

## Borger.dk

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**Organisation:** Danish Agency for Digitisation

**Country:** Denmark

**Level of government:** Central government, Local government, Regional/State government

**Sector:** General public services

**Type:** Communication, Digital, Public Service

**Launched in:** 2012

**Overall development time:** 27 months

**Link to the innovation's website**

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# Description

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Borger.dk is the online one-stop-shop, or portal, and citizen's entrance to public administration (local, regional and national) in Denmark. Borger.dk and its Min Side (My Page) allows all Danes to: log-in using their NemID (digital signature) and Nemlog-in (SSO) to access personal information from tax and health authorities, to central personal and property registers etc., and a growing number of relevant, user-centric eServices for building permits, tax, digitally signed electronic post and patient health journals. This is a proactive, personal, efficient and effective online self-service. Founded in 2010, the borger.dk portal was last re-designed and re-developed in July 2012 to improve the user experience by optimising search functions, introducing action-oriented tasks and greater technical flexibility, modularity and lower maintenance costs. This work continues and the portal will be re-launched by end-March 2014 to also function on mobile platforms using responsive design (i.e. one solution, several devices). Based on experiences from a 2012-2013 pilot-project, user rating and commenting on content and online services will also be introduced in 2014. The portal is operated by the Danish Agency for Digitisation, within the Ministry of Finance. Daily operation, maintenance and development are mandated by the borger.dk board.

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## Why the innovation was developed

Online service provision in Denmark is 2 to 3.75 times less expensive than other delivery channels (i.e. telephone, in person, in writing) as studies conducted on the local government level have shown. Studies also show that 85% of Danes want to serve themselves online, as long as the solutions are user-friendly but only 10-15% of public services occur digitally. The discrepancy between supply and demand reveals a large, untapped potential. Hence mandatory digital communication and online self-service (sometimes known as digital-by-default) is a core element of the joint-government eGovernment Strategy 2011-2015. Borger.dk supports the strategic and financial objectives of the eGovernment Strategy and Digital by Default by providing a proactive, personal, efficient and effective online self-service.

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## Objectives

Improve access, Improve efficiency, Improve service quality, Improve user satisfaction

- Improved accessibility and increased level of proactivity and personalisation of online service delivery through a one stop shop and a personalised Min Side.
  - Support the eGovernment Strategy and the Digital by Default objectives of yearly cost reductions in EUR 40 million annually from 2015.
  - Support the target of 80% of all communication between the public administration and citizens taking place online and 80% of services as online self-services in 2015.
  - Provide open source software solutions to make borger.dk adaptable for local authorities through creating their own, built-in elements.
  - Joint development of assistance for citizens with weak IT skills.
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## Main beneficiaries

Civil Society, General population, Government staff

- Citizens will experience an enhanced user experience through greater accessibility, search optimisation and provision of user-friendly and proactive personalised online interaction with authorities.
  - Borger.dk and Min Side (or My Page) is unlocked with NemID (Danish National eID and digital signature scheme) to use 'personal fragments' such as age, gender, geographical location to make it possible to target specific groups of the population e.g. reminding a car owner with an outstanding fine to pay the fine, including a payment option, evidence of the parking infringement and a complaint option or a single mother within a specific age group living in a specific municipality with children at a given school. The technical ability to personalise content and eService provision is flexible and can in fact be deployed to the entire portal.
  - Authorities on municipal, regional and national level benefit through free use of borger.dk and Min Side platform, content and integration of own service elements according to their needs – through syndication of content and re-use of components.
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## Existing similar practices

### Genvej

In public administration of my country

Danish municipality Gentofte

Other national MyPage examples and solutions like Gentofte Municipality's Genvej (primarily local authority self-service) also constitute a personalised platform like borger.dk's Min Side. What differentiates borger.dk is:

- It covers all the public sector.
- Its joint-governmental cooperation and funding model.
- Its advanced level of technical flexibility, personalisation, sophistication (syndication of content).
- Its freely available components and services. Its proven business case.

<http://www.gentofte.dk/en/English%20NEW>

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### **One-stop-shop**

In other countries' public administrations

Governments

Other international examples of one-stop-shops or online portals are gov.uk, help.gv.at, eestii.ee, korea.net, gov.sg.

Another international example of MyPage: Minu asjada (My Data) on eesti.ee.

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# Results

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## Efficiency

- Efficiency savings for all authorities (municipalities, region and national authorities).
  - Borger.dk supports municipalities to increase citizen online self-service. E.g. Copenhagen municipality increasing online service transactions from 19% in 2009 to 37% in 2012, saving EUR 3.2 million per year
  - Borger.dk and MinSide are free platforms for authorities to use; estimated that they save the average municipality EUR 0.22m in acquisition costs and EUR 0.22m in annual operating and maintenance costs.
  - The possibility to link or import borger.dk content to their own websites enables municipalities such as Rødovre and Frederiksberg to save the equivalent of 0.25 FTE annually.
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## Effectiveness

Greater technical flexibility, modularity and lower maintenance costs.

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## Service quality

### Accessibility:

Improved user-friendliness and web-accessibility (WCAG 2.0 AA). Borger.dk continuously lives up to the WCAG 2.0 AA standard.

### Responsiveness:

- By end-March 2014, borger.dk will be re-launched to also function on mobile platforms – using responsive design (i.e. one solution, several devices).
- Increased personalisation capabilities.
- Improve the user experience by optimising search functions, introducing action-oriented tasks.

### Reliability:

Borger.dk “up-time” is 99%.

NB: Borger.dk “up-time” excludes eServices that are under the responsibility of various public authorities. Minimum standards for “up-time” and response times for follow-up on incidents will be incorporated in borger.dk’s standard service level agreement in the 4<sup>th</sup> quarter of 2013.

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## User satisfaction

User-ratings of borger.dk for the period 2011-2013 consistently ranged as follows:

- 65-79% rate borger.dk as having a positive image.
- 55-69% rate the content quality is high.
- 65-79% finds content to be written in a clear and easy to understand language.

Visitor numbers (from a population of 5.6 million) have for the period been rapidly increasing:

- 10.71 million, in 2011.
  - 13.27 million, in 2012.
  - 15.63 million, Jan-Sept 2013.
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## Evaluation

Steering Committee evaluates business case and key performance indicators every 6 months. Borger.dk success criteria – must be documented, measureable, adjusted annually by Steering Committee. Continuous evaluation of Borger.dk and Min Side with adjustments made to work programme as appropriate. Live version tested 2.5 months following launch using eye-tracking, head mapping and interviews on with target groups. Monitoring tools: measure actual use and behavioural patterns. Weekly statistical overview on visitors and most popular sites. Annual user surveys; online user panel of around 12,000 volunteers. Pilot rating and commenting tool on site for users (‘Your opinion counts!’), actively monitored by portal staff for follow up (pilot will be followed by full version). Call centre continuously monitors queries and advises borger.dk staff of ‘trouble spots’ to be solved.

# Development

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## Design

Ideas inspired by developments in the private sector and by public sector front-runners. For instance, authorities like ATP and Udbetaling Danmark decided to close down their citizen facing websites in favour of consolidating all content and all eServices on borger.dk thus achieving a number of efficiency and effectiveness gains plus benefiting the end-users. Based on the experience with borger.dk, ATP and Udbetaling Danmark have decided to consolidate all business related content on the Danish business portal virk.dk. Similarly, an increasing number of municipalities (e.g., brønderslev.dk and fredericia.dk) maintain their eServices exclusively on borger.dk. More important is that users expect proactive and personalised information and eServices – also when it comes to public sector service provision. Information from user-surveys, indirect feedback from call centres and physical one-stop-shops confirms this. Lastly, user-friendliness, web-accessibility, user-centric and proactive service provision underpin the current eGovernment Strategies mandatory online self-service targets.

Design time: 9 months

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## Testing

Usability tests: Design and implementation phase. Tests included eye-tracking, head-mapping and interviews on limited html-mock-ups with various target groups. Technical tests: using performance and module tests. Function point tests. Flow test. Security test. These above tests have been complemented by third party security tests.

Testing time: 11 months

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## Implementation

### Tools used:

Steering Committee (with representatives from national, regional, local and municipal government) to support cross organisational mandate and objectives.

Project management methods:

- The Agency for Digitisation IT-project model.
- PRINCE2 - process based method for effective project and programs management. Used for: business justification; to define structures for project management team; product-based planning approach; emphasise manageable and controlled project stages and flexibility being applied to a level appropriate for the project.
- SCRUM - incremental method and agile software development. Based on empirical approach and acceptance that problems cannot be fully understood or pre-defined at the start of a project. Focus on delivery of tasks on time, to budget and specification but allowing space for change. Project team must be able to respond to emerging requirements.
- The Agency for Digitisation conducted its best practice project implementation through e.g. a joint project room, visualisation, continuous dialogue and weekly review meetings.

Note: When an initiative due to complexity and size warrants multiple projects these are implemented in accordance with the Agency for Digitisation IT-programme model.

### Resources used:

- Borger.dk annual budget for 2009-11 was EUR 6.43 million.
- Joint financing from government (40%); regions (20%) and municipalities (40%).
- Redevelopment costs for borger.dk for 2010-2012: EUR 1.76 million, with additionally 14 Full Time Employees (FTEs).
- Redevelopment costs for Min Side for 2010-2011: EUR 0.46 million, with additionally 2.5 FTEs.

Implementation time: 7 months

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## Diffusion

Modularisation and increased technical flexibility, allowing for integration of different technical formats on the portal. Scalability by building on existing national and international standards of interoperability, re-using joint government components across different levels of government. NGOs and Civil Society Organisations, Libraries etc. are providing training on how to use borger.dk for e.g. the elderly.

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## Challenges and solutions

Main developing challenges encountered related to:

- Transferring design ideas to practical technical solutions.
- Maintain scope.
- Ensuring optimisation of “out of the box” functionality, while minimising customisation.
- Ensuring continued engagement and user-input in testing of proto-types and user-stories (part of SCRUM implementation model)

Post-launch challenges encountered mainly relate to encouraging authorities and IT-developers to develop innovative, personalised and pro-active eServices utilising the technical possibilities of borger.dk and Min Side.

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## Partnerships

### Ministries and agencies

Other Public Sector

We partnered with the Ministry of Economic Affairs and the Interior, the Danish Tax Authorities, ATP, Udbetaling Danmark, National Health Portal [www.sundhed.dk](http://www.sundhed.dk) and the Danish Pensions Agency.

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### Danish regions, local governments and selected municipalities

Other Public Sector

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### Stakeholder organisations

Civil Society

Input has been unofficially collected in the design from organisations like Ældresagen (national senior citizens organisation) and Ældremobiliseringen (national senior citizens organisation focusing on providing it-skills training).

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# Lessons Learned

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## Lessons Learned

- Joint cooperation and development have real qualitative and quantitative benefits for the partner and users (business case, pooling of resources and knowledge, and more personal, user-centric online experience).
  - Service quality and delivery can be improved by focusing on users' needs and merging content, data, services and action.
  - Service delivery costs can be lowered by pushing relevant digital content online thus encouraging users to online self-service.
  - Importance of good project management model, relevant skills and communication with partners and external stakeholders.
  - Importance of communication including proactive provision of advice, manuals and guidelines.
  - Importance of using open source, recognised standards, flexibility vis-à-vis extend of use and technical format of widgets.
  - Partners: continuous dialogue and clarification of queries and outstanding questions and weekly review meetings.
  - Subcontractors: work at subcontractor premises at least two days weekly for joint coordination; continuous dialogue, weekly review meetings; test case developed.
  - Contracts: fixed price contracts minimise budget risks; realistic time schedule and minimise change requests; divide the project into manageable phases and tasks.
  - Other: think logically, plan ahead and adjust if necessary, relevant and possible; don't rush and don't get stressed; communicate and inform relevant internal and external parties; have fun.
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## Conditions for success

Key enablers for successful innovation include:

- Supportive leadership and guidance.
  - Motivated and pro-active project team.
  - Mix of relevant skills and experiences (technical, user-ability and design experts, project management, knowledge from back- and frontend users)
  - Realistic objectives and targets.
  - Ability to stay within project framework and objectives.
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## Other information

Link for guide to user-friendliness and web-accessibility (udviklingsvejledning for selvbetjeningsløsninger):

<http://arkitekturguiden.digitaliser.dk/godselvbetjening>

Link for Min Side (My Page):

<http://prezi.com/ib3e4w-00r1r/my-page-tour-proactive-personal-and-mobile/>