, and who tend to rely on single channels when accessing services, usually involving human agents.

Socially excluded people often have limited education, technical skills, and financial means, and they can find it difficult to articulate their complex needs to service providers, or to engage with the processes of providing evidence that they qualify to receive services. Simply directing socially excluded people to the electronic channels of eGovernment (swapping the human channel for an electronic channel) does not in itself guarantee that they will access relevant services more effectively and efficiently.

Key Messages

- **The study has revealed that almost invariably socially excluded groups require an intermediary person or organisation to enable them to benefit from a combination of information and transactions, put together to meet their highly specific and complex needs.**

Intermediaries, whether they are persons or organisations, can be from the public, private or Third Sector, as well as more informally from family, friends or communities. Intermediaries provide important direct links between disadvantaged people and front-line service providers, thus fundamentally re-configuring the user interface. Very often this involves the intermediary becoming directly involved in establishing partnerships at the local level, while also working with government to ensure that wider policy goals are met.

- **Intermediation and partnership take place mostly at local level, vital if the key interaction is human to human, and they directly engage the target group in service creation and governance.**

Intermediaries can be responsive and adaptive to beneficiary needs, a flexibility achieved particularly through formalised partnership relationships. The actors in the partnership network share the knowledge held by them all, including the socially excluded people themselves. Through a process of working together, they provide significant extra resources (capacity) to help balance the availability of government resources on one hand, and the very unpredictable demands for social inclusion services on the other hand.

A partnership network pro-actively provides a service by orchestrating the necessary organisational interactions, rather than just providing multiple channels and expecting disadvantaged citizens to use them.

- **This 'partnership' approach is not a loose coalition of interested parties, but a formalised network where the objectives and tasks are shared through agreements or contracts, where all actors are trained and supported, and are responsible for achieving the outcomes, rather than on delivering particular services.**

The intermediaries and their networks need to work within a coherent governance framework, with clear working arrangements, and where all the actors involved are working towards agreed objectives to help socially excluded people to effectively reintegrate into society as they overcome their exclusions. Indeed, this does not work effectively if directly controlled from the centre nor does it work in the longer term if there are just informal alliances at a local level.

- **The combined knowledge and resources ensures that the partnership works in a sustainable way and is acceptable to beneficiaries.**

Indeed, many examples also show that personal involvement of the beneficiary draws upon the intimate knowledge about their own situation which only they possess. This enables structured negotiation to take place between the beneficiary, the intermediary and other actors involved in service design and delivery. Often, the beneficiary is not just a passive service consumer but an active participant also in the construction and configuration of the service and its delivery.

- **The links in the delivery network are crucially enabled by ICT, in a mix of systems, technologies and media, including human based interactions.**

Hence, ICT is now seen rather as the critical catalyst which facilitates new types of organisational and human interactions, thereby creating new value for disadvantaged groups through new sustainable service models.

- **It is through the multi-channel approach and flexible availability of services, personalised and configured around users' needs and preferences, that sustainable service delivery can be achieved.**

The concept of multi-channel services as applied to Inclusive eGovernment has moved away from it being about an additional set of access routes for government information, communication and transactions, to being about a simultaneous combination of communication channels that enable a network service model to function effectively.

- **Multi-channel thus comes to mean the organisational interactions which make up the network, rather than only a collection of access routes for delivering services**

Implications

The study has extracted and explained a number of key features and principles that have been seen to be common across successful examples of such networks. The study shows that, first of all, it is possible, and secondly that it can be done, to deliver benefit to the most socially excluded citizens by applying a mix of ICT channels to public services which complement human interactions and networks.

- **Therefore, the *operational, sustainable "Inclusive eGovernment" model* is in reality much more like a *flexible and dynamic network that joins up services from government and other organisations from the Third Sector (civil societies, NGOs, etc as well as the private sector in some instances), around beneficiary needs,* in a way that is not possible only at the government end, due to the considerable variety of needs and services.**

This study takes us beyond the question of extending the outward reach of existing government services through one or more channels, to the question of *how government facilitates and supports the creation of formalised value networks of multi-sector agencies (non-governmental organisations are often the ones in the front line) which directly involve the beneficiaries themselves.*

The findings stemming from this study, while attempting to describe the complex dynamics of this area, outline a new landscape of opportunities for shaping the emerging *ecosystem of social and inclusive eGovernance.*

- **Based on the above evolution and research findings we can start by re-naming the topic area with a more appropriate definition that could be termed *"Inclusive ICT enabled Public Services".***

2. Executive Summary

Some 30% of European citizens (some 150 million people) experience some form of social exclusion, and these "*people are in danger of being excluded from society. At the same time, they make up the greatest number of public service users*"[1]. This places significant demands on the resources of public service providers, both in terms of the number of people requiring a service, and of the costs[2] of providing these services.

Exclusionary factors include a diverse and complex range of problems related to areas such as health, finance, education, housing, ethnicity, and immigration. In times of economic downturns the demand for these services rises dramatically, while at the same time government finances are most pressured[3]. In addition, exclusionary factors such as those following from illegal immigration extend beyond the borders of individual member states.

The Manchester Ministerial Declaration of 2005[4] set the objective that "*By 2010 all citizens, including socially disadvantaged groups, will have become major beneficiaries of eGovernment. By 2010 European public administrations will have made public information and services more easily accessible through innovative use of ICT and through increasing public trust, increasing awareness of eGovernment benefits and through improving skills and support for all users*".

However, socially excluded people are the least likely to access government services online, even though they "*would stand to benefit the most from accessing them on-line*"[5], especially where it helps them to access an integrated range of 'joined up' services across agencies.

This was explicitly acknowledged in the 2007[6] Lisbon Ministerial Declaration which stated that in order to "*ensure that all citizens can benefit from ICT-enabled administrations, inclusive eGovernment policies shall address how best to combine online services together with other channels, such as human intermediaries who need to be equipped with state-of-the-art ICT tools*".

These issues have been addressed in relation to the i2010 Initiative[7] by the Inclusive eGovernment Expert Group[8] and its Inclusive eGovernment Road Map[9] that was informed by the Survey of Baseline Activities in Inclusive eGovernment[10].

Within those contexts this Study was challenged by the Expert Group to identify how multi-channel access to inclusive eGovernment services could contribute to delivering sustainable outcomes for socially excluded groups.

The key outcomes from the study show that inclusion is not achieved simply by giving people access to public services though a wide range of electronic channels such as computers, mobile phones, digital interactive TV, or public kiosks. They also show that sustainable delivery of services to socially excluded people is not simply a matter of electronic services in conjunction with non-electronic channels. Rather, the outcomes show a variety of partnerships and operational models that include people as active participants in problem solving assisted in ways that suit their needs.

[1] Viviane Reding, October 2008 - http://www.egovmonitor.com/node/21710
[2] http://register.consilium.europa.eu/pdf/en/07/st06/st06694.en07.pdf
[3] Ihttp://www.imf.org/external/pubs/ft/survey/so/2008/NEW121408A.htm
[4] http://archive.cabinetoffice.gov.uk/egov2005conference/documents/proceedings/pdf/051124declaration.pdf
[5] http://ec.europa.eu/information_society/activities/egovernment/policy/inclusion/index_en.htm
[6] http://ec.europa.eu/information_society/activities/egovernment/docs/lisbon_2007/ministerial_declaration_180907.pdf
[7] http://ec.europa.eu/information_society/eeurope/i2010/inclusion/index_en.htm
[8] http://ec.europa.eu/information_society/activities/egovernment/policy/inclusion/index_en.htm
[9] http://ec.europa.eu/information_society/activities/egovernment/docs/inclusive_egovernment_roadmap.pdf
[10] http://ec.europa.eu/information_society/activities/egovernment/docs/i2010_studies/inclusive_egovernment_survey_12_07.pdf

From a detailed review of cases across Europe it is clear that socially excluded people benefit from a knowledgeable intermediary (a person or an organisation) working with them, or on behalf of them, to understand (for example through information integration using eGovernment) how their complex exclusions can be addressed, and then using multiple channels of service delivery to provide a focused portfolio of public services, including actions that empower the socially excluded people to develop the skills and competences to engage directly with these services.

The intermediaries can be from any sector (public, private, the Third Sector and social enterprises, families, friends, or community support) but they function best where they are close to the socially excluded people and the front-line services. Very often this involves developing the partnerships at the local level, while also working with government to ensure that wider policy goals are also met. For example:

- The City of Utrecht (NL) has a policy objective to avoid new immigrants to the City becoming socially excluded. It does this through a city-wide policy which rapidly identifies the services that immigrants need so they quickly integrate into the community. Integrated online information, through multiple channels, empowers trained intermediaries from that target community to quickly construct service portfolios on behalf of immigrants. Utrecht emphasises also the important role of immigrants in using the services effectively - the City both welcomes immigrants by providing them with comprehensive services, and also makes it clear that the goal is to ensure social integration and social cohesion through immigrants becoming an effective part of Dutch society.

- In Spain, the region of Catalunya has developed a government-wide multi-channel eGovernment portal where services are available through multiple channels noted for their excellent implementation. Recognising that some socially excluded people still find it difficult to engage with these channels, the city of Terassa has developed an innovative ICT solution using a natural language interface, aiming to allow socially excluded people to articulate needs in their own language. Knowledgeable intermediaries can also help socially excluded people develop independent access to these services.

- In Belgium the Crossroads Bank for Social Security (BE) has built a comprehensive eGovernment solution that uses both intensive back-office and front-office IT integration. The rules and regulations regarding eligibility for services have been simplified, and the IT system now proactively identifies the social benefits that citizens need, and delivers them through multiple channels. Understanding that socially excluded people still find it difficult to engage directly with services, inclusive eGovernment is achieved through a structured partnership involving all actors in the social security field who can work directly with beneficiaries to structure integrated service interventions.

- Other examples include: partnerships between intermediaries and the beneficiaries to achieve the self-identification of service needs by elderly people in Slovakia; the use of ICTs and multiple channels in the development of culturally relevant services for the Roma community in Hungary, where the Roma themselves take ownership of the service portfolio; multi-channel and multi-language support for immigrants in London (UK); and, integrated social inclusion strategies in Trento (IT) where intermediaries are embedded into the service landscapes through local laws.

The delivery of targeted, effective, and sustainable services for socially excluded people therefore involves formal partnerships between government and actors who are close to the socially excluded people, for example at local and community levels, and organisations representing specific groups such as the elderly.

Multiple channels for service delivery, which can be accessed by the full range of actors who engage with socially excluded people, and by the people themselves, facilitate a process of 'networked governance'. Networked governance importantly involves the sharing of knowledge held by all the actors (including socially excluded people themselves), with a focus on achieving sustainable outcomes for socially excluded people, rather than on just delivering particular services that may be of immediate use to socially excluded people.

By working together all the actors provide significant extra resources and capacity to help balance the availability of government resources and the very unpredictable demands for social inclusion services. Importantly, the 'partnership' approach is not a loose coalition of interested parties, but a formalised network where the objectives and tasks are shared through

agreements or contracts, where all actors are trained and supported, and where all actors are responsible for achieving the outcomes.

In this way the partnerships move beyond the value-chains that arise from their individual actions, and create a 'value-network' that builds additional value, and which supports sustainability. The multiple channel component of inclusive eGovernment therefore goes beyond the conventional channels used to access services (e.g. phone, offices, call centre), and involves the organisational interactions which make up value networks that are facilitated and supported by government.

The structured partnerships focus on key processes ranging from identifying service needs to working with beneficiaries in overcoming exclusions, and the partnerships work within a common 'framework' of objectives which show the ways in which multi-channel strategies underpin the creation of sustainable public services to socially excluded people:

- At the policy level the intermediary actors can work with government to understand the complexity of social exclusion and to target policies on outcomes that overcome social exclusion;
- The actors then work to identify and construct service propositions which are targeted to social inclusion objectives;
- Government shapes the service landscape, for example through transformed organisations and back-office re-engineering;
- Service integration and efficiency is built through the deployment of suitable eGovernment strategies, such as electronic ID, service interoperability, information sharing and knowledge management;
- Increasing front-office flexibility and capacity is built through resource partnerships with intermediaries, stakeholders and beneficiaries;
- Relevant service portfolios are constructed by utilising multi-channels that allow service providers, intermediaries and beneficiaries to combine service benefits to meet multiple needs;
- The value of the services is communicated by demonstrating that services lead to sustainable outcomes, including social cohesion and participation, economic effectiveness, and value-for-money.

Inclusive eGovernment therefore benefits socially excluded people through networks which join up government and other services around the beneficiary needs. The joining-up occurs in ways that are not possible only by government itself, because of the significant variety of complex needs, the wide range of services, and the resource demands that arise in connecting services to socially excluded people. The delivery of services is critically enabled by multiple channels, particularly using ICTs, in a mix of systems, technologies and media. Hence ICT is a catalyst in creating new value for disadvantaged groups through new service models that support human interaction and action.

3. Introduction

This section first introduces the report to the intended audience of decision-makers and practitioners who are involved in building and delivering service portfolios, through multiple channels, aimed at socially excluded groups.It then sets the policy context within which this study takes place, moving from the high level i2010 objectives, through the objectives for eGovernment set by the 2005 and 2007 Ministerial Conferences, and then acknowledging the leadership of the Inclusive eGovernment Expert Group which set the specific objectives for this study. The objectives are then introduced, along with the methodology employed to address them. The resulting initial analysis is then presented in the context of a Framework of Fundamental Principles for sustainable public services to socially excluded groups, and the Operating Models that define the resources (financial, organisational etc.) which underpin sustainable services.

The Audience for the Report

This report is primarily aimed at the decision-makers and practitioners who are involved in building and delivering service portfolios aimed at socially excluded groups. These are the people who are tasked with addressing the high-level policy challenges, and who struggle with the difficulties of matching the demand for services with the resources available to deliver them.

The intention is to inform this group about the practical experiences from around the EU, and to show how efficient and effective partnerships can be built which have the potential to deliver personalised and focused services to socially excluded people, using eGovernment services that are available through multiple delivery channels.

At a primary level policy deliverers can observe cases where the high-level policy objectives for social inclusion can be addressed at local levels through formalised partnerships that involve all actors focusing on achieving outcomes for socially excluded people.

At a secondary level the audience comprises those who can be involved in some form of partnership with government to deliver services to socially excluded groups. This primarily involves organisations in the Third Sector which are non-profit and non-governmental[11], and Social Enterprises, where profit can be generated, but where the profit is not paid to external shareholders but is redistributed back into the core activities[12]. That audience can observe cases where similar actors to them are embedded in structured partnerships which both empower them, and which make them an important component in the service delivery chain.

The Policy Context

Delivering value to socially excluded people is of critical policy importance. It is embedded within the i2010 Initiative[13] which set Europe the high-level challenge "*to ensure that the benefits of the information society can be enjoyed by everyone*", and this is acknowledged by the Inclusive eGovernment Agenda[14], stating that "*around 30% of Europe's population does not use any eGovernment services*" and that a substantial proportion of the non-users will suffer some form of social exclusion. As a result there is a significant i2010 challenge to address the needs of socially excluded groups because "*many of these excluded citizens are amongst those who need and consequently rely most heavily on government support – and would stand to benefit the most from accessing them on-line*"[15].

The Manchester Ministerial Declaration of 2005[16] addressed these issues, setting the target that "*By 2010 all citizens, including socially disadvantaged groups, will have become major beneficiaries of eGovernment. By 2010 European public administrations will have made public information and services more easily accessible through innovative use of ICT and*

[11] http://en.wikipedia.org/wiki/Third_sector
[12] http://en.wikipedia.org/wiki/Social_enterprise
[13] http://ec.europa.eu/information_society/eeurope/i2010/inclusion/index_en.htm
[14] http://ec.europa.eu/information_society/activities/egovernment/policy/inclusion/index_en.htm
[15] http://ec.europa.eu/information_society/activities/egovernment/policy/inclusion/index_en.htm
[16] http://archive.cabinetoffice.gov.uk/egov2005conference/documents/proceedings/pdf/051124declaration.pdf

through increasing public trust, increasing awareness of eGovernment benefits and through improving skills and support for all users".

However, socially excluded people are the least likely to access government services online, but they "*would stand to benefit the most from accessing them on-line*"[17], especially where it helps them to access an integrated range of services that help them to overcome their exclusions, and where services can be 'joined up' across agencies and across geographies. This was explicitly acknowledged in the 2007[18] Lisbon Ministerial Declaration which stated "*To ensure that all citizens can benefit from ICT-enabled administrations, inclusive eGovernment policies shall address how best to combine online services together with other channels, such as human intermediaries who need to be equipped with state-of-the-art ICT tools*".

These inclusive eGovernment challenges have been addressed by the Inclusive eGovernment Expert Group[19] within the context of its Inclusive eGovernment Road Map[20] that was informed by the Survey of Baseline Activities in Inclusive eGovernment[21]. Within those contexts this Study was challenged by the Expert Group to identify how multi-channel access to inclusive eGovernment services could contribute to delivering sustainable outcomes for socially excluded groups.

This study was conceived and commissioned in 2007, at a time when many European governments were experiencing increasing demand for, and costs of providing, public services for socially excluded people. The problem is even more acute for many New Member States[22] which have high levels of social exclusion, and which are going through the development phases of eGovernment, including organisational transformation and online service development. They need to build inclusive societies that show high levels of social cohesion and citizen participation in the democratic processes.

However, the investment in social protection itself is uneven across member states. Eurostat statistics for 2006[23] show that while the EU27 spent 26.9% of GDP on social protection, the highest expenditure was in France and the lowest is Latvia. Such disparities present differing challenges to Governments. For countries such as France, the Nordic countries, Belgium and the Netherlands, a challenge is to control costs. For the New Member States, facing significant social exclusion problems, a challenge is how to build a service portfolio without dramatic cost escalation to the levels of expenditure seen in other countries.

[17] http://ec.europa.eu/information_society/activities/egovernment/policy/inclusion/index_en.htm

[18] http://ec.europa.eu/information_society/activities/egovernment/docs/lisbon_2007/ministerial_declaration_180907.pdf

[19] http://ec.europa.eu/information_society/activities/egovernment/policy/inclusion/index_en.htm

[20] http://ec.europa.eu/information_society/activities/egovernment/docs/inclusive_egovernment_roadmap.pdf

[21] http://ec.europa.eu/information_society/activities/egovernment/docs/i2010_studies/inclusive_egovernment_survey_12_07.pdf

[22] An ILO study reported in 2006 that "Central-European countries seem suffer particularly from grave health problems, and also from social isolation compared to other European countries. In addition, this region tends to have the lowest levels of self-reported life-satisfaction as well". http://www.euro.centre.org/data/1181637085_99921.pdf

[23] http://epp.eurostat.ec.europa.eu/tgm/table.do?tab=table&init=1&plugin=0&language=en&pcode=tps00098

The Study Objectives

The specific objectives set for the Study in this context were to:

- Assess and analyse current main actions at Member State level, related to the provision of services for socially excluded groups, through the use of multi-channel governance - particularly through the detailed study of cases (existing projects and initiatives) and life-events (scenarios);
- Identify fundamental principles for multi-channel service delivery strategies that support more effective and efficient delivery of public services to socially disadvantaged groups;
- Identify a framework of sustainable business (operating) models that would support a more effective and efficient delivery of public services to those citizens at risk of being left behind by the Information Society;
- Survey, analyse and support the building of a consensus, with a common understanding and strategies, on the role that multi-channel strategies are having, and could have, in contributing to the achievement of the eGovernment Action Plan concerning Inclusive eGovernment.

In the remainder of this section we develop the research questions used in the Study, and then (Section 3.5) address objectives 2 and 3 which were to identify the fundamental principles and understand the processes which underpin sustainable service delivery.

Section 3.6 introduces the key outcomes of the work addressing objective 1. The analysis of the activities, policies and cases is presented in detail in Annex A.

Section 3.7 introduced the cases studied in depth by the Study, and they are detailed fully in Annex B.

Objective 4 is the major focus in Section 4, where the Study develops the six major objectives that underpin the key role to be played by multiple-channels in developing the sustainable delivery of public services to socially excluded people and groups. The objectives relate to policy, services, efficiency, capacity, channels, and value. Then in Section 4 cases are provided to show how some countries are addressing particular challenges, but where multiple-channels are a key focus in service development. Finally, the study conclusions are presented.

Research Questions and Methodology

Underpinning the research was the question "why *should multiple channels for public service delivery be of importance to socially excluded groups*?" It was not enough to assume that multi-channels were 'de facto' what socially excluded groups needed, especially since socially excluded groups are the least likely to have the skills and knowledge needed to engage directly with the electronic channels of eGovernment.

Furthermore, while there are initiatives in the area of eInclusion to improve ICT skills for socially excluded groups[24], there is no direct implication that even if ICT skills are improved the groups would be better served by the public services that they most need. Therefore the multi-channel context then became more nuanced, asking *"how can multiple channels for public service delivery be used to deliver sustainable services to socially excluded groups*?" While this did not ignore the importance of maximising the number of people who can access services directly, it did acknowledge that for many socially excluded people the path to ICT competence, and to being able to access services independently, can be challenging, and that there is value in organisations other than government helping them along that path.

In the first phase of the study a review of European Inclusive eGovernment strategies did not provide compelling evidence of wide use of multi-channel approaches to enable Inclusive eGovernment. Furthermore, the landscape of social exclusion was clearly very different across the EU. For example, the UK City of London Digital Inclusion Team[25] produced a categorisation of social exclusions[26] that can be the result of:

Drug addiction and substance abuse; Deprived neighbourhoods, lack of social capital, poor transport, and social isolation; Crime and anti-social behaviour; Ethnic and cultural discrimination; Sexual Orientation; Educational underachievement; Unemployment; Physical

[24] The eInclusion Agenda for 'Inclusive eGovernment" focuses on ICT skills etc. http://ec.europa.eu/information_society/activities/einclusion/policy/egov/index_en.htm

[25] http://digitalinclusion.pbworks.com/FrontPage

[26] http://www.esd.org.uk/Solutions4Inclusion/groupsearch.aspx

and cognitive disability; Health problems; Homelessness; Child poverty; Low income; Poverty and families with complex needs; Digital exclusion; Lack of independent living.

But some of these types of exclusion (particularly those related to cognitive disabilities) are unevenly recognised across member states, and therefore receive very different service interventions. To help understand the different landscapes of social exclusion services more clearly, the study prepared a number of 'life-events' (also known as 'scenarios' or 'personae') ranging from socially excluded elderly people, healthcare exclusion, homelessness, and migrants, and then mapped them across the service landscapes in a number of member states.

The resulting scenarios brought into emphasis a number of factors, introducing the critical component of multiple disadvantages, and advising against analysing the problem from the perspective of delivery silos. The life-events were debated in the Workshop held in May 2008, and three key outcomes emerged from this stage of the study.

- First, while in many cases there was not a primary emphasis on the channels, but there was an emphasis on the ways in which the channels could be targeted effectively for socially excluded people, particularly through the role of intermediaries. It was also apparent that the strength of the Third Sector intermediaries was uneven across Europe, with some new member states still in the process of building this sector after years of government services being driven from the top-downwards. In other states such as Slovakia the Third Sector is growing and maturing, but a focus on social exclusion issues is more recent, and the 'institutionalisation' of the Third Sector is not yet as strong as in other member states.

- Second, the life-events helped to focus on the complex service needs of socially excluded groups and people. A person who is unemployed, homeless, and has a cognitive disability cannot be regarded as being a member of three socially excluded groups, because that just replicates silos – they are an individual with a complex set of exclusions that need addressing coherently. Homeless people may have health problems, they may not have the skills to utilise ICTs, they may not be able to afford them, and they may not be able to engage with silo services simply because they are homeless and do not have a fixed address.

- Third, it was clear that the term 'sustainable business models' over-emphasised a mainly financial approach to sustainability. For inclusive eGovernment the emphasis was clearly more on building sustainable and operational models of service delivery. However, because services to socially excluded people are expensive to build and deliver, it is clearly important to minimise costs by using the efficiency gains of eGovernment.

  It is therefore important to ensure that value is delivered to beneficiaries in a way that helps them overcome their exclusions, and that requires a focus on sustainable operational delivery models. From that perspective intermediaries can be better local service deliverers than can a government agency. Furthermore, the ways in which value can be delivered are continuously changing in response to changes in the society, and this was very evident with the global economic downturn in late 2008, and fears in many countries of worsening problems of social exclusion.

  The initial review thus further identified that an inclusive eGovernment focus on services for socially excluded groups cannot just emphasise a technical development path. The research question therefore developed to: "*How are services being constructed and delivered (through channels, and via intermediaries) to, and consumed by, socially excluded groups ways that makes the services operationally sustainable?*", and case studies were sought to evaluate the question. The cases involved specific projects interviewed by the Project, the life-events, and the emerging set of 'Flagship' cases for Inclusive eGovernment being made available on the ePractice[27] site.

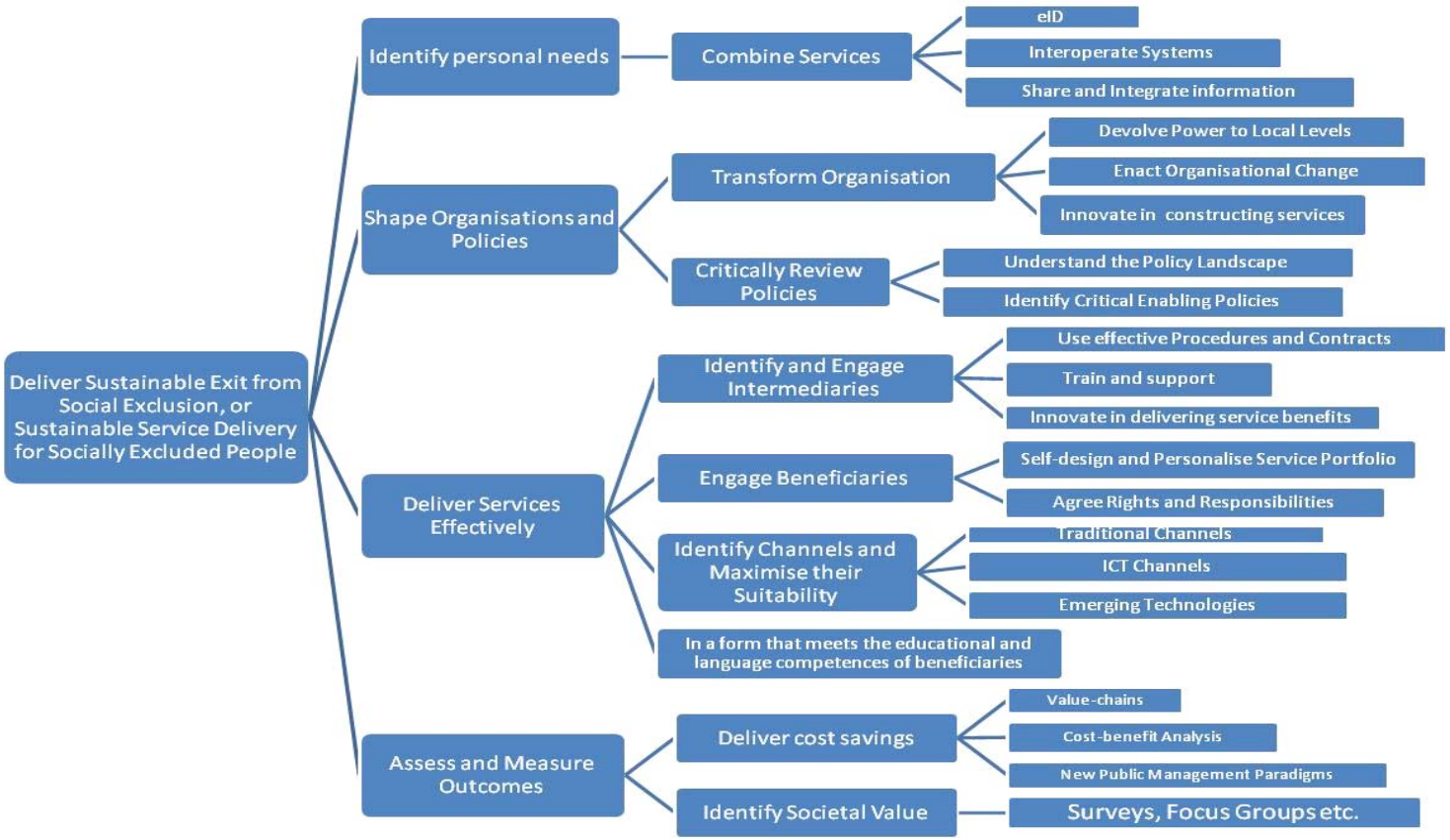
[27] www.epractice.eu

Understanding the principles and operational processes of services

The resulting body of material was first assessed empirically to understand the fundamental common principles that underpinned the cases, and this resulted in identification of a 'Framework of Fundamental Principles'. Second, the ways in which the cases were resourced were assessed empirically to identify what common 'Operational Models' have influenced the sustainability of services. These two structures are briefly elaborated below, and these have formed the basis through which the case studies are analysed empirically, covering the three core dimensions of this study: multi-channel, public services for socially excluded groups, and service sustainability.

Diagram 3.1 below sets out the 'Fundamental Principles'. The principles focus on what needs to be done to deliver a sustainable exit from social exclusion, and to provide a sustainable service portfolio for socially excluded people. The two aspects emphasise first a goal to make the period of social exclusion as short as possible, and second to ensure that services are readily available in a joined-up manner as people become socially excluded:

Figure 3.1: Framework of Fundamental Principles



In the 'Framework' (see Fig 3.1 preceding) four key factors underpin the potential to develop sustainable services for socially excluded people.

- **Identify Personal Needs**: The first factor notes that inclusive eGovernment will work effectively where services can be combined to meet the complex needs, with key eGovernment activities enabling service integration. For example: electronic ID which forms a coherent basis to link information together, the interoperability between systems where ICT integration cannot be undertaken, and policies to share and integrate information about the needs of individuals in a secure and efficient way through practices of information sharing.
- **Shape Organisations and Policies**: The second factor focuses on the transformation of policies and organisations involved at Government levels. This can involve organisational change, where government departments previously responsible for single services may be combined to provide an organisation responsible for integrated services. Also, procedures and processes can be introduced to allow organisations to work effectively across their boundaries of responsibility.
- **Deliver Services Effectively**: The third factor is where 'value networks' start to be constructed. The most significant activity here is the involvement of Third Sector and other intermediary actors/organisations. Importantly, there is the need to embed these actors formally in a process of service construction and delivery, through contracts, training and support, and a focus on outcomes, not activities. The beneficiaries of services (the socially excluded people) can be brought into the service delivery chain by encouraging them to self-design and personalise services, within a context where they understand not only their rights to receive services, but also the societal obligations they have in using them. Maximising the channels through which services are delivered allows intermediaries and beneficiaries to work together in personalising service portfolios.
- **Assess and Measure Outcomes**: Lastly, there needs to be a focus on outcomes, not just activities. In the context of services to socially excluded people there can be a combination of approaches including classic cost-benefit (best for high impact services such as tax), value chains (best for services where there is a linear development of value), and value networks (where there is tangible and intangible value constructed across complex actor collaboration).

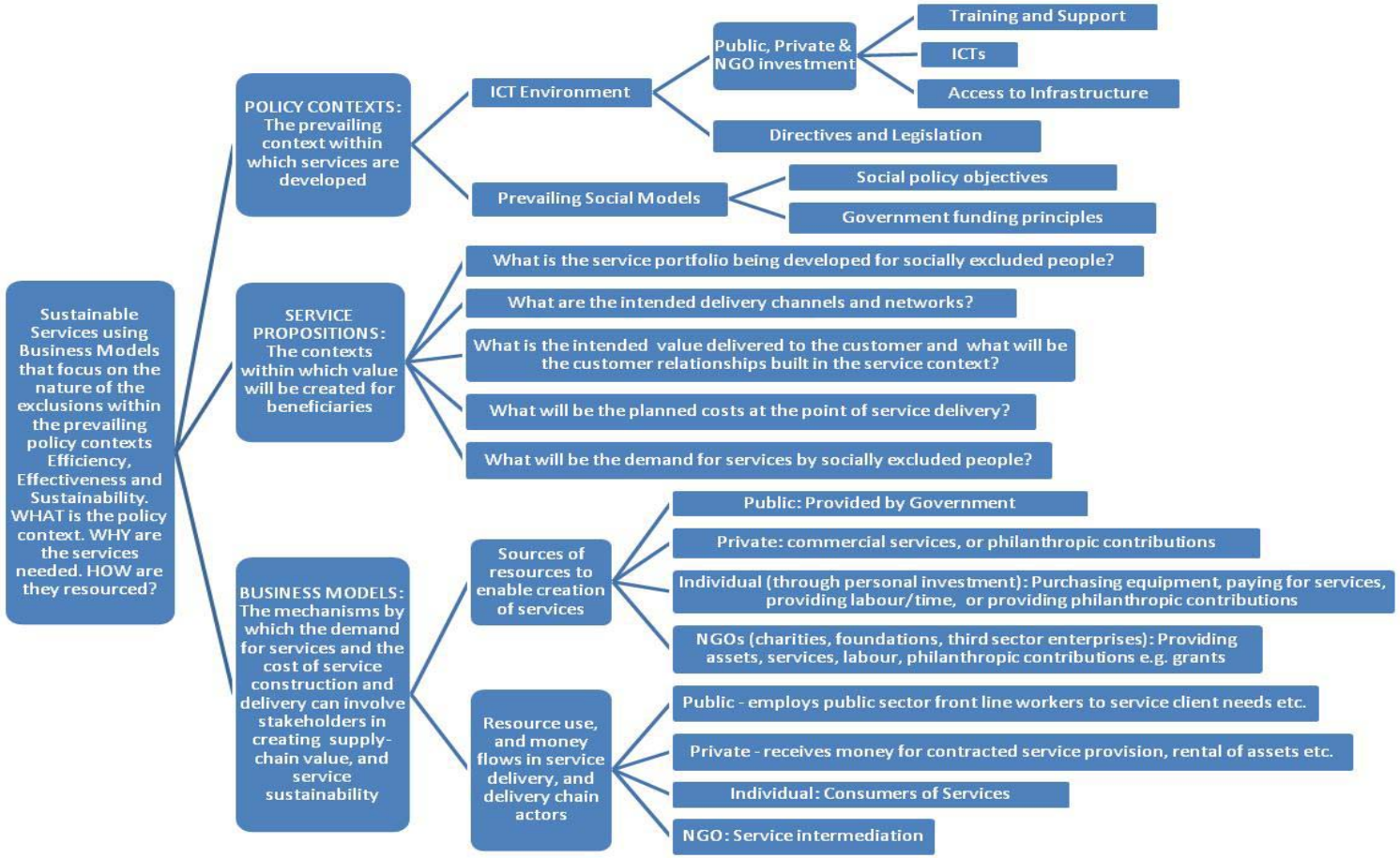
The overall value to beneficiaries (and thus also impact of the service delivered) depends on combination of several operational factors: the content of the service (WHAT?); the way the service is delivered – delivery channels (HOW?); and by whom the service is delivered, for example somebody who is familiar with background situation and local context (and its evolution), and who is trusted by the beneficiaries (BY WHOM?).

The Framework of Fundamental Principles sets out (WHAT?) needs to be done in service construction. The cases were then studied to understand what needs to happen to make the services 'work' (HOW?), importantly focusing on the resources available for the development of sustainable services for socially excluded people. The empirical material gathered from the case studies shows that there is no single model that is leads to sustainability. For example there are service models such as:

- A predominantly top-down policy model driven by central goals, but then based on local mapping and partnerships for meeting these goals tailored to the area in question, as will be shown in the Scottish Government Single Outcome Agreement (SOA) strategy;
- A more bottom-up (or middle level) initiated model, designed to improve interventions across complex needs for a specific target group, for example for the elderly in Slovakia;
- A more back-office and technology-driven model, which seeks to transform organisational arrangements and then provide a variety of channels and seamlessly delivered services, as will be shown by the Crossroads Bank for Social Security in Belgium;
- A standard commercial cross-subsidy model, involving cost sharing in which some services need to be paid for by some users who thereby subsidise disadvantaged users, as is seen with the strategy to improve services and outcomes for the Roma in Hungary;
- And, a community partnership business model, in which local government resources are needed to sustain the delivery chain, as is the case in the MultiKulti service for immigrants in London, or more widely in services developed within the Autonomous Province of Trento, Italy.

However, whatever the service model, there are certain key characteristics which help to build service sustainability, and Figure 3.2 below identifies the three main areas that influence sustainability:

Figure 3.2: Operating Model Elements



These three elements, as shown above in Fig 3.2, constitute the basis of the Operational Model:

- The **Policy Context** will set the goals and the funding objectives, and the ICT environment will provide the opportunities for service transformation. There may be a significant eGovernment landscape in existence, but without clearly stated policies for social inclusion the chances of building sustainable services may be low.
- The second component of the business model is the **Service Proposition** that will be constructed for socially excluded groups. The service proposition sets out the targeted outcomes by which the service can be assessed.
- The third component, **Business Models**, relates to the ways in which the resource inputs are balanced with the resource outputs to make a service 'financially' sustainable. This focuses on the unpredictable and non-scalable nature of the services, and the important roles that intermediaries, beneficiaries, and other external actors, can play in adding important resources in the creation and delivery of services.

How services are sustainable depends upon the service objectives that are set. On a cost-benefit level sustainability can mean a service is maintained at a level of cost acceptable to government. On a value-chain level it can mean that demonstrable value has been provided to socially excluded beneficiaries in ways that help them achieve a sustainable exit from exclusion. At the level of value networks it can mean that social cohesion is built and maintained.

Analysing the Case Studies

The Framework of Principle, and the Operating Model elements, were then used to structure the material gathered in a series of in-depth studies of social inclusion projects across countries in the EU (UK, IT, NL, SE, CY, LT, DK, ES, BE, GR), at scales from national to local, and across a broad range of social exclusions.

The cases presented a much richer set of evidence against which the Framework of Principles, and the Operating Models, could be assessed. The content of the case studies was unpacked empirically against the categories in both diagrams, using a structured template. As this process developed it became clear that there were both overlaps and synergies between the two structures. For example, the 'Service Proposition' within the Operating Model had a relationship to the 'Critical Review of Policies' in the Framework of Principles. Similarly, the 'Resource Use' in the former linked to the 'Assess and Measure Outcomes' in the latter.

As this analysis proceeded it was evident that the initial focus on looking at the policies and principles, and then at how a service operated, provided a useful set of structures to understand the issues in service construction and delivery. However, they needed to be integrated to overcome the overlaps and to allow the linkages to result in a single clear action, not two similar actions.

The resulting analysis of the cases then identified a single framework of actions that can contribute to the development of sustainable services for socially excluded groups/people. The actions are grouped under six broad objectives:

- **Policy**: Policies are focused on understanding and addressing the complexities of social exclusions. By identifying the detailed needs of socially excluded people policies are then targeted on achieving outcomes that overcome social exclusion. The needs of the socially excluded people are not simply addressed by a set of service silos, but are addressed through a clear 'value proposition' that identifies not just what is being done, but why is it being done and what are the targeted outcomes that avoid separate service interventions risking a socially excluded person falling into a poverty trap.
- **Service**: Back-office processes are re-engineered, and organisations are transformed, so that service portfolios can be delivered which focus on the complex needs of socially excluded people.
- **Efficiency**: eGovernment strategies are used to achieve integrated service provision. For example, eID can be used to enable information integration and sharing, and interoperability can be used to interlink databases held across service organisations.
- **Capacity**: Resource partnerships are built with intermediaries, stakeholders and beneficiaries so that important human capacity is added for the delivery of services, and

important knowledge held by intermediaries is shared with public services for the benefit of socially excluded people.

- **Channels**: Multiple channels are used to enable intermediaries and beneficiaries to construct service portfolios of relevance to socially excluded people. By empowering all of the actors to focus on the service portfolio the multiple-channels give 'service delivery power' to intermediaries and beneficiaries,. Multiple channels do not require the actors to operate through the power gateways of the government employees. This, however, does not remove the government employees from service delivery, but it helps to bring them and their services much closer to the local landscapes of need.
- **Value**: Those involved in the service chains communicate the value of their actions. They demonstrate both to policy-makers and to citizens that services can lead to sustainable outcomes, and that they do not just temporarily mitigate social exclusions. The services can contribute to building social cohesion and social participation, as well as delivering economic effectiveness and value-for-money.

The Case Studies

The cases are documented in more detail in Annex B (Section 6), and in full detail online (http://www.mcegov.eu/case-studies.aspx), In summary they are:

- **Crossroads Bank for Social Security (Belgium)**, which is a government agency that has built an eGovernment solution that proactively identifies when a citizen needs social service benefits. It demonstrates that at a national level it is possible to both simplify the rules of eligibility, and also to avoid the problems where information is passed inefficiently between government agencies. It does this by interoperating between the databases of relevant public service agencies and employers, and checking whether a citizen is eligible for benefits – citizens do not need to apply to receive services. Crossroad achieves this automatically, while at the same time implementing sophisticated data security and protection. The sustainable outcomes to socially excluded people are achieved through the value network enabled by multiple channels where intermediaries and beneficiaries can access services of relevance.
- **Senior Dom (Slovakia)** is a bottom-up value network where the community of elderly people identified their service needs to overcome social exclusion problems such as isolation and the difficulty of accessing a wider portfolio of services. They have engaged with the channels and services to construct access, to develop and enhance skills in ICT channel access, and have also delivered value more widely to society by promoting the active participation of the elderly in Slovakian Society. This case shows how a bottom-up initiative can engage with services, and the value of the initiative encourages a wider constituency of users to participate.
- **'Gaming the Tibby' (UK)** is a gaming approach in a deprived UK community, aiming to build social capacity and social engagement among young people who are at risk of multiple social exclusions. Social intermediaries, and a private IT company, worked with the children to develop a computer gaming approach which allowed them to explore social situations in their (virtual) community. This local network aims to deliver long term value in terms of better social cohesion, more trust in government services, and a better understanding of the channels through which services can be accessed. The case shows how services can be focused on beneficiaries through the channels and media that are familiar to them.
- The national network of **Citizen Service Centres (CSC) (Greece)** was designed primarily to overcome many of the problems citizens experienced in dealing with the gatekeepers of government services. Although the initial emphasis was on headline services such as licences, certificates, and income generating services, the local use of CSCs were important in overcoming low levels of trust in government organisations and services. Organisations representing disabled citizens, who suffer complex exclusions in the labour market have utilised CSCs on behalf of its stakeholders to build a value network that encourages government to provide better and more targeted services.
- The **City of Utrecht (Netherlands)** views social exclusion as being a set of problems that are 'owned' by the City, and which require a coherent set of interventions by the City. Therefore, instead of waiting for socially excluded people to prove eligibility for services, a structure has been created to provide coherent and rapid service interventions. Responsibility for delivering services is devolved to local intermediaries who are trusted

by the socially excluded people, in a value network whereby the intermediaries and beneficiaries advise the City on the design and delivery of services.

- **Home Care vs. Care Home (Belgium and the UK)**, is a cross-agency, and cross-country approach to the care of people with health problems that can lead to social exclusion, balancing the needs for independent living against the costs of supporting their needs. The partnership includes local government, the Health service, and local intermediaries in the UK Local Authority. A new front-desk facility uses multi-channel access that allows the intermediaries to construct personalised service packages that meet the needs of individuals. The basic service value chain becomes a value network through the ability both to overcome health problems, but also to reintegrate into society and work in a sustainable manner.

- In the GENCAT project, the **Catalan Regional Government (Spain)** has undertaken a fundamental transformation of its service landscape by prioritising that all citizens, regardless of ability or social inclusion/exclusion, should be provided with effective access to relevant services. A comprehensive eGovernment portal is the means through which the individual agencies can transform their silo offerings into service solutions that meet individual needs. The provision of a 'communities' portal is central to the creation of a value network, because it is a mechanism for engaging the many organisations who have special interests in specific social issues and problem areas. Key benefits are easier access to services, faster solving of citizen problems, and the enablement of intermediaries who can use the Web channels to find information in support of their clients.

- In the city of **Terassa (Spain)** advanced technologies have been used to make the integrated eGovernment services of the Catalan portal much more readily accessible to socially excluded people, through the iSAC project "Servei d'Atencio Ciutadana". To overcome problems such as lack of access to ICTs, difficulties in literacy or in articulating needs, the City has developed a natural-language processing facility which enriches the existing channels, as well as allowing much easier access through ICTs. Available channels include face-to-face, online, deaf interpreters, public access points. Importantly all channels use the same coherent information sources, and natural language processing technology is part of a semantic ICT network exploiting a detailed service vocabulary, frequently asked question (FAQ), a search engine based on relevant semantics. Citizens therefore are able to access important information more 'naturally' rather than being forced to use keywords or other search mechanisms, and they are provided with consistent information regardless of channel.

- In the **City of Amsterdam (Netherlands)** an 'ecosystem' of social care is delivered through multiple channels, involving an extensive value network of intermediaries. It delivers sustainable outcomes from social exclusion where the intermediaries work with socially excluded people to help find and manage work opportunities. The intermediaries are already part of the existing network of support which guides clients toward the self-operation of services. This form of intervention goes well beyond finding someone just a 'job', to preparing them in terms of work skills, social skills, and accommodation so that they can be sustainably employed.

- The devolved **Scottish Government (UK)** is working with actors at all scales to focus the national level policy targets for social inclusion onto local realities. It will achieve this through 'Single Outcome Agreements' (SOA) which are formal contracts between national government and the network of local actors including local government, Third Sector and other intermediaries, and the private sector. The local partners, who know in detail the social exclusions that exist in their local areas, will identify the set of national targets that are relevant to their socially excluded groups, and will agree a coherent policy to address them. This creates an integrated value network of actors from national to local level in delivering sustainable outcomes both from exclusion that also meet national policy goals. Multi-channel access to service importantly will help to empower the local partnerships by allowing them to construct service portfolios for the beneficiaries.

- In **Hungary** the **Roma community**, with a history of significant social exclusion in the country, has been empowered through a focused use of the eHungary Internet service access points. The generic eHungary service points have been redesigned to create a value network which meets the specific needs of the Roma. This includes the training of Roma 'eCounsellors' who can then lead the development of projects which both increase the ability of Roma citizens to develop skills and access services directly, and also build trust in government services which helps to increase overall social cohesion. A national network of service access points is therefore focused on a large community that experiences social

exclusions, allowing the community to develop competences that are also focused on local level service use.

- Projects in **Denmark**, such as those targeted at socially excluded people in **Copenhagen**, and at the elderly nationally, show how an advanced eGovernment system still needs the strong involvement of Third Sector and other intermediaries to deliver value to beneficiaries through local level value networks. The Government expectation that citizens use the sophisticated and integrated eGovernment online services can make it difficult for the most marginalised people to engage with government services. Intermediaries therefore work with socially excluded people both to link them to services, and also to provide training and support so that as people exit their exclusions they gain the skills and knowledge to interact directly with the online and other services.
- The **Autonomous Province of Trento (Italy)** has built an integrated governance structure that targets services to the needs of socially excluded people. It does this in partnership with intermediaries, within a social model that aims to overcome exclusions rapidly. By doing this it can achieve economic benefits by re-engaging excluded people in the economy, and it also can maintain the high levels of social cohesion in the Province. The Province has used its culture of cooperative governance to build very strong integrated organisational channels, where the structures work together to deliver services to socially excluded people. It is in that context that the use of multiple channels occurs, where the government organisations and the intermediary partners construct service portfolios that are directed at the specific needs of individuals and groups.
- **Lithuania** was studied not because it currently has a rich landscape of sustainable services for socially excluded people, but because it has a history of a low level of development of the intermediary sector, and has been developing policies that address social exclusion. The Lithuanian case illustrates a traditional eGovernment pathway being undertaken, with significant expenditure in recent years on implementing online services and providing access to the Internet, but where extension of the opportunities into key areas of social welfare is challenging. It therefore presents an example of 'latent' multi-channel use for service delivery to socially excluded people.
- **Cyprus** has a large and dispersed rural population, with complex economic needs and social exclusions, and who have much lower ICT access than urban areas (5% as against 65% for urban areas). Targeting the service needs of socially disadvantaged rural people was first addressed through fixed location ICT 'coffee shops' which helped to build ICT skills, trained people in electronic banking (using ATMs etc.) and gave advice about government services. However, the fixed location solution was too expensive to be implemented across rural Cyprus, and a mobile bus, which is accessible to disabled people, was developed – the channels were taken to the rural communities. This reduces operating costs, expands service reach, and enables a more coherent construction of intermediary skills and knowledge about social exclusion problems and needs across rural Cyprus.
- The ACTION partnership in **Sweden** addresses social exclusion of elderly people through a multi-media and multi-channel home-based support service for elderly people and their family carers via a service package installed into client homes. Starting as a funded EU project the service developed a value network of partners across social services, higher education, and ICT business, and now is a sustainable non-profit company. Multiple channels support both effective service delivery and direct human contact between all the actors involved in achieving sustainable independent living for the elderly.
- In **London (UK) MultiKulti** is a multilingual provision of advice service for new migrants in areas such as poverty, immigration, employment, housing and other critical social services. MultiKulti is provided by a London Advice Service Alliance (LASA), which is an association of advice agencies, funded by London local government authorities as an independent source of information and advice, which provides expert resources for its members. The Local Authorities work together to create a value network across administrative boundaries, but grounded still at the local level, and working across London with the actors who are dealing directly with the needs of socially excluded people.

The six broad objectives are presented in the next section, along with the details from the cases that illustrate them.

4. Multi- Channel, Public Services, and Social Inclusion

Introduction

This section presents the key outcomes of the analysis of a set of detailed case studies, ranging from local to national level projects that use multiple channels to deliver sustainable services to socially excluded people and groups. A series of objectives are presented which each contain a set of actions and impacts that characterise the case studies.

The Policy objective of the case studies has a particular policy focus on the complex needs of socially excluded people, moving the emphasis firmly away from silo-based services that have to be accessed separately. The policies also have a prevailing focus on local level actions to build the right service portfolios for the beneficiaries.

The Service focus shows the extent to which the case studies employ back-office re-Engineering, shape service portfolios and transform organisations. They achieve this within the Efficiency objective, using service integration, and maximising the use of eGovernment strategies such as eID, interoperability, and information sharing.

The services have a wide-ranging Capacity objective, achieving service capacity not just by allocating more finance, but instead utilising front-office flexibility, building resource partnerships with intermediaries, stakeholders and the beneficiaries themselves. The Channels objective identifies the critical importance of utilising the maximum number of channels that can deliver value to beneficiaries, in ways that disintermediate pre-existing service silos, and enable intermediaries and beneficiaries themselves to construct service portfolios.

Having built sustainable services the Value objective ensures that it is demonstrated clearly that services lead to sustainable outcomes for socially excluded people, for example achieving better social cohesion and societal participation, as well as economic effectiveness and value-for-money.

Before the conclusions of the study are presented a penultimate section identifies that there is still much work to be done building sustainable services, and that inclusive eGovernment is still unevenly developed across member states of the EU.

Key Findings

Whatever the operating characteristics are of a service, a successful operational service model starts first by identifying the services that are needed by socially excluded people. The service emphasis focuses on people as well as on groups, and stresses the need that the services deliver real value to them.

The focus on people is important because at a local level someone with drug dependency will have financial problems, health problems, may have a criminal record, and could be unemployed. That person needs a complex set of interventions.

Groups also are important because, as in the case of the Roma in Hungary, they form a sizeable proportion of some local populations, and are subject to social exclusions that are experienced across the group – such as prejudice against them.

For both individuals and groups there must be a goal of reaching a situation where the majority of them can engage personally with services to help them exit their exclusions. However, that goal is not achievable simply by maximising the channels through which services are delivered. Across all elements of the value-chain there needs to be an emphasis on building up the capacity and knowledge of all actors - service providers, service mediators, service integrators (who can personalise services) and service beneficiaries. It is through that emphasis that it will be possible to identify the channels which become the most important for the beneficiaries – the socially excluded people and groups.

The channel focus in the source cases sensitively acknowledges that the 30% of citizens in Europe who experience a form of social exclusion are often people who find it most difficult to engage with ICTs. For them the priority channels often are more than those provided using

ICTs. The human and organisational channels, with the intermediary role of a real person who helps them, is important, particularly in the first steps of helping socially excluded people to start the process of acquiring skills and knowledge necessary to become independent when engaging with services.

The role of ICT consequently is not one that is always at the forefront of the service delivery chain, but it can deliver significant value via the intermediaries who undertake the 'last kilometre' actions to help the socially excluded people. Organisations and intermediaries are themselves important 'channels'.

If the intermediaries have access to joined-up services through efficient channels which they can access without the further intermediation of a government worker, then the service portfolio to excluded people is better, it is more quickly available, and it is more likely to achieve sustainable outcomes. Inclusive eGovernment can therefore be achieved where a service or service portfolio involves a single 'preferred' channel, selected from the array of channels available, because this channel provides the better services and the impacts that are needed. Consequent savings can be in terms of fewer staff after back-office transformation, they can be in terms of the reduction of administrative burden to businesses, or in terms of time savings to citizens through online tax-filing or application for licences and permits.

In the ways in which the costs of services are assessed against outcomes, there needs to be an acknowledgement that investment in an integrated portfolio of services for socially excluded people may not deliver short-term cost-savings However, there may be significant long-term benefits to society if the services help people to overcome their exclusions in a sustainable way: for example, reduced crime, less unemployment, better health, improved integration, etc.

But, it is easier to try and measure short-term cost-benefits, and much more difficult to assess long-term, often indirect benefits, which are more difficult to quantify, and require more complex models. Inclusive eGovernment is subject to the usual political constraints. The investment in inclusive eGovernment actions often appear during timeframes that are longer than the period between elections, and there may not be many votes in actions supporting people on the margin of society. Too often it is possible to lose the long-term focus through short-term service interventions.

Policy objective

The policy objective focuses on providing an evidence-based context within which public services will be constructed and delivered to address the complex needs of socially excluded groups. In all of the cases the fundamental focus was on the beneficiaries, and the ways in which services can address their needs in ways that achieve sustainable outcomes. Two inter-related actions were evident in the cases.

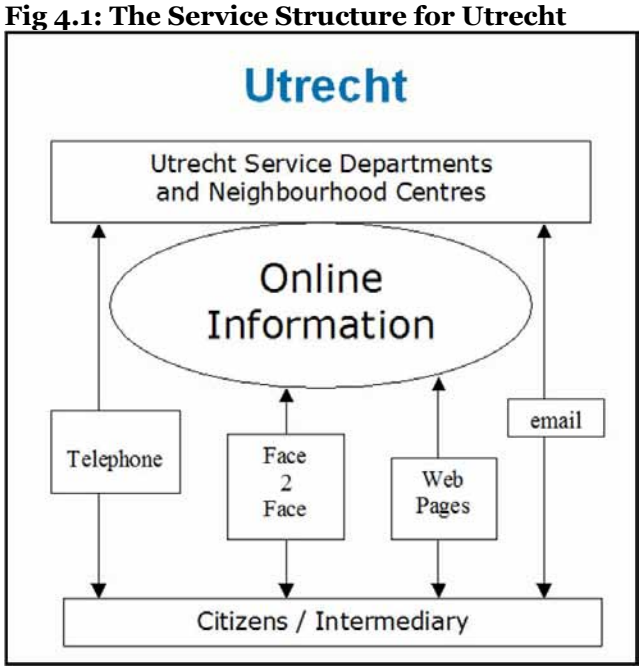
- The first involves the re-focusing of policies on beneficiary needs. Through this action resources can be utilised more efficiently and effectively, and the outcomes can contribute towards improved overall social cohesion;
- The second action is the devolution of power to local levels, where the action is much more than just making the local level responsible for delivering to nationally set targets. It is an action that encourages the local community to 'own' the task of helping people out of exclusion, thus improving social cohesion and economic productivity in the local area.

In achieving these goals the broad approach to the use of ICTs was strategic, rather than pervasive. ICTs can be central in a goal of fundamental service transformation and re-organisation, for example using data integration and sharing. Where organisational transformation is more challenging (the size and scope of organisations can mean that change happens slowly) then ICTs can help integration occur across organisations through interoperability.

ACTION: Understand the Complexity of Social Exclusion: Identify Needs and Target Policy on outcomes that overcome social exclusion.	
PURPOSE	**KEY IMPACTS**
To achieve clear financial and policy targets, and to identify the intended societal and economic outcomes	More effective achievement of policy goals Improved social cohesion, and improved economic productivity
Sub-action: Review the Policy Landscape and identify critically Enabling Policies	
To effectively deploy ICTs and eGovernment to deliver joined-up services to socially excluded people	Public services focus on problems (e.g. homelessness) rather than tasks (e.g. housing). Services focus on outcomes (public value, social cohesion) as well as internal performance measures (achieving delivery targets etc.)
Sub-action: Devolve Power to Local Levels	
To build societal participation, trust and confidence in governance activities through all stakeholders participating in the service development, and being involved in the governance of the service projects	Services are more coherently targeted locally to the needs of those who are socially excluded There is an environment of 'shared ownership' where socially excluded people and relevant representative bodies become partners in projects to overcome their exclusions, rather than just being recipients of public services

The **City of Utrecht (NL)** takes a 'governance' approach to social exclusion through all parts of the City government being responsible for overcoming the problems. The city-wide policies see social exclusion as being a set of problems which are 'owned' by everyone in the City, and the City partners with intermediaries who work with online information and services, and who assist citizens in dealing with difficult circumstances. To encourage new immigrants to quickly assimilate into the City, some of the service responsibility is devolved to local (migrant) trusted intermediaries who provide advice services relating to housing and other services. Furthermore, the intermediaries are directly consulted on issues such as the provision of community facilities, planning and changes in schools. Intermediaries and beneficiaries advise the City on the design and delivery of future services and service structures, for example about community centres, schools, kindergartens, and language classes.

Fig 4.1: The Service Structure for Utrecht

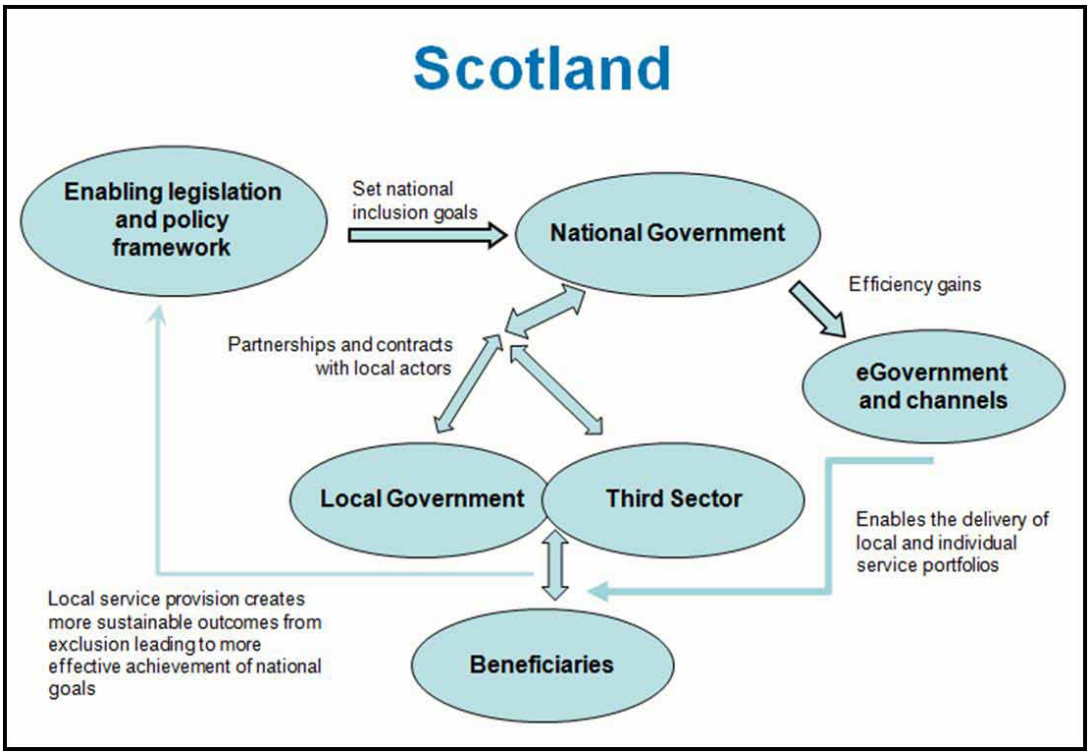


So, in Utrecht the "Inclusive Service" approach involves making services accessible and usable via intermediaries in a process of 'assisted integration' for new immigrants. This is very much a partnership process in accelerating integration and maintaining social cohesion in the City, and while new migrants are welcomed it is clear that they must engage with the services to adapt to the Dutch language and understand the ways of working with Government. The City Government takes ownership of the integration problem, and solves it by giving ownership of service definition and community spaces to citizens.

The devolved government in **Scotland (UK)** has re-structured policy by linking the high level policy goals to the local level realities of social exclusion. First, it has implemented inter-organisational processes where all relevant service departments collaborate in a structural review, and where Government is a "*partner in the Scottish Digital Alliance, and will work together with public and private sector partners to promote a uniform approach to Digital Inclusion*". Underpinning this is a Shared Services strategy which aims to achieve "*each service having a functional operating model of how the service is delivered identifying the use of self-service, centres of excellence, service centres and processing centres, and the use of multi-channel access*".

Second it has developed a top-down bottom-up service partnership that aims to deliver services effectively at the local level and to also ensure that national social inclusion policy objectives are met at the overall national level. The Scottish Government National Performance Framework, and Social Inclusion targets, set a clear outcomes context within which quantitative measurement of progress can be both produced and reported transparently. Five strategic objectives are linked to 15 national outcomes, and the progress towards achieving the outcomes are monitored through 45 national indicators. This is a transparent process where there is an online facility for citizens to check progress.

Fig 4.2: The Scotland Structure for Single Outcome Agreements

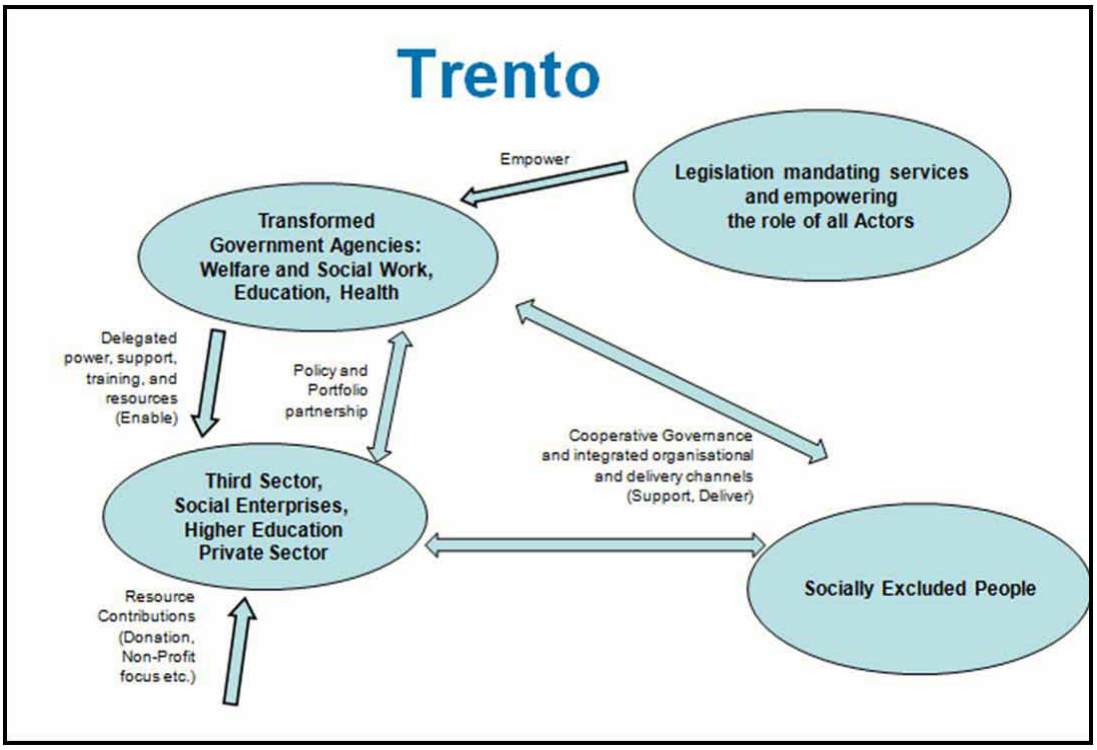


The partnership operates through 'Single Outcome Agreements' (SOA) which are contracts between national government and the network of local actors including local government, Third Sector and other intermediaries, and the private sector. Within an SOA local partners will identify the subset of national targets that are relevant to their socially excluded groups, and will agree a coherent policy to address them.

For Scotland there is a fundamental 'value proposition' in the process of policy review and in engaging local actors in service delivery. At a national level policy targets are based on the evidence of social exclusion at all levels of Scottish society, and social inclusion is seen as a range of challenges that are experienced by individuals (who may have multiple exclusions), not just by generic groups (e.g. the 'Homeless').

The **Autonomous Province of Trento (IT)** sees the construction of services and the delivery of services as being two processes within an integrated governance structure that reflects high level policy goals which aspire to proactively overcome social exclusion and safeguard cohesion. The construction of services is the responsibility of Government, but delivery builds on strong and flexible social partner involvement, using partnerships with intermediary organisations to construct service portfolios for multi-channel delivery to excluded people.

Fig 4.3: The Service Governance Structure in Trento



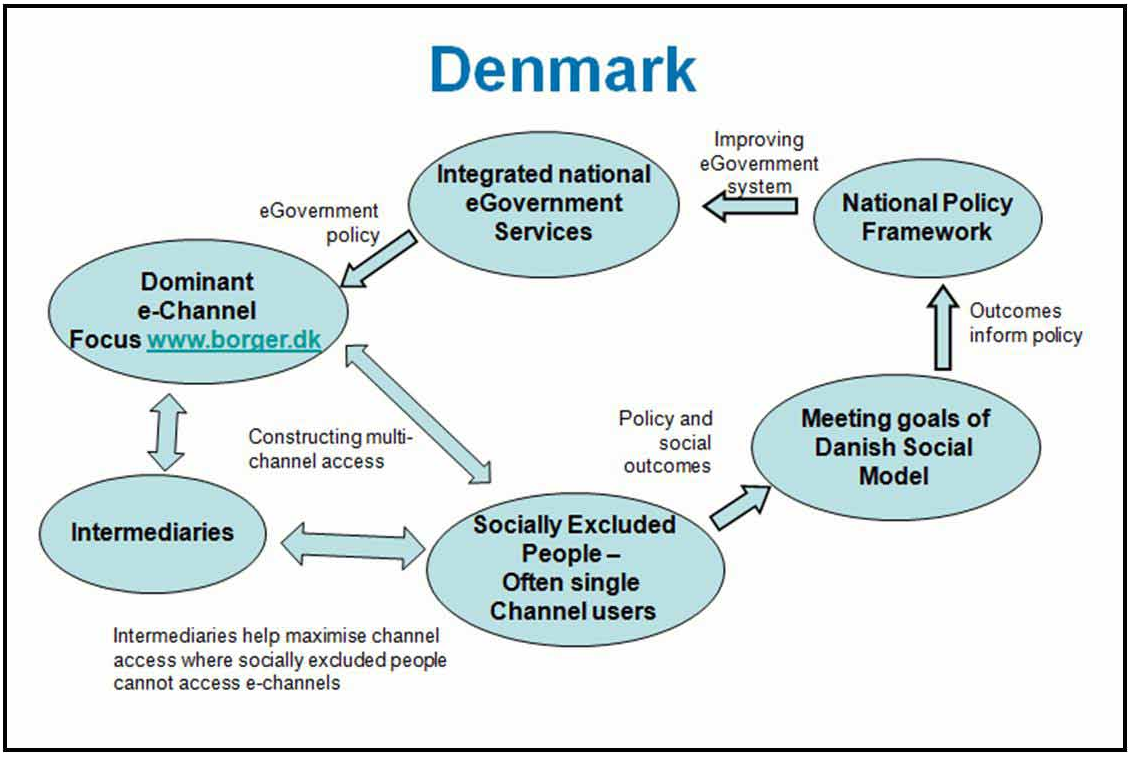
The intermediaries can be much more important than Government in service delivery, and Trento has a long tradition of integrated, flexible and empowered local governance, where social enterprises (co-operatives) and Third Sector organisations are formally and legally embedded in the delivery of services.

This highly participatory social model aims to overcome exclusions rapidly, using service portfolios that help to re-integrate socially excluded people back into economic activity and social participation. For Trento there is a clear policy objective on the social integration of disadvantaged groups through information and communication technologies (ICTs), and this fundamental Policy Driver underpins sustainability. Through the early and integrated service delivery to socially excluded people Trento avoids many exclusions becoming long-term and serious, and this is clearly beneficial for local society.

In **Denmark** inclusive eGovernment is embedded into the Danish Social Model. By 2010 there is a target that no Danish citizen should be homeless (that means being involuntarily homeless). In addition, the policy regarding eGovernment is that citizens are expected to move to self-service via the e-channels. As a result, even in one of the most intensive and integrated eGovernment landscapes, with national e-ID underpinning joined-up information, the emphasis on e-channels and self-service need to be combined with strong intermediary participation to ensure that socially excluded people are not also excluded from the dominant electronic service channel.

Being eligible for services is not the issue for socially excluded citizens in Denmark – it is more an issue of how to connect to the services that are needed. Furthermore, the 'partnership' between services, channels, and intermediaries is less driven by contracts (as is the situation in Scotland for example), and is driven more by the Danish social model, involving social capitalism and community participation. This is creating a new generation of 'one-stop' shops where multi-channel access is the critical network integrator, and training socially excluded people prepares them for the multi-channel future.

Fig 4.4: Danish eGovernment and Social Inclusion



For example support is offered to homeless people, immigrants and addicts, at branches of the Fountain House, and via DanAge for elderly people. Services include training in ICT skills which can equip the users to be able to access services through other channels than the physical meeting. Those who are capable of currently engaging with the e-channels may be trained to access services via multiple-channels, and a co-Helper is a pilot project which has been launched at two citizen-service centres in Copenhagen where students have been hired to help citizens navigating the eService portal, and to become confident in e-channels.

In the cases just described, the 'devolved power' through local level partnerships involves a combination of core public finance with considerable extra flexibility provided by the social partners, and in some cases with some involvement of technology partners from the private sector. They involve more than a simple process of securing funding. They involve securing a rich set of resources that exist beyond government funding, ranging from finance, technology and technical know-how, the knowledge held by intermediaries about specific local social exclusion characteristics, and the ability of intermediaries to work closely with beneficiaries.

The cases show that problems of social exclusion are regarded as 'our problems' by government and social partners, and they communicate to socially excluded people that they have both rights to receive services, as well as obligations to overcome exclusions and to participate in society. The cases also show that 'owning' the problems can be achieved only where central control of policy and services does not exist, and a degree of autonomy and responsibility is given to the local level.

Service objective

Getting the service offerings right, and delivering them efficiently and effectively, makes it more likely that cycles of exclusion, and associated 'poverty traps' can be avoided. Cycles of exclusion can occur where a service intervention ends up with a socially excluded person becoming re-excluded. For example providing a homeless and jobless person with temporary accommodation will not in itself contribute towards them gaining a job, or gaining new skills to widen their employability. Poverty traps occur where the provision of one service may result in the person ceasing to be eligible for other services, and overall they may experience worsening exclusion.

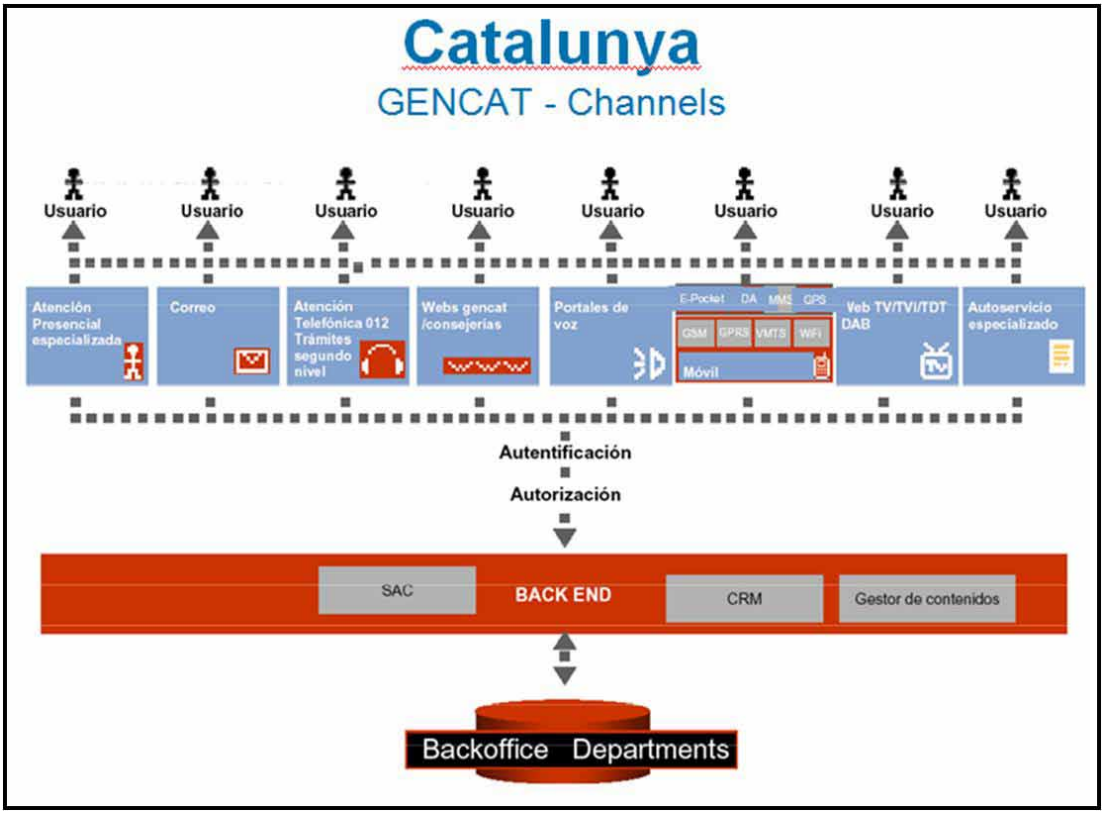
The action of back-office re-engineering therefore covers the re-organisation both of services and of organisations. The services, and the rules of eligibility that determine whether someone can receive a service, need to be reviewed across the service organisations. Also, if the organisations cannot be fully transformed and re-organised, they need to find effective ways of

working together, either through organisational change, or through the development of shared-service environments.

ACTION: Back-Office Re-Engineering: Construct Service Propositions targeted to Social Inclusion Objectives. Shape Services and Transform Organisations	
PURPOSE	**KEY IMPACTS**
To focus the services fully onto user needs when events occur and need is urgent	Cycles of exclusion are minimised, where problems become more severe due to uneven and non-timely provision of services for socially excluded people
Sub-action: Transform Organisation to meet Citizen and Operational Needs	
Re-structuring organisations to overcome silo-based service delivery where delivery has limited effectiveness, and to reduce informational inefficiency Reforming organisations so that they address current and emerging social exclusions in an integrated way	There is rapid and accurate information exchange between organisations / groups There are improvements in the quality and consistency of information related to complex social exclusion needs of individuals
Sub-action: Introduce Organisational Flexibility	
To develop processes and procedures which allow social exclusion problems to be shared across organisational boundaries To configure service creation and management so they adapt to meet changing needs	A collaborative shared-service environment is created, where organisations work together across government and non-government boundaries to focus on integrated service delivery Responsive management and control systems at service level that enable services to be focused flexibly on the changing needs of socially excluded people

In **Catalunya (ES)** the GENCAT eGovernment portal uses advanced ICTs to integrate services and to provide state-of-the-art interfaces to services. The eGovernment portal uses a centralised shared-service centre, and rather than re-organising the organisational structure of services, they combine services across Departments/Silos by combining the service information into a common form, and then providing multi-channel access to information and services through channels such as call-centres as well as online.

Fig 4.5: Multiple Channels in GENCAT



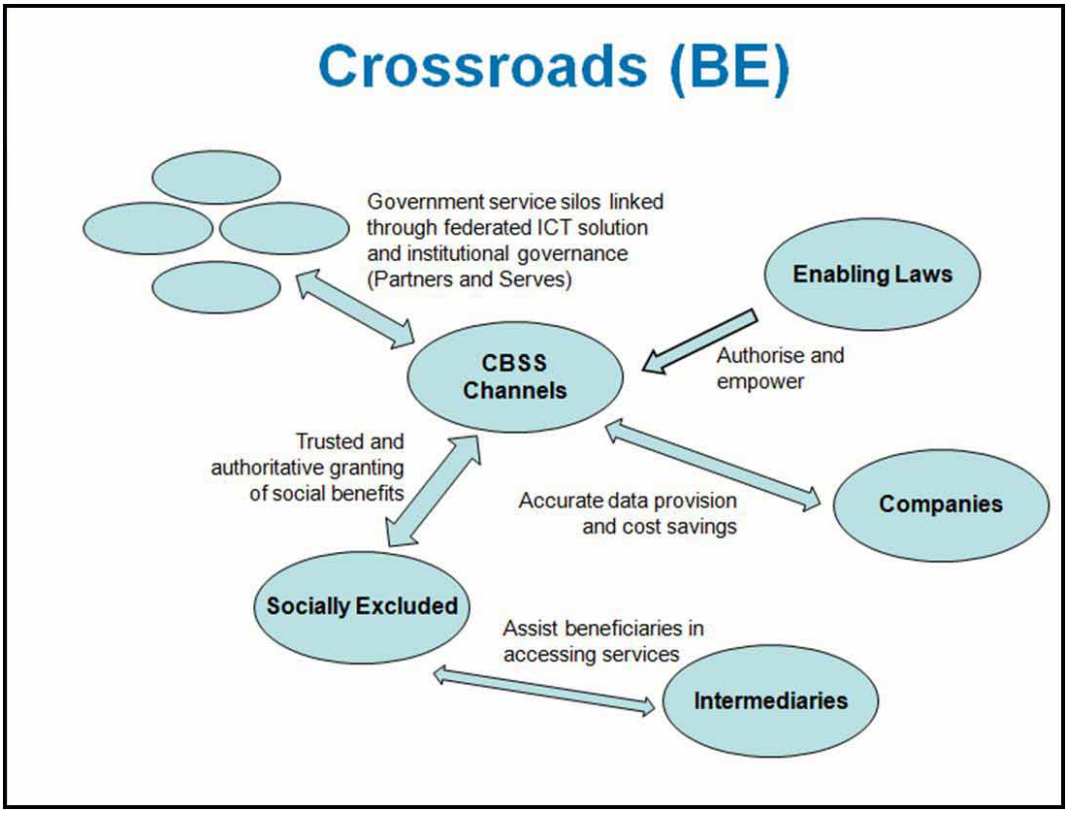
GENCAT uses department service information independently of 'service-owning' departments. A new 'communities' portal within GENCAT is central to the new 'value network', and engages the many NGOs with expertise and interests in specific social issues and problem areas. The key benefits are easier access to services, faster solving of citizen problems, and the enablement of intermediaries who can use the Web and other channels to find information in support of their clients.

In Belgium **the Crossroads Bank for Social Security** (CBSS) was created in 1990 after a review of the Belgian Social Security system identified a number of problems in delivering services effectively to citizens. First, the business processes across the institutions were not customer-friendly. Second, information was not used consistently across the institutions, and was often duplicated, leading to inconsistent allocation of benefits to citizens. Third, citizens had to find out that they were qualified to receive individual services, rather than being given a portfolio of services they needed. However, granting social security benefits automatically is essential because there is a law in Belgium that does not require citizens to prove eligibility for a service, but instead requires the government service organisations to either confirm or deny the service provision. Therefore an efficient and effective mechanism to undertake this across the service landscape was essential.

This first involved a review of the rules for receiving services, and the procedures by which information was provided. Of the previous set of social security forms that employers had to complete 50 were abolished, and the 30 that remain now collect a reduced amount of information (one-third less than before).

Then, rather than undertaking a major programme of organisational change across service agencies, a new organisation was created to build an integrated service for the management and delivery of social benefits – this was CBSS.

Fig 4.6: Proactive Granting of Services in Belgium



Rather than opting for large-scale data integration, metadata is used to interoperate across the databases of individual agencies, allowing dynamic exchange of data and information "as and when" required. With this approach CBSS does not itself hold any integrated data about beneficiaries, but accesses and uses the information only for specific tasks, and the data are not stored beyond that task. This is part of a strong process of data protection, respect for privacy, and building trust with stakeholders.

CBSS also cross-checks to see if a person who seems qualified for one benefit is not already receiving others, a process that aims to pre-empt poverty traps, and also acknowledges that it is almost impossible to reform the rules of eligibility so that poverty traps are abolished. Furthermore, CBSS undertakes an active search of non-take-up using data-warehousing techniques, and this process helps to minimise the chances of social security needs becoming larger problems if they are not addressed quickly.

In **Scotland (UK)** work has been undertaken to construct the organisational framework to best deliver the policy objectives. This involves providing shared services, accessible through multiple channels that are of relevance to citizens and the intermediaries, and then encouraging citizens to become partners in the service delivery chain. Implementation of the policy framework occurs through a formalised multi-level partnership whereby local government and Third Sector stakeholders (who understand the detailed local landscape of social exclusion) contract with national Government to deliver a portfolio of services. To ascertain real impact, the Scottish strategy uses outcome-based monitoring, rather than just focusing on numerical performance targets. Scotland therefore shows how policies can be developed to exploit the ICT innovations as part of a wider societal plan for social inclusion through distributed governance and organisational transformation for overall social benefit.

There are particular characteristics of the three examples above – they are all at a national or regional scale. At these levels the Governments have considerable control over both the construction of services, and of the delivery of services. They show importantly that re-engineering and reform of services can be undertaken at the macro-level and that there can be a resulting focus on the complex needs of socially excluded people at local levels.

At local or City levels, however, the degree of autonomy over the construction of services is much less, with these government levels often having less control over precisely what services are available, but more control over how the services can be focused and delivered. The later sections will look at how local level government has achieved this.

Efficiency objective

Efficiency of service delivery is fundamental to the process of helping to balance the costs of services against the very uncertain demands for services. Furthermore, the task of ensuring that socially excluded people receive the services they need requires that the information about those needs is available, and is accessible to the relevant actors and agencies. Supporting the efficiency objective are the various processes of eGovernment, and in some of the cases studied there is a powerful use of electronic identity management (eID) as a means of rapidly joining up data across the various service domains, either using data integration, or by interoperating between service databases.

There is a resulting risk, then, that we could consider that there will be two main types of efficiency. First there are those such as Denmark who can use national electronic ID numbers throughout all government databases, thus ensuring that data about individuals can be rapidly accessed and linked. In Belgium eID will be used by Crossroads Bank for Social Security, and will be important as it extends its service scope beyond social security benefits, and into eHealth services.

Second, there will be others, such as the UK, where the development of national electronic ID is a highly emotive and politically charged issue, with fears being expressed about government surveillance of individuals.

However, the situation is not completely binary. In some countries, where there is not the availability of eID, strategies exist to join up data. In Scotland (UK), for example, there is the use of a health service number that most people have. A process is used where as much service information as possible is matched using this index, and where a match is not made then human checking occurs.

At the local levels it also is clear that the necessary joining up information (for joined-up services) can be achieved by intermediaries (using the organisational and human channel). That is not a real substitution for effective data management because the organisational and human resources are being diverted away from service delivery for socially excluded people, but nevertheless, these pragmatic responses show that there can be solutions where integrated electronic information is not available.

ACTION: Achieve Service Integration and Efficiency: Use eGovernment strategies – eID, Interoperability, Information Sharing	
PURPOSE	**KEY IMPACTS**
To provide a consistent and coherent information landscape within which the complete needs of socially excluded people can be clearly identified, and can be linked rapidly to service provision	Significant cost-savings are experienced in information management, which minimises the time between service needs occurring and the provision of services
Sub-action: Deploy Effective Identity Management	
Using electronic identity to enable real-time linkage of information about complex social inclusion needs, and to provide the ability to identify beneficiary needs both reactively and proactively where appropriate	Reduces, or avoids, costly data errors where inconsistent identity data occurs across service domains Ensures security and privacy as required in service context, sensitively managing the balance between the privacy of individuals and the benefits that arise from integrating and sharing data about their needs
Sub-action: Deploy Effective Interoperation	
To enable information exchange as appropriate to service needs	Reduces the need for costly ICT systems re-engineering Provides a cost-effective mechanism to link across service information domains
Sub-action: Facilitate Information Sharing and Integration	
To increase effectiveness, efficiency and relevance of service delivery To ensure that information is provided electronically and rapidly through the simplification of forms, capturing information once only, to focus only on key common shared information, and so to reduce duplication of data and resulting errors To develop privacy and data protection mechanisms which create an atmosphere of citizen trust relating to information sharing and integration	Reduces the delays in checking all the necessary data to determine the services needed by individuals, and enables all relevant agencies/actors to work with the information on behalf of beneficiaries Creates a secure and trusted environment within which non-government actors can work effectively with government to build service portfolios for socially excluded people

Denmark is among the highest ranking e-government nations in the world. In the most recent 2008 UN e-government ranking Denmark is placed as number two. As stated in the UN report, one of the reasons for this good ranking is the introduction of the citizen self-service portal www.borger.dk . In Denmark there are extensive rights to access to services provided that people have a personal identification number (the CPR identification) which is the single reference number used throughout government.

Essentially this gives a universal right to citizens, but then excludes anyone who is not a Danish citizen. The lack of an entry point to services means that illegal immigrants can attend shelters, and there are some service providers (for example some dentists) who will provide services – but they have no basic rights to public services. Exclusion is therefore defined on the basis of citizenship, not on being homeless or jobless, and many government forms are only available in Danish which can lead to language problems.

The predominant emphasis on citizens interacting with Danish Government services is through eGovernment portals. It is therefore paradoxical that in one of the most sophisticated eGovernment landscapes, the very IT-intensive nature of eGovernment can make it more difficult for socially excluded people to access the services. The eUser study found different levels of use both of services and channels in Denmark, with socially excluded people often being single channel users, primarily using face-to-face contact with service providers.

However, an unemployed person in Denmark must be registered in the virtual job-centre. The virtual job-centre requires that they have a personal profile on-line, which again requires that they must have a Digital Signature. To get a Digital Signature they have to have a permanent address and a computer where the Digital Signature can be installed. The local job-centres do provide help and support and there is free PC admittance at the job-centres. Furthermore, public libraries offer free Internet access and to some extent offer support but the required IT-skills are substantial.

The Danish eGovernment model, with its integration achieved through identity management, and the emphasis being on electronic channel delivery, has the consequent risk that the most marginalised people can find it very difficult to interact with service providers. In counterpoint, and, as noted in the previous sections, Denmark as a strong culture of social participation where citizens and organisations help to support socially excluded people.

CBSS (**Crossroads Bank for Social Security** (BE)) uses centralised and secure identity management in the process of combining information and services. CBSS does not achieve this by centralising and integrating all the information, but instead interoperates between the databases held by the social security institutions.

First, CBSS acknowledges that the database of each institution is the authoritative source of data on which to make policy authorisation, and also that the institutions will maintain the databases comprehensively and accurately.

Second, CBSS operates a process of federated and distributed event-led identity management, involving authentication and authorisation, where CBSS works as a trusted third party which has a clearing house function between stakeholders. It uses a reference directory that contains details of what files a person has in the stakeholder institutions, and only processes the data when needed.

Initially the information on the Belgian Social Security Card has been used to identify people (name; Christian name; date of birth; sex; social security number; period of validity of the card; card number; sickness fund; sickness fund registration number; insurance period; insurance status; social exemption status). Once a person is identified the system will interlink their data securely using a unique identification number. By 2011 the Belgian Identity Card will be fully used to prove identity, and the social security status (and soon also to be the health status) is then obtained through the databases. The Identity Card data are: name; nationality; date and place of birth; sex; identification number of the National Register; main residence; manual signature; electronic authentication of the identity of the holder (private key and certificate).

Fundamental to the compliance with the information processes is building and maintaining trust and security in the service. CBSS is sensitive to the issues of privacy and confidentiality, and to the needs to maintain citizen trust in a process that interlinks sensitive personal data. It has close links with the member of the Belgium Privacy Commission, and accepts that it must mediate effectively between the need to integrate and interoperate with personal information about citizens, and possible fears of hostile surveillance. It does not, for example, proactively check for fraud, but instead argues that the act of integrating data effectively reduces the opportunity for fraud, and that is a critical success factor.

In **Scotland (UK)** the eGovernment Portal is a key development, and informational interoperability is an important policy goal, being built through 'Data Sharing and Standards Division'. In the absence of identity cards a form of information 'link' across the services is provided by the CHI (Community Health Index) Number. 90% of residents in Scotland (soon to be 100%) have the number, allocated within two days of birth, which is their date of birth plus a four-digit identifier. The CHI number functions as a 'pseudo-identity' mechanism, and at present the automated matching of records is successful in about 67% of operations, with manual matching then taking place and any data corrections being fed back into the respective databases.

Thus the CHI number provides in incrementally improving mechanism to link records across the domains of social inclusion, but the CHI clearly is not an ideal substitute for identity cards/identity management. Scotland therefore shows how information sharing and integration can be built incrementally where there is not an existing national identity number process.

At the more local level, and particularly where national eID systems are not in place, the integration and sharing of information is achieved through the partnerships between intermediaries, beneficiaries and government (these partnership approach is detailed in the following section).

In **Utrecht (NL)** there are around 20 separate front office (FO) desk functions. In service developments for families suffering social exclusion the FO functions provide services to the same families and each holds information on those families. The City has a project to integrate information and by 2010 aims to reduce replication of information and provide an integrated "personal dossier" of information to support better service delivery across service sectors. This will allow automation of services (e.g. for issuing entitlement passes and granting automatic allowances), as well as reduction of complexity and administrative burden.

A further example of information integration is in **Sweden**, where the ACTION project aims to help families to access education, information and support about family care giving. This information aims to empower the carers and those cared for, to make decisions about their own care situation. ACTION offers home-based support for elderly people and their family carers via a package installed into users' homes.

Multi-media content which is built around carers' needs (for example information on practical aspects of caring, caring skills, specific conditions, services available, respite etc) is provided as well as an Internet video-phone which enables them to access a dedicated helpline through to a 'call-centre' healthcare professionals within the municipality. The video-phone allows participant family carers to get in touch with dedicated staff (two social care nurses), based at a small call-centre.

ACTION is a single project, built around a database where the actors involved in the delivery chain all have accounts for personal log-in to the service system. This project helps to illustrate the range of integration activities that take place from the national level in Denmark where services are comprehensively provided through the eGovernment portal, through the national application of Crossroads (which is extending its service reach into health), to the targeted integrated service offering that is available to a specific group in Sweden.

This importantly underlines the need to consider both the complex needs of individuals who are socially excluded, and also the specific needs of defined target groups (such as the elderly) who, while they have their own individual set of exclusion problems, do generally experience a particular set of problems (such as mobility impairment, the need to support independent living, and age-related health problems).

Capacity objective

Social inclusion services are not very scalable. For example, services aimed at drug addicts require significant investment in human capital, and while service information can be made available online, drug addicts require personalised packages of health treatment, cognitive therapy, and education, and they need to be connected to services (such as training and job search) which will provide the conditions that help them to exit sustainably from their addiction. Government employees who are involved in these services often need specific training and knowledge, and these qualities are not easily automated in an eService. And, since socially excluded people usually have a cluster of exclusion problems, it makes little sense for more employees to address needs separately in the agencies which are responsible for services.

So, as demand for service increases it may not be financially feasible to employ more government staff. To fill this funding gap many governments have been prioritising the role of non-government organisations, (particularly those in the Third Sector who are grounded in their local areas, or those that 'champion' particular groups of socially excluded people) in service construction and delivery.

But, it makes little sense if the mediation process has to operate via the 'power' of government employees, and this is where the strategic value of eGovernment channels exists, by allowing services to be accessed directly by intermediaries to deliver the right service portfolios to socially excluded beneficiaries.

At the outset then, the expected 'value proposition,' when involving the Third Sector and related organisations, is that they will help deliver services more effectively to beneficiaries because they are nearer to the local problems (being locally based). They can often address problems coherently (they can 'join-up' services across government silos), and they can deliver resource savings to government (since they characteristically do not charge directly for some staff time).

The risk in this process occurs if the intermediaries are not accountable for the service outcomes, and in the cases studied the involvement of these actors is not through an informal process, but through well-defined partnerships where roles and responsibilities are clearly stated and agreed. As a result the service front-office is fundamentally re-engineered, and

extra knowledge, skills and capacity is generated through the NGO participation, and through the participation also of the beneficiaries.

ACTION: Front-Office Flexibility: Build Resource Partnerships with Intermediaries, Stakeholders and Beneficiaries that add Capacity	
PURPOSE	**KEY IMPACTS**
To identify the relative roles of Regional and Local Government, Third and Private Sectors, and other actors in delivering the services	A locally-focused partnership for public service delivery is created, which can work effectively with government in achieving policy targets for social inclusion
Sub-action: Emphasise the Beneficiaries – Front-Line service delivery	
To develop inter-organisational strategies that enable service silos to 'work together' with non-government actors in ways that empower the actors to deliver services efficiently	Ensures that all actors in a delivery chain understand their roles and their responsibilities, allowing them to focus on service delivery, rather than negotiating between organisational powers
Sub-action: Private-Public Partnership – Maximise the use of contracted service provision	
To use competition in the private sector to deliver services more cost-effectively, and to utilise service partnerships where the private sector can provide resources at free/low cost	Delivers cost-savings and efficiency gains through the benefits of competition, and from the benefits that can be obtained through gaining access to private-sector infrastructure
Sub-action: Encourage socially excluded people to become co-owners of their problems	
To make the socially excluded people part of their service framework, and to help them take ownership of the services and the consequences of receiving the services	Supports socially excluded people to develop a focus on the outcomes of exclusion rather than just receiving service interventions to mitigate the problems caused by exclusion
To enable socially excluded groups to identify their service needs and to improve their competencies in accessing and benefiting from the services	Socially excluded people understand the important of their individual roles (their societal obligations) in using public services (their social rights) to overcome their exclusions
Sub-action: Maximise partnerships with NGOs, Third Sector etc.	
To utilise the knowledge of these actors about sectoral and local needs of socially excluded people, and to benefit from the significant extra resource available from these actors	Provides a trusted and knowledgeable intermediary landscape at the local and sector (e.g. immigrant groups) levels where socially excluded people can work together with people who 'champion' their needs independently of, and towards service providers
Sub-action: Build governance through procedures and Contracts	
To formalise the roles and relationships of the actors, so that their actions are coherently focused on achieving the outcomes for beneficiaries	Enables a robust partnership where all actors are focused on the mutual goal of achieving outcomes from social exclusions
Sub-action: Train and Support the Actors	
To ensure that the actors are all competent in their access to and use of ICTs, and that they fully understand the procedures and processes involved in service-delivery	Avoids the existence of 'weak links' in the service delivery chain where some actors are not fully aware of the service landscape that may be available for socially excluded people
Sub-action: Build flexible resources for the services	
To ensure that services for socially excluded people are sustainable financially, because they are complex, often demand	Government is better able to match resources to service needs

considerable resources, and demand is uneven, and often most during difficult economic times To generate income through user fees, and to benefit from extra service capacity from intermediaries, through private sector infrastructure investments	

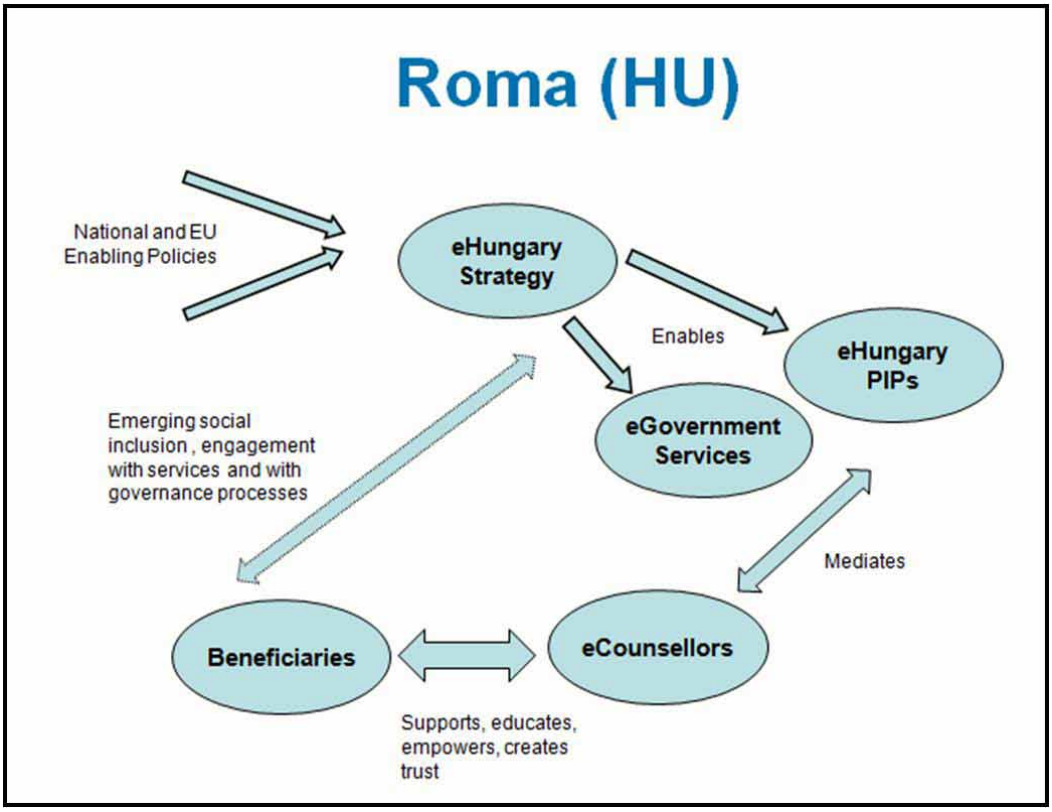
In **Hungary** the Roma Community forms approximately 8-10% of Hungary's population, representing one of the highest densities of this population in any EU country. The majority of the Roma population live in the poorest and most under-developed (predominantly rural) regions of Hungary, and face particularly low standards of living. For example, unemployment is 8-10% on average in Hungary as a whole, but this rises to between 70-85% in the Roma population (exact figures vary by region).

Employment also tends to be temporary and/or seasonal. Health indicators suggest Romany populations have a life expectancy of 10-20 years shorter on average than the rest of Hungary's population. The Romany community are also less likely to have completed a high school or university level education. This means they are less able to complete on the job market.

The Roma population has particularly low rates of participation in the information society relative to the rest of Hungary, and above average levels of digital illiteracy. Across Hungary as a whole, Internet penetration nationally is 40%, but this falls to less than 5% within Roma communities.

Roma people generally live in isolated communities, which are not well integrated with the rest of Hungarian society and there is evidence of mistrust and anxiety in relations between the various communities. There is evidence that members of Roma communities are excluded from 'mainstream' services, for example finding it difficult to access libraries or free Internet access points.

Fig 4.7: The Service Structure for the Roma in Hungary



The Roma pilot project is a sub-project of the overall eHungary project which has established a network of public internet service access points. However, rather than expect the Roma to engage with the generic access points (and this acknowledges that their complex exclusions make it difficult to do that) a network of Roma eHungary points was established. These are

developed with trained eCounsellors from the Roma community, thus encouraging the community to develop trust in the services and in the technology channels. The Roma eHungary Centres offer free access to broadband Internet. They offer mediated support and competence-based training for citizens. This is provided by members of the Roma community acting as eCounsellors.

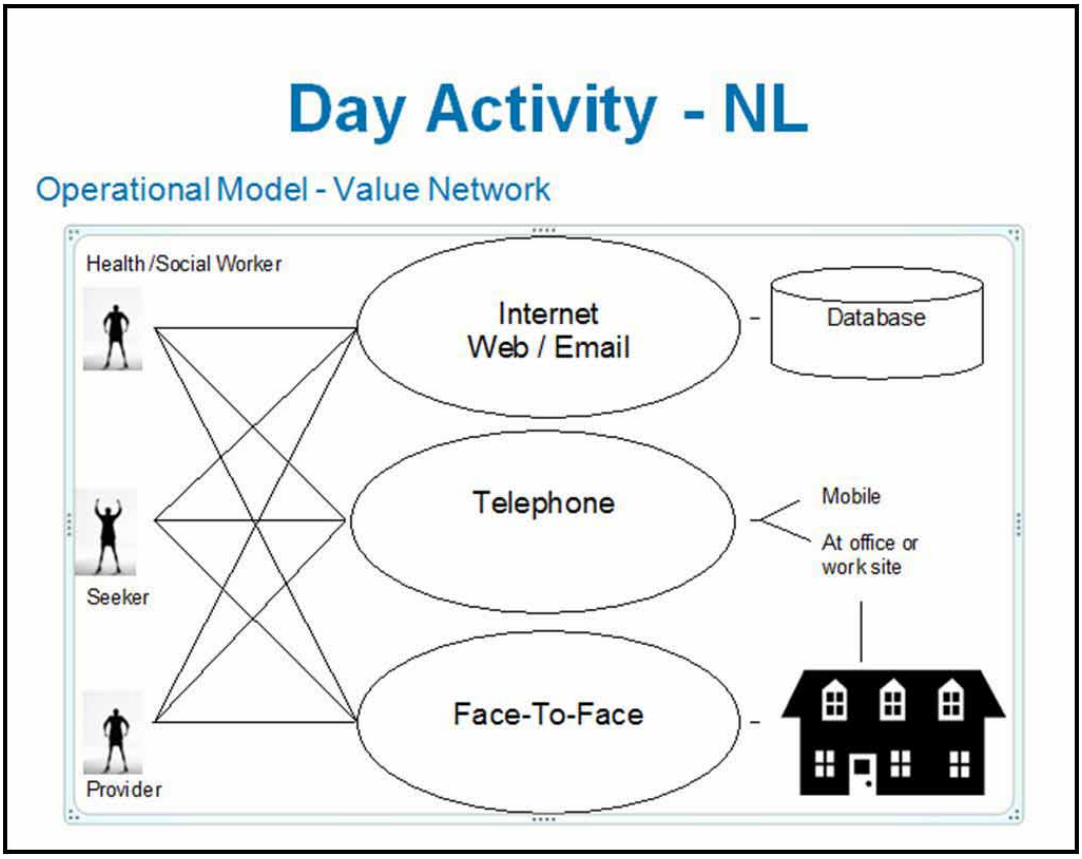
To further emphasise the complex needs of the Roma, a specific training curriculum for Roma eCounsellors is being developed, to help them in the tasks to teach digital literacy and help citizens to access e-services, and also to help Roma citizens confront and overcome the discrimination and multiple disadvantages that they face by becoming independent at accessing information and services.

The first 10 Roma eHungary Centres were all funded for two years from the central project budget, and provide free access to users. The intention is that there will be a reduced reliance on central funding in the future and that the Centres will develop and deliver services for which people will pay, in order to be able to continue to provide free public Internet access for the most disadvantaged groups.

In **Amsterdam (NL)** an innovative way to systematically join a network of help and care service providers has been launched and titled "Dag Activiteiten" – Daily Activities of work and interaction. This service now helps people to establish and reach their objectives and progress through work, social interaction, and activities contributing to society. A network of social partners, using appropriate technologies, has deployed an inclusive and multi-channel approach to ensure that people in need have the best chance of finding the right services and support.

Intermediaries work with socially excluded people to help find and manage work opportunities. These intermediaries are already part of the existing network of support which can guide clients toward the self-operation of services. The interventions go beyond finding someone a 'job', to preparing work skills, social skills, and housing so that they can be sustainably employed.

Fig 4.8: The Value-Network in Amsterdam



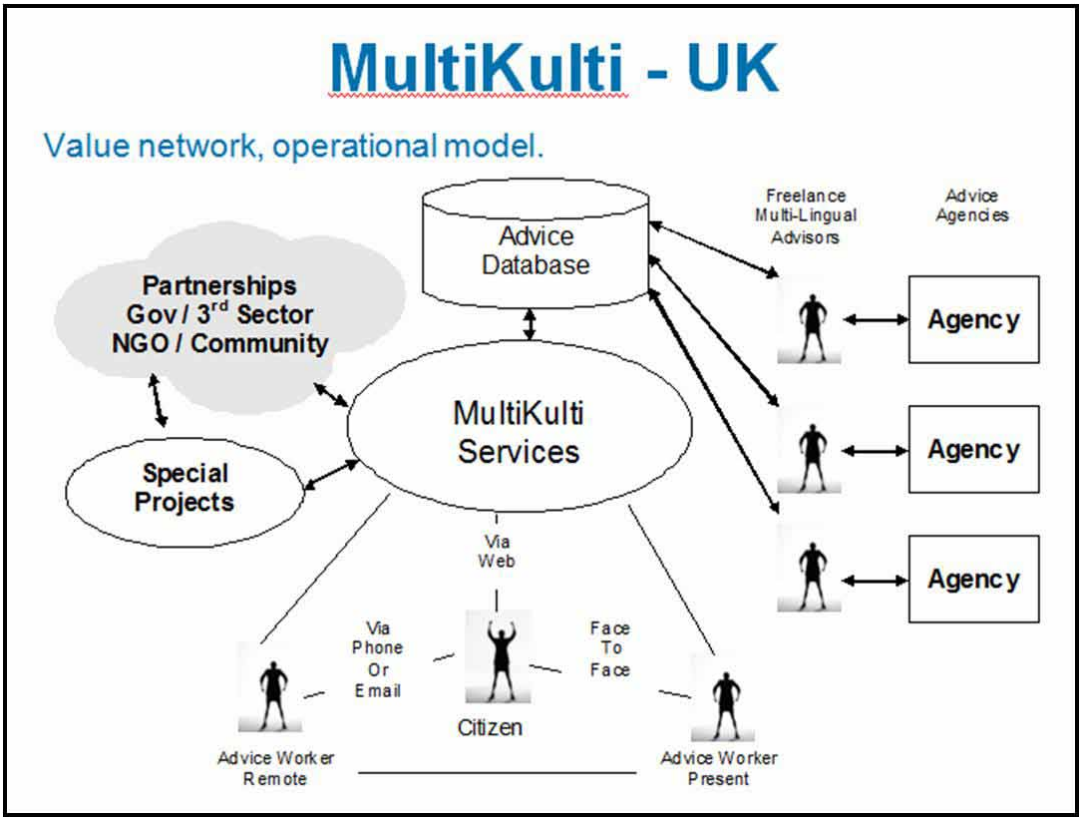
The City Government has developed a collaborative service solution that build on an existing 'ecosystem' of support and value, and it has formalised existing initiatives as a network which helps the city reduce the overall costs of services – for example by removing the conditions where addicts undertake crime to gain funds to purchase drugs. NGOs and community

projects receive help in resourcing the service and working together, but it is the commitment, and the extra capacity, of these actors which is critical in making the service delivery chain work effectively.

The Amsterdam case shows that no single agency has the capacity to address multiple problems, and that a multi-sector value network shares resources, ideas and energy to help socially excluded people. The public funding is used not to core-fund the network, but to help the network address service gaps - normally the actors self fund. Sustainability relies on the network continuing to collaborate with the City Government, because part of their funding comes from there, so they stay engaged in meeting the needs of socially excluded people.

Similar operating models occur in other cases. In **London (UK)** the **Multikulti** project is a multi-agency partnership of NGO translation and cultural support services, addressing new migrants with multiple problems and service needs. It provides multilingual provision of advice service support in areas such as poverty, immigration, employment, housing and other critical social areas of need for new migrants through a network of advice agencies that are supported by the local government structures in London – the public authorities work together to create a value network across administrative boundaries. In Multikulti, the alliance of advice agents is enabled by a central database, and through formal partnership agreements.

Fig 4.9: MultiKulti Value Network



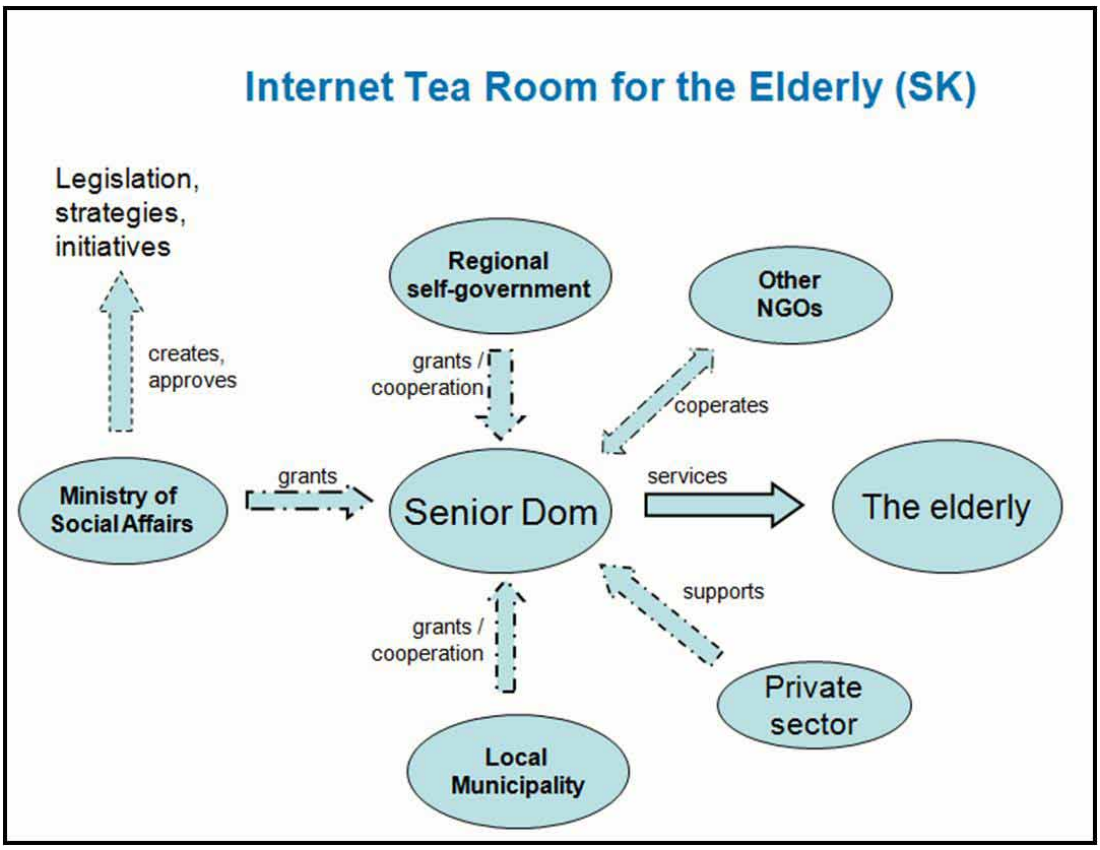
Funding is obtained through a mix of sources - public administrations, self-funding, and commerce. The network is grounded at the local level, and works across London for the actors who are dealing directly with the needs of socially excluded people. The project shows that service delivery often can only be sustainable if it is relevant both to current and future needs of the socially excluded groups.

It shows also that the operating model needs to be flexible, to have access to mixed funding sources as well as the capacity of the intermediary actors, and importantly to have buy-in from the government organisations by ensuring that a project is aligned with policy needs. At the same time the network needs to be given the 'freedom' to respond quickly to changing service needs, and not to be constrained by rigid performance targets.

In both Amsterdam and London, highly developed voluntary and community sectors (NGOs) help to achieve social integration. Investment by government in supporting the network structures helps consolidate existing relationships between the actors. Sustainability relies on ongoing relationships in the network together with the sustainability of individual support projects.

A more bottom-up, beneficiary led initiative is the **SeniorDom (SK)** network, providing an 'Internet Tea Room' for elderly socially excluded people. This is a bottom-up initiative targeted at those aged 65+, suffering from issues such as social loneliness, poor health, financial problems, or a lack of ICT skills. The project was started by people who themselves experienced that ICT could help them to make their lives richer ("self-identification of needs"). The project also shows how socially excluded groups can move from a previous 'passive' service paradigm (waiting for help and support from outside), to a more empowered paradigm where they are deeply involved in the service portfolio.

Fig 4.10: The SeniorDom Partnership Network



By training elderly people in basic ICT skills, such as using ICTs for basic communication, there are improved ICT capabilities of the elderly people to access multi-channel services as they are developed in Slovakia. Increased competences in key socially excluded groups also prepare them for new service channels, such as AAL (Ambient Assisted Living) applications.

The network partnership features heavily in many of the cases studied. It is one of the pervasive characteristics for projects that deliver complex services to address complex needs of socially excluded people, and where socially excluded groups can take leadership in addressing their own needs. However, unless these actors can access services easily and effectively, the impact of their initiatives will be diminished, and the next section looks at how maximising the service channels helps the actors to be empowered in delivering services.

Channels objective

Channels determine both the level of choice in accessing public services, and channels also determine the extent to which the partnerships of actors can work independently of service organisations to construct service portfolios that meet the needs of socially excluded people and groups. The case studies clearly show the need to maximise the number of channels, and not just to replace channels with electronic ones – that has already been noted in the context of Denmark. So, the human and organisational channels remain essential for many socially excluded people, but strategies that encourage and help them to engage with ICT channels are vital in helping them to access services effectively themselves, and to self-design services. It simply is highly unlikely that a socially excluded person could achieve independence by engaging with traditional service silos through traditional organisational front-offices.

ACTION: Utilise Multi-Channels: Disintermediate Silos, and Enable Intermediaries and Beneficiaries to Construct Service Portfolios	
PURPOSE	**KEY IMPACTS**
To maximise the accessibility of services through channels that are of importance to socially excluded people	Ensures that services are both available, and are fully accessible, to socially excluded people
Sub-action: Using Human Channels	
To understand that human and non-ICT channels are often familiar, and they can be easier to use where socially excluded people do not have access to ICTs or to ICT competencies.	ICT channels are built alongside familiar channels in a way that builds confidence and trust in the use of public services e
Sub-action: Using ICT Channels	
To build on the value of ICTs that can help to overcome many of the barriers for socially excluded people when they interact with organisations To use electronic channels to overcome problems of physical distance and access, and allow intermediaries to work with beneficiaries in delivering integrated services at the point of need.	Service availability for socially excluded people is mediated by service partners (NGOs, Third Sector etc.), so that it is available at the point of need, rather than at the points of administrative control
Sub-action: Using Emerging Channels	
To look ahead to channels and channel solutions that can deliver value to socially excluded people. For example where particular ICT innovations can focus on overcoming particular exclusion characteristics, such as poor language or literacy skills Also, user-driven or user-constructed/orchestrated channels, where the disadvantaged citizens are themselves involved in designing, constructing, and/or delivering the services	Engages socially excluded people in the construction of channels which can deliver them additional value

At the regional level the **GENCAT Catalan eGovernment portal** (ES) has already been described in the context of the Service Objective. The channel strategy has been evidence-based, and a survey showed that 47.5% of all citizens still go to government offices (face to face), 32.9% use phone access, 15.5% use Internet access (Web, PDA, etc.), and 4% used other channels or sources of support. Socially excluded people are less likely to use the electronic channels. A significant percentage of people use face-to-face as the preferred service channel, but as people become more aware of technology, and more used to it, then a shift in usage patterns is expected.

Consequently the portal maintains all available channels (human, letter, call-centre, conventional phone, PDA, mobile phones, Web, television, kiosks, deaf interpreters and other intermediaries etc.) at the same time as building in new ICT channels as they emerge. The portal is generating broader efficiency gains through the integration of service information and processes, the removal of replication of content or processes, and a reduction of information processing costs.

As a result Catalunya has shifted resources from the simplest services (now made automatic) to the more complex or to those needing greater attention (to which they are now devoting more resources), and these complex services are often those needed to address social exclusion. In addition, resources have been freed up where more citizens in general use the ICT channels, and this frees up resources for service channels requiring more human mediation (telephone, face to face, etc.).

The telephone Contact Centre has been a particularly important channel, and it has three different levels of staff answering calls. The generalist answers calls and is responsible for providing correct information, booking an appointment, or arranging for documents and information to be sent out, or they can pass the call to a specialist.

Specialists are assigned to different service areas and, if they cannot deal with a call they pass it up to a technical expert. The service attracts over 2.5 million calls per month (2008), and the current trend is to move this call traffic towards other online service channels where self-service of information, appointment booking etc. can be managed by able citizens. This is being achieved with a 30% growth per annum in online use of the portal, and a current level of approximately 100 million visits a year.

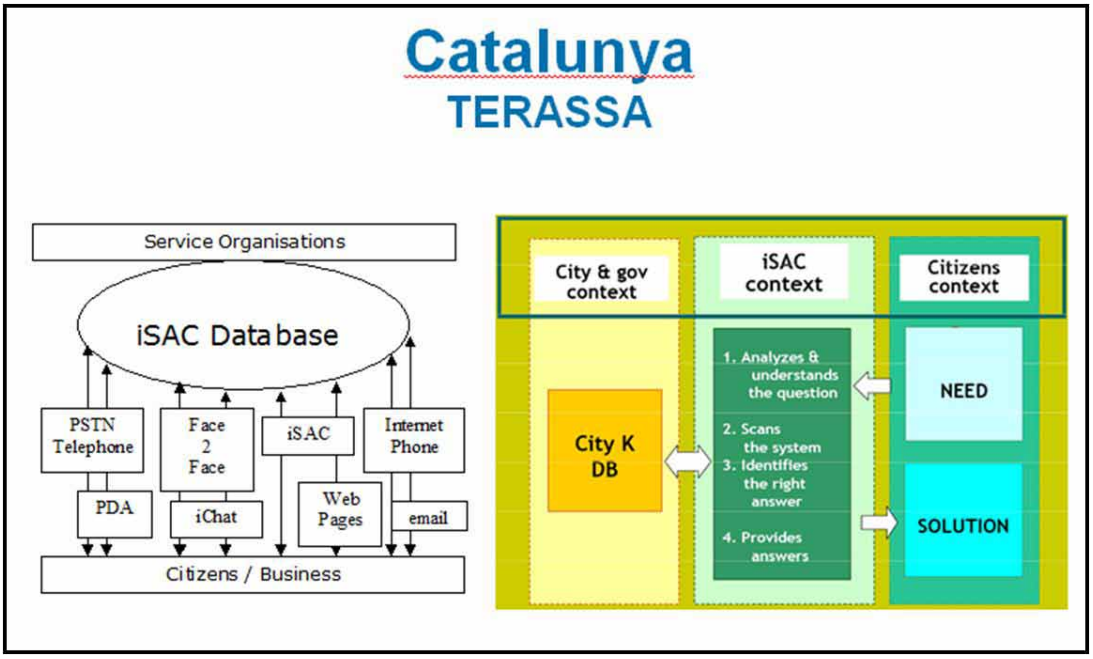
The portal also allows citizens and organisations to mould the channels to particular uses, through the social communities section of the portal. This uses Web 2.0 technologies and in 2008 over 10,000 social actors (covering areas such as health, law, families, young people, prisoner support and rehabilitation) in the region participated in 120 online communities.

The objective was to ensure that the 'service provision' networks address all forms of service provision, including existing communities where citizens obtain different kinds of services and support for different social issues (e.g. dealing with law). The communities are self-organising through the portal.

In **Terassa (ES)**, within the Catalan Region an extra channel has been developed for accessing the sub-regional portal (TERASSA). A natural language user interface (iSAC) has been added to the integrated service portal to allow all users to search more effectively, and to reduce administrative burden.

Because all the services and channels in the portal use common information sources it was possible to use natural language processing technology as part of a semantic ICT network which exploits a detailed service vocabulary. Terassa also provides frequently asked questions (FAQ), and a search engine based on relevant semantics – adding the semantic search facility required the integration of all service information and vocabularies.

Fig 4.11: Terassa – iSAC adding value to the GENCAT Portal



An important consequence for socially excluded people is that their language competence is not an issue since iSAC uses statistical models to derive semantics - so all words are deemed to be relevant and can be used to find service information. In this way ICTs are used to merge old and new channels to create access of direct value to citizens.

Catalunya/Terassa show that where multi-channel service delivery can be created the impact can be dramatic, and how multi-channel eGovernment strategy can still allow service delivery to be re-engineered in ways that maximise channel access. Matching services to beneficiary needs still requires knowledgeable intermediaries, but innovative technical solutions can

gradually empower individuals, such as the natural language interface aiming to allow socially excluded people to articulate needs in their own language.

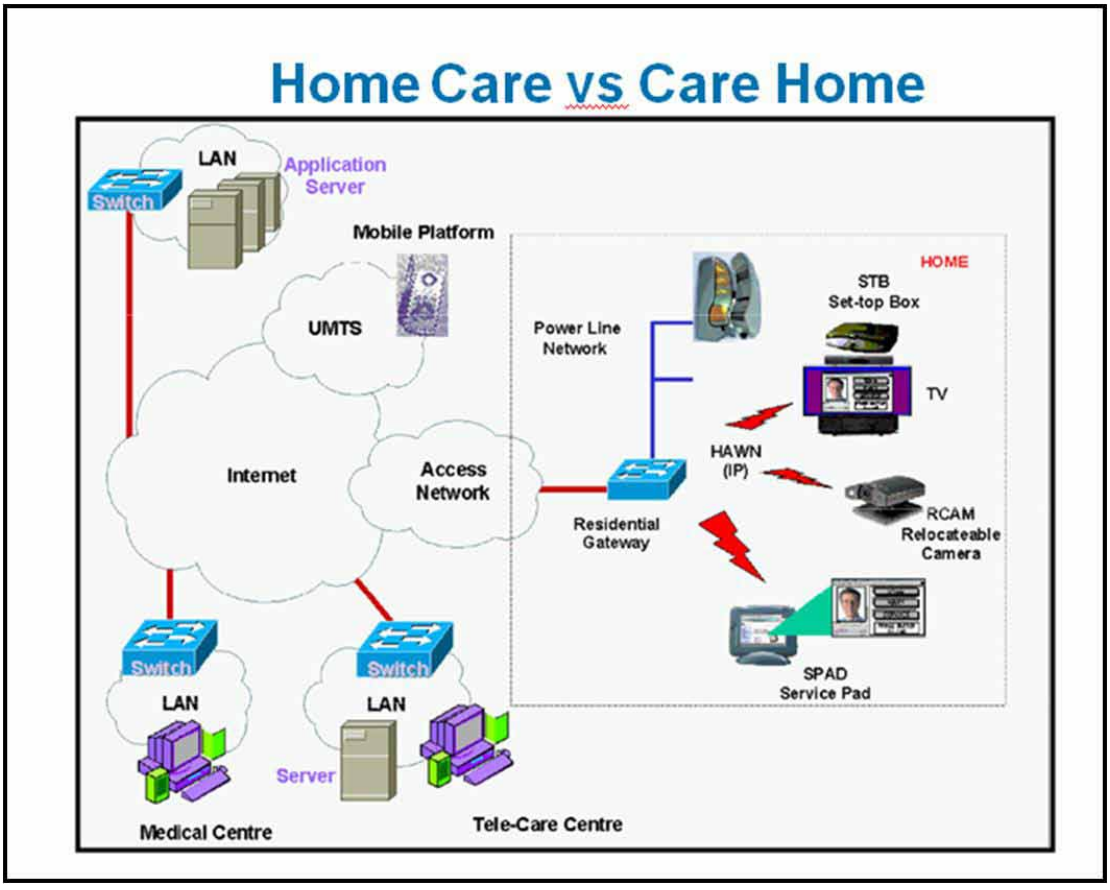
At a city level, **Utrecht (NL)** has an objective to have 80% of its services online by 2010, and as part of this approach staff in all service sectors and service channels will use a common approach, and a common information resource. Channels for delivery include home visits, face to face counselling at service centres, telephone advice line, Web information, and email access to advice. In the specific project to assimilate new immigrants rapidly into the City, support for Dutch Culture studies is provided to new migrants, including learning Dutch, connecting to culture and leisure activities, finding jobs, family support, citizenship, and other skills which enable them to access service channels independently as part of free Dutch society.

At the start of this process all services are accessible by migrants directly (Web, email, phone, face-to-face) and via mediation which normally involves face-to-face contact with services where a mediator provides support and knowledge. The mediator is therefore a key channel for service access, and in developing active participation in Dutch society.

At the local level the **Home Care/ Care Home project (UK, BE)** is a cross-agency, and cross-country (BE, UK) service involving local government, the Health service, and local intermediaries. It addresses concerns that the institutionalisation of older people accelerates loss of fitness, confidence, independence, alertness, and general well being. A key objective in enhancement of Home Care is to extend active retirement as much as possible, and this involves a service strategy which addresses independent living through support, animation and engagement, specifically concerning elderly people who have health problems that lead to social exclusion.

A front-desk facility uses multi-channel access that allows the intermediaries to construct personalised service packages that meet the needs of individuals. Many channels are used, ranging from organisational channels (pathways to care), electronic channels (communication and data sharing), and human channels (people in contact).

Fig 4.12: Technical Infrastructure underpinning Home Care



A key technology channel is a 'home terminal', which in effect is a high-powered PC in a smaller box, with additional cards and digital channels. Originally, these were placed on top of a television set so that the built-in camera (for the video-telephony channel) would have a

good view of the room and the service customer. For this reason they are also referred to as a 'set top box' (STB), even though they can be placed anywhere, and with wireless cameras and other devices, they may not need to be in the same room.

The STB itself is a multi-channel device (concentrator) through which other channels are provided, including: Entertainment (normal TV receiver as for Cable, Broadband, etc.); Education (special programmes for selected groups); Training (one-to-one e.g. activity programme where video is 2-way); Communication and video-telephony for personal contact and visual assessment. There are interactive applications such as data entry on blood pressure, blood sugar via electronic sensors, or for passive sensors that detect movement, heat (thermal environment, comfort, fire risk, etc.); smoke and gas (fire and other hazards); entry and exit to doors; whether a door bell has been answered. These sensors can be monitored to allow prediction of emergencies such as fire, observation of any unexpected lack of activity, or monitoring of specific activity levels.

A similar multi-channel strategy to support independent living exists in **Trento (IT)**, where there is a welfare strategy which focuses on supporting vulnerable citizens in their homes, using technologies as channels to deliver services efficiently and effectively. In that context multi-channel service delivery is one of the components in the delivery-chain of services.

There are plans to continue expanding the electronic channels that can be used by all actors in the delivery chain. This includes: moving from existing basic Internet access with email and remote assistance, to VoIP, secure email and digital signature; moving from information held in functional silos and entered through forms and accessed through databases, towards electronic social care records, personalised and integrated document access via multiple channels; and, moving from agency-based eProcurement and personnel management (payment systems etc.), to interoperable data, and smart identity cards.

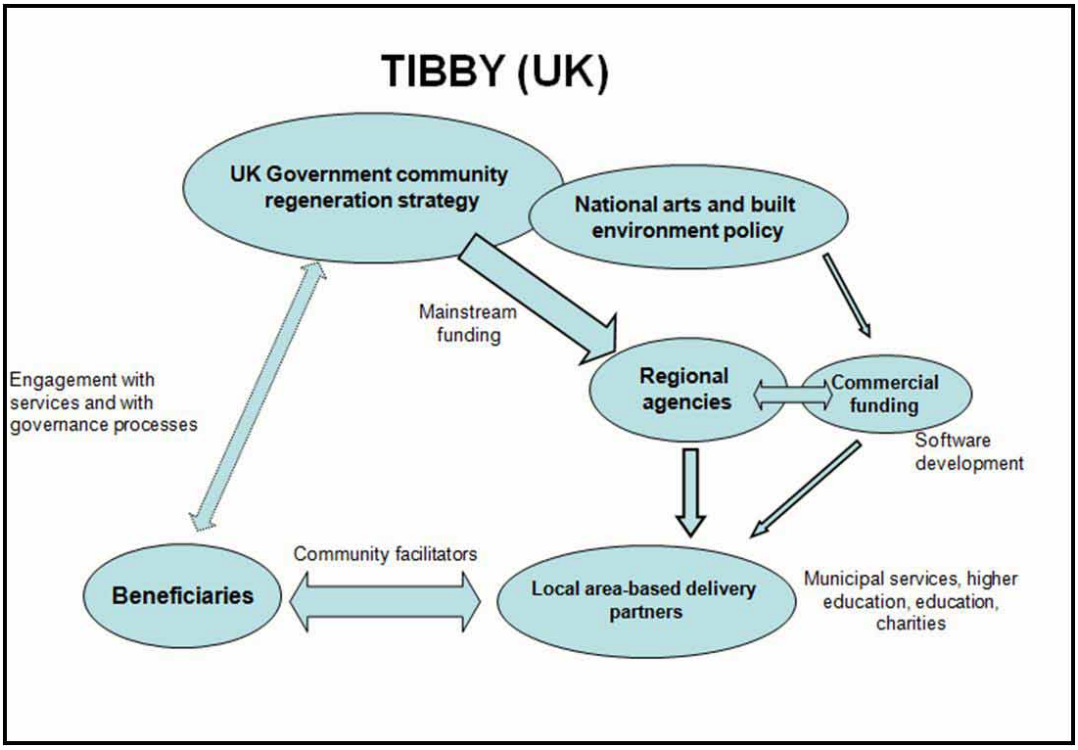
Within the policy goal of maintaining the social and economic integration and the independence of elderly people, technology projects include Netcarity, using multisensory approaches for healthcare monitoring of elderly people, and ensuring safety in their homes. For example, if a person leaves an iron unattended and it overheats a sensor detects this, and the person can be contacted by telephone. If they do not respond then a more direct intervention can be undertaken, and the power to the iron can be switched off remotely.

People can use a telephone to call for advice and help 24/7. There is intelligent tele-monitoring of their homes and of their health. And there are regular personal visits made by people from the social partners.

What makes this project eGovernance, rather than eInclusion, is the fact that the service needs of the elderly people are documented and developed within integrated 'social information files' so that (subject to privacy and data protection) the agencies involved can provide joined-up service interventions. In addition there are service interventions to design and build housing environments for vulnerable citizens, such as a project which supports independent living for people with mental problems through home automation systems.

The use of channels that are most familiar to an excluded group is in **Tibbington (UK)** where the 'Gaming the Tibby' service aims to engage young people in a particularly socially deprived local area. The project uses gaming technology, adapted and localised by a private software firm, to facilitate consultation with young people at risk of exclusion on a deprived housing estate in the West Midlands of England. Volunteer intermediaries, recruited from the local population, engage with young residents and encourage them to access public services (especially health, education and housing) that could help them overcome personal and family challenges.

Fig 4.13: Partnership Structure in Tibbington



The innovative use of gaming technology encourages participation by young people. The technology channel opens a new channel of human co-operation where the intermediaries help young people to access services that can help them overcome exclusion. The involvement of local intermediaries promotes community ownership of the project, and legitimates the project more readily to the young people.

What these projects and services demonstrate is the fundamental value of multiple channels in maximising the accessibility of services for socially excluded people. Channels are provided which allow them to access services through familiar technologies, asking questions in their own language, and not having to recast their questions in the technical language of service providers. Channels are provided which themselves provide access to other more sophisticated channels and services such as healthcare monitoring, but without that monitoring being intrusive.

Organisational channels exist where a number of organisations, including intermediaries, combine within structured partnerships to deliver a service regardless of which organisation formally owns or initiates the service. This is achieved using a variety of tools, critically including (but not confined to) ICT, to facilitate the necessary organisational interactions. Organisational channels are linked closely to the notion of value networks, and they operate flexibly - although normally they involve agreements or contracts - to orchestrate the delivery of the service to the disadvantaged citizen often at the local level.

Electronic channels are used to provide traditional human-to-human interaction by overcoming the friction of distance and allowing friends, relatives, and service providers to both see, and talk to, the beneficiary. And, as was demonstrated in the earlier discussion about intermediaries, the maximum channel availability allows intermediaries to efficiently construct service portfolios that are targeted to individual needs, and – as we will note in the next section – this leads to increased value for communities and society.

Value objective

eGovernment services for inclusion are very different from e-services such as taxation, licences, and customs which have seen successful transition to eGovernment. Services for socially excluded people involve very different constructions:

- First, the transfer of 'income' (through the investment in the service) is from government to citizens in the form of services available, whereas tax is a transfer from citizen to government involving a requirement to pay taxes;
- Second, the demand for social inclusion services often is highest in times when government finances are under the most pressure – during a recession demand for services increases while general taxation levels may reduce due to less production (company taxes reduce), unemployment (fewer taxpayers), and falling consumer demand (less sales tax);
- Third, social inclusion services are not very scalable. For example, services aimed at drug addicts require significant investment in human capital, and while service information can be made available online, drug addicts require personalised packages of health treatment, cognitive therapy, education, and they need to be connected to services (such as training and job search) which will provide the conditions that help them to exit sustainably from their addiction;
- Fourth, to balance the difficult demand for services and the availability of resources, many governments have been prioritising the role of non-government organisations, (particularly those in the Third Sector who are grounded in their local areas, or those that 'champion' particular groups of socially excluded people) in service construction and delivery.

Consequently, there is a resulting '*value proposition*' that the Third Sector and related organisations will help deliver services more effectively to beneficiaries because they are nearer (either geographically or thematically) to the local problems, they can often address problems coherently (they can help to 'join-up' services across government silos) and they can deliver resource savings to government (for example since they characteristically do not charge directly for some staff time).

In the cases reviewed in this study there are very few where the primary priority has been multiple channels of eGovernment services. The priorities have been less technical, and more socio-economic, which is hardly surprising given the focus of this study on social inclusion. That does not mean that multiple channels are absent, or that they are unimportant. It means that technologies and delivery channels are part of the package of delivering efficiency and effectiveness, which then turn into 'public value', and this is important in convincing an often sceptical public that it is important to provide services for social exclusion.

It is without doubt that citizens would acknowledge that they want a more stable, safe, secure and equitable society. However, the manner in which that social situation is reached quickly involves political viewpoints, emotion, and prejudice, and this is where services to socially excluded people become controversial.

Debates quickly become socially and politically charged when the subjects of discussion are services targeted for example at ex-prisoners (why should offenders receive help which could be prioritised for non-offenders?), for illegal immigrants (why not just send them home?), for drug addicts (what is the point if so many return to their addiction?), health services for people with smoking-related diseases (are the diseases self-inflicted because of their smoking?), or support for families where the adults are long-term jobless (is the family too dependent on public service support?).

Depending on the political stance taken, many who are jobless people can be regarded as socially excluded, or can be regarded as avoiding work. Illegal immigrants can be victims of political circumstances in their own countries, or as economic migrants simply looking to make more money.

In such circumstances the value of public services which help to overcome social exclusions can easily be dominated by public opinion that is not based on rational evaluation of evidence. It is very difficult for a government to show clearly that a social policy intervention had an outcome that would not have occurred if there had been no intervention (the placebo effect), or that the intervention was not cost-beneficial. This is because the benefits from social exclusion services are mostly indirect and longer-term, and the way in which the benefits are articulated is through the difficult concept of 'public value'.

The services provided in the case studies therefore address 'value' in a number of ways. Some consider economic value, demonstrating that cost savings have been made through the use of ICTs, multiple channels, and structured partnerships. Itemising the financial value created by interventions can be carried out with 'value-chains', but these require a clearly staged set of actions.

Value-chains are classically used in business where value is added along a production process, for example taking a sheet of steel and turning it into a car component, and the component then becoming part of a car. In the case of an integrated set of service interventions for a socially excluded person it can be very difficult to identify which intervention created which part of a cost-benefit gain.

Consequently, other services and project use concepts such as 'public value', which focuses on how activities create added value to citizens other than the beneficiaries, for example by making communities safer, by reducing crime, or by reducing poverty - outcomes which are beneficial for all in society. And, as the conclusion to this study argues, the network of actors and the complex of service interventions form a 'value network' that delivers benefits both to the beneficiaries, and also to society as a whole.

ACTION: Communicate Value: Demonstrate that Services lead to Sustainable Outcomes – Social Cohesion and Participation, Economic Effectiveness, Value-for-money	
PURPOSE	**KEY IMPACTS**
To show clearly that the delivery of the services are delivering economic outcomes (cost-benefit) are financially sustainable (value-chains) and societally sustainable (value networks)	Demonstrates to society as a whole that the expensive and complex services for socially excluded people deliver both financial and wider benefits to society as a whole
Sub-action: Conduct Cost-Benefit Analysis	
To demonstrate that the services are being delivered in a financially robust manner, and that the services result in direct cost savings when compared to previous service portfolios	Provides mechanisms by which service costs can be minimised, as can the demand for public finances
Sub-action: Establish Value Transfer	
To demonstrate, where it is not possible to identify realistic and robust financial estimates to service outcomes, that all components of the service delivery chain are substantially contributing to service outcomes	Shows to government that the resources are linked to outcomes through identifiable benefits along the delivery chain. For example: reducing administrative burden on actors in the service network; Improved, or real-time information quality through coordinated information update, with a reduction in administrative time linking beneficiary information; Savings in administrative staff checking eligibility for services; Beneficiaries being able to focus their activities on overcoming exclusions
Sub-action: Identify Value Networks and Evident Benefits	
To demonstrate, in cases where it is not possible to identify realistic and robust financial estimates to service outcomes, that there is an overall benefit to society To show that a set of actions (for example the interaction of several organisations and actors) is resulting in public value outcomes which are related to the policy goals for social inclusion To show that the beneficiaries of the services have matched their rights to receive services with their obligations to society	The actors in the delivery chain understand where, and how, services and service provision can be continually improved Government policy is informed by evidence of the value of services, and about where policy reform can be undertaken. Citizens and service actors have updated evidence of eGovernment support, means of delivery, and socially relevant outcomes.
Sub-action: Establish Surveys, Focus Groups etc.	
To understand how the services are delivering value to the beneficiaries, and to understand how the public (society) perceive the value of the services in the context of social cohesion	Society as a whole understands that the public services not only deliver value to socially excluded people, but that the service outcomes deliver value to everyone. Minimises the chances of social cohesion being damaged by adverse views about the costs of public services for socially excluded groups

CBSS, **Crossroads Bank for Social Security** (BE) initially had the goal to diminish the administrative burden on citizens and employers. Financial performance measurement was carried out independently by the Federal Planning Bureau in 2007, and €1.7 billion of savings in administrative costs were identified for companies in Belgium. External validation of

performance ensures greater credibility of metrics, and removes them from possible politicisation.

Companies now provide information electronically and the communication processing costs are minimal. In 2007 650million electronic messages were exchanged between the actors in the Social Security system. The overall cost of sending a message electronically is €0.01. Previously the cost of exchanging messages using a conventional letter and stamp was up to €0.50.

These two financial savings are classic value-chains. By doing 'a' the costs of 'b' are reduced. However, there were equally significant public value gains. By reducing administrative burden more time is released for businesses to focus on core business, and less time is being demanded of citizens. For the social security institutions there was a dramatic reduction in the contacts required between them, and between businesses and citizens. Because the information is processed in real time there is no delay in the databases being updated with the current situation of a citizen. Data errors were reduced from 40% when the forms were on paper, to 1.5-2% now. That substantially reduces the staff resource needed both in correcting errors, and contacting employers for clarification.

Again, there are investment costs in the ICTs to maintain such efficient communication, but there also are ICT requirements in producing paper communication. Furthermore, the CBSS approach is scalable, and increases in electronic communication do not require significant extra investment, whereas each paper communication has a high fixed cost. It is therefore clear that significant cost savings are delivered just in the inter-actor communication process, and the communication is received in real-time as well which delivers additional organisational efficiencies.

There are commensurate gains in the quality of social protection through proactive granting of benefits, which avoids previous short-term poverty traps where citizens need services, but spend time applying for them.

For employers the efficiency gains are substantial in the context of the 23million declarations that they made in 2007. Of the previous set of social security forms that employers had to complete 50 have been abolished, and the 30 that remain now collect a reduced amount of information (one-third less than before).

The **GENCAT Portal in Catalunya (ES)** delivers extensive public value. The fact that citizens can, and do, find their own way via online services and information shows that they can be self managing and so can reduce costs for the face-to-face and telephone alternatives. It is important to note that as a result service levels are increased (as people can 'self-serve' they can become aware of more services which can benefit them) and so a direct reference to cost reduction is difficult to make.

Surveys and questionnaires are undertaken regularly, and show that citizens are happy with the service improvements made, and it is often the case that the increased service usage is because citizens hear from each other about easier ways to obtain information and services online.[28] There is also a periodic systematic check via both telephone and street interviews with random samples of citizens (direct interviews) to ensure any new problems are identified quickly and the satisfaction index level (see earlier) is maintained. 'Mystery shopping' is also used to assess the usability of the service, where someone poses as a citizen.

There are various evaluation activities in place within GENCAT 2.0. The usage of services is fully logged and so data analysis is executed on a regular basis to monitor service usage, service periods, loading etc. In addition, citizen surveys are carried out online, and the recent satisfaction index for citizens shows an average score of 7.4 (out of 10). At the end of telephone calls, citizens are asked to rate the service (if they choose) and the current satisfaction index from telephone-based services is 4.4 (out of 5). When looking across service types there are none currently scoring lower than 4 (out of 5).

Home Care/Care Home (UK, BE) focuses on maintaining elderly people living independently, but where they are supported through multiple channels, and this can deliver 'public value' by reducing stress on, and costs to, families through avoidance of institutional care. It can lead to reduced demand for expensive residential care. There can be improved intelligence for all care agencies (data, monitoring, and sharing). There is increased quality of care visits (remote data/testing means more relevant attendance to patient), and this results

[28] Sobrini. M, J. presentation 2007 "Shared Services Citizen Attention in Catalunya" http://www.ciscoexpo.gr/2007/downloads/break25/Cisco_Maria_Jose_Sobrini_OfferBetterServicesInCatalonianGovernmentCitizens.pdf

in fewer unnecessary routine visits by professionals, who only go when they are needed (and this can, of course, also mean to make a social visit).

In some cases family carers have been able to go back to work as soon as there is suitable monitoring and support in place, such as fall sensors, activity sensors, front door sensors, and a videophone channel. Such monitoring and support is only an added layer to an existing regime of human-contact including cleaning, care activities, meals delivery etc. Monitoring and response arrangements can fulfil all of the functions that someone permanently residing with an elderly person may be there to provide, while almost never being called upon to do so.

ICT therefore has had impact all along the value chains. Management and integration of health data at the back office is on the one hand reliant on a mixture of human and technology channels at the front-line of service delivery, while at the same time providing benefit to front line workers who can make use of centralised and integrated data to support diagnostics, and also helping service planning.

In Hungary the **eHungary Roma Centres** have their performance monitored through standard metrics including: Usage of access points, in terms of bytes downloaded, time of usage and time used; Numbers of users; Demographic data, through an optional pop up screen at the start of each session collecting age, work status, and educational level; and the geographic location of users (by region and by institution/location).

This data enables the team to conduct detailed performance analysis of which types of eHungary points are being most and least used, and what patterns of usage and access are emerging.

The metrics do not yet take account of the impacts or outcomes of the intervention on the users' situation. The project team are currently working on a specialist monitoring framework that will monitor the Roma eHungary Centres on their more specific activities. This is because the Roma eCounsellors are full time staff and are dealing with a wider range of issues than other eCounsellors are doing and this diversity needs to be captured in the monitoring.

In addition, Roma staff are unused to the types of monitoring usually required in government funded activities, and project manager staff feel that a daily or weekly rather than monthly system will be more manageable and provide better quality information. In addition Roma eCounsellor salaries are going to be paid based on performance, for example on measurable outcomes such as the number of people served, the number of bytes downloaded and the number of training activities/sessions provided. The specific Roma reporting system will be via an online reporting system and will be designed to be simple and not over-burden the staff. It will collect details of which services are provided to capture the diversity of the services being provided. Again, this will also help understanding needs and future service planning.

An evaluation of the Roma pilot project was planned for September 2008 and early 2009. The project team hoped to have results by May 2009. The evaluation will draw on the monitoring data collected and feedback from the Roma community themselves.

In terms of public value, one of the important benefits of the Roma eHungary pilot project is that it is challenging the previous distrust and caution of government agencies. Typically, Roma populations are wary of government agencies and prefer not to interact with public institutions or officials. Transacting through Client Gate is beneficial for Roma populations because they can transact anonymously (i.e. without revealing their Roma background). Through the Roma eHungary Centres they can also access government services through a mediated interface with people from their own cultural background acting as trusted intermediaries.

The long term vision for the Roma project and the eHungary project at the wider level is to become self-sustaining. The project target is for sustainable eHungary points within three years. The 10 Roma eHungary Centres are all funded for two years from the central project budget. 70-80% of the central budget is allocated to the eHungary points. This funds the eCounsellor salaries and the IT equipment and broadband costs.

After that period, the Roma communities will be supported to take forward the projects themselves. The plan is that Centres will develop and deliver services which people will pay for themselves, in order to be able to continue to provide free public Internet access for the most disadvantaged groups. For the most deprived groups, access to public services will remain free.

Paid-for services that raise funds will include: services for small businesses (e.g. tax return services, data entry and online tax payments), Website development and maintenance, digital

photos services, scanning, and community spaces. These funded services will fund the free Internet access. eCounsellors will be trained to market and deliver these paid services alongside the free public access, training and support already being delivered.

For **Trento (IT)** there is a clear policy objective relating to the "social integration of disadvantaged groups through technology ICT". In that context, home automation, linked to intelligent monitoring, is a component in the value chain where excluded citizens are reintegrated into the wider social structure. The various technology interventions are therefore seen as a package of support for people who are socially excluded, and by focusing on their safety, security, and autonomy, the people are re-integrated into wider social and economic activities. Consequently, the home automation project received a national award in 2005 for measures aimed at social integration of disadvantaged groups through technology ICT.

The value-chain is further emphasised through what the Province of Trento terms "the district of solidarity". This defines an economic policy based on the use of local human resources in a context of social equity and sustainable socio-economic and environmental development. This is achieved through a partnership approach to finance, production, distribution, and consumption of goods and services. The 'business model' that underpins this is, consequently, a complex one.

On face-value there seems to be substantial public sector involvement and funding. Indeed, the public sector is substantial in Trento. However, the 'solidarity' (social cohesion) characteristics also bring substantial inputs of time from citizens and Third Sector organisations. Furthermore, this investment is not obtained on a project-by-project basis, but is structured in the context of a governance strategy for inclusion which uses organisational and technological channels coherently.

In **Amsterdam (NL)**, the services to promote work and social participation of socially excluded people delivers particular value through the enormous impact on the lives of beneficiaries and their families but is almost impossible to quantify in simple terms. The value of having support in rebuilding a life cannot easily be defined in financial terms.

Nevertheless, there are financial gains made, for example where the growing independence of a person in recovery from mental illness makes another family member free and able to go back to work. A person finding work to help recovery from drug addiction can find stability and not then revert to crime and the costs to society that this can cause (direct costs of crime, plus legal systems, prisons, etc.). The list can be extended, and in every case the non-financial items can be shown to link directly to financial items. There are massive costs saving to society as a whole.

A similar mix of both tangible and intangible benefits is seen in the other services studies, including the services for immigrants in Utrecht and London, where there are direct cost savings to government services when immigrants are linked rapidly to services by intermediaries, and then a set of intangible benefits arises through more effective integration into society, with independence and reduced reliance on costly public services.

In all of the cases studied the primary value-chain focuses firmly on the primary benefits to the socially excluded people, yet the resulting secondary (but still significant) value-chain identifies further benefits to society. This is not surprising, because the services need money, and spending money requires justification. The strong partnerships and the use of multiple channels do enable socially excluded people to become partners in a delivery process that aims to personalise services to their specific needs, not to generic needs.

Through a shared information environment data errors can be reduced. The services will be available faster, through multiple-channels, and can be mediated by the Third Sector which provides advice and support in a partnership with Government.

And, national policy objectives can be delivered more robustly at local levels in ways that avoid local actors having to undertake regime compliance in meeting numerical targets set from above. In these ways the services build sustainable outcomes for socially excluded people, and can contribute to strengthening overall social cohesion.

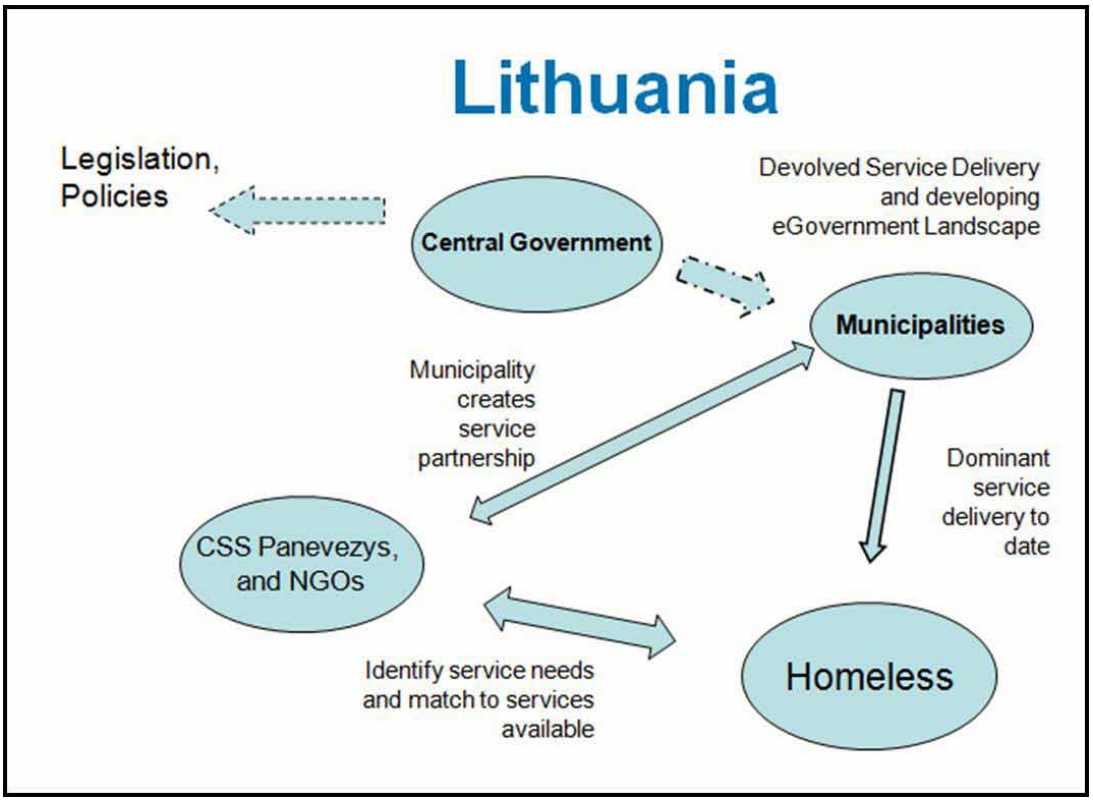
Challenges remain – but the direction is clear

Running through the operational models is the role of the human/organisational channel in the multi-channel access to public services.

Is there hope for countries which do not have sophisticated eGovernment landscapes? In Lithuania the Centre of Social Services in Panevezys (North Central Lithuania, c.43,000 population) shows how the development of the intermediary landscape is occurring within the eGovernment context of implementing headline online services (tax, customs etc.) and providing access to the Internet, but where inclusive eGovernment is not yet addressed through specific national policies, for example addressing homelessness.

There is a focus on the use of EU Structure funds to build economic capacity, to address 'digital divide' problems, the deployment of ICT in the public sector, transferring public services to the Internet, local democracy and participatory projects, and expanding public Internet access points.

Fig 4.14 Lithuania – Emerging Service Structures



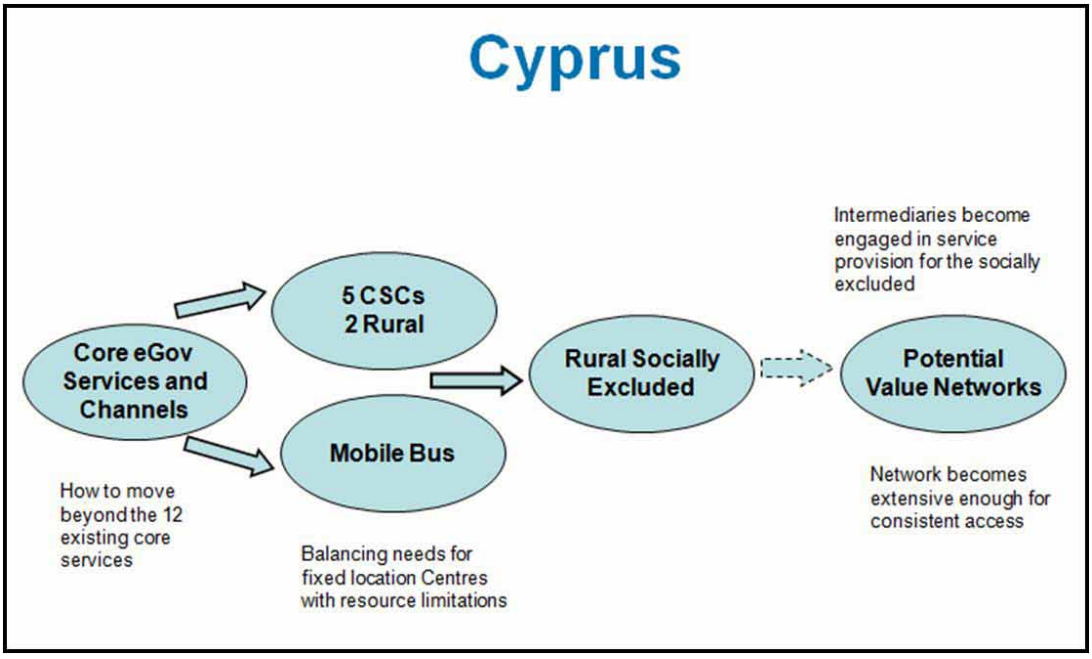
The Centre of Social Services in Panevezys (CSSP) started its activities by providing a shelter for homeless people, and has extended its role in the local delivery chain where staff help people plan their 'pathway' through the available public services and also help them to receive those services. The Government has now decentralised public service delivery to Municipalities, and CSSP was recently reorganised into a separate municipal agency providing a range of public services to a variety of disadvantaged groups such as low-income families, vulnerable children, people with disabilities, the homeless etc. in one place.

Channel access, particularly through ICTs, was difficult for the homeless since Internet Access Points were in Libraries and other public spaces that the homeless did not normally use, and therefore channel mediation has been essential, and the formalisation of the partnership has enabled better training and support.

Sustainability is not yet well developed, but the deeper intermediary role in constructing individualised service portfolios is positive. NGOs in Lithuania have weak representation at national levels, and as yet are not fully involved in the public policy debates, or consultation processes, and have little input into how services are delivered. Sustainability will also be assisted if there is an integrated policy framework for social exclusion, with engagement between The Ministry of Social Security and Labour, Municipalities, local actors and beneficiaries.

In Cyprus the mobile service centre bus shows how service interventions can be developed in challenging geographical circumstances. The Virtual Bus Project is a mobile internet research and training unit with computers, wireless internet access and mobile technologies, space for 11 users, and with accessible for disabled people. Specific targets for the bus are disadvantaged groups and those experiencing rural exclusion. The mobile bus was developed after previous fixed-location 'Coffee Shops' were deemed to be too expensive to implement in rural communities. With the bus the channels are themselves mobile, and trained staff (the human channel) are on hand to help users to access the Internet and undertake the tasks they wish to perform, such as accessing public services. All of the facilities are offered free of charge at the point of access to the user.

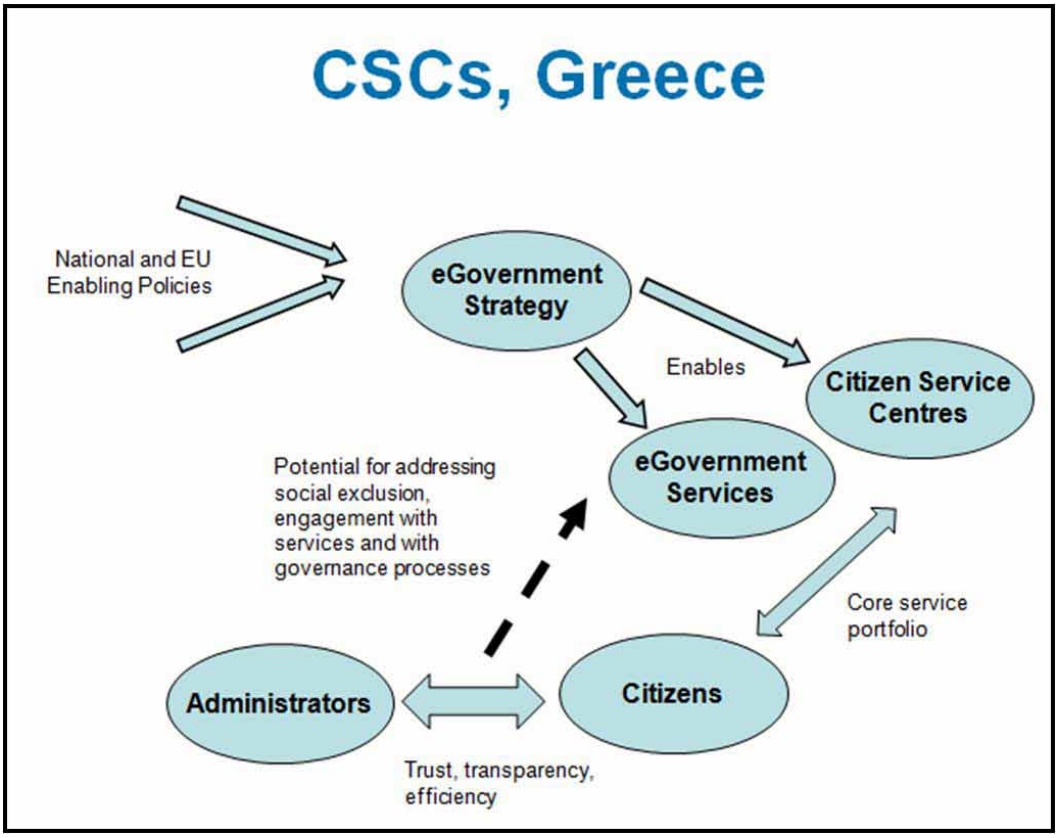
Fig 4.15: Cyprus – Making Channels Available in a Challenging Rural Environment



Sustainability of such mobile channels is a challenge, because the bus has been dependent on core public funding. However, it shows how a relatively cost-effective focus can be maintained on services for socially excluded people, and how multiple channels can be made available in a country with challenging physical terrain, and a dispersed population in rural areas with low Internet access

The development of Citizen Service Centres (CSC) in Greece show how general public service access points can become focused on the needs of socially excluded people.

Fig 4.16: Building Service Access and Trust in Greece



This is achieved through the role of intermediaries, and enables better citizen trust in Government because the eGovernment channels of service availability allow citizens to stop relying on access to services through organisational gatekeepers.

The national network of CSCs is designed to provide better quality interactions between all citizens and government (3,000 centres), and about 1,000 services offered - 35 are wholly online and some 53 transactions can be completed at least partly online. The CSCs have been used to focus on the needs of disabled citizens, and an initiative led by IKPA (the Institute of Social Protection and Solidarity) offers to people with disabilities fully accessible online services for eGovernment and provides a fully accessible eGovernment portal.

Such a project demonstrates the ways in which intermediaries can work on behalf of particular groups, and also helps to deliver value to them by using the CSC network as a starting point - there is then improved potential to move towards inclusive eGovernment. The current phase of activity therefore is transitional between the old ways of delivering public services and the future. A wider involvement of intermediaries, organisational transformation and integrated service delivery, so as to build trust and value networks, is the next challenge for Greece.

Conclusions

The cases and scenarios researched in this study do not provide one definitive model to achieve success. It is not possible to simply and uncritically transfer success stories in one country to another. One of the major reasons is that there are huge differences in governance structures and social set-up throughout the 27 EU member states.

Some countries have chosen a minimal liberal structure whereas others have chosen a social capitalistic structure. These choices are reflected in how resources are distributed and redistributed. Furthermore, a "successful" service portfolio can be culturally dependent, and we note that different countries have different views about what is 'social exclusion'.

However, the cases do show how government, intermediaries, and beneficiaries can work within their individual national frameworks to build more effective service delivery. The framework of principles and objectives which has been presented in the previous sections shows how a number of projects use multiple channels, eGovernment services, and partnerships with intermediaries, to deliver services sustainably for socially excluded people.

Importantly, the actual operating structure of a service does not in itself determine whether it can be successful in delivering value to socially excluded people. For example, the case we have studied in detail, along with other projects such as the Flagship Cases for Inclusive eGovernment, there are examples that show where service structures can work sustainably, or can experience challenges:

- **Top-down service landscapes** exist where the goals are set centrally. Where the goals are directed from central government it can result in the local levels simply complying with performance goals that are imposed on them. Therefore we saw **top-down and bottom-up partnerships** in Scotland delivering a greater potential for sustainable outcomes, where central goals are mapped onto local realities to make sure that the goals are informed by local needs
- Where the central level had yet to build integrated services it is possible for **Bottom-up service construction** to take place, where local communities, or intermediary organisations build service portfolios (this could be termed 'middle-level up'). However, unless these actors have easy access to the services it is very difficult for them to deliver value. In the case of the Roma in Hungary the multi-channel availability of services enabled the community to build their own service portfolios.
- **Technology-driven integration** involves a more direct focus on ICTs, for example in a process that integrates ways in which communication from multiple channels can be interfaced to the back-office processes. The Catalan Portal has involved significant investments in eGovernment processes. However, in both cases the role of intermediaries is significant in delivering value to socially excluded people.
- **Organisational transformation** does not ignore the role of technology, but it does prioritise more the changes that can take place in the service silos so that the services focus more directly on the complex needs of beneficiaries – in effect aiming to overcome the need for socially excluded people to access services individually through the agencies that 'own' the services. The Scottish Government has regularly reviewed service and organisational structures, also using technological tools such as information integration, interoperability, and information sharing. Yet the Single Outcome Agreements clearly acknowledge that even with radical transformation there is no guarantee that socially excluded people will benefit, and local partnerships and intermediaries are central to effective service delivery.
- An **integrated national and local back-office**, underpinned by the robust use of eID, is a feature of Denmark. But, the Scandinavian model of governance is very special, and the rich eGovernment landscape of Denmark is underpinned by a high degree of trust in Government, a general acceptance of the value of identity cards and information integration, a strong sense of social participation, a well-performing economy, and a view that services are available as a right. However, to make the eGovernment service landscape 'work' for socially excluded people still requires significant inputs from intermediaries.
- **Resource partnerships** (ranging from resource contributions to full co-venturing) can utilise resource contributions, where some services need to be paid for by some users who thereby subsidise disadvantaged users. This is evident in the Care Home case in the UK,

but again the multi-channel service availability allows the development of targeted service interventions, rather than just subsidising access to silo services.

- In spite of the move towards New Public Management in some member states, **Core Public Funding** models can still deliver value where services are maintained through ongoing public funding because there is defined public value in delivering and sustaining the services. In Trento, and in Denmark, the political goal of social inclusion and economic participation underpin the rationale to fund a rich portfolio of public services for socially excluded people.

The cases show that both top-down and bottom-up synergy can be created through structured partnerships, not just delegated responsibility. They show how a landscape of intermediaries can work with, and on behalf of, socially excluded people by accessing services that are both re-engineered and are available through maximum channels. They do this with a focus on beneficiary needs that as far as possible help them to either exit exclusion, or to construct service portfolios themselves.

Importantly, the cases show that the characteristics identified in the Operational Model, Framework of Principles can be used as check-lists for projects and services to see what can be changed in existing service provision to make the outcomes more sustainable for the beneficiaries. Equally importantly, the service principles, the business processes, and the operating models communicate the critical contribution of an integrated policy and partnership approach to addressing the needs of socially excluded people.

However, for many countries there is a real challenge to build the powerful role of intermediaries in linking services to the needs of socially excluded people, and in enabling needs of the intermediaries to have access independently to services through multiple channels that avoid limiting access through traditional service gatekeepers. And there is a further challenge to build 'good governance' where the multi-channel service availability can be used in a process of building trust in public services, and trust in the government organisations that create the services.

Recalling that some 150million European citizens experience some form of social exclusion, significant challenges remain, particularly to countries such as new member states that face significant social exclusion problems while still building eGovernment, local governance, and service landscapes. It is quite natural to invest first in the government services that generate income, such as tax, customs, and licences, because without available finance the construction of public services that overcome social exclusion is impossible.

Although there can be significant resource challenges, for example in countries with highly dispersed rural populations, with relatively limited access to ICTs, innovative solutions (such as mobile service centres) can help build capacity to engage with services by citizens and intermediaries. And in all of the cases there is the challenge of maximising the resources that can be contributed from non-taxation sources, so that in times of economic hardship, when social exclusion can increase, the pressure on public finances is less likely to lead to a reduction in the availability of public services needed to help socially excluded people overcome their problems.

However, when the wider benefits are identified it becomes difficult to disentangle which of the actors contributed what value and what specific benefit they individually accrued. This is where the 'value chain' extends into the 'value network'[29]. For the sustainable delivery of services to socially excluded people the governance ecosystem is firmly underpinned by the networks of value that are constructed by all the actors, and the progression toward network value starts with the policy goals that are accomplished when the intended societal value is achieved.

It is the network of value that is characteristic of the projects and services that have featured in this study. Sustainability does not require that a socially excluded person overcomes exclusions totally, since some exclusions such as cognitive impairment, can require persistent service interventions. However, the value networks, empowered through multi-channel access, aim to continually deliver value to beneficiaries, rather than just to continue a service intervention that defers a problem to a later date.

Sustainability is therefore linked to continual delivery of value. Building value networks that are empowered by multi-channel access is a powerful way for new member states to build service portfolios for socially excluded citizens. Working alongside the creation of integrated

[29] "A value network is a complex set of social and technical resources. Value networks work together via relationships to create social goods (public goods) or economic value. This value takes the form of knowledge and other intangibles and/or financial value. Value networks exhibit interdependence". http://en.wikipedia.org/wiki/Value_network

eGovernment value chains, the encouragement of the intermediary sector in particular will help construct services at the local level in ways that maximise the benefits for socially excluded people.

The cases make clear that the value networks do not work effectively if they are directly controlled from the centre, nor do they work in the longer term if there are just informal alliances at a local level. They work best where there is a clear contract between the actors, and where the actions are focused not on separate activities, but on coordinated activities that achieve policy outcomes shared across government and by their partners. Within this network, or ecosystem of governance, eGovernment matures from the electronic eGovernment focus to empowering value networks in a process of governance that gains benefit from ICTs.

Annex A- Understanding and Categorising the Cases

This section reviews the cases to identify common themes related to the focus on sustainable services for socially excluded people, and multi-channel inclusive eGovernment.

Stakeholders

A range of stakeholder organisations were interviewed, including organisations at the European level representing the interest of the elderly, the homeless, or those in poverty. It is of relevance that these organisations represent conventional 'silos' of social exclusion, largely because it would be a huge challenge for one European stakeholder organisation to represent all socially excluded people. However, at the same time as this project looks at how government services work across silos, the extent to which the stakeholder organisations collaborate across their silos is also of relevance.

In addition some key individuals in the area of inclusive eGovernment were approached for their views.

The key outcomes of the discussions were:

- The need to change the 'one-size-fits-all model' in the way that funding flows from central government to the ultimate beneficiary within the public sector.
- Political and policy social goals need to consider electronic channels that can work with other channels (multi-channel) in delivering public services.
- There is an uneven landscape of social exclusion/inclusion across the EU member states, and without a policy context that addresses social exclusion coherently it can be difficult for multi-channel projects to be undertaken effectively.
- Countries which are the most advanced in addressing homelessness include the UK (Scotland in particular), Ireland, Finland, Denmark, Norway. What is common across these countries is the implementation of a specific action plan or similar high-level commitment to tackle the problem and eliminate exclusions such as homelessness. Some New Member States (NMSs) are lagging behind in developing such commitment.
- The most common uses of eGovernment-type interventions in the homeless sector concern provision of virtual spaces (telephone numbers, Web space etc.) where people can store information to confirm their identity, and can use of ICT facilities to access services.
- A significant homelessness need is for better data systems both in terms of tracing individuals (so they don't have to prove entitlement every time they come into contact with services) and to facilitate mapping and analysis of trends to inform service development (e.g. indicating a need for more provision for families or elderly people).
- Issues of privacy (in terms of collection of personal data and identity) are particularly sensitive issues, but in common with other areas, this is a challenge that will need to be solved of services are to be improved and the sector moves towards more longer-term strategies and away from the dominant emergency-response mode.
- The European Anti-Poverty Network (EAPN) is concerned with "access to services" as part of its anti-poverty brief, and has identified certain obstacles in this context, including: missing policies (lack of public policies on access); fragmentation, where services multiply leading to confusion and making them inaccessible or unknown to potential beneficiaries; a lack of service sustainability, particularly those provided through the Third Sector. The main solutions identified included: legislative reform, networking (i.e. effective partnerships between actors); adaptation to needs (start from people's needs and not from the complexity of systems).
- EUROCITIES acknowledge that there is necessarily a strong linkage between eGovernment and social policy. The issue is that achieving social policy outcomes is not a major objective of eGovernment policy. While connecting social exclusion to

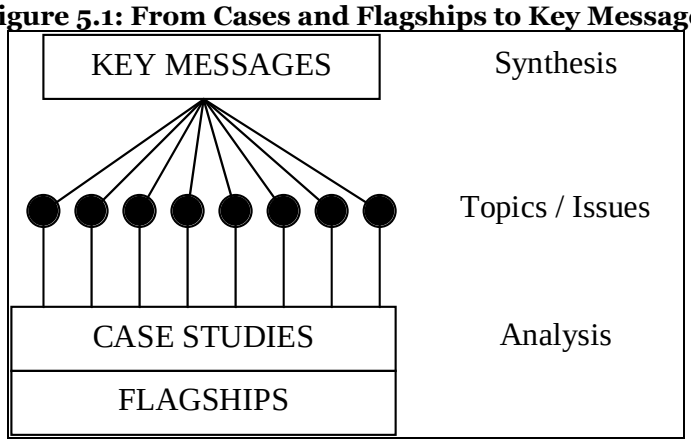
eGovernment is not currently on the agenda, there are some "forerunners". Cities are in a good position to implement changes but achieving change involves the need for clear political support.

Case studies and Initial Analysis

The case studies were selected on the basis of their having some of the major features of Inclusive Multi-channel eGovernment present. Alongside these, a set of national inclusive eGovernment flagship cases and related cases were obtained from sources such as ePractice.eu.

The analysis of the cases identifies common themes which are discussed in this section, and the wider analysis of the cases provides knowledge and insights utilised in all sections of this report. The combined material from all the cases is used first to identify common topics and themes, and these are then processed into key messages and structures in Section 5.4.

Figure 5.1: From Cases and Flagships to Key Messages



The cases are presented in the following table, and are summarised in Annex B following this section.

Table 5.1 The Cases (available online at http://www.mcegov.eu/case-studies.aspx):

1	Crossroads Bank for Social Security – Belgium
2	Internet tea room for the elderly – Slovakia
3	Gaming the Tibby - computer gaming technology in community engagement, UK
4	Citizen Service Centres (CSCs), Greece
5	Social Exclusion Services in the City of Utrecht, Netherlands
6	Home Care vs. Care Home: multichannel service strategies for independence, BE and UK
7	GENCAT - Multichannel inclusive eGovernment in Catalunya, Spain
8	Daily Activities: Social inclusion through work, Netherlands
9	Service Strategies for Socially Excluded Groups, Scotland
10	eGovernment for Disabled People, Greece
11	Services for the Roma through eHungary centres, Hungary
12	ISAC - multichannel inclusive eGovernment using Natural Language Processing, Spain
13	Social exclusion interventions in Copenhagen, Denmark
14	Socially Excluded Service Delivery in Trento, Italy
15	Social Exclusion Services in Lithuania
16	Mobile Internet Training and Access in Cyprus
17	Family care in Sweden
18	MultiKulti services for migrant social inclusion, UK

The topics identified in these cases are identified in the following table, and the level of coverage in each is assessed empirically from the full material in the case report. For example, a case dealing with an NGO-inspired service may not yet have close connections to government, and so shows L (=low) coverage of back office (BO) integration.

Codes: H=High Coverage; M=Medium Coverage; L=Low or No Coverage.

The final column reflects general overall coverage of the topic across all the cases studied by the project.

Table 5.2 Topic Coverage of the Cases

Table 5.3 Topic Coverage of the Cases																			
Case Number (see preceding table for titles)																			
Topic	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	o
Service Choice	L	L	L	L	M	H	L	M	L	L	L	M	L	L	L	L	L	M	L
Acceptance Strategy	M	L	H	L	H	H	L	M	M	L	M	L	L	L	L	M	L	M	L
Service Ecosystem	H	L	L	L	M	M	L	H	H	L	M	L	L	M	L	L	L	H	L
Channel Choice	M	L	L	L	M	H	M	H	M	L	L	H	L	M	L	L	L	H	L
Service Monitoring	M	L	M	H	L	H	H	L	M	L	H	H	L	L	L	L	H	M	M
Back Office Integration	H	L	L	H	M	M	H	H	H	M	M	H	L	M	L	L	L	H	M
Front Office Integration	M	L	L	H	M	L	H	H	M	M	H	H	M	M	L	M	M	H	M
Funding Scheme	M	M	H	M	M	L	H	H	H	L	M	M	M	H	M	H	L	H	M
Partnerships	H	M	H	L	H	H	L	H	H	L	H	H	L	H	M	M	H	H	M
Delivered Value	H	M	M	M	H	M	H	H	M	L	M	H	H	M	M	M	H	H	M
Policy and Strategy	H	M	H	H	H	M	H	L	H	M	H	M	H	H	M	M	M	H	H
Inclusion Approach	H	H	H	M	H	H	M	H	M	M	M	L	H	H	H	H	H	H	H
Identifying Needs	H	H	H	M	H	H	M	H	H	L	M	M	H	H	H	H	H	H	H

The topics identified in the cases are now considered in turn, starting from the bottom of the table where best coverage can be seen, and working towards the top where less coverage is seen.

Identifying Needs

In most of the cases examined the service implementers rely strongly on historic evidence of needs developed from front line service workers experience, and from studies conducted to formalise that empirical evidence into a more quantifiable and detailed understanding. Service Monitoring (addressed later) often refers to these needs statements as part of quality assurance, by making sure needs are met in a measurable way.

Inclusion Approach

Based upon needs, most of the observed cases have a very clear approach to inclusion which takes account of both needs and abilities in a detailed way. Designing and adapting both services and service channels to meet real needs can be a significant challenge, and as we see from cases, this often requires additional activities to train, prepare, and encourage usage at the outset. Balancing channels is a requirement to ensure preferred channels are provided at the right levels, and that changes over time (noted via monitoring) can be accommodated.

Policy and Strategy

The cases show that whereas policy sometimes leads the way, it can also be responsive and can be developed as part of an iterative process of testing Inclusive Multi-channel approaches via pilot actions, before deciding on policy detailing and definition of strategy. The three cases of Crossroads Bank, Community Regeneration, and Customer Service Centres (1, 3, and 4) show examples of clear policy lead being developed downward via a defined strategy resulting in a very specific and operational outcome.

In contrast, examples such as the Scottish Government case (9) show how policy can be restricted in translation to outcomes because of missing service components (e.g. Citizen ID). Furthermore, examples of ground-level initiatives, such as MultiKulti and Amsterdam (18, 8), show how front-line government service staff and voluntary agencies (NGO) can together develop partial solutions that then attract funding and support. This results in stable (sustainable) value-network-based solutions attracting support that will continue to invest time, resources and effort. They how strategy can develop from the ground up and so influence supporting policies (evidence based governance).

Delivered Value

Some case study actors speak of 'public value' or simply 'value', and this is determined by the perceptions of who judges and what they perceive as value. This issue intersects with the service monitoring theme, and quite strongly with partnerships. In a situation of silo-based service delivery, the construct of value was rather linear and matched well with the commercial model (manufactured through to the end-user). At each stage value was added, and could be measured and compared with the cost of that stage.

However, in a more distributed governance scenario, as we witness in most cases, the value exchange is non-linear (i.e. not a chain) and is more of a network (value-network). Agencies will support each other even if there is no clear line-managed or funding-related link between them. They are caring for the same citizens and so collaborate on that basis. And so it seems that measurement of value (via service monitoring) must be able to take account of the wider social value of a service activity (less tangible beneficiaries). MultiKulti (case 18) is a particularly clear example of this phenomenon and shows that agencies (e.g. the Tax Authority) do get translation services in return for funding but also recognise the wider social benefit of the service being free to all other agencies, community groups, municipal-level social workers, etc.

Partnerships for Design and Delivery

Inclusive multi-channel approaches, as seen in the cases, recognise that partnerships can reduce costs, increase value, and reduce replication and redundancy. Starting inside government, some cases show integration and partnerships between departments, including Crossroads (case 1, with back-office data integration), Home Care (case 6, sharing of data between health care agencies), and Scotland (creation of inter-departmental and inter-service policy and strategy). Cases also show a good deal of partnership activity between Government agencies and NGO, Community and Voluntary organisations.

These partnerships are revealed in cases addressing Urban Regeneration (case 3, government working with gaming simulation researchers and community groups to visualise solutions), migrant Inclusion (case 5, training migrant community members as community workers and making them active multi-lingual and multi-cultural channels for service delivery), integrating excluded groups (case 11, as in 5 but with established Roma population), natural language access (case 12, in partnership with University researchers and Community service data holders), designing a delivery network (case 14, case 6, Government and local NGOs and commercial service providers in health care), and sharing opportunities for work (case 8, local Government and network of NGO care organisations).

These partnerships can include any and all types of organisations, and they are selected for appropriate value-added, appropriate skills in delivery. In the case of NGO and Community groups, they are selected for their established position as experts, intermediaries and service providers for a target group. Together these networks design an organisation of services (operational relationships), delivery mechanisms (process design), and detail how support is delivered at ground level (service design). By ensuring representation of the relevant interest groups such a network can really offer 'Inclusive Design' or 'Design For All Citizens', embracing more than just specific disabled or marginalised targets (e.g. eInclusion type interventions), but moving towards real 'Inclusive' design of multi-channel services for all citizens.

Activities of this kind can rely on deep interactions (e.g. Crossroads Bank involves data integration between all agencies), yet also exploit more transient relations (e.g. engage a

specific NGO for expertise at a relevant design stage). This suggests these networks need to be flexible, adaptive, and able to react to changing needs and changing social (environmental) pressures (as in ecosystems).

Funding Scheme and Sustainability

The cases show a range of approaches to funding development and operation of multi-channel inclusive eGovernment services. It appears from these cases that the most stable are those connected to core funding from government agencies, and these are where the long term service scenario is quite clear. As we move through cases where the service development is less clear there is a tendency to rely on short term funding. For example, in the Slovakia case (case 2, Elderly training in Internet) the funding is a mixed model of government grant and self-funding (charity).

In common with many such schemes it is assumed this training need arises from unfamiliarity, and as populations age the older group will be more experienced. It is also the case that specific social interventions can be viewed as pilots of service approach (e.g. case 8, interconnecting NGOs who provide work opportunities), and if it works out, it can be adopted as a longer term strategy (move to core funding or part-funded by government). In contrast, some innovative interventions are launched with government core funding (e.g. case 5, training members of migrant communities as community workers) where the solution is deemed appropriate as part of a longer term strategy and policy scenario (enabling new migrants communities to assimilate by sharing power and control at local level).

Front Office Integration

In common with many cases shown in portals such as ePractice.eu, our observed cases show early integration of front office (FO) facilities by either linking front line workers to back office (FO-BO) facilities (e.g. information systems) via new ICT strategies, or by linking FO-FO as part of a service network. Without BO integration (the next topic) this strategy still allows FO workers to find BO information and service components to facilitate their help to citizens (via face-to-face, email, telephone, etc.), or to make contact with other FO workers who can assist in a specific service delivery requirement (e.g. solving a legal enquiry for a citizen in distress). In many cases this also provides the initial basis for an enhanced value network by taking multiple value-chains (simple service relations) and linking them together through practical cooperation.

Back office Integration

Cases such as Crossroads Bank show how back office integration can ensure non-replication of citizen data, ownership of data by most relevant agencies, sharing via ICT to ensure access control, value multiplication through widest usage, and cumulative benefits through FO service delivery. Citizens can be recognised as qualifying for rights and services immediately, so removing costly application processes, and speeding service delivery (while ensuring quality, trust, and control).

Similarly, the Greek Citizen Service Centres (case 4, CSCs) are enabled as a FO action by policy and strategy that ensures BO integration to back-up service delivery by responding to citizen needs. The Catalunya (case 7, GENCAT) portal case also shows that the 'shared service centre' approach starts with BO integration (databases adapted for unique content management by appropriate agencies, plus data sharing across approved applications and services).

There are also cases where BO integration is enabled in the community sector where the data is of a common type/topic (e.g. NGOs or voluntary groups using a common database in case 8), or where the expertise to create and manage the content is highly specialised (e.g. case 18, translation to multiple language for access to eGovernment service information).

In all the cases where we see high coverage of this subject it is apparent that the innovation is enabled by clear access agreements, respect of privacy, common data formats (standards and metadata mark-up), and incremental pilots to test and prove the underlying concepts and designs really fulfil citizen needs.

Service Monitoring

Monitoring in the observed cases is part of quality assurance (QA) both in real time (ongoing) and as a periodic assessment activity. It allows service operators to observe usage and effectiveness of services continuously, and to present a picture of quality and usage in support of planning and service adaptation. A number of cases show that monitoring of this kind is planned and systematic, while many, surprisingly, rely on informal feedback or occasional checks (interventions) to test as required.

Ongoing assessment ranges for personnel activity monitoring (e.g. Kortrijk/Newham case 6– using RFID to monitor service agent visits, monitoring health or activity status), to detailed

measurement of service usage traffic for all service channels (e.g. GENCAT, case 7, Roma case 11, ISAC case 12, and Family care, case 17).

Monitoring which records observations of peoples' actions (e.g. care staff, citizens) is seen to rely on explicit agreements with staff or unions, while monitoring of data (e.g. number of calls, Web pages, SMS messages, etc.) can be made anonymous to avoid privacy fears.

The results of service monitoring are used by case operators to assist future service planning, channel planning, and planning of actors to be included in service networks. Balancing channels is a critical issue for operators of inclusive multi-channel service networks

Channel Choice

Channel Choice is a topic that has its roots in early eBusiness from the 'Clicks and Mortar' period where balancing the online versus offline channels was a new challenge. A strategy at that time was to encourage *channel migration* to get customers online for cost savings in service delivery.

Since that period both commerce and government recognise that different customers have different needs and abilities, and so to reach all of them we require multiple channels and a sensible way to choose between them. The desire to migrate service users to channels that suit providers is still important for many governments, but not as a strong imperative – there is more the encouragement to move online for both cost and convenience, but still acknowledge human-channel needs where they are evident.

Having multiple channels also lets both government and citizens make choices about which channels to use for what purpose. To reach youth the SMS and PDA channels might be more appropriate, whereas there is still are groups who may more easily notice the printed poster in the Community Centre.

- *Organisational Channels* –using other organisations and their delivery channels to provide a 'conduit [30] to the target. Governments can use e.g. NGO partners, citizens can use intermediaries. Using an alternative organisational structure and its facilities is the start of many service ecosystems.
- *Physical Channels* –buildings and people are locations and sources of actual service and support. Face-to-face support is provided by advice workers at the front-line of service delivery.
- *Electronic Channels* –delivery via the Web, email, SMS, telephone advice line, etc
- *Virtual Channels* –specific projects (e.g. a training programme) or social groups (e.g. a community group). This is different from organisational channels since there the organisation agrees to formally deliver service, whereas an informal delivery can be situated within an ongoing activity (relies on synergy and shared values rather than payments and/or service level agreements).

These types of channels that are evident in the observed cases are the main 'conduits' or ways of reaching out to, interacting with, and receiving input from, the citizens who perceive value in the target services. This subject is strongly addressed by all cases, especially cases 6, 8, 12 and 18.

Service and Governance Ecosystem

It is clear from the cases that the early vision of broadband-for-all (BB) was limited in its success, because it implied that all citizens would use technology directly as a service access mechanism. We now understand from these cases that access is via different channels, and while any and all of these channels can benefit from the vision of BB everywhere (ubiquitous access), it is how this and other ICT solutions help the service process that matters – not necessarily who uses it.

For example, in a face-to-face counselling session, it is of enormous benefit that a counsellor has immediate access to a legal database to check citizen rights. In the same case it is also of benefit that a counsellor could have a videophone link to another expert to bring them into a discussion (legal expert, translator, etc.). And so Broadband and ICTs are 'enablers' (the nervous system) of a service network for delivery of governance in new ways.

These cases show that the new vision is to enable the service access environment. A person interacts with the environment and so can interact with service terminals (e-enabled), with people (e-enabled mediation), with service delivery scenarios (teaching etc.), and so ICT can improve all service chains and all aspects of chains (design for all).

[30] See Wilson and Blakemore for an elaboration of channel definitions http://www.mcegov.eu/media/604/presenting-v1_3%20formatted.pdf

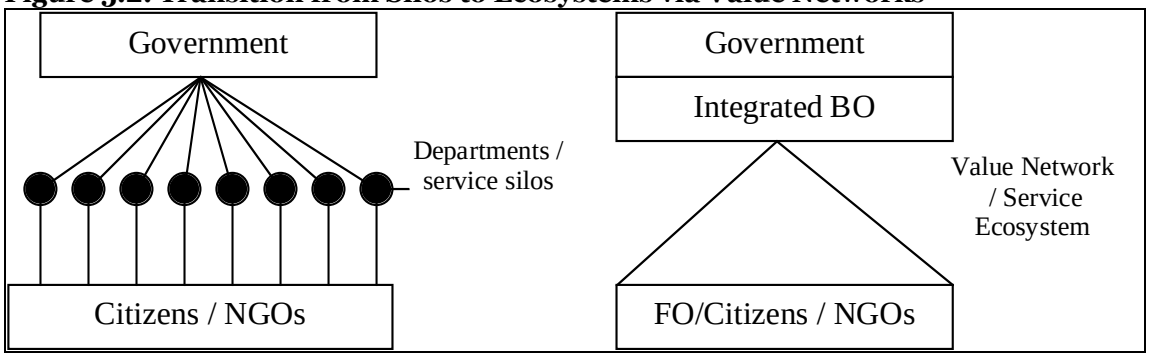
Design for all is not just about disability – it should be the ethos of all design since 'you cannot expect a drug dependent homeless person to deal with ICT – it is for the ICT-able'. Situating this kind of thinking within the value network approach we have seen in so many cases, reveals a kind of service or governance ecosystem approach. Ecosystem thinking may be derived from systems thinking, including participatory design, evolutionary biology, and holistic models, but in the cases we see a more practical application of those sources and ideas.

Participatory design is supported by the nature of the inclusive service networks, and the holistic approach can be seen in action in several cases, for example Amsterdam (Case 8), with the joining together of various self-development schemes for social re-integration. Such a set of actions within the ecosystem of actors emphasises 'autopoiesis', which is the ability of the actors to self produce and adapt and meet the environment as needed.

For such systems (ecosystems) to be sustainable they must have clear but self-produced boundaries, clear but self-produced components. They together react to changes in the environment and are able to adapt and stabilise. In our cases, such ecosystems (and there are few clear ones) conform to these rules by having subsidiarity where it matters (e.g. networks can self manage so long as they deliver outputs), and NGOs can adapt and change structure and function as long as they are nor rule-bound by funding authorities.

In the shift towards value-networks and service/governance ecosystems we see a shift from separate (silo) service lines to integration (BO, FO, and also integration within a service network). This is represented below:

Figure 5.2: Transition from Silos to Ecosystems via Value Networks



The case interviews and experience suggest that service agents freed from 'silo' approaches are more open to collaboration (assisted by integrated Back Office and Front Office via ICT and through collaborative agreements). This means the citizen is more likely to become the main priority rather than the departmental or organisational concerns. Such ecosystems then become driven by citizen needs (the top priority) and less by the regulation and process inherited from older rule-bound processes. This also suggests a shift in thinking from eGovernment as a target (preceding research and technological developments on how to do it) towards eGovernment and ICT as enablers of new forms of Governance (what to do to help deliver value).

Acceptance Strategy

The cases show a variety of approaches to determining how to introduce and gain acceptance of new multi-channel approaches. However, coverage is low and is seen as being indicative of the innovative scenario. Many actors are still dealing with new concepts and pilots and not yet thinking about promoting acceptance. In Kortrijk and Newham (Case 6, new care-at-home strategies) a number of pilots were used to help initiate exposure and acceptance by health workers, agencies and citizens at home.

In contrast, in Utrecht and in Hungary it was through training and involving community members as part of the service channel that acceptance was gained. While large-scale portals (e.g. Catalunya, Case 1) can rely on high-level government services gaining acceptance through wider usage, many of the other cases appear to rely on front-line workers promoting the new service. This lack of planned strategy for promotion and acceptance may be a problem as inclusive multi-channel service approaches develop further.

Service Choice

In several cases, a citizen can elect to improve circumstances by selecting from different services. The simplest examples are in health care where self testing, as against having a regular nurse visit, is seen to be possible. This is similar to channel choice, but in this case it is a choice of different services, and they happen to be delivered via different channels. In Amsterdam, the Multi-Channel and Multi-Service network provides a wide variety of services from which a single person can select to deal with a single problem (social re-integration). In Catalunya, in a simpler scenario, a citizen can select from a variety of online services to deal with a family problem. They can access information about rights, they can use a legal advisory service, and they can make contact with a counsellor who can then speak to the socially excluded person.

All these are different services, but in this case they start with the same channel (Web) and then propagate into other channels. So citizens may be able to use not only different channels but different services to address a single problem. Added to that, a citizen with multiple problems may have issues that interact and chain together (for example, being homeless because of loss of work, because of alcohol dependency, or because of family problems).

There is therefore an evident need, based on these cases, to make sure that when a person is navigating any information space (Web, telephone, face to face, etc.) they can be made aware of a range of relevant services. This is easiest with the Web (it is possible to develop a taxonomy to show related services with links, for example), but needs careful planning and perhaps even training of front line workers, along with inter-service agreements, to exploit opportunities to add value, and to reduce citizen problems more quickly (more cost effective, more damage-limiting, higher value).

Country, structure, and thematic coverage

The cases that were studied in detail, plus the existing Flagship Projects for Inclusive eGovernment from PT, HU, GR, CY, CZ, and AT, were categorised against their main channel coverage and by their domain coverage. The domain coverage used was that developed for the Digital Inclusion Team - City of London [31], because this is a recent classification produced specifically for an organisation with an inclusive eGovernment focus.

The totals are greater than the number of cases and projects, because some have more than one main channel, and many cover multiple domains:

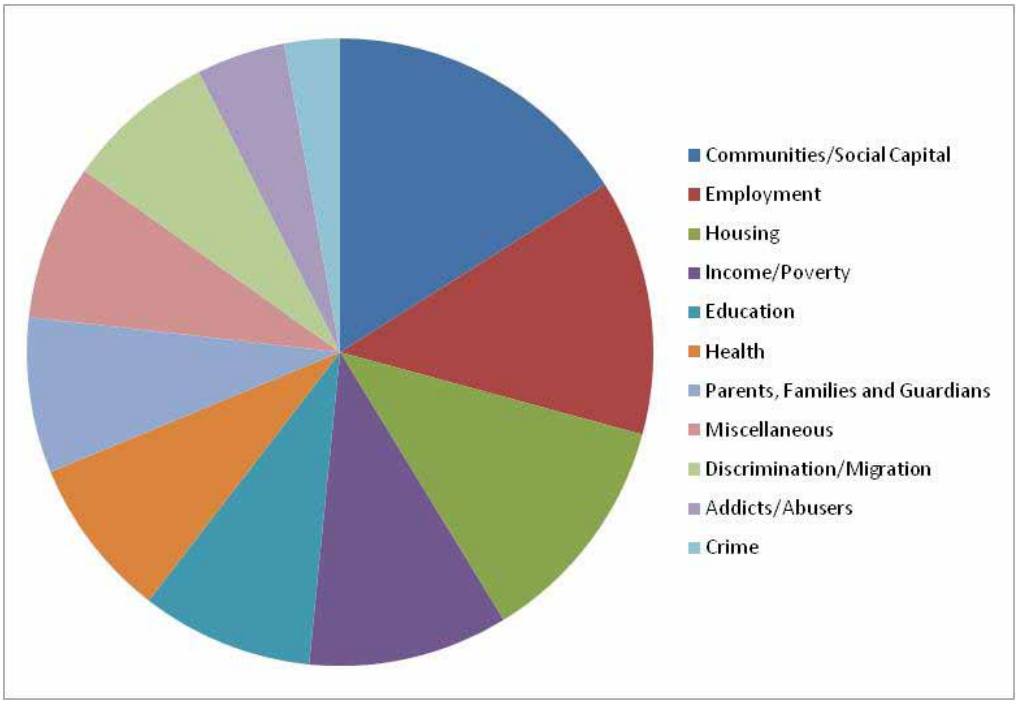
[31] http://www.esd.org.uk/Solutions4Inclusion/groupsearch.aspx

Table 5.3: Summary Coverage for the Cases and Flagships

Summary	(Main channel) **Central/National** PA or Top Down Driven	(Main channel) **Local/Regional** PA or Locally driven by Local PA,	(Main channel) Intermediaries driven (**third sector**)	(Main channel) Private sector driven/**shared** with third sector/PA	
Number of Cases	15	19	11	11	**56**
Countries	PT, HU, GR, CY, CZ, AT, SK UK (SCO), ES, BE, DK	PT, HU, GR, CY, CZ, SE, UK, UK (SCO), NL, ES, ES, IT, BE, DK, LT	UK, SK, HU, UK (SCO), NL, ES, IT, BE, DK	PT, UK, UK (SCO), NL, ES, IT, BE, LT	
Domains/Groups					**Domain/ Group totals**
Communities/Social Capital	14	19	12	11	**56**
Employment	10	16	10	10	**46**
Housing	9	14	9	10	**42**
Income/Poverty	8	10	10	8	**36**
Education	7	9	8	7	**31**
Health	6	10	6	7	**29**
Parents, Families and Guardians	4	10	7	7	**28**
Miscellaneous	9	10	5	4	**28**
Discrimination/Migration	4	9	8	6	**27**
Addicts/Abusers	2	5	5	4	**16**
Crime	1	3	3	3	**10**

While this table must not be taken as being a statistically representative sample of social inclusion projects (the cases were, after all, selected for their focus being relevant to the terms of reference for this study) the overall ranking does show some insights into the thematic groupings of projects focused on inclusive eGovernment and social inclusion:

Figure 5.3: Domain coverage



Just over half of the domain coverage shows a major focus on interventions that build stronger communities, which overcome problems of joblessness, the availability of housing, and poverty-related issues.

The coverage related to education and health and families is broadly the same for all. The Miscellaneous category is a difficult one, since it will include categories that are not explicitly covered in the list, such as the elderly or cognitive disabilities. However, focusing on the lower end of the rankings it is clear that some of the most challenging social exclusions have yet to receive the levels of attention that is given to others.

When social exclusion issues are addressed for criminals, for drug addicts, or for migrants, it is very easy for social prejudice to intrude onto the agenda: 'Why should we help criminals', 'Send immigrants back', 'drug addicts are to blame for their own problems' are responses that are easy to make, and difficult to refute.

Annex B- An Overview of the Cases

Full details of the cases are available online at www.mcegov.eu

Case 1 - Crossroads Bank for Social Security – Belgium

Crossroads Bank for Social Security (CBSS) has built an eGovernment solution which is a sophisticated back-office transformation of services relevant for socially excluded people. This is achieved through interoperating between relevant agencies and employers to proactively check for service needs. It then delivers sustainable outcomes to beneficiaries through the value network enabled by multiple channels where intermediaries and beneficiaries can access services of relevance.

CBSS has built a shared client-facing eGovernment service for social services delivery to citizens. The processes of information integration (through interoperating between the databases of the key actors) are underpinned by the promotion of information security and privacy so that all stakeholders could build trust in the system. CBSS provides the ICT infrastructure to enable both the collection of social security contributions, as well as the delivery of a range of social security financial benefits. The benefits cover: child benefits; unemployment benefits; benefits in case of incapacity for work; benefits for the disabled; re-imbursement of health care costs; holiday pay; old age pensions; guaranteed minimum income.

The benefits are accessible via a channel chosen by the user, including direct contact, phone, computer, or conventional letter. A form of trust-based confirmation is that letters are always sent to citizens relating to benefits, even if the process has been undertaken online. The beneficiary needs are proactively identified through the process of data integration and cross-checking. Therefore the challenge for CBSS is to maximise the take-up of service by beneficiaries. There is no compulsion for people to take-up service offerings, but all actors in the value network (some 3,000 social services actors are in the network) are incentivised to ensure take-up. There are commensurate gains in the quality of social protection through proactive granting of benefits, which avoids previous short-term poverty traps where citizens need services, but spend time applying for them.

The system was being expanded in 2008 to include eHealth. The policy goals are to target healthcare more effectively to patient needs, to reduce bureaucracy, to contribute to evidence-led healthcare policy through robust and accurate data, and to improve the effectiveness of communication and information sharing between healthcare actors. The expansion into eHealth will be enabled by a new law that was passed on 13 October 2008 by the Belgian Government.

Case 2 - Internet tea room for the elderly – Slovakia

Senior Dom in Slovakia is a bottom-up value network where the community of elderly people identified their service needs to overcome social exclusion problems such as isolation and the difficulty of accessing a wider portfolio of services. They have engaged with the channels and services to construct access, develop and enhance skills in ICT channel access, and have also delivered value more widely to society by promoting the active participation of the elderly in Slovakian Society.

The Senior Dom is an example of a bottom-up initiative. People who started this initiative first by themselves experienced that ICT could help them to make their lives richer, to create an additional channel for fulfilment of their personal, intellectual, family and social needs. They acquired ICT skills with the help of their children, family, and friends. Then they realized that other elderly were in a similar situation, needed their help or could build on their experience. For this reason they established the Senior Dom, which (among others) provides ICT training to the elderly and runs an “Internet Tea Room”. From this perspective it was ‘self-identification’ of needs.

Having established the Senior Dom it works as a ‘self-service’ within the community of the elderly, not waiting for help from outside of the community. Senior Dom representatives did not go through special external training, but participate in training activities (especially ICT skills) organized by the Senior Dom itself. The services are provided thanks to grants from and

cooperation with public administration on municipal and regional level. Since in this case the main problem is social isolation, feeling of loneliness of the elderly, the Internet channel is used as a supporting, complementary channel to traditional, face-to-face communication. The services delivered correspond to educational and language competences of the beneficiaries.

Case 3 - Gaming the Tibby - computer gaming technology in community engagement, UK

'Gaming the Tibby' is a gaming approach in a deprived UK community, aiming to build social capacity and social engagement among young people who are at risk of multiple social exclusions. Social intermediaries, and a private IT company, work with the children to develop a computer gaming approach which allowed them to explore social situations in their (virtual) community. This local network aims to deliver long term value in terms of better social cohesion, more trust in government services, and a better understanding of the channels through which services can be accessed.

The project operates within the framework of a national central-government funded, area-based programme tackling deprivation on a particular housing estate with about 3,000 residents – the Safer, Stronger Communities Fund (SSCF). The challenge is particularly acute in terms of young people: educational attainment is amongst the lowest in England (despite the fact that the local schools are not poorly performing), and there is a specific need to engage those who are currently, or at risk of becoming, NEETs (Not in Education, Employment or Training). The critical age-group targeted is schoolchildren aged between 14 and 16, based on the idea that changing aspiration within this cohort will lead to societal change over time. Facilitators and intermediaries were recruited through existing networks built through the SSCF programme, providing a range of individuals including council staff and NGOs who already had roles in SSCF programme delivery.

The gaming technology was demonstrated to a meeting of 20-25 key local residents and providers of services locally, and who were identified as the main influencers on the estate through knowledge and local contacts built in the course of the SSCF programme. Seven volunteer facilitators came forward, comprising a mixture of residents and community workers. The intended impacts are longer term and social/cultural. The degree of engagement achieved (40 young people) and generally high levels of interest are positive short-term effects. In the longer term any impact must concern key indicators of deprivation, especially educational attainment.

The societal value is potentially significant. Engagement raises aspirations and offers a communication route to influence and encourage young people in danger of further marginalisation to access education, health services and ultimately employment. Reducing the proportion of NEETs will have a positive impact on society and the economy, as well as on the specific estate targeted. The private company that developed the software will continue to try to generate new business through replication with local authorities across the UK. The intellectual property rights for the 3D visualisation for the Gaming the Tibby project is owned by the private company, which allows local government to use it on an on-going basis as part of a partnership arrangement.

Case 4 - Citizen Service Centres (CSCs), and services for Disabled People in Greece

In Greece Citizen Service Centres (CSC) were designed to overcome many of the problems citizens experienced in dealing with the gatekeepers of government services. Although the initial emphasis was on headline services such as licences, certificates, and income generating services, the CSCs were important in helping to overcome low levels of trust in government organisations and services. Disabled citizens, who suffer complex exclusions in the labour market has utilised CSCs on behalf of its stakeholders to build a value network that encourages government to provide better and more targeted services.

The national network of CSCs is designed to provide better quality interactions between all citizens and government. It facilitates more effective transactions across many areas of public services, and in particular meets the needs of citizens who were previously disadvantaged by geography, often having to travel long distances. ICT has provided an efficient, effective and standardised way of delivering a local presence. The emphasis is currently on eGovernment transactions such as licensing, certification, and the provision of information. CSCs have made a significant contribution to reducing the power of gatekeepers and combating corruption.

For disabled citizens, a separate initiative led by IKPA (the Institute of Social Protection and Solidarity) offers to people with disabilities fully accessible online services for eGovernment

and provides a fully accessible eGovernment portal. This innovation has been led by IKPA together, with the technology-platform provider FORTH/University of Crete. In terms of collaboration between ministries to exploit the potential of eGovernment to address social exclusion, developments are at a very early stage. Through the leadership of IKPA any electronic exclusions created by the advent of the CSCs and eGovernment portal, have been addressed on behalf of disabled people. Other key reforms concerning the system for disability entitlement are being addressed and will make use of enabling technologies such as smart-cards.

Case 5 - Social Exclusion Services in the City of Utrecht, Netherlands

The City of Utrecht (NL) views social exclusion as being a set of problems that are 'owned' by the City, and which require a coherent set of interventions by the City. Service responsibility is devolved to local intermediaries who are trusted by the socially excluded people, in a value network whereby the intermediaries and beneficiaries advice the City on the design and delivery of services.

The public authority in Utrecht works closely with Neighbourhood workers and social workers and project workers, to identify needs for inclusion in determining services and facilities. The organisation has devolved control towards neighbourhood level community groups, and has trained members of minority communities as field workers. Innovation comes from designing service centres and service delivery to match community suggestions, and by changing service hours to match activity profiles of users. The case shows good use of intermediaries for service delivery. Intermediaries are selected from target communities to accelerate social inclusion.

This creates respected opinion leaders within communities, language experts in the service chain, and domain expertise in the system. These intermediaries are explicitly employed, for example as. neighbourhood workers. Beneficiaries are involved via community group representation, and so their opinions are the basis (along with those of experts) for housing re-planning, community centres, and other services. Rights and obligations are part of the very active dialogue between government and citizens in Utrecht. The cases use a mix of electronic and traditional channels, such as face-to-face, mediated via front office, home visit, and community group engagement. The services meet language, cultural and educational level through use of local actors who are part of the community and know the culture, language, and are sensitive to needs of beneficiaries. The training of community workers is an added cost.

For the target community the training of young Moroccans is a clear demonstration of acceptance by the host community, and is an initial instance of assimilation such as young people joining social service delivery chain. These trained workers can then deliver support service in preferred language to a community who accept them more than officials from Utrecht (Dutch) society. The value is improved access to critical information for new migrants, including services and provisions for their children such as education. The specific services and manner of service delivery add value by helping accelerate migrant assimilation to Dutch culture.

Case 6 - Home Care vs. Care Home: multichannel service strategies for independence, UK/BE

Home Care vs. Care Home ,is a cross-agency, and cross-country (BE, UK) venture including local government, the Health service, and local intermediaries in a UK Local Authority, is working with people who have health problems that lead to social exclusion. A new front-desk facility uses multi-channel access that allows the intermediaries to construct personalised service packages that meet the needs of individuals. The basic service value chain becomes a value network through the ability both to overcome health problems, but also to reintegrate people into society and work in a sustainable manner.

The main actors are public administrations and health authorities who know of the needs of people in their care. Partnerships with social work agencies and other care organisations allow them to understand and respond to the wider needs of people who wish to maintain independent living despite age or infirmity.

The service agencies have been reshaped to form a new front desk operation (via video, and multimedia communications), and to include field workers who deal with service users at home. The field workers undertake new roles such as technology installation and maintenance, plus counselling and assessment of needs on an ongoing basis. Power is at local level in such cases since that is where the present decision making occurs. In countries adopting this approach there may be a need to consider a shift of power and decision making.

The services use ICTs to allow new forms of care service at home. For example video allows visual assessment, real facial communication (for reassurance, improved understanding, etc.). ICT has impact all along the value chains. Management and integration of health data at the back office is on the one hand reliant on a mixture of human and technology channels at the front-line of service delivery, while at the same time providing benefit to front line workers and care-recipients who can make use of centralised and integrated data to support diagnostics, service planning etc.

The basic service value chain becomes a value network through the ability both to overcome health problems, but also to reintegrate into society and work in a sustainable manner. Local health provision policy has been reshaped to create an assessment process allowing for home care and continued independence as an option. Policy has also been adapted to allow inclusion of service providers in an extended network of operators. Outcomes are assessed by social workers and health workers who only approve new arrangements if they are seen to benefit clients. Focus groups of care workers, along with groups of older people, have been used to assess the overall benefits, residual problems, and opportunities for improvement.

Case 7 - GENCAT - Multichannel inclusive eGovernment in Catalunya, Spain

In the GENCAT project the Catalan Regional Government (Spain) has undertaken a fundamental transformation of its service landscape by prioritising that all citizens, regardless of ability or social inclusion/exclusion, should be provided with effective access to relevant services. A comprehensive eGovernment portal is the means through which the individual agencies can transform their silo offerings into service solutions that meet individual needs. The inclusion of a 'communities' portal is central to the creation of a value network, because it is a significant mechanism for engaging the many organisations who have special interests in specific social issues and problem areas. Key benefits are easier access to services, faster solving of citizen problems, and the enablement of intermediaries who can use the Web channels to find information in support of their clients.

There has been major organisational re-shaping. Services are merged within a common portal and provided within a common and consistent environment. Intermediaries are used for call-centre service delivery (a commercial company). The customers are not directly involved in service delivery, but are using 'self service' approaches to finding solutions to problems via the online service systems. The main investments are into Web portal creation, data integration and creation of call-centres. Key benefits are easier access to services, faster solving of citizen problems, and the enablement of intermediaries who can use the Web to find information in support of their clients.

The GENCAT 2.0 programme intended that the whole arena of governmental services towards citizens should be completely inclusive by: harmonising the approach to Web site and Internet service design; exploiting latest technologies for easier citizen interaction; improvement of multiple channels of service delivery; integrating information resources; and, providing common information and support both online and offline. GENCAT 2.0 addresses all citizens and tries to provide complete coverage of all possible usage scenarios. This means the approach is completely 'inclusive', and attempts to find suitable channels of service delivery for the different kinds of usage context.

The stakeholders together carried out a usage analysis to understand the way users were trying to use the portal and associated specific service sub-portals. At this stage they also applied usability analysis methods including eye-tracking techniques, and developed an in-depth reconsideration of the whole Web structure, in particular the user interface.

The GENCAT approach to Inclusive eGovernment is to accept that all citizens must have equal rights of access to information about services and opportunity to apply for such services. Their actual rights to use services of course vary with their personal situation, but making sure that they can explore opportunities ensures that they will find and take benefit from the services they have a right to enjoy. The inclusion of the 'communities' portal is a significant mechanism for engaging the many organisations who have special interests in specific social issues and problem areas. By collaborating with them and by observing their progress in working together, including development of clear perspectives on certain social issues, the emergence of new service needs can now be monitored more clearly.

Case 8 - Daily Activities: Social inclusion through work, Netherlands

In the City of Amsterdam (NL) an 'ecosystem' of social care delivered through multiple channels, and involving an extensive value network of intermediaries, delivers sustainable outcomes from social exclusion. The intermediaries work with socially excluded people to help find and manage work opportunities. These intermediaries are already part of the existing network of support which can guide clients toward the self-operation of services. This form of intervention goes well beyond finding someone just a 'job', to preparing them in terms of work skills, social skills, and accommodation so that they can be sustainably employed.

The needs of socially excluded people are known by the various community groups, Stichting[32], and public authority service departments. Citizens in the target groups need easy access to information on opportunities for daily activities, especially work, and especially those linked to accommodation and chances for personal advancement. This has been achieved by having community organisations share their databases and join a common scheme for provision of support in finding work and useful activities for excluded citizens. The organisations have not been reshaped, but have transformed their operations.

The services are innovative since they allow community groups and job providers to post opportunities, and then allow citizens to seek work or to ask their case-worker (intermediary) to assist in finding opportunities. The intermediaries work with clients to help find and manage work opportunities. These intermediaries are already part of the existing network of support (i.e. work for voluntary organisations). The target group cannot self-design services but can self-operate services. The service is provided via Web, email, face to face, and telephone. The services are designed to meet educational needs and can be supported by intermediaries. Resources are provided by a large Insurance Company, a Charitable Lottery Fund, and various departments of the Public Authority (Amsterdam) who use the services.

A value network such as this demonstrates how the actors interlink their activities to provide interdependent service interventions which extend the tangible gains of a value chain, with the intangible gains of a value network. For example, the value of having support in rebuilding personal dignity and a feeling of societal worth cannot easily be stated in hard financial terms. The growing independence of a person overcoming mental illness can allow another family member free and able to go back to work. A person finding work to help recovery from drug addiction can minimise the risk of reverting to crime, and this avoids the costs to society that crime can cause, such as the direct costs of crime, plus legal systems, prisons, etc. These intangibles are best 'measured' in term of the outcomes that address the original policy goals.

Case 9 - Service Strategies for Socially Excluded Groups – Scotland (UK)

The devolved Scottish Government (UK) is working with actors at all scales to focus the national level policy targets for social inclusion onto local realities. It will achieve this through *Single Outcome Agreements* (SOA) which are contracts between national government and the network of local actors including local government, Third Sector and other intermediaries, and the private sector. The local partners will identify the set of national targets that are relevant to their socially excluded groups, and will agree a coherent policy to address them. This creates an integrated value network that works effectively from national to local level in delivering sustainable outcomes both from exclusion that also meet national policy goals. Multi-channel access to service importantly will help to empower the local partnerships by allowing them to construct service portfolios for the beneficiaries.

The focus on the individual, and their complex of social exclusions, is being addressed by encouraging individuals to become part of the delivery chain, and to support them in this process Third Sector (TS) organisations have been identified as being key actors in the delivery chain. Through the *Enterprising Third Sector Action Plan* there is a prioritisation of training and support for Third Sector intermediaries. This is being undertaken through and the provision of funds, for example through the Scottish Investment Fund.

Consequently, there is a logical connection between an integrated eGovernment portal in the context of an acknowledgement that socially excluded people are both less likely to use the Internet, and that the task of connecting them to services is likely to be achieved rapidly and effectively not just through pure electronic channels, and much more likely where they are provided with trusted support and advice. Hence the focus on the Third Sector, which is positioned to help identify service needs, and to help deliver them.

[32] "The Stichting INGKA Foundation is a Dutch foundation founded in 1982 by Ingvar Kamprad, who is chairman. The name "INGKA" comes from a contraction of his name; "Stichting" is the Dutch language word for foundation. The stated purpose is To promote and support innovation in the field of architectural and interior design". http://en.wikipedia.org/wiki/Stichting_INGKA_Foundation

This creates an integrated value network that works effectively from national to local level in delivering sustainable outcomes both from exclusion that also meet national policy goals.

Case 10 - eGovernment for Disabled People, Greece

This is described in combination with Case 4.

Case 11 - Services for the Roma through eHungary centres, Hungary

In Hungary the Roma community, with a history of significant social exclusion in the country, has been empowered through a focused use of the eHungary Internet service access points. The Roma pilot project is a sub-project of Hungary's national eHungary project, with annual funding of approximately €500,000 a year. The remit of the eHungary project was to add a human angle to the public Internet access points already created, the recognition being that simply providing the ICT tools is not enough. This was to be achieved by developing a knowledge network of 'eCounsellors'.

The Roma pilot project aims to improve the digital literacy skills of the Roma community through training and support, through this to improve the 'life chances' of disadvantaged Roma populations for example through access to employment, training, welfare support. It builds capacity within Roma communities through the development of eHungary Centres which are embedded and led from within the local Roma community, and this improves social and community cohesion between Roma and Hungarian communities.

The project is founded on the basic premise that access to the Internet, coupled with the associated necessary skills and support, will improve the life chances and opportunities of disadvantaged Romany populations, through provision of access to information and services, and improve their position in terms of education and employment. The Roma eHungary Centres offer free access to broadband Internet. They offer mediated support and competence-based training for citizens. This is provided by members of the Roma community acting as eCounsellors.

The project set up local Internet centres where the local community can access the Web for free. They can participate in social activities (for example to play games), do Internet banking, and access government services and the main eGovernment portal. The eHungary project links closely to a range of inter-governmental policies and programmes, notably Hungary's 'Client Gate'. This gateway allows users to securely identify themselves online (eID) and gain access to Hungary's transactional eGovernment services through the portal. At least 18 of the EU's 20 prescribed eGovernment services are accessible via this Client Gate.

The project leader in the eHungary centre took an active role in identifying the need for dedicated Roma eHungary Centres and in approaching appropriate members of the Roma community (community leaders and stakeholders) to help initiate the project. She spent a significant amount of time during fieldwork, meeting and networking with Roma community representatives, convincing them of the benefits of the project and gaining their commitment.

A series of local meetings and workshops were held to build up relations and awareness of the project. A local gypsy project coordinator was recruited to help networking at local level and identify suitable collaborators. The Roma community themselves were given responsibility for identifying suitable locations for the 10 new Roma eHungary points and appointing the staff within them. This high level of face to face work was necessary given the tight knit nature of the Roma community. This significant time-investment and 'hands on' approach to the pilot project has ensured its early effectiveness and delivery. Empowering local Roma communities themselves to decide how and where the government funds should be spent was critical. The strong working relationships already built up and the enthusiasm held by all project partners was clearly visible during the case study visit. Feedback from the project team also indicated that the Roma community was very open and welcoming towards the initiative.

Case 12 - iSAC - multichannel inclusive eGovernment using Natural Language Processing, Spain

In the city of Terassa (Spain) advanced technologies have been used to make the integrated eGovernment services much more readily accessible to socially excluded people, through the iSAC project "Servei d'Atencio Ciutadana". To overcome problems such as lack of access to ICTs, difficulties in literacy or in articulating needs, the City has developed a natural-language processing facility which enriches the existing channels, as well as allowing much easier access through ICTs.

Available channels include face-to-face, online, deaf interpreters, public access points. Importantly all channels use the same coherent information sources, and natural language processing technology is part of a semantic ICT network exploiting a detailed service vocabulary, frequently asked question (FAQ), a search engine based on relevant semantics. Citizens therefore are able to access important information more 'naturally' rather than being forced to use keywords or other search mechanisms, and they are provided with consistent information regardless of channel.

The aim of the project was to implement a pilot of multi-channel Inclusive eGovernment services exploiting useful technologies and human supported activities to provide a set of alternative channels for citizen access to information about services. The specific objectives were to: develop a new channel for accessing public information and services; improve transparency and trust in Public Authorities; launch a citizen-centred inclusive and learning eGovernment service; improve ease of access and length of access periods; include a system for continuous evaluation of services; explore and innovate new types of citizen services; and, share a standard approach with other public authorities.

The target groups in this programme were all citizens and business in Terrassa. They aimed to implement a multi-channel Inclusive eGovernment strategy whereby all citizens and business might have better access to service information at all times. The main activities in ISAC have been: forming a partnership to execute the project; developing a strategy for service redesign and implementation; integrating all relevant city information (public and private); identifying suitable technologies and service strategies; identifying service partners who can be part of the value network; and, designing pilots and methods of evaluation to test the concept and operational practicalities.

ISAC aims to provide an 'inclusive' eGovernment approach where the needs of all are met within an inclusive and common strategy. People who cannot afford Internet access at home can use a public access point, or can phone, or use a face-to-face advisor. People with disability can use access technologies as for any other service (e.g. accessible Web browser, screen reader, deaf interpreter). By providing a multi-channel solution, the municipality ensures that no citizen is left behind and can gain access to service information in the easiest possible, and most preferred, way.

All online content and interactions are provided via Web sites operated by the municipality and which conform to local design standards taking account of needs for Web accessibility by different classes of users.

A citizen can, via Internet, simply type a free form (natural language) question. The question is passed to iSAC for analysis and selection of matching answers based on natural language semantic extraction, pattern matching (via semantics of government vocabulary), and identification of good matches (statistical model).The usage rate in 2008 was equivalent to 72,000 sessions per annum. Each session can include more than one service question or service request, and so the service level is estimated to be more than double that of the original service (about 40,000 calls a year). Citizens can give feedback at the end of each session, and indeed are invited to do so. This feedback is regularly analysed to identify problems, usage issues, and any trends indicating needs for change of service strategy and content.

Case 13 - Social exclusion interventions in Copenhagen, Denmark

Projects targeted at socially exclude people in Copenhagen, and at the elderly nationally, show how an advanced eGovernment system still needs the strong involvement of Third Sector and other intermediaries to deliver value to beneficiaries through local level value networks. The Danish Government expectation that citizens use the sophisticated and integrated eGovernment online services can make it difficult for the most marginalised people (who have low ICT skills and limited access to ICTs) to engage with government services. Intermediaries therefore create a value network by working with socially excluded people both to link them to services, and also to provide training and support so that as people exit their exclusions they gain the skills and knowledge to interact directly with the online and other services.

While beneficiaries can access services online through the national eGovernment portal, many socially excluded people are mono-channel service consumers, often not using the electronic channels. Therefore the effective service delivery is largely through the intermediaries, who can be involved in education and support actions that then enable the socially excluded people to exit their exclusions and also to become multi-channel consumers.

Socially excluded people are mainly directed to services offered by, or through, the Third Sector. Third Sector partnerships with Government are generally not based on formal

contracts, and are not driven by regulations. The partnerships happen as the result of decisions by the Third Sector to invest their resources into targeting exclusions. This principle means that government does not distribute funds directly; instead, independent peer groups of experts and professionals (e.g. the Danish Youth Council) make funding decisions. Moreover, it is rare that grants provided are tied to achieving a particular outcome reducing monitoring requirements.

The Co-Helper project has been launched at two citizen-service centres in Copenhagen. The objective of the project is to support and educate those citizens which visit the citizen-service centre, largely through channel mediation. Through supervision the citizens are made confident in using the Web for future service delivery and interaction with government. As part of the education the citizens are offered a mobile digital signature on a free USB stick. The digital signature can then be used at the citizen-service centres and at public libraries where there are free computers available for all. Basic IT-support is offered by librarians.

The public value of the Copenhagen for a marginal investment is that more people are moved to self-service freeing resources of civil servants to do other tasks. This should lead to more satisfied end-users but also more satisfaction among employees. Job satisfaction is of great importance given that the workforce is shrinking in Denmark and it is crucial that public sector becomes an attractive place to work. The social value is that a group of citizens which were not included in the social network of the information society get access to it through the general training.

Case 14 - Socially Excluded Service Delivery in Trento, Italy

The Autonomous Province of Trento (Italy) has built an integrated governance structure that targets services to the needs of socially excluded people. It does this in partnership with intermediaries, within a social model that aims to overcome exclusions rapidly both to achieve economic benefits by re-engaging excluded people in the economy, and in maintaining the high levels of social cohesion in the Province. The Province has used its culture of cooperative governance to build very strong integrated organisational channels, where the structures work together to deliver services to socially excluded people. It is in that context that the use of multiple channels occurs, where the government organisations and the intermediary partners construct service portfolios that are directed at the specific needs of individuals and groups.

There is a clear policy objective relating to the "*social integration of disadvantaged groups through technology ICT*". In that context, home automation, linked to intelligent monitoring, is a component in the value chain where excluded citizens are reintegrated into the wider social structure. The various technology interventions are therefore seen as a package of support for people who are socially excluded, and by focusing on their safety, security, and autonomy, the people are re-integrated into wider social and economic activities.

The value network is further emphasised through what the Province of Trento terms "*the district of solidarity*". This is an economic policy based on the use of local human resources in a context of social equity and sustainable socio-economic and environmental development. This is achieved through a partnership approach to finance, production, distribution, and consumption of goods and services. Technology channels are used within the integrated organisational and governance context, and a clear lesson from Trento is that the use of multiple channels delivers value when channels utilised within a coherent policy and organisational ecosystem that involves all actors in the deliver chain.

Trento therefore utilises ICT channels where they are seen to help maintain social and economic cohesion. There is considerable sharing of information. For example the service needs of the elderly people are documented and developed within integrated 'social information files' so that (subject to privacy and data protection) the agencies involved can provide joined-up service interventions.

Case 15 - Social Exclusion Services in Lithuania

Lithuania is used as a case not because it has a rich landscape of sustainable services for socially excluded people, but because it has history of a low level of development of the intermediary sector, and has been developing policies that address social exclusion. The Lithuanian case illustrates a traditional eGovernment pathway, with significant expenditure in recent years on implementing online services and providing access to the Internet, but where extension of the opportunities into key areas of social welfare is challenging. It therefore presents an example of 'latent' multi-channel use for service delivery to socially excluded people.

Whereas inclusive eGovernment approaches tend to work best with the involvement of Third Sector organisations, in common with many former Soviet states Lithuania is still developing the Third Sector. However, this case illustrates that local actions, in one of the most difficult fields – homelessness – are improving services to excluded groups, but that the lack of an enabling framework in the form of specific policies to reduce homelessness (rather than address it just asn an emergency intervention), means it is difficult for municipalities and others at the delivery level to move forward.

Positive developments are underway in the employment field, and this offers significant potential to provide better help to the homeless if integration of services can be achieved. Technology offers huge potential for Lithuania and other new member states to make a step change in service delivery to excluded groups by building on the existing eGovernment service value chains, maximising the channel access, and developing robust strategic partnerships with local level actors who can create value networks.

Unlike many other EU countries, where the Third Sector is recognised as an equal partner for the government in the delivery of public services to disadvantaged groups, in common with some New Member States, NGOs in Lithuania not, as yet, extensively involved into the public policy debates, consultation processes, and currently have little input into how services are delivered. A key issue therefore is improving the quality of available services by integrated assistance where deployment of services through multiple channels, coupled with multiple actor value networks, can offer significant potential for service improvement. Individualised overview of personal needs and guidance is very important as well as an inclusion by service design, not as add-on or an afterthought.

Case 16 - Mobile Internet Training and Access in Cyprus

Cyprus has a large and dispersed rural population (35% of the population live in rural areas), with complex economic needs and social exclusions, and who have much lower ICT access than urban areas (5% in rural areas as against 65% for urban areas). Targeting the service needs of socially disadvantaged rural people was first addressed through a pilot action for fixed location ICT 'coffee shops' which helped to build ICT skills, trained people in electronic banking (using ATMs etc.) and gave advice about government services. The pilot revealed the need for enhancing technological skills levels across more remote areas of Cyprus. However the 'coffee shop' model was deemed to be too high budget and have too high a level of operating costs to be rolled out sustainably across the country.

Instead the concept for a mobile option was developed, which would reduce operating costs while expanding service reach, and a mobile bus, which is accessible to disabled people, was developed. This reduces operating costs, expands service reach, and enables a more coherent construction of intermediary skills and knowledge about social exclusion problems and needs across rural Cyprus.

The aims of the project are to stimulate the use of ICTs (Information and Communication Technologies) in various target sectors in Cyprus, particularly specific target disadvantaged groups. In particular the project aims to bridge the gap between urban and rural areas in terms of Internet usage. The idea behind building a bus is to take the technology to those in need, rather than requiring remote communities to travel to access its services. The virtual bus project is targeted at citizens and SME's (Small and Medium sized Enterprises) located in the rural and more remote areas of Cyprus.

The virtual bus project is a mobile Internet research and training unit which is a bus fully equipped with computers, wireless Internet access and mobile technologies, with its own electricity source and office space for 11 users. The virtual bus has an area which is accessible to people with disabilities. In association with individual projects (such as eInclusion projects, or as part of the dissemination stage of other European funded projects) the bus tours Cyprus providing dissemination activities, giving out information and providing training sessions. The Ministry of Finance provided some funding for the virtual bus to expand to a wider programme of visits across 20 villages commencing in January 2009. Following a final report and if successful, the project may then be rolled out to create four buses.

Case 17 - Family care in Sweden

The ACTION partnership in Sweden addresses social exclusion of elderly people through a multi-media and multi-channel home-based support service for elderly people and their family carers via a package installed into client homes. Starting as a funded EU project the service developed a value network of partners across social services, higher education, and ICT business, and now is a sustainable non-profit company. Multiple channels support both

effective service delivery and direct human contact between all the actors involved in achieving sustainable independent living for the elderly.

The ACTION project aims to help families to access education, information and support about family care giving. This information aims to empower the carers and those cared for, to make decisions about their own care situation. ACTION offers home-based support for elderly people and their family carers via a package installed into users' homes. Multi-media content which is built around carers' needs, for example information on practical aspects of caring, caring skills, specific conditions, services available, respite care, is provided as well as an Internet video-phone which enables them to access a dedicated helpline through to a 'call-centre' healthcare professionals within the municipality. A video-phone allows family carers to contact dedicated staff based at a small call-centre.

The project has seen the development of a new value network which grew out of an EU funded study. In Sweden the ACTION partnership between the university and Telia (the national Swedish telecoms provider) led to the continuation of the project beyond the life of the original EU funding. This partnership worked well, since it was acknowledged that the project needed to make its services widely available (mainstreaming) and the broadband service being developed and promoted by Telia worked well as a vehicle for this. The ACTION project benefited from having the security, reliability and well-known branding of the well known domestic supplier as part of its product offer. The project has therefore become a self-sustaining organisation beyond the original funding period through becoming an autonomous not for profit company, co-owned by the University of Boras and Telia in 2004.

The main channels used are: a home PC; broadband; giving access to the ACTION network of info and educational programmes a Web video phone giving access to a call-centre staffed by social care nurses and enabling carers in their homes to contact each other as well in a social network. Early user feedback illustrated that users wanted the project to help them develop IT skills rather than relying on existing skills. Services are designed in a user led environment (by users for users) so they are in a language the users can understand.

Service evaluation shows that carers are more able to access relevant services (for example assistive aids and home adaptations) that they had not been aware of or had not accessed before. They are also more likely to access other local support service such as accessing day centres in the short term and accessing respite care in the longer term. This is primarily because of the information and education programmes and the one-to-one support from the call-centre provided via ACTION that helped to inform people. This led in short term to greater uptake of services but in longer term to reduced cost of, and dependence on, longer term care.

Case 18 - MultiKulti services for migrant social inclusion, UK

In London (UK) MultiKulti is a multilingual provision of advice service support in areas such as poverty, immigration, employment, housing and other critical social areas of need for new migrants. The service is provided by a London Advice Service Alliance (LASA, an association of advice agencies, funded by London local government authorities as an independent source of information and advice, which provides expert resources for its members. The Local Authorities work together to create a value network across administrative boundaries, but grounded still at the local level, and working across London with the actors who are dealing directly with the needs of socially excluded people.

The needs are mainly identified from front-line experience of case-workers, but are added to by agencies seeking specific services from LASA (e.g. Tax Administration). They work in a combined services scenario, with their own Web portal as the hub, and with their services being combined with other front-line delivery services as part of a package of support. Information is shared between agencies and integrated in different ways – Unicode format is used to allow transfer of multilingual content

The focal organisation has re-shaped itself by adding freelance translators, interpreters and case-workers to its network of operatives. This is done to ensure relevant expertise from the problem domains is the main driver for service and content design. Power is devolved from government agencies to the local level to allow a shared resource of translated material without replication (reduced costs and administrative burden). Service creation and innovation is completely at the level of the service provider organisations. Funding from government agencies and from charities is used instead of fee payment mechanisms (more freedom to government – it shows as project support and not service purchase). The service agency is then free to develop services to meet citizen needs, and only then think about what channels should be used for deployment (service-led).

This case is entirely dependent on effective use of intermediaries for service delivery, and also for service creation. Freelance translators and case workers create content, and are also part of the community of content users who act as intermediaries for a range of agencies.

Freelancers working as translator or advisors work under contract to local authorities and to Third Sector agencies. The level of the 'translated content provision service' the work is primarily done under a grant agreement whereby the contract is implied in the terms of the grant (e.g. to support a service 'project') and so can be terminated as and when funding agencies see no further need.

Socially excluded people can be part of the service delivery chain in cases where public Web access is used by a family member, or a community member, who then acts as advisor to the target person. This is a form of self-help that is encouraged. The form of delivery is entirely tailored to the language and educational scope of the beneficiaries and their supporters (case workers, front desk staff).

Annex C- Selected Literature

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