Capgemini
CONSULTING.TECHNOLOGY.OUTSOURCING

MUTUAL LEARNING: BENCHMARKING EGOVERNMENT SERVICE DELIVERY IN TURKEY AND EUROPE

WEB BASED SURVEY ON ELECTRONIC PUBLIC SERVICES

OCTOBER 2007 REPORT

Prepared by: Capgemini
For: Turkish government

First draft

For more information about this survey, please contact:

Capgemini

Barbara Lörincz – Senior Consultant   Matthias Nijskens – Senior Consultant

Barbara.Lorincz@capgemini.com   Matthias.Nijskens@capgemini.com

Hilde Van Eylen – Senior Manager   *Capgemini Belgium*

Hilde.Van.Eylen@capgemini.com   *Bessenveldstraat 19 – B 1831 Diegem (BELGIUM)*

TABLE OF CONTENTS

1. MANAGEMENT SUMMARY

Turkey's very first participation in the 7th eGovernment benchmarking exercise of Capgemini is an important commitment of the Turkish government towards greater policy coherence with EU Member States. Most importantly, Turkey's efforts have lead to measurable results in this benchmarking, placing Turkey closely to the EU average with regards to the main indicators "online sophistication" and "full online availability".

This study has brought the following main findings:

Turkey's strategy of bringing high-value, high-impact services online has paid off: Turkey has scored 69%, close to the EU average of 76%. It reaches full online availability in terms of income generating services. Reaping the benefits of income-generating services will, according to the recent ICT strategy, remain an important policy issue for the Turkish government. Improvements in services of high importance to citizens, cutting red tape are the next steps to be taken. Important hereby is to keep in mind the increasing importance for user-centricity, proactive service delivery and more personalized services. These should determine future developments.

Turkey's achievements reveal a contrasted picture when looking at results for different end-user groups, businesses and citizens, with much more sophisticated e-services for businesses. A significant gap to the EU average can be identified for services to citizens as Turkey only reaches 57% of sophistication within this target group; however, Turkey even outperforms the EU average with regards to eGovernment sophistication for businesses, reaching 86% of online sophistication for public services delivered to businesses.

Within the above end-users groups, the digital divide needs to be addressed proactively. A well thought and implemented multi-channel service delivery could be an answer to this, ensuring that those segments of the Turkish society, which do not have access to ICT, also benefit from more efficient, integrated public services.

The e-service delivery capacity of subnational governments seems to be vulnerable to disparities in Turkey. Country experiences in Europe show that local governments can feel "left on their own" when it comes to providing e-services. Building eGovernment delivery capacity seems to remain a key concern at sub-national levels (including the 3 225 local governments) in Turkey which in turn are, per definition, closer to citizens and could leverage on their knowledge about user needs, demand and satisfaction.

Turkey should continue focusing on user-centric and ideally also user-driven eGovernment service delivery. Similarly to many European countries, Turkey has first improved back-office structures and created administrative-centric e-services that primarily reflect governments' needs (i.e. income generating services) or enable the delivery of public goods (i.e. ICT-enabling public security applications). Today, the shift towards the next generation of e-services (which e.g. feature user-oriented design, an increasing degree of user participation) is to be implemented in Turkey.

Results are showing a mixed picture of achievements of Turkey. This country is capable of delivering sophisticated governmental services and willing to move forward with modernizing services. At the same time it struggles with its big size and diversity, which complicate nation-wide reforms of its administrative legacy. Strong political sponsorship and sustained efforts are the necessary elements to help Turkey move forward on its path of modernization.

1. SCOPE OF THE SURVEY WITHIN THE TURKISH EGOVERNMENT VISION

Turkey has put significant efforts into demonstrating its commitment towards eGovernment initiatives of the European Union. It has:

- Become a party to the eEurope+ Initiative which has been designed for EU candidate countries in 2001.
- Developed its eGovernment policies along the principles of the Lisbon Strategy which aims at making the European Union the most competitive and dynamic knowledge-based economy in the world by 2010.
- Emphasized translating policy actions of the eEurope 2002 and the eEurope 2005 Action Plan (both prepared within the framework of the Lisbon Strategy) into its national eGovernment strategy.

Turkey's very first participation in the 7th eGovernment benchmarking exercise of Capgemini is an additional and voluntary commitment of the Turkish government towards greater policy coherence with EU Member States. Most importantly, Turkey's efforts have lead to measurable results in this benchmarking, placing Turkey closely to EU average with regards to the main indicators "online sophistication" and "full online availability".

Strategic priorities of eGovernment in Turkey

Turkey's national eGovernment vision is outlined in its most recent Information Society Strategy (2006-2010). According to this strategy, Turkey's ongoing transformation into an information society is to be pursued around 7 fundamental strategic priorities:

1) Social transformation: "ICT Opportunity for all"
2) ICT Adoption by Businesses: "Competitive advantage to business through ICT"
3) Citizen-focused service transformation: "Delivery of public services at high standards"
4) Modernization in Public Administration: "Public administration reform supported by ICT"
5) A Globally Competitive IT Sector: "IT sector active as an international player"
6) Competitive, Widespread and Affordable Telecommunications Infrastructure and Services: "The opportunity of high quality and affordable broadband access to all segments of the society"
7) Improvement of R&D and Innovation: "New products and services in conformity with the demands of global markets"

The interaction between the above strategic pillars is illustrated in the figure below.[1]

---

[1] http://www.bilgitoplumu.gov.tr/eng/docs/Information%20Society%20Strategy_Turkey.pdf
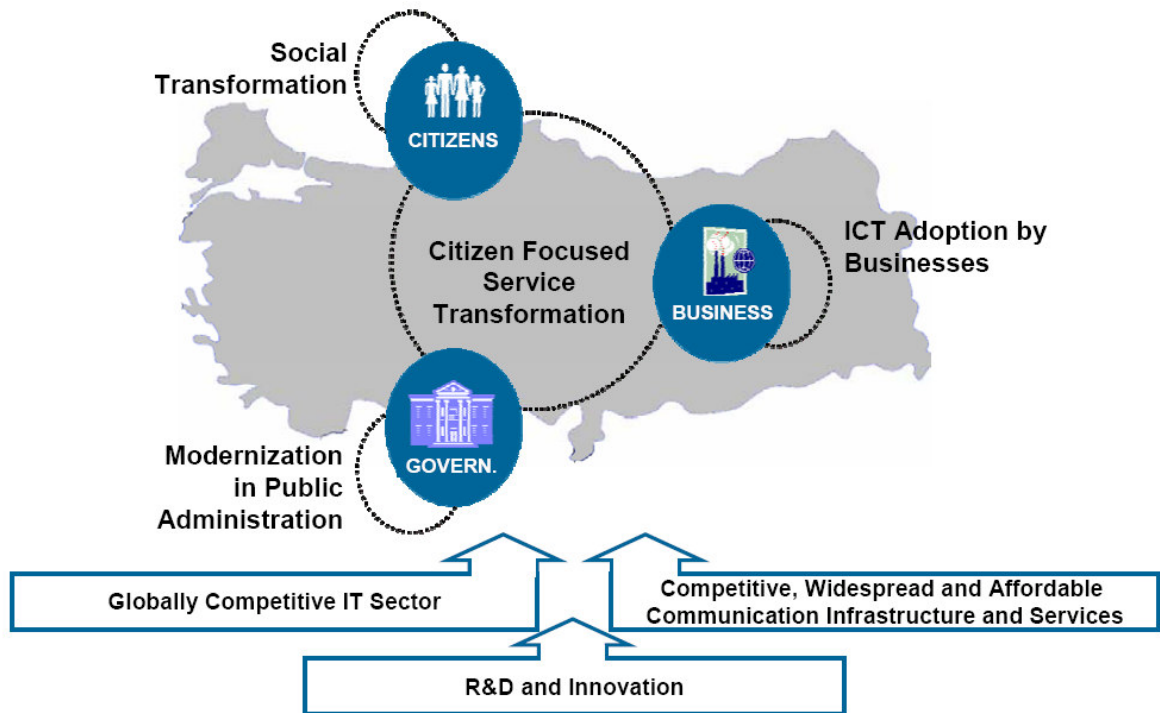
Figure 1: Overview of the Turkish Information Society Strategy (2006-2010)

More detailed information about each strategic pillar can be obtained online: http://www.bilgitoplumu.gov.tr/eng/docs/Information%20Society%20Strategy_Turkey.pdf .

Turkey has designed a gradual but holistic approach to eGovernment, targeting both citizens and businesses. Importantly, citizens have become the centre of attention of Turkish eGovernment as they are both more vulnerable to the digital divide and tend to face less sophisticated e-services. Public e-service delivery in Turkey is further implemented in a challenging socio-economic context characterised by more than 72 million inhabitants living on a vast territory representing the size of one fifth of the current EU.

With regards to **G2C services**, redesigning business processes is of key importance. The Turkish government is not simply putting existing administrative processes online but aims at redesigning processes before e-enabling them: effective, uninterrupted, fast, transparent, reliable and integrated service delivery are the outcomes Turkey is heading for. This study's results will stress the importance of investing in these G2C services.

In line with the 7th eGovernment benchmarking of Capgemini, eGovernment policy in Turkey also envisions "single portal but multiple channel delivery" and better measurement of eGovernment progress. The Information Society Strategy (2006-2010) mentions the following assessment areas for progress: number and level of development of services provided via electronic channels, actual usage of services, and qualitative measurement of user satisfaction. Indications of these measures are given in this study.

In addition to its focus on improving service to citizens, the Turkish eGovernment strategy continues addressing **businesses** as G2B service delivery can leverage cost-benefit ratios of ICT investments for governments. As outlined in the Turkish eGovernment strategy, small and medium-sized companies require particular attention as well as a number of priority sectors. In Turkey, priority sectors are selected according to criteria such as: potential reduction of digital divide via ICT, the share of sectors in exports, imports and employment, and the value added

generated by sectors in the national economy. Increasing ICT skills and raising awareness of businesses, facilitating online access to information for enterprises (with the finalisation of the Turkish national portal as a recurrent theme), increasing computer ownership, Internet access and usage of applications are focal points of business-related eGovernment in Turkey.

From the governmental perspective, eGovernment can no longer only be about providing services to end-users. The government needs to think about what services have the most impact, measure take up and user satisfaction. This will ensure that the government delivers the most value to end-users.

2. THE SURVEY FRAMEWORK

This study is partially based upon results obtained in the report "The User Challenge: benchmarking the supply of online public services" that was executed by Capgemini for the European Union. This 2007 Capgemini benchmarking survey of electronic public services has measured the performance of the EU 27 and Norway, Iceland, Switzerland and Turkey (referred to as the EU 27+ or EU 27+ 4 in this report).

The EU averages in this survey are calculated by taking into account all 27 official EU Member States, plus Norway, Iceland, Switzerland and Turkey.

Turkey participated in the Europe-wide benchmarking exercise for the first time in 2007.

2.1 Twenty basic public services

The table below provides an overview of the 20 basic public services (12 services for citizens, and 8 services for businesses) that have been assessed annually since 2001, and their maximum level of sophistication.

Public services for Citizens	Maximum level of sophistication
Income taxes	5
Job search services	4
Social security benefits	5
Personal documents (passports / driver's license)	5
Car registration	4
Application for building permission	4
Declaration to police	3
Public libraries	5
Certificates	4
Enrolment in higher education	4
Announcement of moving	4
Health-related services	4

Table 2: Sophistication-level of services for citizens

Public services for businesses	Maximum level of sophistication
Social contributions for employees	4
Corporate tax	4
VAT	4
Registration of a new company	4
Submission of data to statistical offices	5
Customs declaration	4
Environment-related permits	5
Public procurement	4

Table 3: Sophistication-level of services for businesses

In the Capgemini benchmark, the standard service delivery procedure has been evaluated for the above services, being that which an official inhabitant or business of a nation uses who qualifies for the service. We do not consider appeal procedures, exceptional procedures or any other non-standard procedures.

2.2 The Scoring Framework

An e-service sophistication model was developed by Capgemini in order to measure the indicator '*sophistication of public services online*' in 2001- the year since which measurements have been conducted on an annual basis. Capgemini has modernized its methodology in 2007 in order to reflect recent technological advances, in accordance with all EU Member States.

These updates have resulted in a model illustrating the five levels of sophistication of online public services going from:

1. 'basic' information over the service provision
2. one-way interaction
3. two way interaction
4. 'full' electronic case handling.
5. pro-active service delivery

The model below illustrates the 5-level sophistication concept.

Figure 2: Sophistication of online services

A second indicator – *fully available online* – has further been measured on the basis of a two-level framework:

- "no full online availability" : contains stages 0 to 3 of the sophistication framework.
- "full online availability" : status granted to all services that reach a stage strictly above the 3rd stage of the sophistication framework.

As anticipated above, the fifth level of sophistication built around pro-activity and personalisation has been introduced in 2007. The 5th level provides an indication of the extent to which the online provision of the 20 common services is based on new models of front and back-offices integration, the reuse of available data and to what degree the idea of pro-active service delivery is embedded. For certain services this means that the applicant receives the service automatically based on a previous registration of an event.

In other words, this 5th level gives in an indication of fully integrated electronic procedures that help reduce 'red tape' and improve data consistency, where no other physical action is required on behalf of the applicant.

This 5th level of sophistication covers two concepts:

- The idea of **pro-active service delivery**, i.e. the government pro-actively performs actions to enhance service delivery quality and user friendliness. Examples of pro-activity are: the government warns the user that action could be required, the government pre-fills data in the application forms that it already contains in governmental databases to the extent permitted by law.
- The idea of **automatic service delivery**: the government automatically provides specific services being social and economic rights for citizens (and business), linked to a certain condition of the user. There is no need for the user to request the service.

We take into account the concept of intermediaries, and hence the electronic communication and interaction between the intermediary and the service provider. This concept is relevant for two services: *car registration* and *health services*. Whenever intermediaries exist and take over the service provision, we consider that a stage 4 has been achieved.

3. RESULTS & ANALYSIS

3.1 Introduction

Results are broken down in different sub-categories, answering the following questions:

- What is the maturity of online public service delivery?
- What about the target groups: Citizens versus businesses?
- How do public service clusters score:
    - On income-generating services?
    - On registration?
    - On returns?
    - On permits and licenses?
- How does each eGovernment service score individually?

As this is the first measurement for Turkey, progress cannot be measured yet; historic comparison will become possible – and insightful - in future surveys.

3.2 What is the maturity of online public service delivery?

3.2.1 Sophistication

Europe has achieved an average overall sophistication maturity level that is between "two-way interaction" and "fully transactional", or more precisely 76% for the assessed 27 + 4 countries.

With an online sophistication of 69%, Turkey has reached the level of the middle field players within Europe. This can be considered a good result for a first measurement. Turkey seems to be in a privileged position: firstly, it can still benefit from rapid eGovernment development. This hypothesis is underpinned by the fact that countries which are very mature in terms of eGovernment tend to face a slow down in progress, whereas relatively less eGovernment- developed countries have found ways to "leap frog" stages in eGovernment development. Secondly, Turkey can benefit from the wide scale of country experiences in Europe and can re-use these experiences, which provide first practical indications on the "does and don'ts" of eGovernment policies.
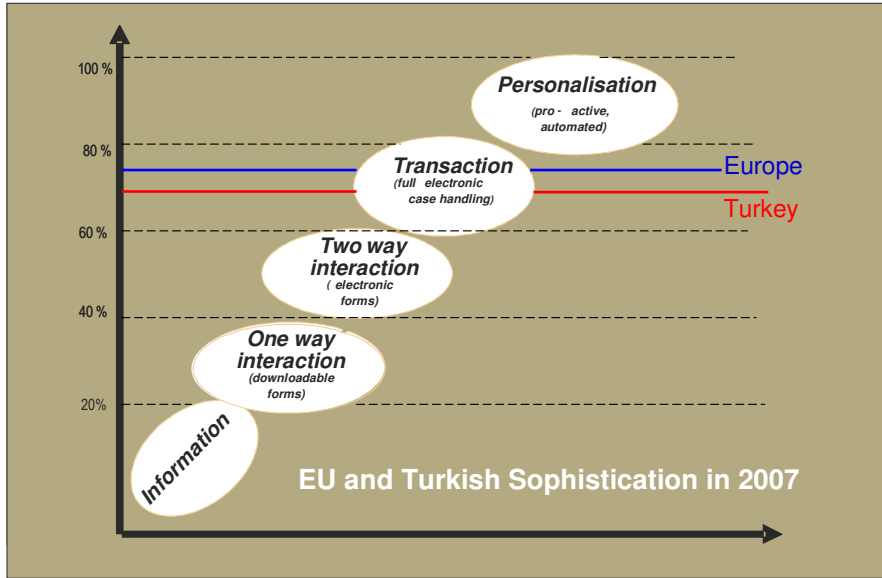
Figure 3: EU and Turkish achievement on five-stage sophistication model

As indicated above, Turkey has already reached a remarkable sophistication maturity of 69%: when compared to other EU countries, it is placed closely to the middle-field and has achieved a sophistication level similar to the Czech Republic, Hungary and Greece. The individual country rankings on the sophistication indicator are illustrated below.
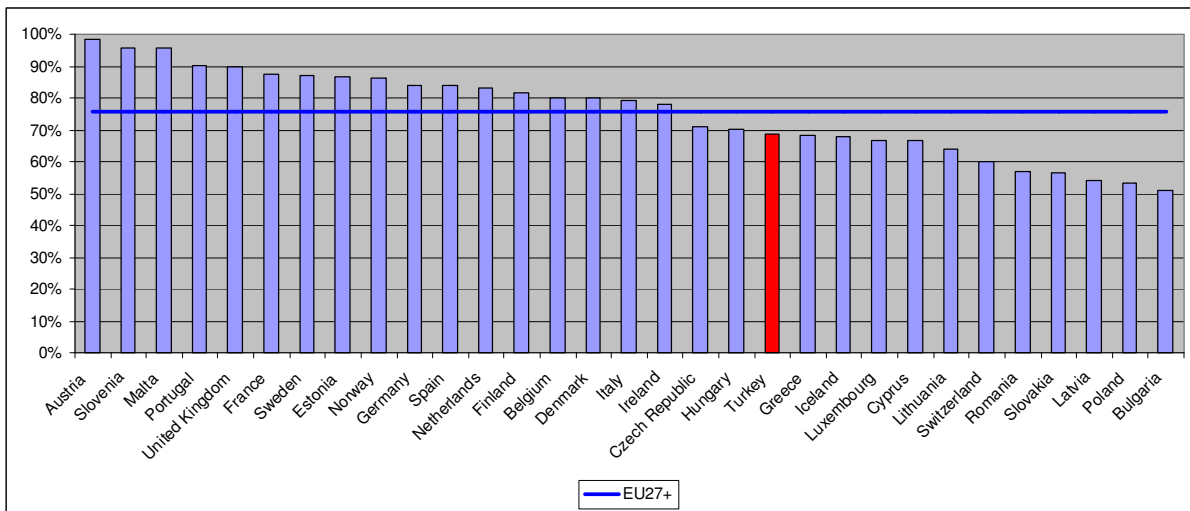

Figure 4: Individual country ranking regarding online sophistication maturity

3.2.2 Full availability online

As illustrated in the graph below, Turkey has achieved 55% in terms of full online availability of its eGovernment services. As a basis of comparison, the ratio of services in Europe, which are fully available online, has reached 59% in 2007. Turkey is therefore situated in the second half of the ranking, but very close to the European average. It has achieved results similar to the Czech Republic and scores above EU member states like Greece, Luxembourg and Poland.
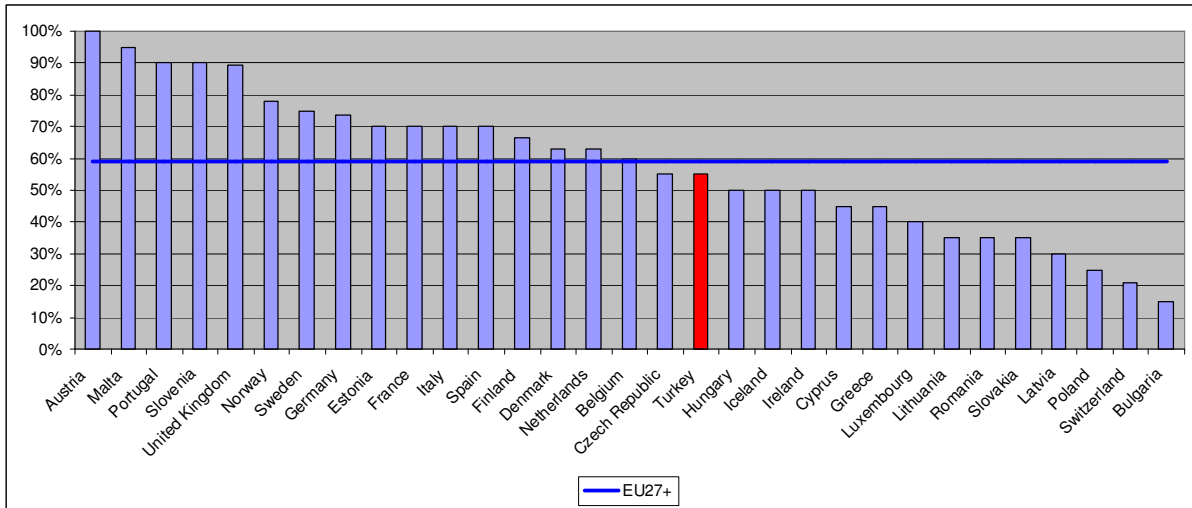

Figure 5: Individual country ranking regarding full online availability

3.3 Citizens vs. Businesses: sophistication and full online availability for target groups

3.3.1 Sophistication

Breaking down the sophistication indicator into services for citizens and for businesses shows that public services for citizens have reached an average of 70%, and public services for businesses have reached an average of 84% for the EU27+.
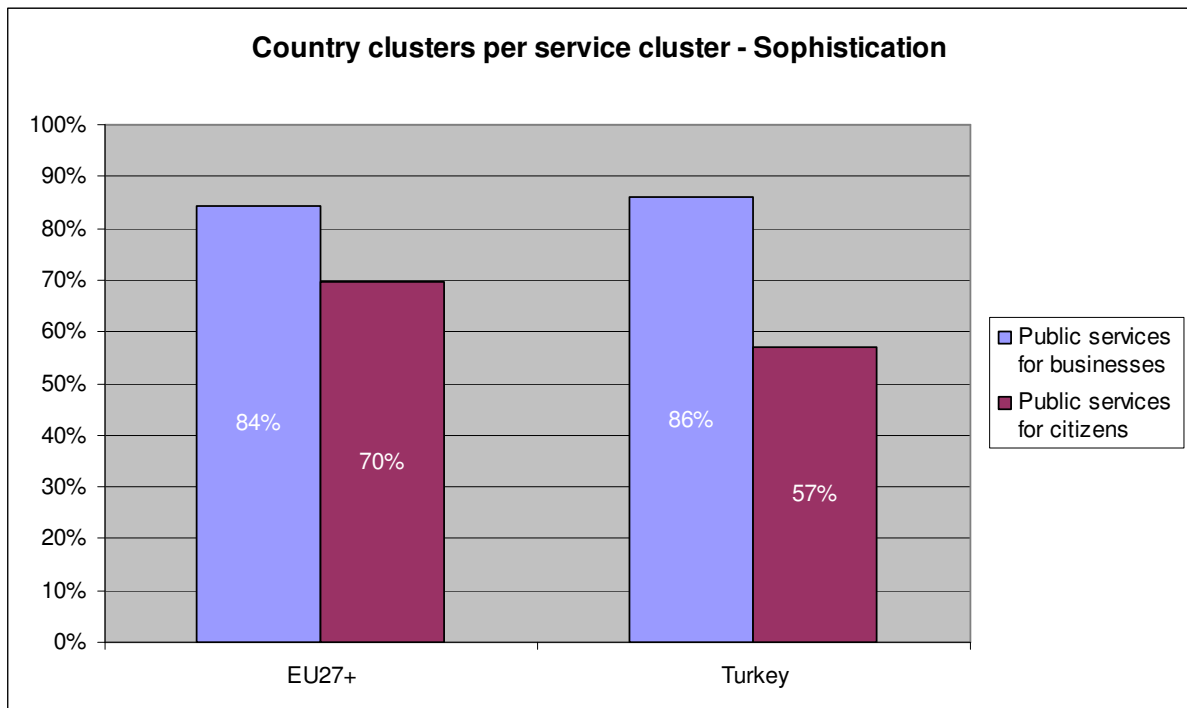
Country clusters per service cluster - Sophistication

Figure 6: Sophistication citizens vs. businesses

Turkey's achievements reveal a mixed picture: **a significant gap to the EU average can be identified for services to citizens** as Turkey only reaches 57% of sophistication within this target group. On the other hand, **Turkey performs in line with the EU average with regards to eGovernment sophistication for businesses**, reaching 86% of online sophistication for public services delivered to businesses.

The graphs below illustrate Turkey's ranking with regards to its online service sophistication towards citizens and businesses.
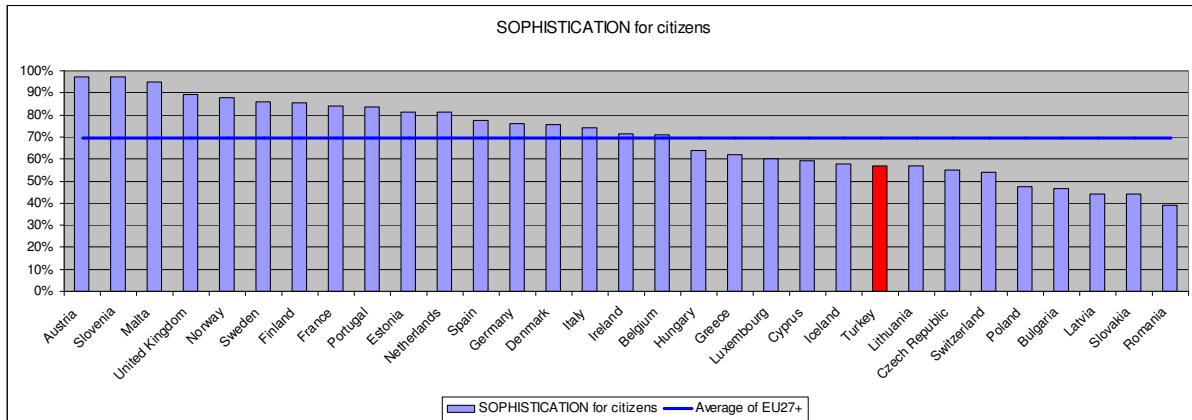

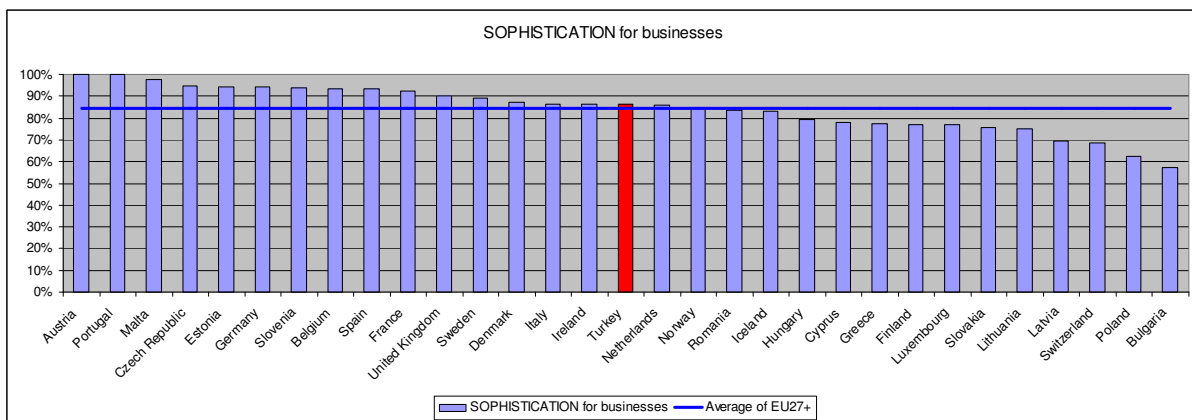**Figure 7: Sophistication for citizens: country ranking**

Figure 8: Sophistication for businesses: country ranking

When compared to the sophistication level of business services there is significant room for improvement for e-services for citizens in Turkey but also in other European countries (see below graphs for detailed country rankings on sophistication for citizens and businesses). The sheer number and heterogeneity of citizen services confronts countries with serious challenges to deliver high levels of performance. There are some exceptions – generally the higher overall performers (Austria, Finland, Norway, Slovenia, UK) – where sophistication of citizen services is the same as or more advanced than the one for businesses. Turkey could benefit from the experiences of these countries when driving its G2C service delivery forward.

3.3.2 Full online availability

Taking a closer look at full online availability for the EU27+ also shows a large difference between citizens and businesses. The full online availability in 2007 for citizens is at 52% for the EU 27 +4, and at 42% for Turkish citizens. This means that 42% of services for citizens can be accessed via a fully transactional electronic channel in Turkey. Needless to say, there is still considerable room for improvement regarding full online availability for citizens.
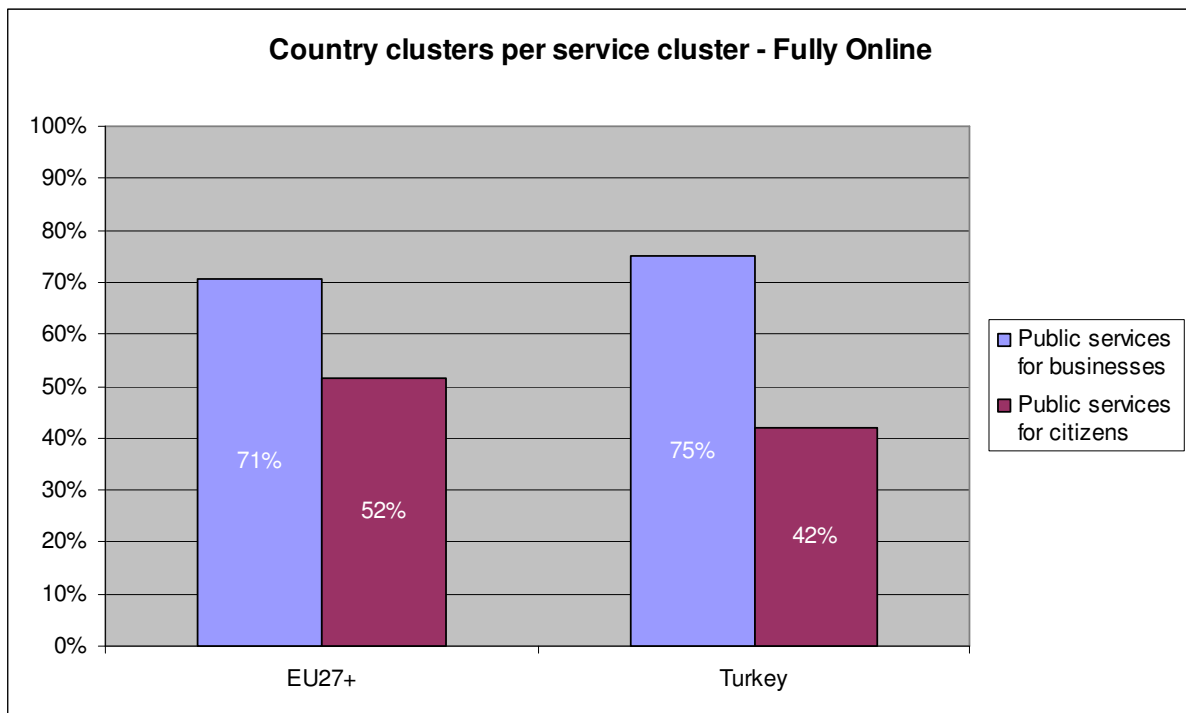
Country clusters per service cluster - Fully Online

Figure 9: Sophistication for businesses: country ranking

Full online availability for businesses is considerably (19%) higher than that for citizens and stands at an average of 71% in the assessed countries. Turkey has reached 75% with regards to this measure and hence outperforms the EU average. Four Member States, Austria, Czech Republic, Portugal and Malta have achieved 100% full online availability for businesses.

Detailed country rankings for full-online availability for citizens and businesses are provided in the graphs below.
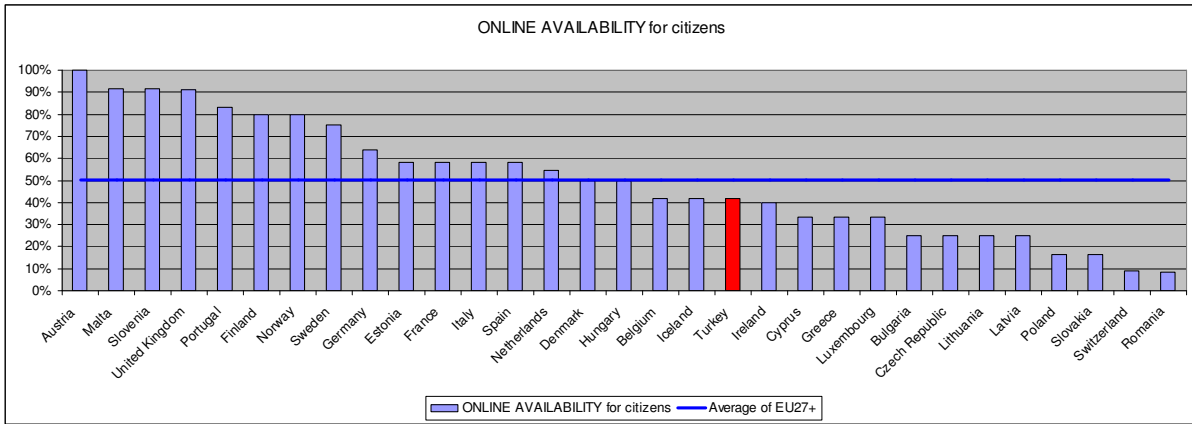

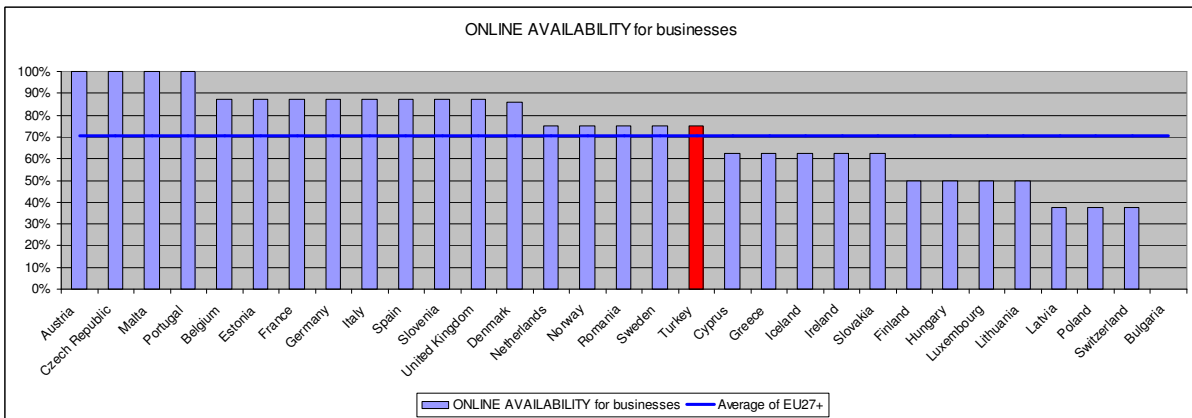**Figure 10: Full online availability for citizens: country ranking**

Figure 11: Full online availability for businesses: country ranking

3.4 How do service clusters perform?

We have clustered services in four categories: income generating services, registrations services, services providing returns to citizens and businesses, and finally all services about permits and licenses.

3.4.1 Income-generating Cluster

The income generating cluster is traditionally the most developed cluster in a nation. These services are most of the time organized at a national level, and provide the necessary income to governments to pursue their tasks. Since the return on investment is easy to calculate, it has attracted early funding and attention. This has also been observed in Turkey.
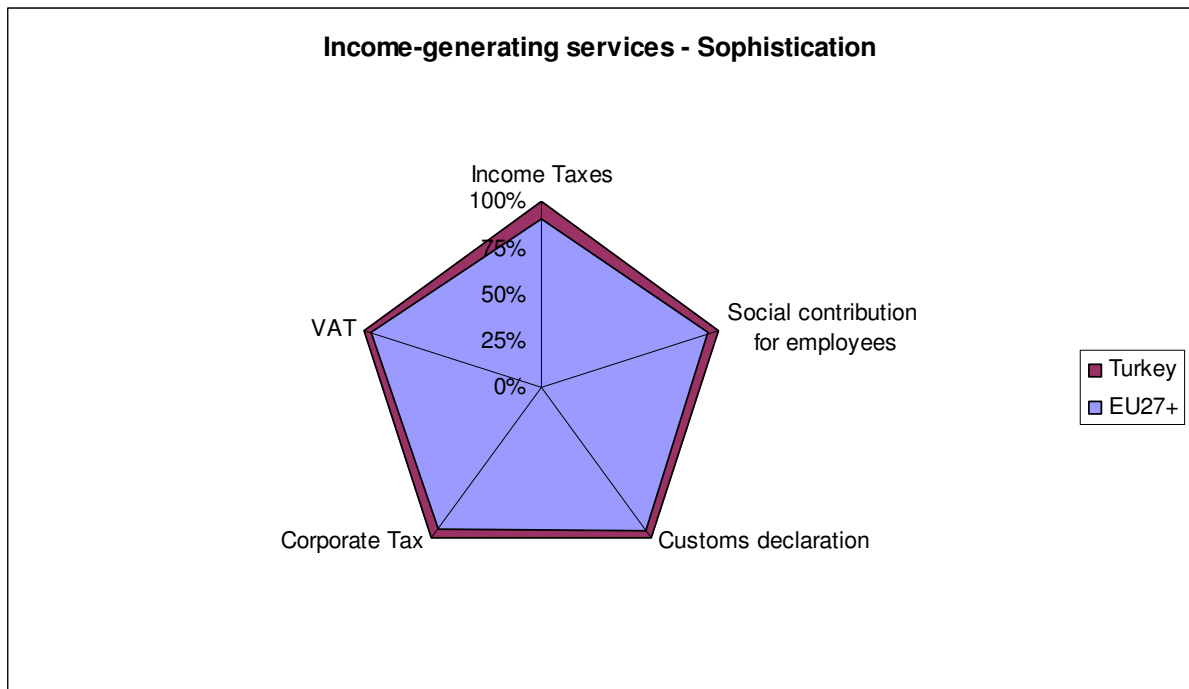

Figure 12: Income-generating services

With regards to the income generating services, Turkey performs in line with results in most of the EU countries. This result indicates that Turkey's strategy of delivering high-value, high-impact services to its population and businesses has clearly paid off. Reaping the benefits of income-generating services will, according to the recent ICT strategy, remain an important policy issue for the Turkish government. Given the high level of service maturity already achieved, improvements in terms of increased user-centricity, proactive service delivery and more personalized services should determine future developments.

3.4.2 Registration Cluster

Registration services give government a picture of the state of their country. These services are typically organized in a classic administrative way, and successive studies have shown that progress is slow in this area.
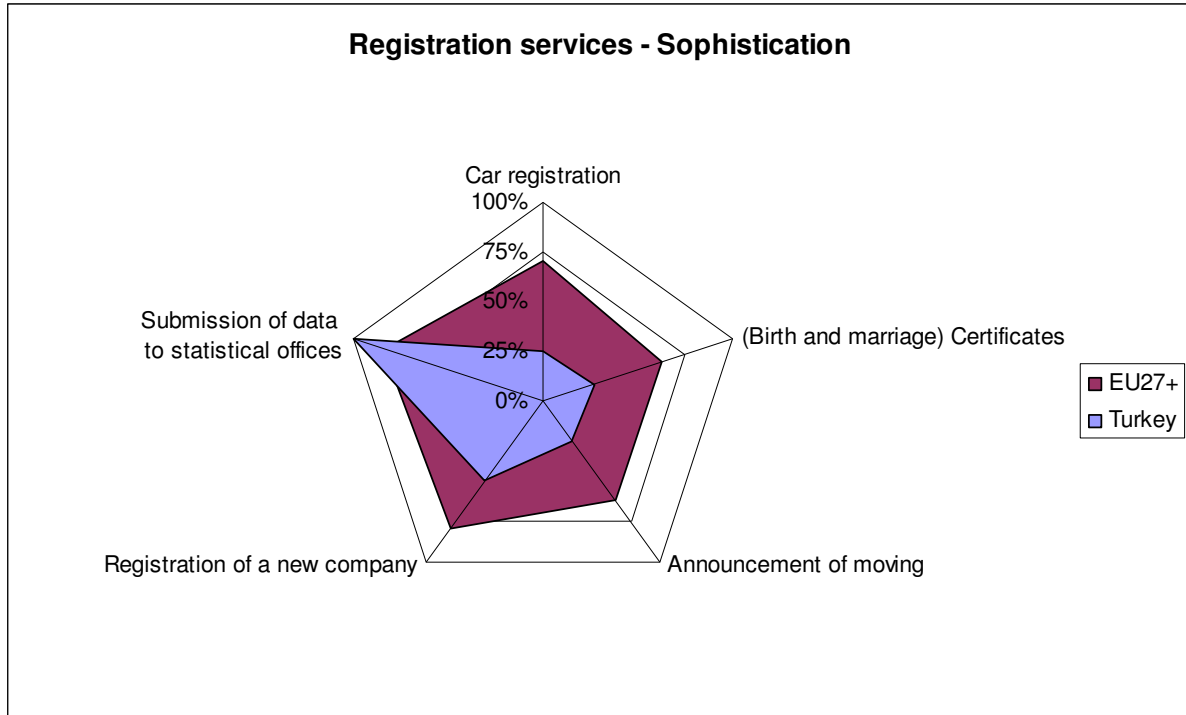

Figure 13: Registration services

The above overview of Turkey's performance of registration services demonstrates the noteworthy room for improvement that remains with regards to the following services: car registration, (birth and marriage) certificates, announcement of moving and registration of a new company. These service are still mainly paper based.

Key events in citizens' life cycle are likely to influence citizens' perception of (e)Government. Providing a "positive" experience is therefore important to encourage further use of e-services outside of these life events.

Statistical serves the needs of government; this can therefore explain the typically high scores achieved by the surveyed countries, Turkey being no exception. Increasing the service maturity of the registration of a new company should help reduce administrative burden and hence barriers to setting up a business in Turkey.

Several European countries are already jointly addressing administrative simplification and eGovernment matters e.g. by interlinking both policy areas in their design and implementation phases or by institutionalizing the link between both policies in their countries' governance structure. After all, ICTs can be key drivers of administrative simplification if used deliberately. Turkey's diversity and geographical stretch will be a challenge for improving those services organized in a decentralized way /close to citizens, through classic service delivery channels.

3.4.3 Returns Cluster

« Returns services » comprise those services where the government redistributes benefits to its citizens, through benefits, aides or its procurement needs.
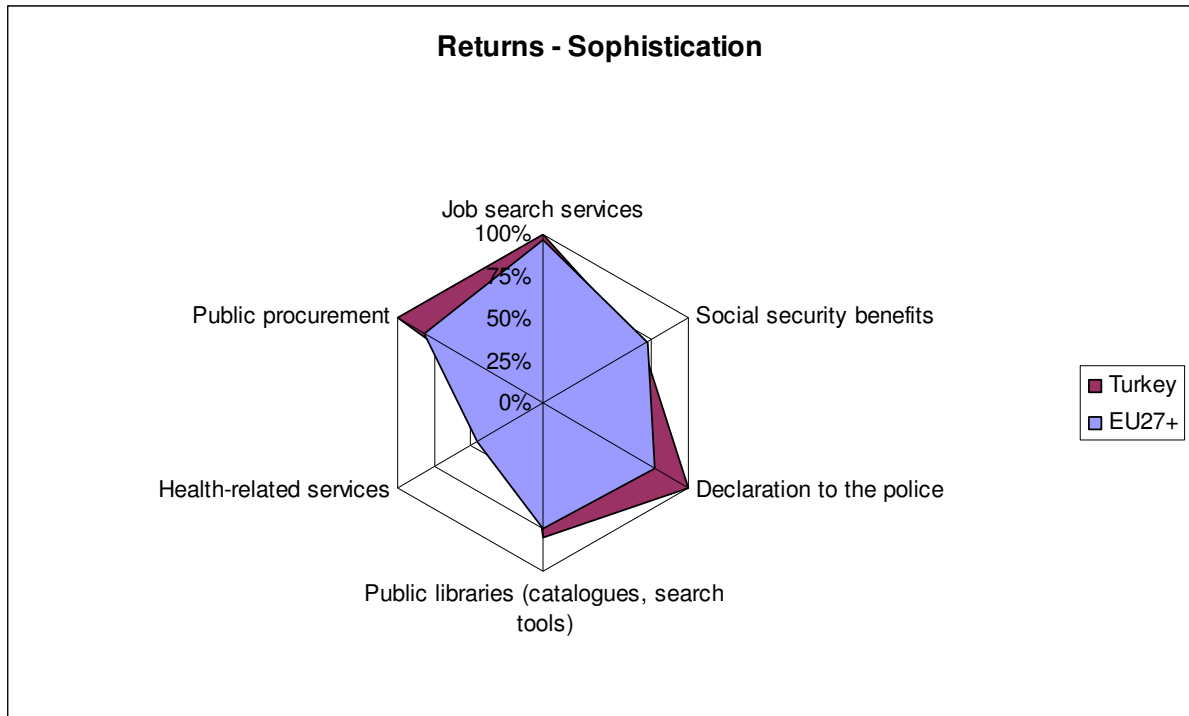

Figure 14: Returns

Turkey achieves results that are in general closely above or below the EU average. Services in this cluster are typically more heterogeneous in nature, and involve high operational costs which can be dramatically reduced through e-channels.

Health-related services show a notable underperformance in the Turkey. These services are basic citizen's needs; an improvement in their provision delivers tangible value, boosting user satisfaction.

3.4.4 Permits and Licenses Cluster

Permits and licenses are a means to regulate interactions, to be authorized to a certain type of activity. These services have an overall low sophistication score, and are still paper based in many countries. This is also the case in Turkey.
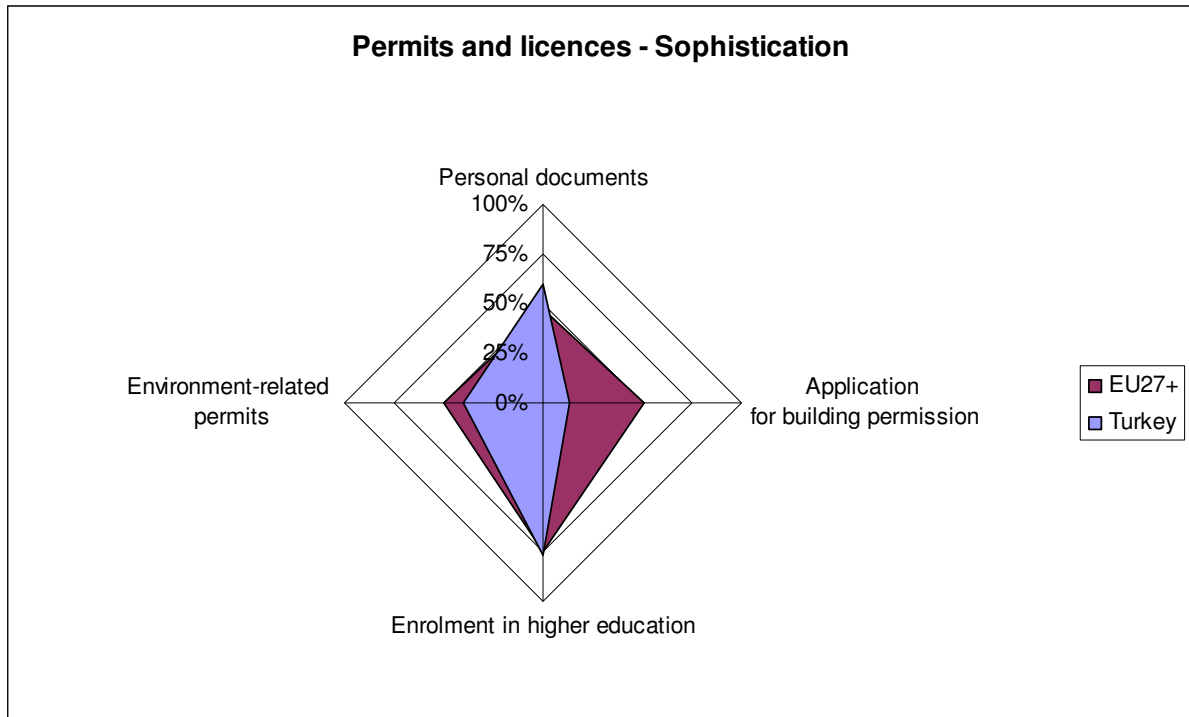

Figure 15: Permits and licenses

The provision of permits and licenses is often institutionalized in a decentralized way, challenging regional and local governments to deliver high-quality services. Country experiences in Europe show that local governments can feel "left on their own" when it comes to providing e-services. In some countries, support for local governments is therefore provided by the governance centre, whereas in others local governments join up their forces within the local level on a voluntary basis and in ad-hoc arrangements to benefit from economies of scale. Building eGovernment delivery capacity seems to remain a key concern at sub-national levels in Turkey which in turns are, per definition, closer to citizens and could leverage on their knowledge of user needs, demand and satisfaction.

3.5 Scoring on individual services

In this section, the 20 basic services are scored and ranked in comparison with the rest of the EU member states. Additional comments have been added to the graph when relevant.

3.5.1 Income taxes
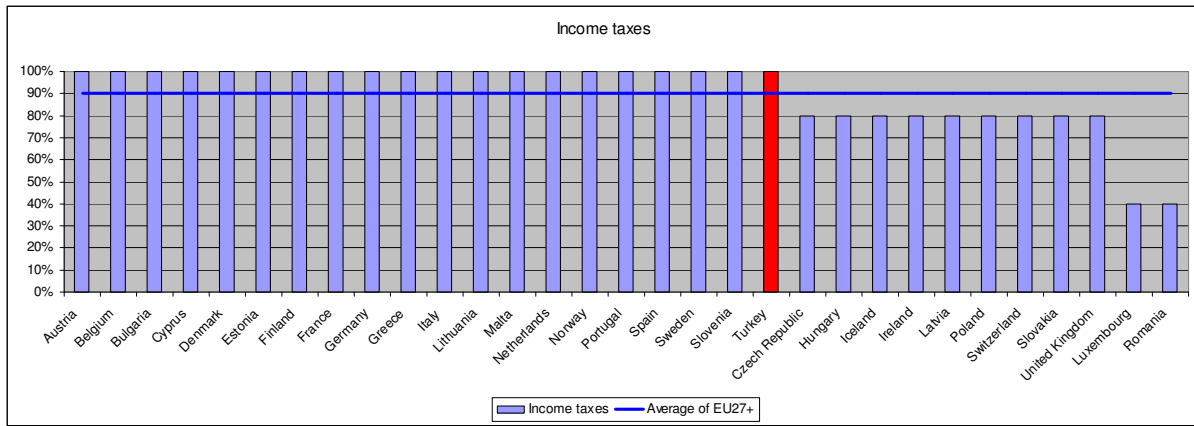
In line with the high sophistication of this service EU-wide, Turkey has achieved full online availability which means that paper-based processes are no longer necessary for online filing. The Internet tax project of the Ministry of Finance (VEDOP), initiated in 1998, was one of the first, large-scale eGovernment projects in Turkey. The project itself reflects Turkey's initial emphasis on high-volume, high-value services that have an impact on a large proportion of the Turkish population. Today, the Internet Tax Office of the Revenue Administration enables taxpayers to follow up on their tax transactions online such as accrual tax, balance of payments and alike.

http://www.gib.gov.tr

3.5.2 Job search services
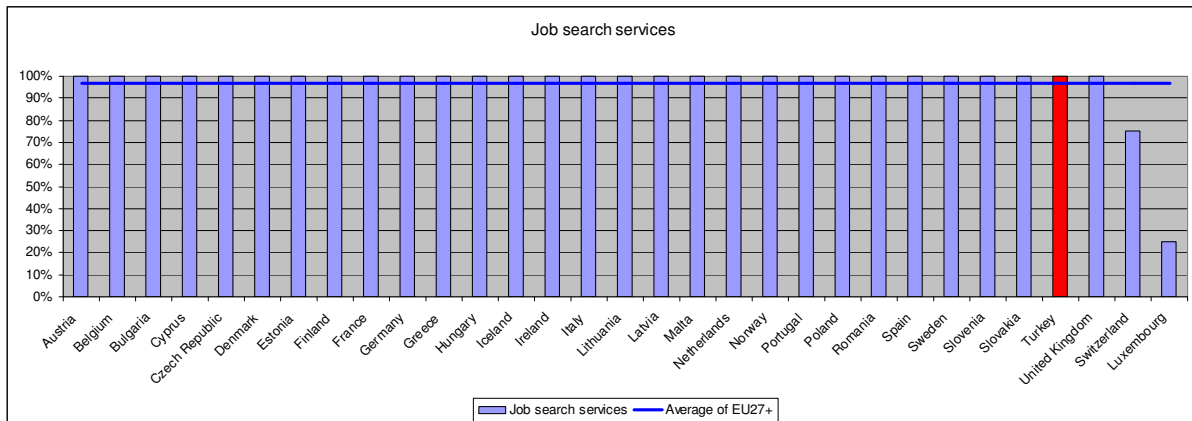
Turkey reaches full online availability with regards to job services, which indicates that the consultation of job offers and the supply of job offers to the job seeker according to his/ her profile are possible on the Internet.

However, further room for improvement- and this might apply to other e-services in Turkey- seems to remain with regards to providing job search services over multiple channels. Currently, job search services are not provided via alternative channels, bearing the risk of reinforcing geographic disparities both in terms of the digital divide and in terms of unemployment. After all, data indicate that the segments which are affected by the digital divide often correspond to socio-economically disadvantaged groups of society.

To tackle this challenge, the business case behind providing job alerts to job seekers on their mobile phones could be examined (especially as the penetration of mobile phones is steadily increasing in Turkey). Finally, the current eGovernment job search service could provide more targeted incentives to job seekers and employers online such as information about qualification and motivation training programs and enhancing measures for employment. Several European countries are already using such a "carrot" approach.

3.5.3 Social security benefits
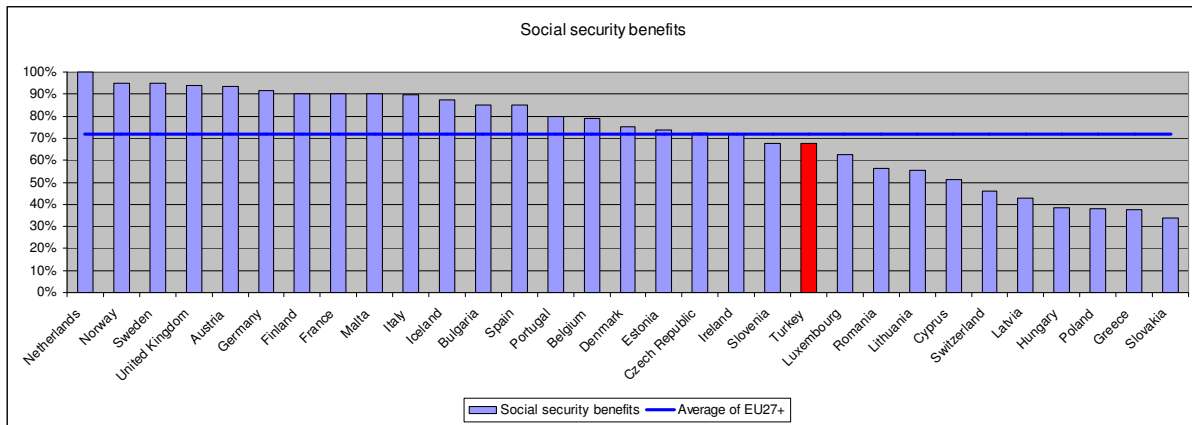
With 68% of online sophistication, Turkey performs slightly below the average of the EU 27+ (72%) with regards to the online provision of social security benefits. Country experiences across Europe show that online delivery of social security services can help to secure data exchanges, and prevent fraud- benefits that could be important for Turkey, given the sheer size of the country and the economies of scale generated by more mature service delivery.

3.5.4 Personal documents
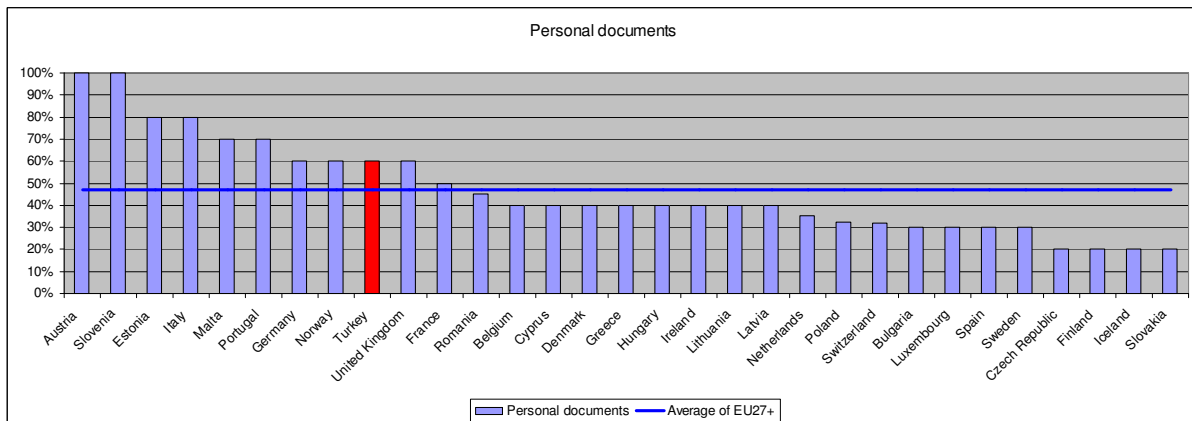
Concerning this indicator, Turkey (60%) performs above the European average (47%). However, this statement needs to be tempered as general maturity of the delivery of personal documents remains low across EU countries: the average performance is below 50% Europe-wide. The Turkish government offers the possibility of an electronic intake with an official electronic form to obtain an international passport (stage 3). This does not yet mean full electronic case handling. Stage 5 would include automatically prompting passport owners about an imminent expiry date.

An important challenge for Turkey seems to be regional disparities in service delivery capacity. We have found that 38 of 81 provinces offer information and some kind of online application facilities.

Information and online application facilities for driver's licences are only available in four surveyed Turkish provinces (Denizli, Konya, Mardin, Ardahan).

Some European countries, like Malta, already provide fully integrated websites that allow the application for a passport online together with the online renewal of a passport. Payment can be done electronically and all personal details are extracted from the electronic identity system. As an illustrative example, all Maltese citizens applying online will be notified via SMS / email as a notification service alerting citizens that their passport is about to expire. This alert is sent 3 months prior to expiry to give ample time for the citizen to take action.

3.5.5 Car registration
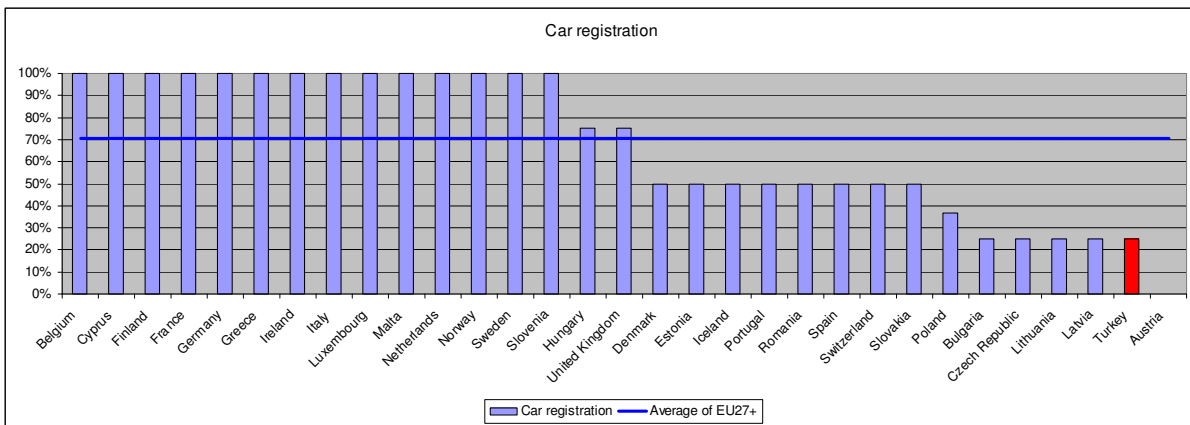
Turkey's performance is poor, with 25% of service sophistication only compared to the EU +27 average of 70%. The low sophistication level of Turkey implies that car registration services are currently still delivered in classic, paper- based administrative ways, with some online information about the service.

3.5.6 Application for building permission
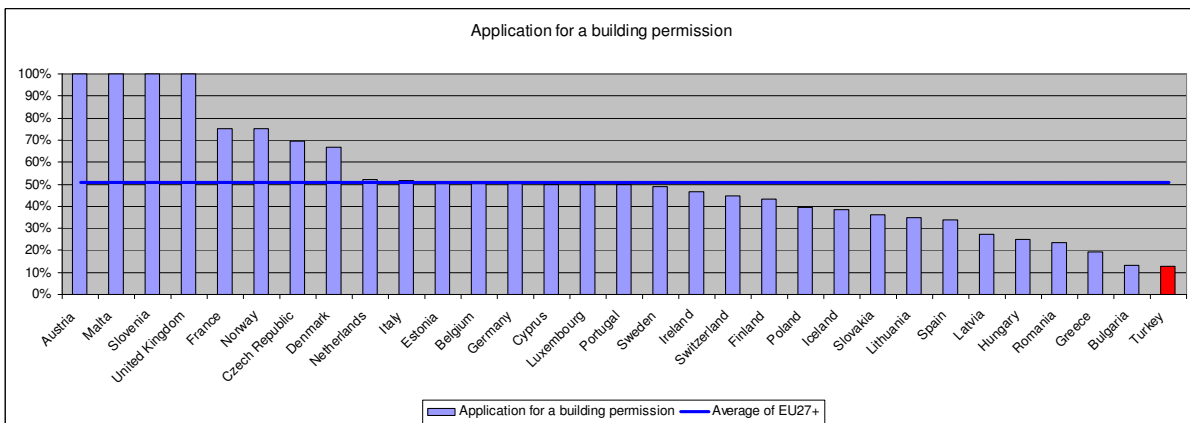
Turkey performs weakly (13%) regarding these permissions, indicating a very fragmented service provision. Turkey's poor performance with regards to this indicator could potentially be due to

decentralised service provision as this service is being provided by 81 provinces at the sub-national level. Although this does not seem to be planned in the near future, we can indicate that adapting back-office structures in terms of detecting common business processes, aligning service delivery mechanisms and sharing certain ICT-services among sub-national administrations could drive the development of this e-service forward.

3.5.7 Declaration to police
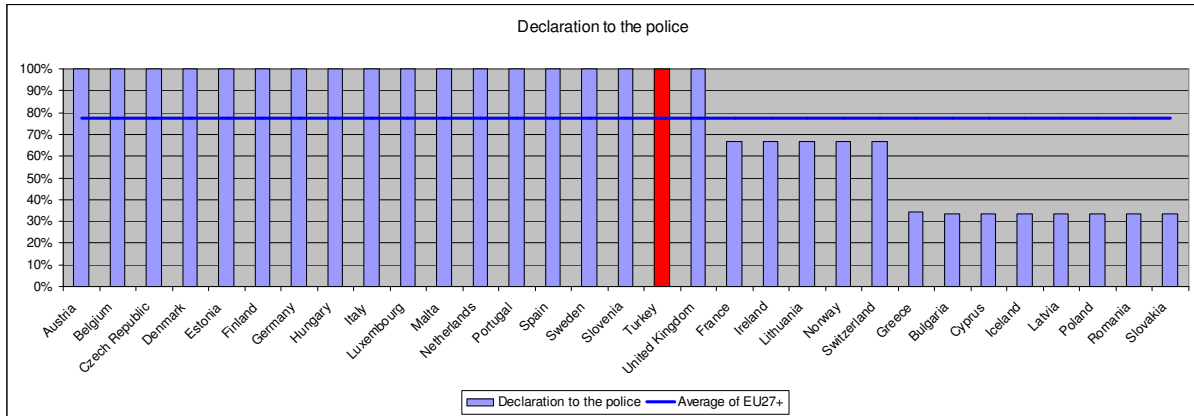
Turkey has reached a stage 3 maturity for this service, with online possibility to start declarations.


Good practice in Turkey: POLNET

The Capgemini benchmarking mainly assesses front-office eGovernment service delivery. However, the "visible" supply-side of eGovernment depends on appropriate back-office structures, including data bases and infrastructure for data exchange.

The Turkish POLNET system is a comprehensive store of information, providing a secure on-line aid to criminal investigation. The system enables police officers to access national information via a police network. It also contributes to the detection of vehicle theft offenders through the Vehicles Database, and of criminals through the Criminal Records Database. POLNET also houses important data about terrorists and organized crime Groups. With the described features, POLNET has become one of the most advanced Turkish eGovernment projects.

Further information on POLNET is available on:
http://unpan1.un.org/intradoc/groups/public/documents/UNPAN/UNPAN025638.pdf

---

3.5.8 Public libraries
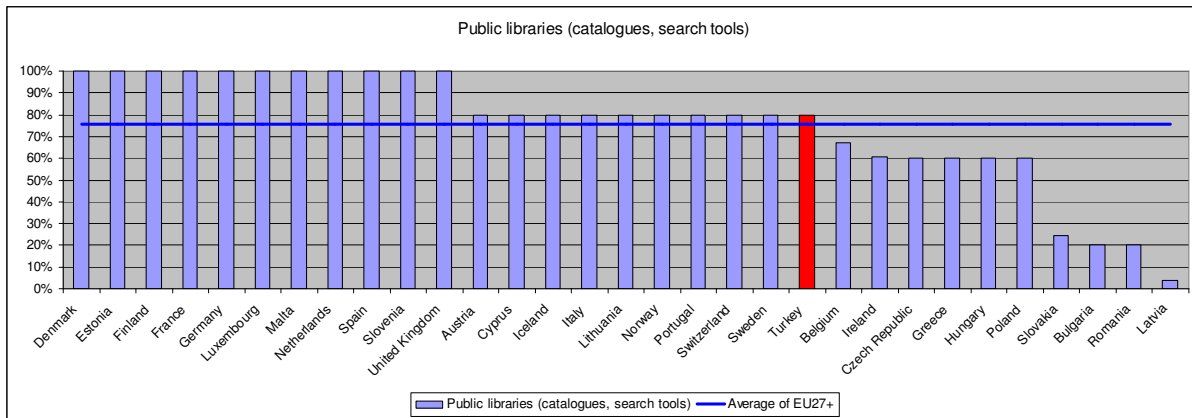
With 80% of online sophistication, Turkey performs in line with the EU 27+ average (75%). Providing library-related services and other eGovernment services that are not linked to legal obligations to Turkish citizens online could be a teaser for the Turkish population to further use and "get used to" eGovernment services. In other words, public services such as e-libraries should be seen as an entry point for Turkish citizens towards going online, at the condition they fulfill citizens' expectations.

3.5.9 Birth and marriage certificates
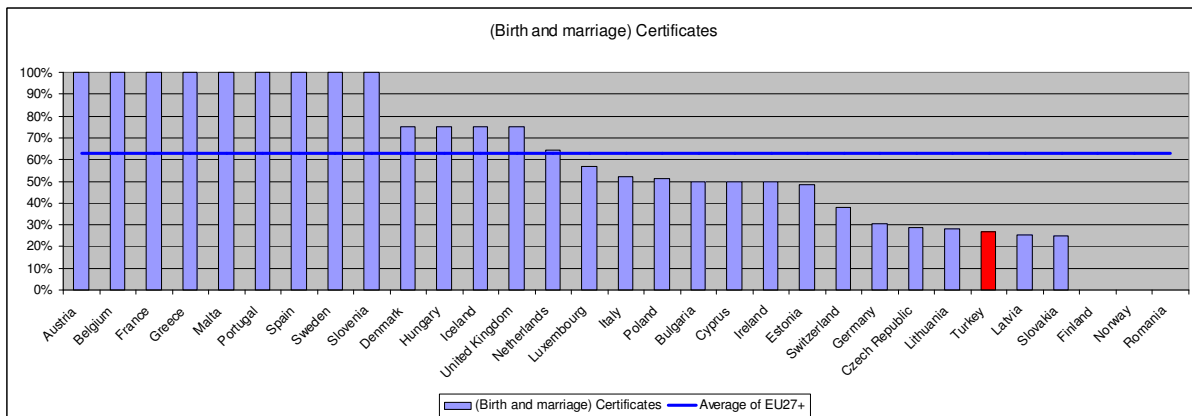
In terms of (birth and marriage) certificates, Turkey only provides online information on the necessary procedures (sophistication of 27% versus 63% for the EU 27+). Given the low sophistication of this service, the Turkish government is aiming at providing more advanced services through the MERNIS system (see box below). Some municipalities have started providing application forms of marriage certificates for download (i.e. http://www.cankaya-bld.gov.tr/evlendirme.asp).

**MERNIS- the Turkish central population management system**

The central population management system "MERNIS" was initiated in 1998. Data entry for approximately 120 million persons was completed in 1999, so was software development in 2000. Implementation started in the same year, where every Turkish citizen was given unique 11 digit ID number.

Today, the MERNIS Central Population Management System- operational since January 2003- assigns a unique ID number for about 120 million Turkish citizens, both alive and decease, which can be used in many e-services (birth certificates and transactions). The KPS (IDE Information Sharing System) is another function of MERNIS which enables public agencies having appropriate security authorisations to access ID information. The unique identity number for citizens is also used as tax number.

The system will link address data with unique ID number for legal and real persons and will constitute one of the backbones of eGovernment.

Source: http://www.epractice.eu/index.php?page=document&doc_id=3525&doclng=6

3.5.10 Enrolment in higher education
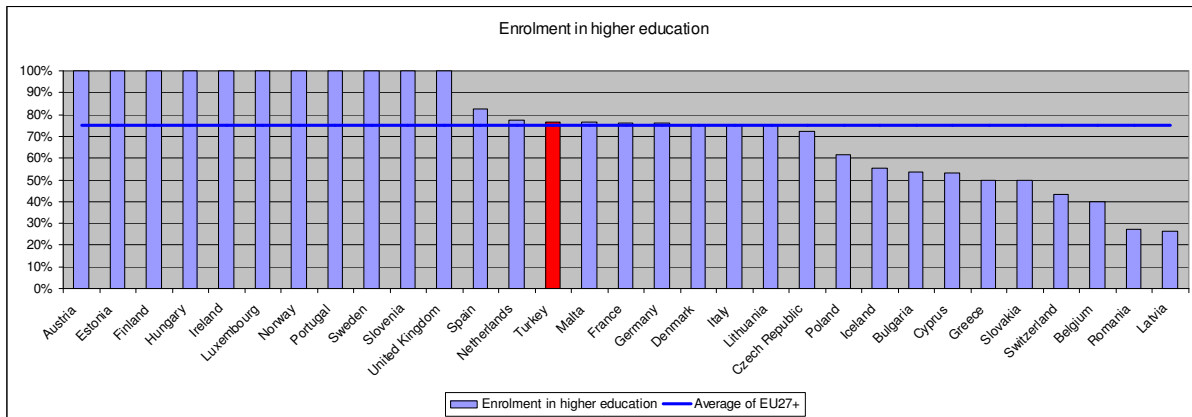
With regards to this indicator, Turkey performs in line with the EU 27+ average. However, a distinction in service delivery needs to be made between enrolments in higher education for a particular university on the one hand, or individual courses on the other hand. Currently, university registration is not possible online but course registration is provided electronically in some universities. For university registration, there is a central qualification examination system in Turkey, and the qualified individuals are provided the necessary forms via postal service for enrolment by the relevant university. A much lower score would probably be the result of a stricter interpretation of this indicator.

3.5.11 Announcement of moving
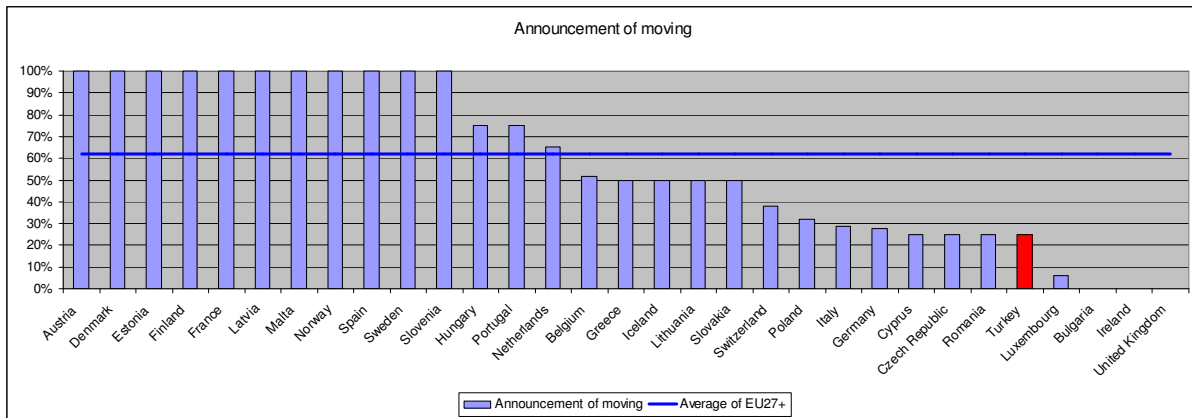
Turkey (currently at 25% of online sophistication) performs well below the European average (62%) and has only reached a sophistication level similar to the Czech Republic and Romania. By consequence, increasing emphasis needs to be put on e-enabling these types of services. European experiences indicate that residence-related data are crucial for governments in terms of optimizing service delivery but also preventing fraud. Recently, governments are shifting their focus of attention from the control-function of e-services to the assumption of citizens being trustworthy. However, a necessary precondition for this shift remains an elaborate back-office structure: solid data networks interlinking governments across and within levels of government in Turkey.

3.5.12 Health related services
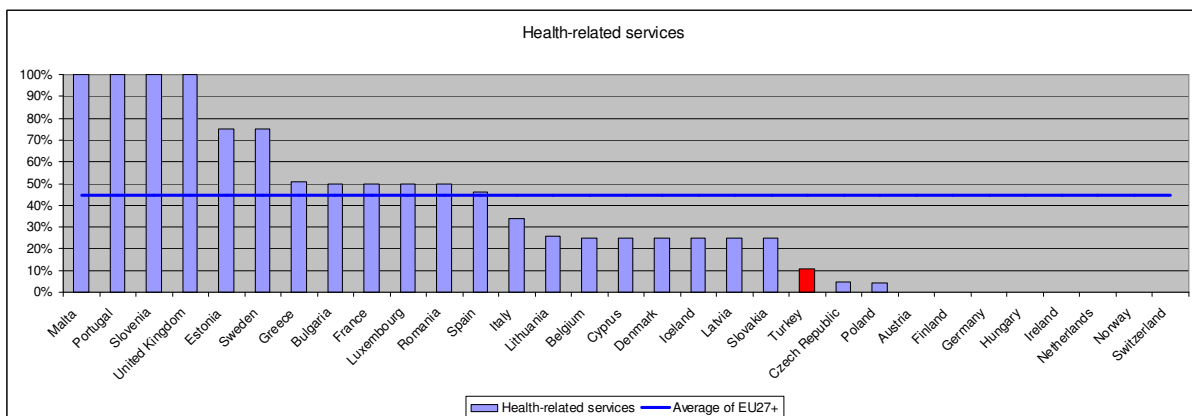
As the figures indicate, Turkey (11% of sophistication when compared to 45% for the EU +27) could significantly improve online delivery of health-related services. Health-related services are likely to be very visible and tangible to users of eGovernment because of the frequency with which they are being used and the personal impact. Because of this frequency, the business case for ICT-enabling health-related public services can be assumed as being significant due to demographic changes (i.e. ageing population) and rising healthcare costs.

Currently, the majority of Turkish web sites only provide online information about health care but downloading forms or engaging in transactions is not yet possible. Some hospitals (see e.g. www.idh.gov.tr) have enabled on-line applications for appointments for individuals who have beforehand registered over the telephone. Besides, it is in some cases possible to apply for an appointment via SMS or telephone.

To improve online provision of health-related services, Turkey has recently embarked on an ambitious e-health strategy, described in its August 2005 Health Transformation Plan. Systematic follow-up on this transformation plan will be needed to ensure adequate delivery of expected outputs and outcomes.

3.5.13 Social contribution for employees
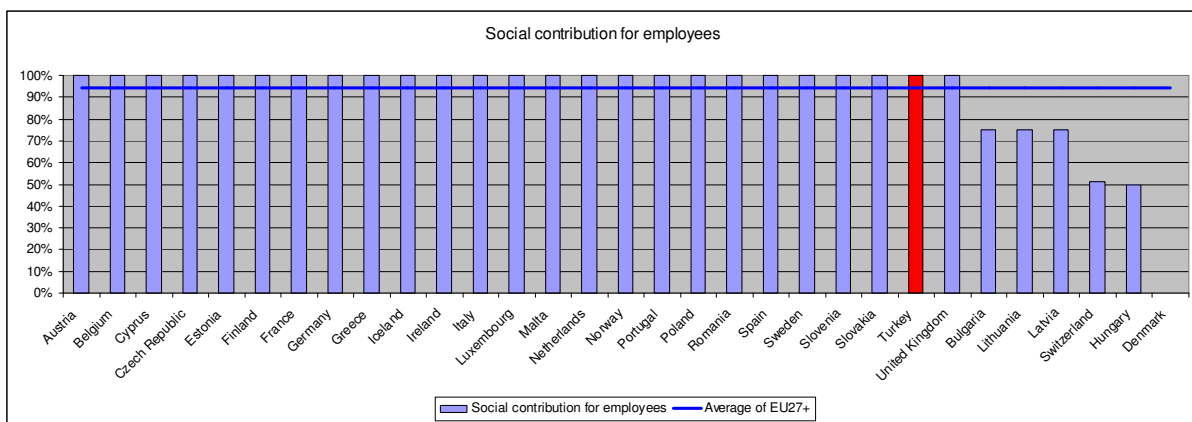
Turkey has achieved full online availability of this service. There are three separate agencies providing social security services, each serving a different target group: civil servants (Government Employees Retirement Fund), workers (Social Insurance Organization), artisans/ self-employed individuals (The Social Insurance Agency of Merchants, Artisans and the Self-Employed).

The three organizations are in the same line of business and provide very similar services. Consequently, it makes sense for them to co-operate. This has been enacted in recent Turkish law.

The e-Bildirge portal, providing access to social contribution services to employers, could be leveraged as an important cornerstone of such co-operation as it e-enables service delivery both to the public and the private sector. Operational since 1 May 2004, e-Bildirge enables employers to send insurance premium documents of employees via internet and to make accrued cost payments via automatic payment or internet banking. Monitoring of accrue-revenue information and past debts is also available.

3.5.14 Corporate tax
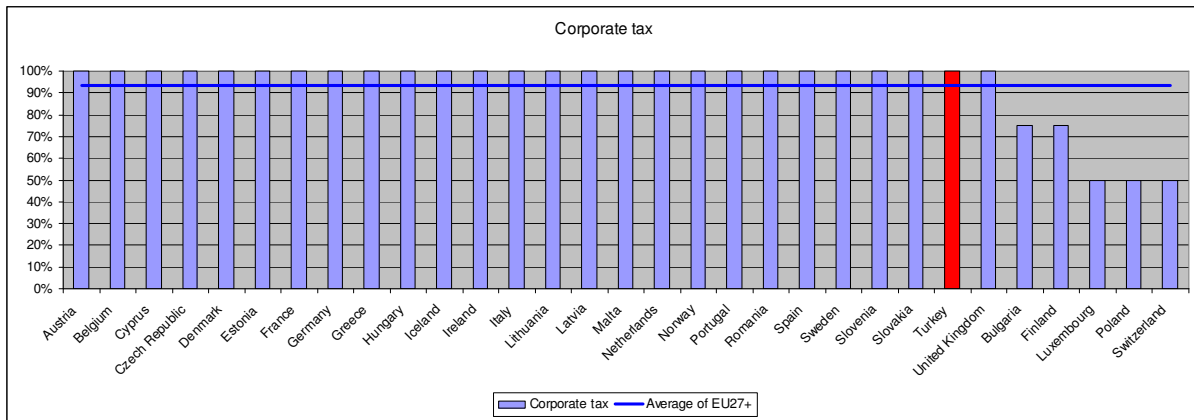
Online submission of tax forms and payment is entirely available online through the e-Declaration and the Internet Tax Office of the Revenue Administration as part of the Tax Offices Automation Project (VEDOP). Other services to corporate taxpayers include functionalities to follow-up upon payment statuses in the tax office, to check account balances and to get informed about tax-related regulations and updates via the internet.

As opposed to some European countries which are currently experimenting with obliging certain user groups (such as larger businesses) to declare only online, there is currently no obligation for businesses to use the online channel for e-filing in Turkey. As an illustrative example, Hungary has been gradually rolling-out such an obligation for businesses by mandating the online channel for different size categories of businesses on a step-by-step basis.

3.5.15 VAT
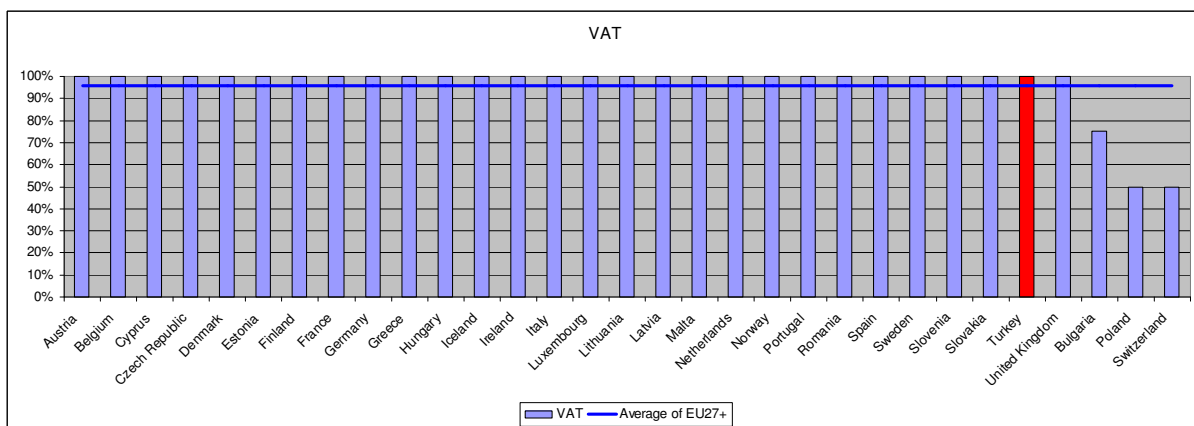
In line with the high sophistication of its tax-related high-impact services, Turkey has reached full online availability for VAT declarations. The figures indicate that only a very few European countries are still lagging behind with regards to the maturity of this G2B service.

3.5.16 Registration of a new company
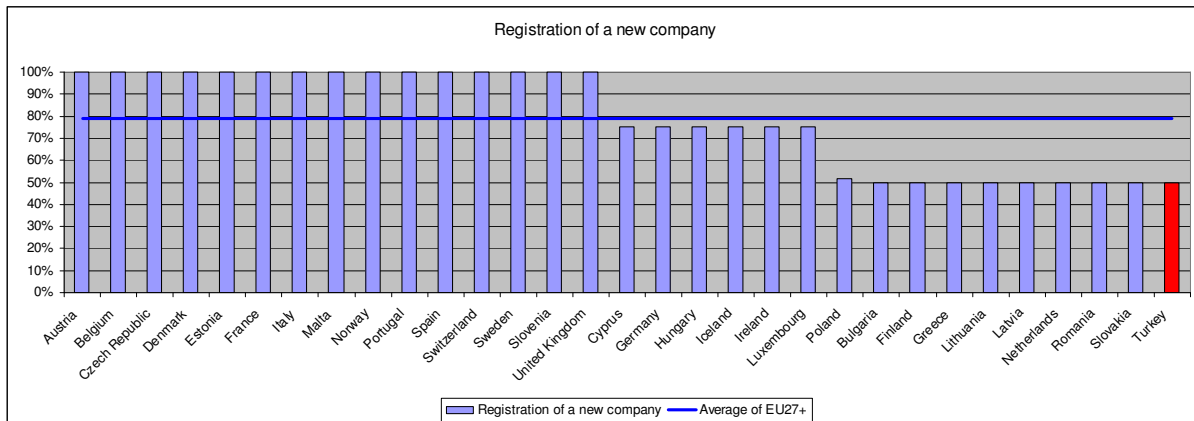
This indicator encompasses the most important registration procedures to start up a new company in a country. As the performance of Turkey (50% of online sophistication) illustrates, there is significant room for further e-enabling company registration procedures. In Turkey, a searchable online company registration database is available and certain forms necessary for businesses' registration can be downloaded. Service provision and back-office processes are still paper based.

Increasing the maturity of this service in Turkey can be a key success factor for economic performance, given the complex business environment in which Turkish businesses and especially the vast majority of SMEs are operating. After all, the digital divide is not limited to citizens but can also attain businesses in Turkey.

3.5.17 Submission of data to statistical offices
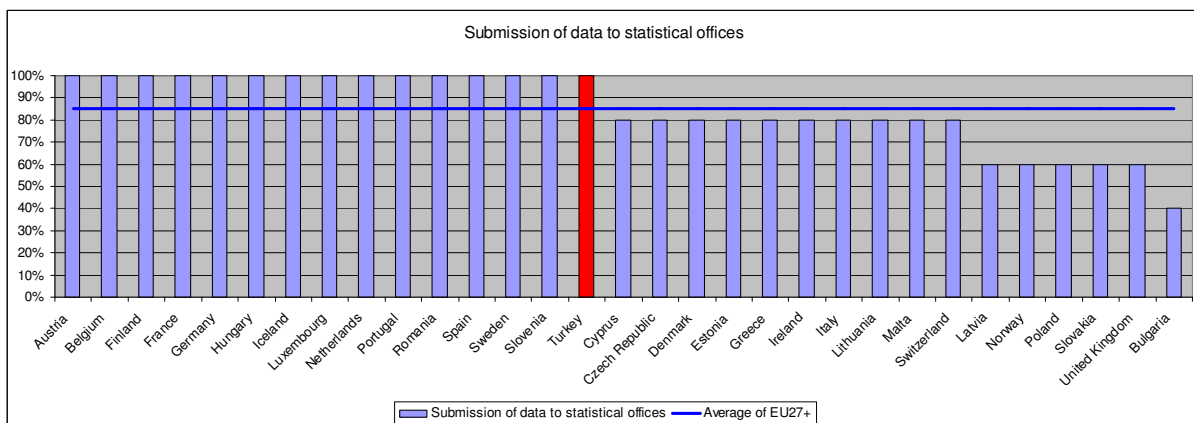
Turkey has reached full online availability for the indicator on the submission of data to statistical offices (EU 27+ average at 85%). As illustrative examples, businesses are able to send statistical data for the questionnaire of industrial tendencies or the questionnaire of industrial employment over the Internet to the statistical offices. An opportunity for further developing this public service could be enabling the interactive use (in terms of not only downloading but also interactive modeling and presentation according to user needs) of data by citizens and businesses.

3.5.18 Customs declaration
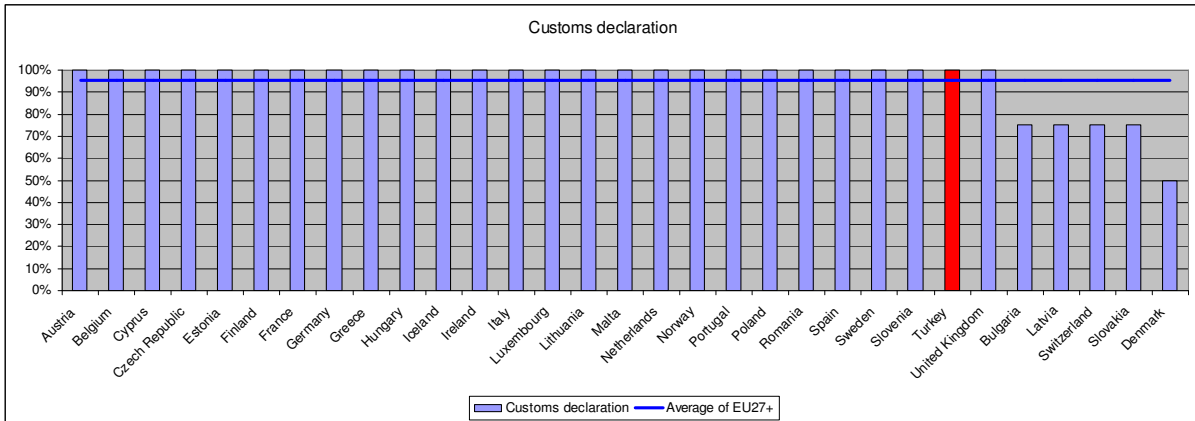
Turkey provides highly mature customs declaration services. Following the continuing implementation of the Customs Administration Modernization Project GIMOP, 100% of trade transactions are presently carried out electronically, with the exception of certain documents (e.g. Warranty Certificate by Ministry of Industry and Trade and Inward Process Licence by the Undersecretariat of Foreign Trade) which originate in other institutions; an area of improvement would be to look at this from a user's perspective, where addressing different institutions of the same government would no longer be necessary.

3.5.19 Environment-related permits
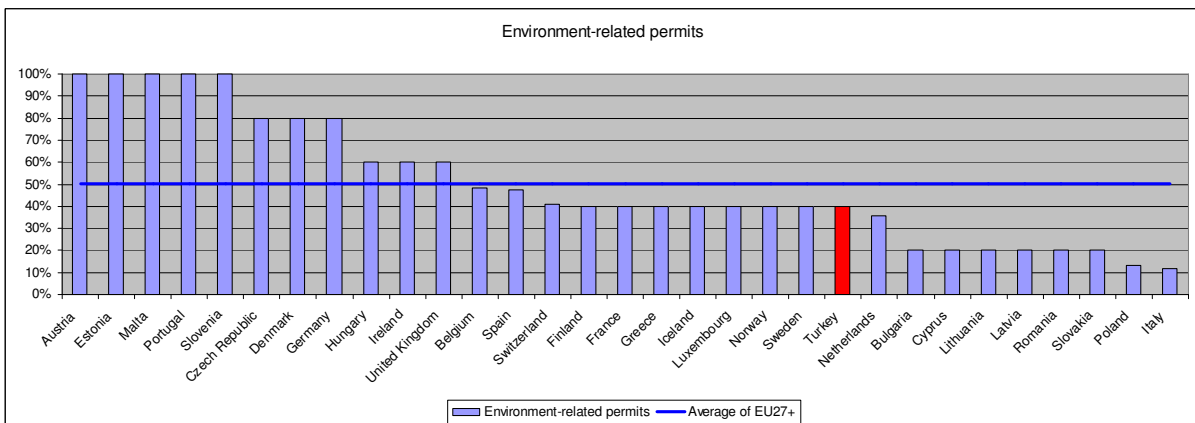
With regards to environment-related permits, Turkey is lagging behind the EU 27+ average of 50% by ten percentage points. Environment-related permits in Turkey are therefore an example for public services which are still relying on administration-centric, paper-based processes (in contrast to citizen-centric proactive service delivery). The general maturity of this service remains poor Europe-wide.

3.5.20 Public procurement
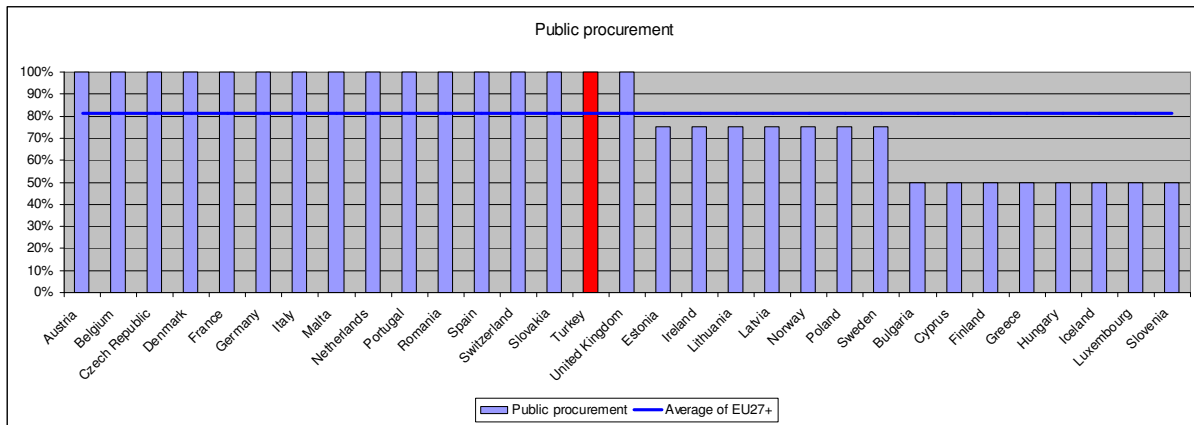
The Turkish public procurement platform serves several objectives[2]: firstly supporting civil servants in preparing documents and checking bidders' solvency, secondly centralizing tender-related information in a comprehensive and structured manner for businesses, and thirdly enabling citizens to gain insight into public procurement processes. The active use of the stated services requires user authentication.

European experience has already demonstrated the benefits of e-procurement which include increased transparency, reduced corruption, improved competition benefits, reduced administrative burden for firms, and reduced "cycle-time" for finalizing public procurement processes.

The Turkish e-procurement system is partly funded by EU subsidies and has been developed as part of a "twinning" project with Italy. The project governance behind the Turkish e-procurement system potentially indicates the benefits of pan-European co-operation in e-service development and implementation.

---

[2] http://www.erdemakyazili.bravehost.com/CountryProfileTurkeyEprocurementv1.0.pdf

4. USER CENTRICITY

3.1   Introduction on the indicator

A composite "User centricity" indicator was calculated based on three sub-indicatorsThe sub-indicators explore (*personal) data security*, *channel choice and access*, and *accessibility standards.* Individually, the cited dimensions offer useful insights; collectively they provide for a 3rd indicator to complement the two pure supply side indices of sophistication and full-online availability.

Each sub-indicator is elaborated below:

Legally Binding eID : The first sub-indicator assesses the research question: "*when a service is transactional, is there a legally binding eID system in place?*". This indicator is relatively easy to measure.

The result indicates that for only 15% of the transactional services indicate that the authentication system is in place "legally binding". The definition of "legally binding" is still subject to different interpretations across countries, but we can indicate as a comparison that the EU scores 29% with regards to this indicator.

Multi channel access : The second sub-indicator was assessed using the research question "*Is there a least one other channel, being a call centre, mobile devices, public kiosk, digital interactive TV; mentioned as being operational for the service delivery*?"

Turkey scores 11% with regards to the "multi channel access" indicator, indicating room for improvement, especially as ICT access and usage data reveal relatively low (even though steadily growing) ICT penetration among Turkish citizens. The overall result for EU27+ is 24%, meaning that for one in four transactional web services a second non-classic channel is mentioned to be available on the web site. We believe multi-channel access to government services is key to the provision of high-quality services to all Turkish citizens.

Compliance with accessibility standards : The third sub-indicator was measured using the research question: "*Is there any accessibility statement or logo on the online service delivery point referring to international guidelines*?"

Turkey has reached 9% in terms of compliance with accessibility standards and therefore scores above the European average (5%) and closely to the front-runners of the assessment. This of course only an approximation since it does not assess real accessibility. This topic is elaborated further on later in this study.

3.2 Results on "User centricity composite indicator"

The overall results on a country ranking level for the three relevant user centric indicators are shown in the table below:
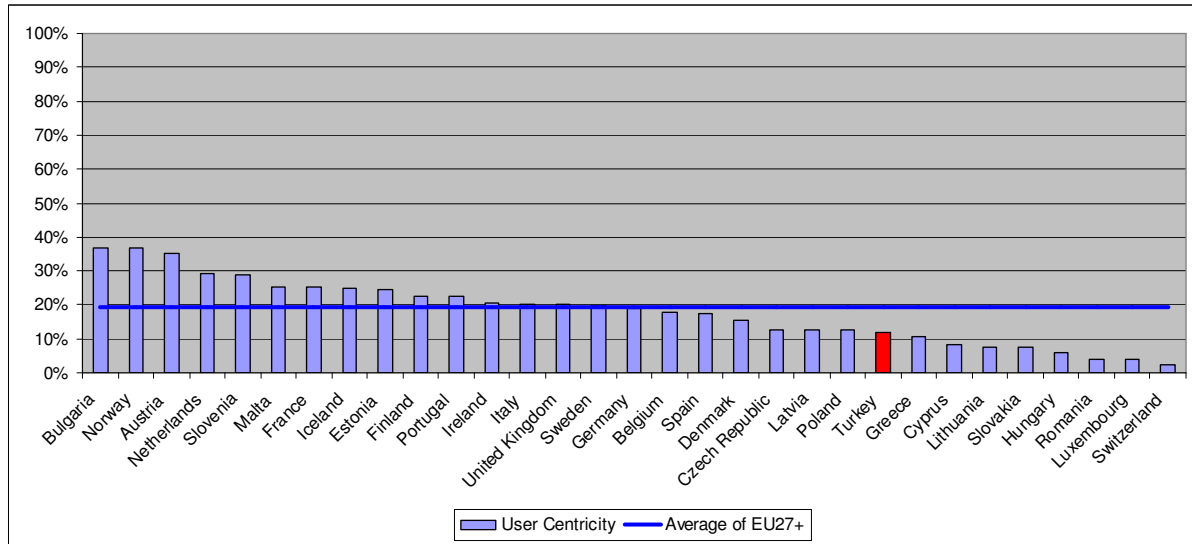
User centricity: country ranking

For Turkey, the above graph indicates the necessity for actions which has already been anticipated in Turkey's recent Information Society Strategy.

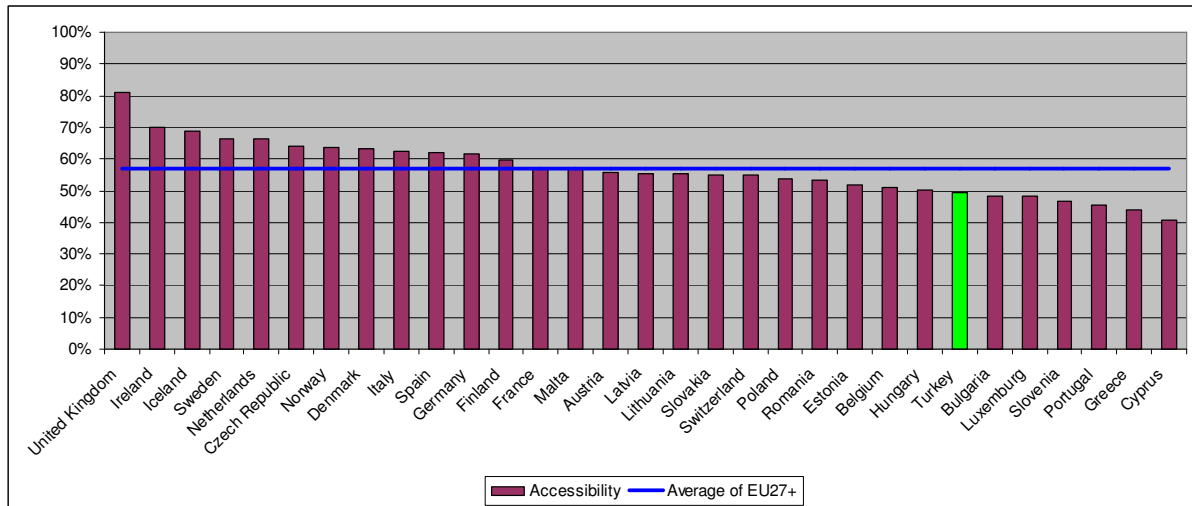## 3.7 Additional web accessibility evaluation

Since the indicator of "compliance with international accessibility standards" only indicates the existence (or non-existence) of a visible accessibility logo on a web site. This does not assess he compliance of the web site with actual accessibility criteria. The presence of a logo can indicate a government's consideration of Web accessibility as a policy issue. The usage of this indicator has, however, revealed as inadequate to provide sound evaluation to countries- especially in the light of the policy emphasis the European Union has been putting on web accessibility throughout the past years.

A web crawler tool has assessed the websites survey by Capgemini, performing an automated accessibility evaluation. This tool is based on the accessibility guidelines from W3C[3]. The accessibility guidelines from W3C are primarily designed to promote accessibility. However, following them will also make web content more available to all users whatever browser they may use, desktop browser, voice browser, mobile phone etc.

---

[3] WCAG 1.0, http://www.w3.org/TR/WAI-WEBCONTENT/

The evaluation was carried out using the preliminary results from the European Internet Accessibility Observatory project (EIAO)[4] and deployed a set of 31 tests[5] to detect potential barriers to accessibility. A barrier is a possible obstacle that may prevent users from accessing the web content.

Turkey scores 49%, compared to an overall average accessibility score of 57% for the EU 27+. The results show that there is an important room for improvement overall in Europe to enhance the accessibility of public websites.

Individual country Web accessibility evaluation

From the eGovernment policy perspective, Turkey's current Information Society Strategy does not prioritize "web accessibility" as a matter as such. Priority is rather given to the digital divide and increasing access to ICT and eGovernment in general. Taking accessibility guidelines into consideration when building new websites could somewhat improve performances without adding much burden.

3.8 Turkey's development curve towards user-centric and user-driven eGovernment

EU-countries are aware that eGovernment policy is no longer about bringing public services online. Technological advances can be powerful enablers to effectively improve governmental services from the user perspective: service delivery that likewise benefits to governments, businesses and citizens and hence all user groups of e-services.

Even though many governments have already carefully formulated policy targets around user-centricity, their actual country experiences demonstrate challenges in reaping the benefits that user-centric policies can generate. Among them: difficulties in increasing take-up of e-services despite significant investments, communication failures around benefits of ICT-enabled service delivery to

---

[4] The project is co-funded by the European Commission DG Information Society and Media, under the contract IST-004526. More info concerning EIAO can be found on http://www.eiao.net/.

[5] The tests are defined by the Unified Web Evaluation Methodology (UWEM1.0) - http://www.wabcluster.org/uwem1/

(potential) users, and an apparent disconnection, if not a (perceived) disinterest, of users for eGovernment initiatives. The mentioned policy challenges make goals of achieving active citizen engagement and empowerment become distant prospects. The users' mindsets have revealed complex and the evidence-base to develop policy prioritization mechanisms to respond to challenges remains scarce or is not (yet) used by policy makers.

The most benefits for all parties – citizens, businesses and governments alike – will be achieved by the provision of highly mature services, with big take-up and high user satisfaction. Every government working towards this will go through a normal development path with some characteristic phases. These are illustrated in the figure below:
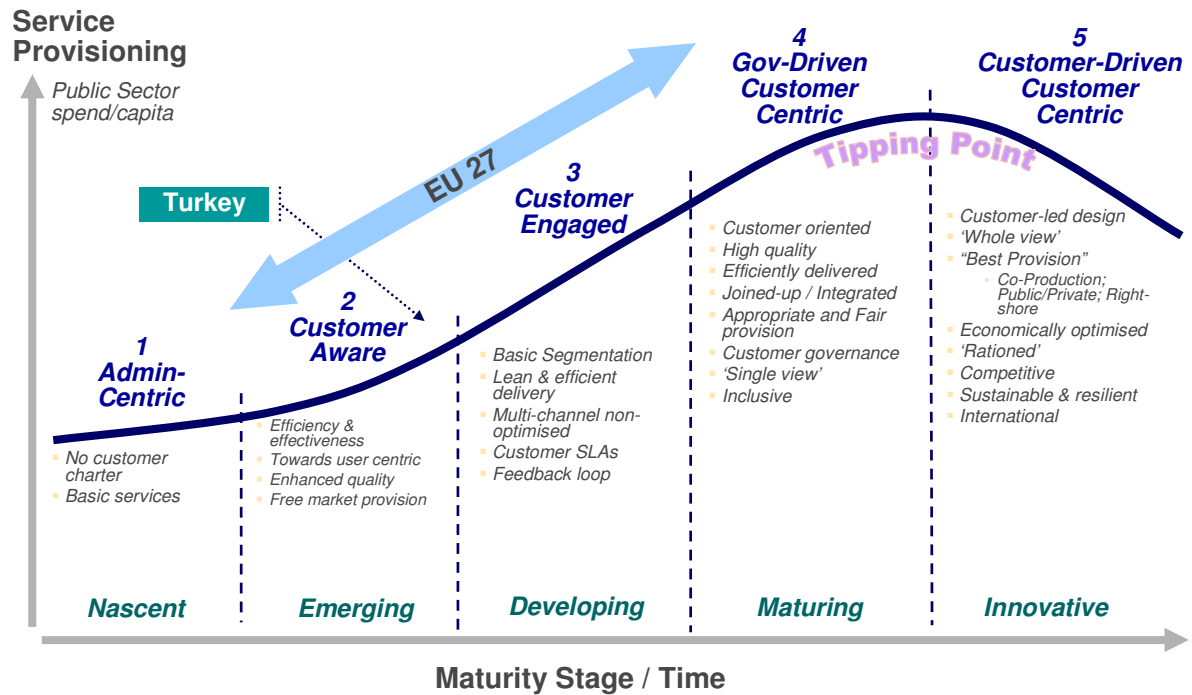
Development stages towards customer-driven and customer-centric eGovernment

Turkey's service provisioning has elements of the first and second stages, depending on the services considered. For a limited number of high-profile services it has reached the third stage.

The first area of improvement will be to move a broader range of services along the sophistication and maturity curves. This will create awareness among the users and will drive them to increasing the use of these services.

Development costs for mature service provisioning will inevitably rise in the near future, considering Turkey's strategy for modernization. Costs per capita will start levelling off once high quality services will be joined-up and integrated, when customers will easily find their way (via a National Portal for instance) and experience added value.

The shift towards user-centric and user-driven services includes increasing user involvement in the processes of service creation and service delivery which indirectly increases users' awareness. The key stimulating factor for enhancing take-up of services, in today's Web2.0 world, appears to be to actually get citizens involved in the development of services; i.e. rather than focusing on user-centricity which is driven by governments, one should focus on user-driven services.It also fulfils goals of inclusion and increasing participation- goals Turkey should keep in mind when designing the next generation of eGovernment policies.

5. NATIONAL PORTALS IN EUROPE

A national portal that gives access to the different services is one way to fight a fragmented public service offering. An improved customer experience can come through a consistent "look & feel" over all government websites, an integrated version management system, a display of services according to personal preferences, presentation modes and many others.

Turkey has not yet implemented a national portal. Currently, Turkey's public sector is estimated to have more than 10 000 websites, more than 3800 of which are in central government. This large number of sites can make it more difficult for users to find information and services. This confuses users and will risk discouraging them.

Turkey is currently building a national portal to help users find information and access services relevant to them. The future Turkish portal should serve as a one-stop-shop to visitors by enabling users to access governmental services independently from the institutional structure delivering the services. After all, end-users of eGovernment are mainly concerned with those aspects of e-service delivery that are visible to them.

For the time being, the Turkish investment portal was established in July 2006. This portal is an easy-to-navigate information platform for international entrepreneurs considering why and how to invest in Turkey. Entrepreneurs can find the facts and figures on how best Turkey fits in their international business strategy in a concise and compiled manner.

Good practice: Mypage- personalized eGovernment services of the Norwegian National Portal

An increasingly important feature of national portals is "personalization", in other words to what extent a user can personalize the portal ("*my portal*" aspect) and if there are there different entry modes to the portal depending on the profile of the user (citizens, youth, business, etc…).

The Norwegian national portal Mypage is a secured citizen's portal which provides access to personalized public services of all levels of government in Norway. Since May 2007, some 200 services from more than 40 public administrations are being provided to more than 200 000 registered citizens. As an additional feature, citizens can also look up information about them held by various public administrations.

Through ICT-enabled citizen participation, increasing demand, and revitalized competition between public administrations, the Norwegian government is being encouraged to open registers and create new services over the portal. Importantly, the evolution of the Norwegian portal is an example for the potential of bottom-up citizen involvement in policy design. The goal is that all relevant services from all levels of administration will be available through Mypage by the end of 2009.

Mypage can be accessed via mypage.no .

---

6. FUTURE OF MEASUREMENT

Since 2001 Capgemini has carried out the key measures to demonstrate eGovernment development across Europe. This eGovernment benchmark of the European Commission has built a strong reputation and the study has become a reference for the evaluation of eGovernment programmes in Europe. Many European countries and regions are since basing their assessment on the developed model, illustrating Capgemini's success in promoting eGovernment assessments Europe-wide.

The Capgemini benchmark has so far measured the *outputs* of eGovernment programmes in terms of the supply of e-services. It concerns the *visible* part of the supply-side. However, due to its wider involvement in both the theoretical (through the different EC projects) and practical (through implementation projects in MS) development of eGovernment during the past years, Capgemini has been able to keep good track of paradigm shifts in the demand-side of public service delivery as well as back-office developments.

The Capgemini benchmark must undoubtedly be put in context with other initiatives that may or may not be in place to ensure successful eGovernment Service Transformation. So consideration must be put to additional aspects:

- *eGovernment Readiness*: How aligned are on-line supply-side projects with other required 'building blocks', the likes of: strategy, change, or capability … and are these congruent with the overall setting?

- *Service Provision and Channel Strategy*: To what extent are services (life) event-based and organized around the needs of the users, being citizens in their different roles, businesses, and intermediaries? To what extent is there the necessary links across delivery channels to provide a consistent experience?

- *Internal Functional Simplicity*: Are sufficient aspects of the integration of the administrative back-office organization in place in order to reduce the administrative burden?

- *Customer Focus*: Do customers opinions get built into service design, and do customers really experience improvement in the service offering (choice, quantity, speed, quality)?

- *Impact*: Is there are measurement mechanism in place that can demonstrate to Administration and customer the value-add in terms of better outcomes?

All these areas can and should be measured in order to get a holistic picture of eGovernment service transformation requirements and achievements. The model represented hereunder provides a view of these different aspects to take into consideration, one of them being the "supply picture" presented in this report.
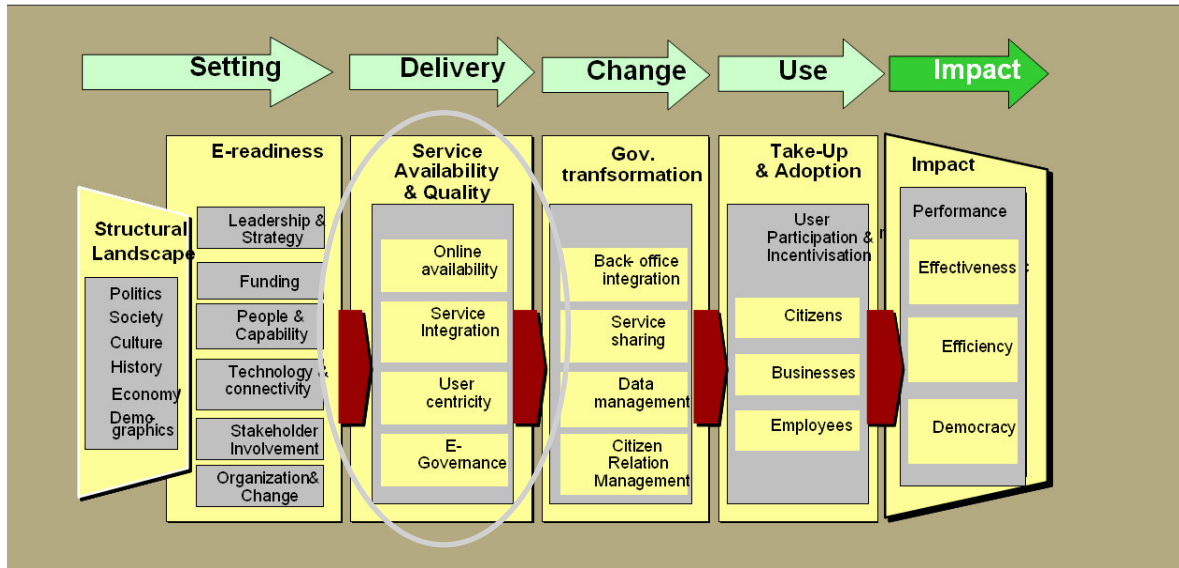
Holistic eGovernment model

www.capgemini.com