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Benchmarking of Safer Internet policies in Member States and policy indicators

Final report

IDATE

In consortium with

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Executive Summary

The daily digital life of children is full of opportunities and in permanent change, with technology developments and new user patterns swiftly emerging. In order to protect and empower children in their online activities, European and national policy makers implement different policy interventions, including actions related to online child pornography, regulations and industry self-regulation, and the funding of initiatives that tackle a vast range of challenges. European countries use varied approaches in their formulation and implementation of policies and actions concerning children online, involving different and multiple levels of government as well as actors and authorities - in a regional, national, European and international context.

In early 2013, the European Commission (EC) commissioned the study 'Benchmarking of Safer Internet policies in Member States and policy indicators' to a consortium consisting of Technopolis, Gide and Europe Ltd., in addition to IDATE. This study took place in the context of the European strategy for a Better Internet for Children¹ and with the funding of the Safer Internet Programme². The main objective was to provide a comprehensive and thorough analysis of how the challenges concerning children online are met and addressed in policies and initiatives across Europe, and to develop a sustainable benchmarking tool.

In this final report of the study, we present the '**BIK Map**', i.e. the 'Better Internet for Kids benchmarking tool³'. The principal aim of the BIK Map is to improve the understanding of BIK policies and initiatives in the Member States, Iceland and Norway⁴. Its intent is not to identify the 'best' country model. Rather, it aims to facilitate the exchange of experiences on both good and less efficient BIK policies and actions and act as a tool for learning. This should allow for increased policy intelligence, to the benefit of both the EC and national policy makers, which in turn will lead to improved policy making and implementation. The BIK Map allows for the identification of emerging patterns, models, and approaches taken by the EU countries in their BIK-related policies and initiatives. It provides a visual representation, showing developments over time, whilst also collecting qualitative information.

The 2014 BIK Map sets the baseline for future benchmarking exercises and maps out the current state of BIK-related policy governance and actions and initiatives in the EU Member States, Iceland and Norway. In the paragraphs below, we outline our main findings and draw the conclusions and recommendations of the study.

Main findings

The topics covered by the Better Internet for Kids strategy have a 'horizontal' character, i.e. interest areas that are in the competence sphere of multiple ministries at the national level. This implies that in most EU countries, several ministries are involved and a silo approach is adopted: BIK-related issues are components of broader strategies, e.g. the digitisation of education. The degree of centralisation in the decision-making on BIK-related policies is a matter that is strongly influenced by the national culture. Nevertheless, good policy-making on 'horizontal' issues requires a policy framework and strong coordination among the ministries involved. Our findings show that most EU countries are lacking in this perspective. Seldom there is a

¹ [European Strategy for a Better Internet for Children – COM\(2012\) 196 final](#)

² [Decision 1351/2008/EC of the European Parliament and of the Council of 16 December 2008, OJ L 348 of 24.12.2008](#)

³ In the report, we use the wording Better Internet for Kids (BIK)

⁴ In the report, we refer to the countries that were subject of this study as 'EU countries'

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formal governance framework, and coordination practices most often rely on ‘informal meetings’.

Insufficient attention is dedicated also to the collection of evidence on which to base policy design. In most cases, surveys are run on an irregular basis and the continuity of these exercises varies highly from country to country. There is also no common approach to the measurement of online use and risks for children, leading to data that are incomparable at the international level. Most important, there is an overall absence of monitoring and evaluation activities, measuring the efficiency and effectiveness of the policies.

In terms of policy focus, awareness raising and empowerment reflect a ‘natural’ orientation of public policies to tackle Better Internet for Kids issues, while the topic of *high quality content online* is addressed in a less thorough manner, most often through specific activities such as the development of public web portals or apps rather than through a rigid policy. In relation to the *creation of safe environments*, i.e. privacy settings, age controls, etc., the trend is towards fostering *self-regulation* among the relevant industry actors rather than top-down regulation.

BIK-related activities implemented at the national level therefore focus especially on awareness/empowerment activities and/or on the fight against child sexual abuse online/child pornography, the latter usually managed by the police forces. Actions and initiatives fostering *awareness and empowerment* show a high breadth of activities, including new risks such as cyber-grooming and cyber-bullying. The issue of sexual harassment, however, constitutes a less frequent focus and is covered in (only) half of the countries.

Initiatives related to child-specific *online content and services* as well as *child-safe online environments* are less frequent. However, most countries provide child specific websites and mobile apps, thus focusing on new emerging services and keeping in line with today’s ICT trends. Very few countries cover the prevention of advertising and overspending, i.e. activities that are directly related to marketing.

The level of stakeholder involvement can be considered an indicator for the quality of policy implementation, measuring the commitment to the issue in society at large.

Only in a minority of countries has all stakeholder categories involved at a significant level. In more than half of the countries, only some of the main stakeholder groups were involved. The more stakeholders involved, the higher the number of implemented BIK activities, and the BIK Map revealed the critical role of the public sector as the driver for non-public stakeholder involvement: countries with high public sector involvement tend to have also high non-public sector involvement.

Information on national public funding efforts related to online safety initiatives (beyond the Safer Internet Centres co-funded under the EC's Safer Internet programme) is scarce and close-to-impossible to collect in most countries. This issue is closely connected to the fragmentation in the national policy framework; only rarely are budgets specifically earmarked for the Safer Internet for Children components.

The Safer Internet Centres (SICs) play a key role in the coordination of actions and initiatives in the EU Member States, Iceland and Norway. In the majority of these countries, the SIC is recognised as the key platform for the implementation and coordination of actions and initiatives. In addition, its advisory board constitutes a valuable arena for dialogue among the stakeholder communities in the country. It should be noted, however, that even though the SIC may be the most important actor engaged in public awareness raising and empowerment activities, there are always some activities beyond the SIC – albeit sometimes only on a small scale.

Non-public stakeholders most often involved in BIK-related activities are NGOs, Internet Service Providers and Mobile operators, and to a lesser extent the Software Industry, Broadcasting companies, Universities and research centres.

Conclusions and recommendations

A Better Internet for Kids is high on the policy agenda in all EU countries and remains a shared concern for all EU countries as well as for the European Commission.

There is room for improvement in the design of the policies and its governance at the national level, in particular in relation to the collection of evidence and the evaluation of the policies' efficiency and effectiveness. Also a stronger coordination among the responsible ministries would be beneficial.

Based on our findings and conclusions, we suggest two sets of recommendations.

- Recommendations addressed to the EC
- Recommendations addressed to the EU countries.

Recommendations to the EC

Recommendation 1: to strengthen the European platform for dialogue on BIK-related issues

In the last decades, the European Commission has shown an on-going strong commitment in ensuring a safe Internet environment for Europe's youth. During our study, we encountered an equally strong commitment in the EU countries, i.e. the EU Member States, Norway and Iceland. The context, however, is one of a fast pace of change in the digital environment (and therefore also of threats for children) and an increasingly international dimension of the phenomena. In this context, a platform for the sharing of experience and expertise among national policy makers and the other stakeholders involved is of an increasing importance in order to avoid inequality in the protection of children among the different EU countries as well as to reach an improved governance and implementation of BIK-related policies in Europe.

Recommendation 2: to implement the BIK Map on a regular basis

The BIK Map constitutes a potential starting point for such experience and expertise sharing among national policy makers in Europe. The national contact points involved in the BIK Map pilot exercise considered that the BIK Map should be implemented on a regular basis and a two-year frequency was the most common suggestion. To ensure a sustainable, continued implementation, we recommend the EC to take the responsibility of running the process for the next exercise in the years to come, based on the developed methodology and tool.

Recommendation 3: to foster the development of standards for data collection

A major barrier for a quality BIK-related policy design at the European and national level is the availability of comparable data, mapping the state of Internet use and risks for kids in the different EU countries. We recommend that the relevant Commission services cooperate in identifying a set of common statistical indicators that could reflect ICT practices and risks for kids in order to reach such a comparable contextual picture at the European level. The BIK European platform for dialogue could be the place to discuss and agree on the common indicators to be used.

Recommendation 4: to foster dialogue with private stakeholders

Discussions between the EC and the CEO coalition have taken place over the past few years to promote the commitment of large ICT players in line with the BIK European strategy. We recommend the EC to continue the dialogue with private stakeholders, notably in promoting self-regulation initiatives. The BIK European platform could be used as a place to share the outputs of self-regulation initiatives, both cross-national (like the CEO coalition) and national.

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Recommendations to the EU countries

Recommendation 1: to enhance the quality in BIK-related policy governance and design

A major finding of the study is that in most EU countries there is room for improvement in BIK-related policy governance and design. This regards in particular the coordination among ministries involved, efforts to reach a comprehensive view on policies tackling BIK challenges, their effectiveness and costs, the collection of evidence upon which to base these policies, and the identification of SMART policy objectives. Improvement of these policy practices will enable national policy makers to provide a more effective and efficient support to the children in their country for a safe use of Internet.

Recommendation 2: to provide sustained support to national platforms for dialogue

In most EU countries the Safer Internet Centres provide a national platform for dialogue and play a key role in gathering the various members of the BIK community. They provide the needed arena to relay expertise, discuss on policy priorities, mobilise the various stakeholders around key challenges, and coordinate the implementation of actions. Uncertainty in public funding is a threat for the future activity of these national platforms. We recommend the EU countries to act for their sustainability.

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1. Introduction

This report presents the final conclusions and recommendations of the study 'Benchmarking of Safer Internet policies in Member States and policy indicators' (SMART 2012/0043). The study covered 29 countries, including 27 EU Member States⁵, and the EEA countries Iceland and Norway. In this report, we refer to the countries that were subject of this study as 'EU countries'.

The main objective of the study was to provide a comprehensive and thorough analysis of how the challenges concerning children online are met and addressed across Europe in terms of public policies and actions – including a benchmark. The final output of the study is a benchmarking tool, which provides the Commission with a comparable view of how the challenges are addressed across the 29 EU countries.

The study is to be set against the context of the European strategy for a Better Internet for Children⁶. In preparing the strategy in 2012, the European Commission (EC) reported that EU Member States take different approaches in their specific national policies and the implementation of actions and initiatives targeted to children, beyond the common agreement on the opportunities Internet and ICT provides for children and the necessity to consider children's specificities as regards to online safety. There was a need for a better knowledge of the EU Member States' approach in order to inform and adjust the Commission policies and support in this field. This included how EU Member States policy makers design policies specifically aimed at the welfare of children in the context of online activities, how they are implemented, to what extent various stakeholders are involved in the implementation, etc.

This 21-month study was conducted in two steps (Figure 1, below):

- *Phase 1 - Mapping and analysis* covered the objective of providing a European overview of the relevant national policies and actions in the field of Better Internet for Kids in EU countries;
- *Phase 2 - Scoreboard development and piloting* covered the objective of designing a scoreboard (or equivalent) allowing a benchmark across EU countries on policies and actions in the field of Better Internet for Kids.

The decision on the indicators to be included in the benchmark tool was taken in close collaboration with the EC, representatives of EU countries and other stakeholders (NGO, industry, and research). Two workshops were organised during the study with national representatives in order to share the way the study team envisaged building the benchmark tool.

- Workshop 1 allowed for discussions on the main findings of the country case analyses, and also on the data/indicators to be used to benchmark policies and actions in the field of Better Internet for Kids;
- Workshop 2 allowed for the validation of the benchmark tool's final structure prior to the pilot phase.

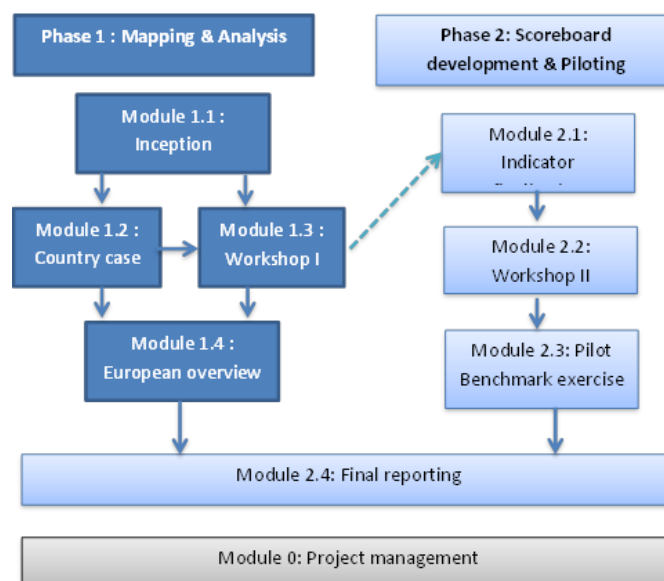
A pilot of the benchmark tool was run between June and September 2014 with the support of a network of appointed national contact points, in charge of collecting the data and information at national level. It was run in close collaboration with the EC, the EU countries representatives of the Safer Internet programme committee and representatives from Norway and Iceland.

⁵ Belgium was covered separately for Flanders and Brussels-Capital Region/Wallonia. Croatia was not covered since it did not participate in the Safer Internet programme.

⁶ [European Strategy for a Better Internet for Children – COM\(2012\) 196 final](#)

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Figure 1: Structure of the activities performed



The findings reported in this final report are based on the information and data provided by the national contact points during the BIK Map pilot phase. The national contact points have a central role in the BIK Map process and are responsible for the delivery of information and data related to their country.

This final report is structured as follows:

- Section 2 describes the Better Internet for Kids (BIK) benchmarking tool and its potential use in the future;
- Section 3 reports on the main findings from the pilot benchmark. The findings are structured in two parts:
 - The quality of policy governance;
 - The actions and initiatives in the EU countries;
- Section 4 draws the conclusions and provides recommendations.

It has the following appendixes (provided as separate reports or separate files):

- Appendix A: Results of the BIK Map pilot exercise – Processed data;
- Appendix B: Results of the BIK Map pilot exercise – Qualitative information;
- Appendix C: Country profiles;
- Appendix D: The BIK Map Tool, including the BIK Map template (excel file).

2. The BIK (Better Internet for Kids) Map

In this chapter of the report, we describe in detail the Better Internet for Kids benchmarking tool (BIK Map), which constitutes one of the main final outputs of this project. We describe what the BIK benchmarking tool is, its definitions and objectives and how it works. We also evaluate its strengths and weaknesses, and conclude by detailing its value for the EC and the EU countries, and how we envisage it being used in the future as a sustainable, continuing exercise.

2.1 Definition and objectives

The BIK (Better Internet for Kids) Map is a benchmarking tool that allows for the identification of emerging patterns, models, and approaches taken by the EU countries in their policies and initiatives related to the issue of BIK. It provides a visual representation, showing developments over time, whilst also collecting qualitative information constituting a tool for learning and good practice sharing.

The principal aim of the BIK Map is to improve the understanding of BIK policies and initiatives in the EU countries. Its intent is not to identify 'best' practice. Rather, the BIK Map tool aims to be a sustainable tool to facilitate the exchange of experiences on both good or less efficient BIK policies and actions. This should allow for increased policy intelligence, for both the EC and the EU countries, which in turn should lead to improved policy making and implementation.

2.2 Description of the BIK Map and its sections

The BIK Map covers eight key topics for investigation, in order to understand the BIK practices in the EU countries and its alignment with the EU BIK strategy in terms of policy design and implementation. These key topics for investigation were grouped into two main sections: "Policy governance", and "Actions and initiatives" (Figure 2, below)

Figure 2 : Key topics for investigation in the BIK Map

Section	Key topics for investigation
A: Policy governance	A1: The policy framework and coordination A2: The quality of policy design and implementation
B: Actions and initiatives	B1: The role of the public sector B2: The trend in national public funding B3: The stakeholders' involvement B4: The role of the Safer Internet Centre (SIC) B5: The trend in national public funding of the SIC B6: The breadth of the activities for Better Internet for Kids

For each of the 8 key topics for investigation, the BIK Map covers the fields addressed in the EU strategy for a Better Internet for Kids⁷, which are:

- Child specific online content and services;
- Digital / media literacy in education;

⁷ European Strategy for a Better Internet for Children – COM(2012) 196 final.

For the field 'awareness and empowerment', we made a distinction between digital/media literacy in education and the other Awareness and empowerment initiatives

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- Awareness and empowerment;
- Tools and regulation for online safe environment;
- Legislation and law enforcement against child sexual abuse and exploitation.

The indicators selected to collect the relevant data and information follow the “RACER” criteria (Relevant, Accepted, Credible, Easy and Robust – see Figure 3, below), and can be used to identify developments and also to collect qualitative details related to specific activities. Each indicator is described according to a set of simple, clear, close-ended questions (in most cases).

Figure 3 : The RACER criteria for the indicators’ selection

RACER criteria	
Relevant	The indicators are linked to the EU strategy and cover the key topics for investigation in line with the EU BIK strategy, i.e. related to the policy design and the implementation of the initiatives
Accepted	The indicators have been validated with EC, EU countries’ representatives and experts (through the two workshops)
Credible	The indicators are based on a preliminary country analysis, which identified the most relevant indicators for which reliable data could be collected. The description of the indicators is provided in a guidelines document
Easy	The indicators were identified taking into consideration the feasibility of data collection, and they reflect the outcomes of discussions with EU countries’ representatives concerning the process of data and information collection at country level
Robust	Links to references are asked in support to close-ended answers

2.2.1 Section A: Quality of policy governance

The two topics covered in this section of the BIK Map: the “Policy framework and coordination” and the “Quality of policy design and implementation”, relates to the policy-making level and focuses on the approach taken in the EU countries for the design of BIK-related policies and their governance.

In this context, internationally recognized standards of good practice indicate the importance of the following factors in order to achieve efficiency and effectiveness in policy-making:

- Coordination at the higher levels in the policy system, allowing for the identification of overlaps or gaps in policy-making;
- The collection of evidence, based upon which policies are defined or changed;
- The implementation of policy monitoring and evaluation exercises, based upon target indicators and allowing for identification of the policy effectiveness and the reasons for an eventual failure in reaching the objectives.

In this section of the BIK Map, the alignment of the BIK practices in the EU countries with these quality standards is measured. It is the part of the BIK Map where data and information collected set the basis for a certain quality assessment.

2.2.2 Section B: Actions and Initiatives

In this section of the BIK Map, we map the approaches in the EU countries for the implementation of the BIK activities along a set of indicators and topics for investigation. This includes the role and involvement of the public and non-public sectors, the breadth of the BIK-related activities, the trend in funding, and the role of the Safer Internet Centres (SICs) and their funding.

These approaches are set against the national context, such as the national culture with regard to the role of the government, the size of the country, the historical importance of certain actors in society, etc. Therefore, in contrast to the previous section, the focus of the BIK Map in this section is on the description and the collection of (qualitative) information. The main objective is to create learning opportunities, based on the sharing of experience and ideas for initiatives.

2.3 Strengths and weaknesses of the BIK Map

The BIK Map has a set of relevant strengths:

- It constitutes a baseline mapping of BIK policies and activities in EU countries;
- It builds on data and information collected at national level under the responsibility of a nominated EU country representative, which will constitute a factor of continuity in the data collection. The BIK Map hereby also sets a framework for an EU-wide network;
- It collects both data and narratives;
- It allows for identification of gaps and problems in BIK-related policies and initiatives;
- It provides good practice examples that can be shared among EU countries.

It also presents some (inevitable) weaknesses:

- It cannot address directly efficiency and effectiveness of public policies;
- It relies on the national contact points' ability to collect relevant data and information at national level;
- It cannot ensure the full reliability of data collected, as there is no possibility to check centrally the data provided;
- It cannot cover the budget and funding issues due to lack of data availability in most EU countries.

2.4 The future use and value of the BIK Map

The BIK Map was piloted during the summer of 2014⁸, generating 23 responses and thus 23 national BIK Maps (out of a potential maximum of 29). This pilot exercise has set the baseline related to BIK policies and activities in the EU countries for future exercises.

In order to continue the exercise in a sustainable manner and to exploit the BIK Map to gain maximum value, we recommend the following:

1. Reinforce the network of national contact points

The BIK Map relies on the cooperation of the 29 national contact points. They are responsible for filling and sending back the questionnaire, which constitutes the base of the BIK Map. During the workshops and exchange of opinions, we have noted a

⁸ The BIK Map pilot exercise was run from mid-June to mid-September 2014.

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high level of interest and availability for cooperation among the national contact points. It is important to continue this fruitful relationship as well as to reinforce the network in order to reach full coverage and involvement of all countries.

2. Share the results of the BIK Map with the EU countries

One of the main purposes of the BIK Map is to share good practices between the EU countries, and to allow for learning processes to occur. Thus, it is important that the results of the pilot phase are shared with the EU countries, with both policy makers and the actors involved in the implementation of the initiatives. The public sharing of information will also ensure that the national policy makers as well as contact points understand the importance of the exercise and the potential value for their countries' actions related to the BIK strategy.

3. Envisage on-going development of the BIK Map in order to reflect changing needs and trends, based on stakeholder consultations

The Internet is an ever-changing environment, and whilst the BIK Map has been designed to reflect relevant BIK information, which can be mapped over a certain period of time, what is relevant today may not be the case tomorrow. It is important to recognise the BIK Map as an *evolving* tool. Regular consultations need to be held with the relevant stakeholders in order to ensure that the BIK Map accurately reflects the BIK issues of any given time.

4. Implement the BIK Map every two years

In the pilot phase of the BIK Map tool, the study team also asked the national contact points how often they felt the exercise should be run, and the overwhelming response was every two years. The study team agrees, as this allows sufficient time for changes to occur, and also sufficient time for the sharing of the BIK Map results among the EU countries.

5. Tackle the issue of national public funding and the lack of data availability

One of the main difficulties encountered in the first phase of this study related to the collection of information on public funding for BIK-related initiatives in the EU countries. In most cases, this difficulty was due to the inclusion of BIK-related policies in a set of broader policies; another difficulty was the broad coverage, i.e. the funding of many different projects. This can be considered a natural phenomenon, highlighting the fact that BIK is a 'horizontal' policy issue, related to several specific policy areas. However, it is also related to the lack of policy coordination, which is a problem area for most countries. We recommend that this topic be looked into further in detail, through a close collaboration with the national contact points.

3. Main findings

In this section we report on the main findings of the BIK Map pilot, which complements and completes the findings of the preliminary analyses that set the basis of the BIK Map. The findings presented here are based on the returned BIK Map pilot questionnaires, covering 23 countries⁹.

We structure this section along the two main focus areas of “policy governance” and “BIK-related actions and their implementation”.

3.1 Policy governance

In this section, we describe the main findings emerging from the BIK Map pilot related to the approaches in policy design. This is the component of the BIK Map where a certain degree of quality assessment is performed, based on international standards in good governance. We first provide an overview on the performance in the EU countries, and then look more specifically in the two main topics in this context, i.e. the existence of a policy framework and the quality in policy design.

3.1.1 An overview on performance

In our approach, the quality of policy governance is driven by the combination of

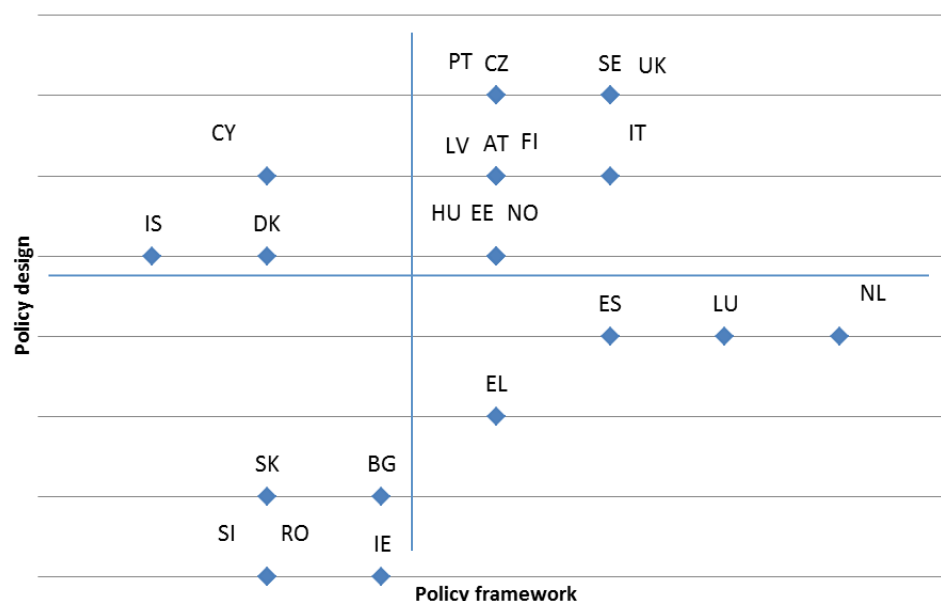
- The *existence of a policy framework*, i.e. the inclusion of BIK-related policy decisions in a single policy document, the level of involvement of different ministries, and the level of coordination among these ministries, and
- The *quality of the policy design*, i.e. the availability of strategic information, the development of policy assessment indicators, and the implementation of policy monitoring and evaluation exercises.

Figure 4, below, presents the countries’ performance on this topic. Based upon their answers to the BIK Map questionnaire, we can identify four groups of EU countries:

- *Group 1: high-level performance on both policy framework and policy design.* In this group of EU countries, the approach taken for the governance of BIK policies is in line with standard good practice in policy making and policy design (Austria, Estonia, Finland, Hungary, Italy, Latvia, Norway, Portugal, Sweden, UK);
- *Group 2: medium/high level performance on policy design and medium-level performance on policy framework.* This group of EU countries is weaker in its approach to evidence-based policy making, but performs well in setting up a policy framework and the coordination of policy initiatives (Greece, Luxembourg, the Netherlands, Spain);
- *Group 3: medium/high level on policy design and medium/low level on policy framework.* This group of EU countries performs well in terms of evidence-based policy making, but shows weaknesses in its development of an overarching policy framework (Cyprus, Denmark, Iceland);
- *Group 4: medium/low level on both policy framework and design.* This group of EU countries performs weakly in basing its policies on collected evidence (including monitoring and evaluation) as well as in the development of a BIK-related policy framework to ensure coordination of the policies and their implementation (Bulgaria, Ireland, Romania, Slovakia, Slovenia).

⁹Countries that returned the BIK Map questionnaire are: Austria, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Luxembourg, Netherlands, Norway, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, and UK.

Figure 4 : Policy framework and policy design



3.1.2 Policy framework and coordination

In Europe, only Luxembourg, the Netherlands and the UK publish a policy document that is specifically focused on Better Internet for Kids.¹⁰

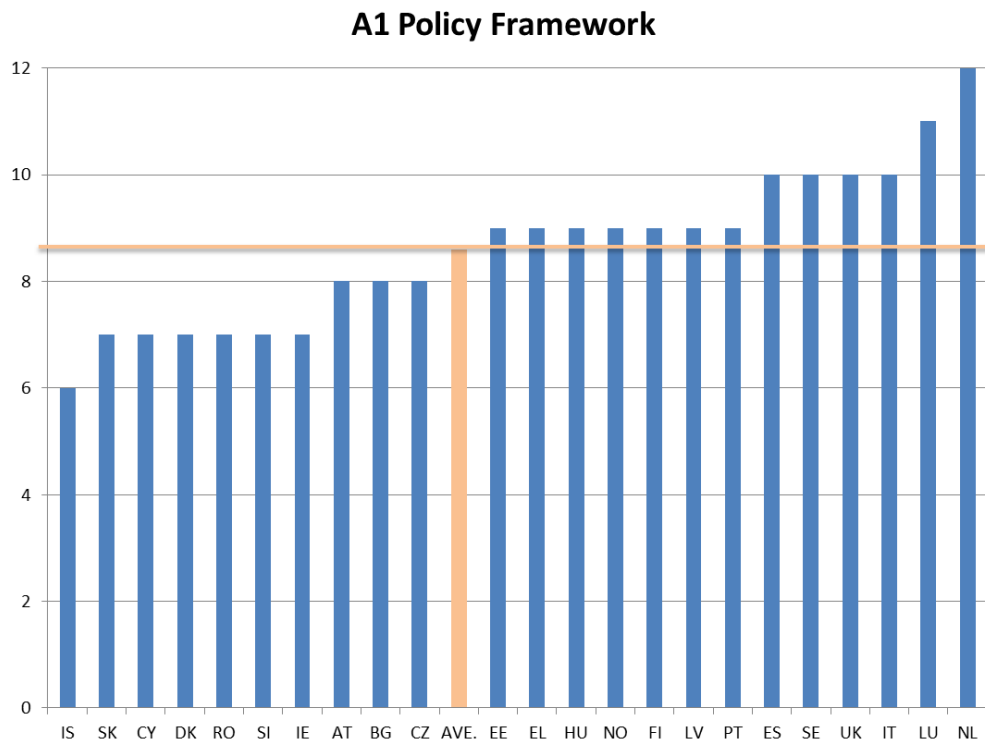
In most EU countries, a **silo approach** to BIK-related policy making is the norm. BIK-related issues are addressed as part of broader policies, e.g. ICT in education, digital agenda, cyber-security strategy, child strategy, and prevention of violence. BIK-related policies and initiatives are therefore covered by various ministries, in line with their responsibilities in the public governance system, e.g. the Ministry of Education developing strategies to boost digital skills or the Ministry of Interior responsible for strategies related to policing. In most EU countries more than 4 ministries are involved in BIK policies in some way or another.

The Netherlands, Spain, Sweden, Italy, Luxembourg and the UK are the countries where a strong policy framework is in place (Figure 5, below). BIK issues are addressed in policy document(s) that is (are) specifically focused on Better Internet for Kids, and also as part of a broader policy. All five strategic fields are covered in the policy or policies.

At the lower end we find the EU countries where policies are less centered directly on BIK issues, a limited number of the fields are addressed, and there is dispersion among a large number of ministries with insufficient policy coordination.

¹⁰ Italy also declares a policy document specifically focused on Better Internet for Kids. However, upon looking at the reference provided, the ratification of Lanzarote Convention, we have decided not to apply the score as other EU countries have also implemented this same measure on cyber-grooming (for instance Austria, Greece, Malta, Spain) but have not mentioned it as a policy document specifically focused on Better Internet for Kids.

Figure 5 : The policy framework in the EU countries



It should be noted that the form of policy governance adopted very much depends on the cultural context in the various countries and the ‘governance style’ that is considered appropriate. The latter includes the power relationships between ministries, i.e. the extent to which it is perceived acceptable that one ministry takes up a leading position in relation to a topic where various ministries also bear responsibilities.

Cultural differences therefore influence the formulation of a single policy or the adoption of a silo approach, and it would be incorrect to consider the latter ‘worse practice’ than the former. However, the coverage of BIK-related policies in policy documents of multiple ministries stresses the importance of coordination.

Coordination of multiple ministries remains a major issue in current policy making and implementation in the EU countries. In most countries, there is a *lack of a formal governance framework* that would ensure the coherence and complementary focus of these different policies and help avoid overlaps and gaps. With the exception of a few countries who put in place a solid coordination framework (LU and UK for instance), coordination practices mostly rely on ‘informal meetings’.

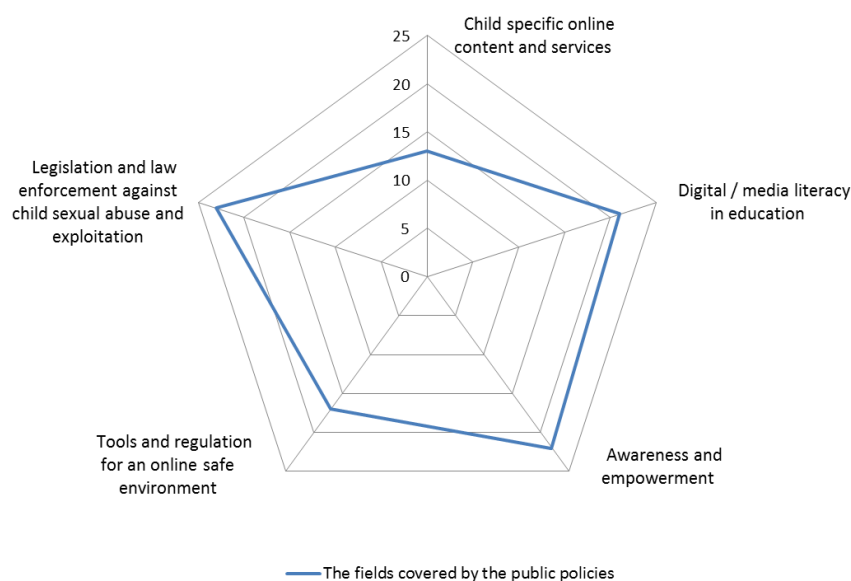
Public policies cover a broad set of strategic fields

The analysis of policy coverage focused on five strategic fields, inspired by the 2012 EU strategy for a Better Internet for Children¹¹. Figure 6, below, shows the coverage of these strategic fields overall in Europe. We describe this further below.

¹¹ European Strategy for a Better Internet for Children – COM(2012) 196 final

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Figure 6 : Coverage of the five strategic fields in national public policies (number of countries)



The high level of sensitivity in relation to the *online risks for sexual abuse / exploitation* implies that legislative measures tackling these risks have been taken in all countries. Most often, these legislative actions responded to EU directives¹² and were taken in the context of the Treaty of Budapest on 'offences related to child pornography' and/or the Treaty of Lanzarote, which covers under art.23 the 'solicitation of children for sexual purposes', providing an applicable framework to address cyber-grooming. This field is therefore covered in all countries.

Notwithstanding the quality and extent of the measures, most EU countries issued policies covering the fields of *awareness raising and empowerment and digital/media literacy in education*.

Awareness raising and empowerment reflect a 'natural' orientation of public policies to tackle issues of Better Internet for Kids, producing regular sets of recommendations. Digital/media literacy in education is a major constituent of national policies on education in Europe. In fact, all EU countries are engaged to a certain extent in fostering ICT skills in Education. The focus is primarily on teaching media literacy, most often included in the national curricula, but also the safety of children while using the Internet at school is covered. The European context was a major driver here; education in digital skills and digital literacy was a component of the e-Europe strategy, which was launched in the beginning of the 2000s and to which EU countries subscribed and committed.

Policies address the topic of *high quality content online* in a less thorough manner. Most often, it is linked to educational policies, and therefore covered in most countries. However, rather than true national policies, this field is mainly addressed by specific activities such as the development of public web portals or apps.

Quite a different image emerges in relation to policies focusing on the *creation of safe environments*, i.e. the regulation of privacy settings, age controls etc. A major trend is visible in this context: top-down regulation was common practice in the past, but an increasing number of EU countries now consider self-regulation initiatives to be more

¹² Directive 2011/93/EU - Fight against child abuse and exploitation, Directive 2007/65/EC codified in 2010/13/EU - Audiovisual Media Services, Directive 2000/31/EC - E-commerce

effective and the way forward, whilst actively encouraging non-public stakeholders to develop such initiatives. This is particularly relevant in the UK, where one of the key components of the UK strategy for keeping children safe online, launched by the Prime Minister in July 2013, is to give parents/guardians the tools to decide what materials their children should (or should not) be accessing on the Internet at home. The government has been working with the four largest Internet Service Providers (ISPs) by market shares, to provide parents with the ability to easily filter contents at home. As a result, all four of these ISPs (BT, BSkyB, TalkTalk and Virgin Media), who together constitute almost 90% of the UK's broadband market, now provide family friendly, network level domestic filtering to new customers. The country's Office of Communications (Ofcom) is expected to evaluate the awareness and take-up of the filters. The government also worked with the six main providers of public Wi-Fi (BT, O2, Virgin Media, Sky, Nomad and Arqiva), who together cover more than 90% of the market, to provide family-friendly public Wi-Fi wherever children are likely to be. They have delivered on this commitment and launched a website and logo to help the public identify family-friendly filtered Wi-Fi locations.

New developments in the last year

The BIK Map tool allows for the identification of new policy developments, which the national representatives considered of interest to share.

Considering the variety of policy approaches taken in the different EU countries, it is interesting to note that BIK issues are continuously addressed at the level of public policy and that new developments regularly occur. We strongly recommend continuing the collection of information on new developments (and also on public and non-public initiatives worth sharing – see sections 3.2.3 and 3.2.5) and the use of the BIK Map tool within the BIK European community.

Below are examples collected during the pilot benchmarking exercise. They constitute new developments in the area of policy governance considered by EU countries as relevant to the evolution of their BIK policies.

- New policy document addressing BIK issues
 - National digital agenda development with specific attention on BIK issues in Spain (Action plan Minors and Internet, PENIA II);
 - In Denmark, the Danish Ministry of Culture launched in May 2014 the strategy on children and young people's meeting with art and culture, emphasising the need to enhance media literacy among children and young people, from pre-school to upper secondary school. To ensure that children are not exposed to violent and harmful content in digital media, the Ministry of Culture in collaboration with the Media Council for Children and Young People and the Radio and Television Board and the Council for Children will assess whether the current rules on protection of children in TV viewing, including in public spaces, and the age classification of films and computer games, are timely and appropriate, given the developments in streaming movies and TV shows online;
 - In Ireland, the National Policy Framework for Children and Young People 2014 – 2020 'Better Outcomes: Brighter Futures' was launched in April 2014. ICT and online activities are included in this national policy framework. It is the first overarching national policy framework for children and young people aged from birth to 24 years and will be implemented by the Department of Children and Young Affairs in collaboration with all Government departments and key State agencies;
 - In Hungary, the Cyber Security Strategy was released in February 2013, which emphasizes the protection of children, as both a baseline value and for the tasks to be performed. The Cyber Security Coordination Council in the Prime Minister's Office facilitates the implementation of the strategy. In addition, in

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December 2013 the Online Child Safety working group was launched... The working group focuses on the following topics: awareness raising assets in Hungary; hotline and legal work, cooperation with LEA; and media support for online child support. As a result of the joint efforts by government and non-government participants, an action plan was set up in April 2014.

- Coordination
 - For Sweden, a consultation between the Ministry of Education and the Ministry of Culture was organised before assigning the Swedish Media Council in June 2014 with the task of spreading media and Internet literacy education material to teachers;
 - In Greece, the Ministry of Infrastructure, Transports and Networks, the National Telecommunications and Post Commission, and the Ministry of Education launched the Digital Greece initiative, aiming at improving citizens empowerment and children' ICT skills, as part of the national Digital strategy 2014-2020;
 - In Italy, the Ministry of Education and Research is the coordinator of the Italian Safer Internet Centre since 2013. In this position the Ministry intends to become the reference point for digital and media literacy and child specific online content and services for all relevant actors, i.e. other institutions, ICT industries and child welfare organizations;
 - In the UK, a coordination framework exists among ministries, the main point of collaboration remaining the UKCCIS (the UK Council for Child Internet Safety).
- Action plan and specific national programme
 - In Portugal, an Inclusion and Digital Literacy Program will be set up that aims at increasing the overall level of digital skills in the Portuguese population, by means of Certification, Training, Multi-stakeholder networking and Best Practices Awards. The training content will include specific security and safety on the Internet modules, from elementary to advanced level, being also an absolutely transversal theme to all content comprising the formative portfolio;
 - In Ireland the action plan on bullying set up in 2013 also includes cyberbullying.
- E-safety in curriculum
 - In Denmark, a new school reform for the Danish public school became applicable in August 2014. With the reform, a new school curriculum with Common Objectives (Fælles Mål) for each discipline was introduced. In relation to the Digitization Strategy (2011-15), the new school reform enhanced the focus on IT and media competences. The “Handbook on IT and media skills” that was produced by the Ministry of Education in 2010 covered four competences: retrieving information, production and dissemination, analysis and communication. With the reform, implementation of IT and media skills is now covered in each subject and special theme (e.g. Health, sex and family life education) and supporting education. Progress in the pupils' IT and media skills is reached through the Skills and Knowledge Objectives. A recurrent feature is that IT and media is used as a tool for information gathering, planning, analysis and interpretation and production of works of aesthetic, creative and innovative forms of expression;
 - In Finland, the Finnish Ministry of Education and Culture has launched the Cultural Policy Guidelines to promote media literacy for 2013–2016. The Guidelines draw on the objectives set out in the Government Programme, on the growing range of media education actors, on the constantly evolving media environment and on the field of media education;

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- In the UK, as part of the reforms to the national curriculum, from September 2014, e-safety will be taught as part of computing at all four key stages i.e. pupils from 5-16 years old. Pupils will be taught to communicate safely and respectfully online, keep personal information private, and recognise common uses of information technology beyond school.
- Self regulation initiatives
 - In Italy, in January 2014 a self-regulation code for ISP and Internet content providers on cyber-bullying was signed.
- Public-private partnership
 - In Spain, a public private working group for the coordination of actions relating to the protection of children on the Internet has been set up. It has representation from different ministries and relevant non-public stakeholders (Industry and NGOs).
- Change in criminal code
 - In the Czech Republic, a new definition of limits of child sexual abuse was introduced in the national criminal code, including ‘establishing forbidden contacts with a child’ through digital means.

3.1.3 Quality in policy design

Collection of BIK strategic data is mixed

Current good practice in policy making implies the collection of evidence, related to both the needs for the policy intervention and its effectiveness. The collection of strategic information on the use of Internet by children and the measurement of related risks as well as the monitoring and evaluation of the policy interventions’ effects are fundamental components of the policy making process. The regularity and continuity of these activities is critical because of the rapid changes in the Internet environment and the patterns of use by children.

Key at this stage is the collection and analysis of *strategic information*; according to the OECD, in the case of measures to protect children online, this includes a risk assessment and analysis of the ‘magnitude of the identified potential harm’¹³. Studies such as the one published by the EU Kids Online network suggest a focus on three key areas: changing patterns of use, online activities of young people, and digital skills. The EU Kids Online study also recommends that evidence on use and risks should be collected at country level; risks are different and at various levels in the countries, influenced and shaped by “factors such as SES (socioeconomic status), the technological infrastructure, the regulatory framework, the educational system and prevailing cultural values”¹⁴. The ultimate aim of these exercises should be to “*understand* children’s activities in order to get an overview of the opportunities as well as risks that children experience and to better understand the interplay between benefits and harm, recognising that this may vary for different groups of children.” As such, the *involvement of children* in these exercises is mandatory and a mix of *quantitative and qualitative information* is recommended.

¹³ OECD (2012), “Improving the Evidence Base for Information Security and Privacy Policies: Understanding the Opportunities and Challenges related to Measuring Information Security, Privacy and the Protection of Children Online”, *OECD Digital Economy Papers*, No. 214, OECD

¹⁴ Livingstone, Sonia and O’Neill, Brian and McLaughlin, Sharon (2011) *Final recommendations for policy, methodology and research*. EU Kids Online network, London, UK.

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Our analysis of current practice related to the collection of strategic information led to the following **main findings**:

- In the EU countries, due attention is paid to the collection of strategic information; the regularity and continuity of these exercises, however, is an issue;
- Most of the countries run surveys looking into the risks associated to Internet use for children and there is the overall perception that the gathered knowledge did play a part in policy making. However, in about half of the EU countries, the information collected is only of a quantitative nature, limiting the depth of the understanding of the online risks and the related children's behavioural patterns;
- In most cases, these investigations are run at the national level but data collection is irregular (only a third of EU countries run annual data collection) and is not standardized, hindering the possibility for comparisons at the European level. This is particularly evident in the age groups that are the focus of analysis; the age range that is considered as a child. Also the topic of the surveys differs from one country to another, and there is no common approach in assessing online use and risks; some countries focus on a global picture of online risks whilst others survey specific risks (mobile, social networks, specific age-groups).

Comparable (standardized) data is thus available only through the EU Kids Online survey. The reliance on strategic information collected centrally at the European level may be justified in terms of efficiency; nevertheless, such an approach has a low level of sustainability and may indicate also a more limited level of commitment at the policy level and/or recognition of the importance of evidence-based policy making.

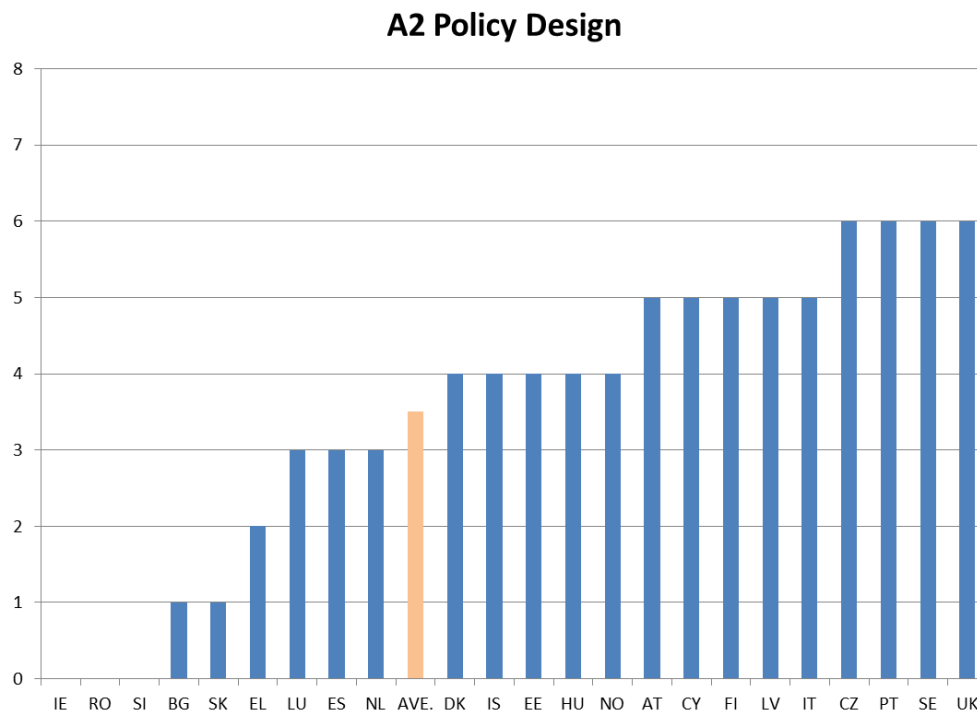
A more detailed picture is provided in Figure 7, below.

The average value was just under 3.5, with a value of 4 and more being the most common. The possible values are between 0 and 8. The extreme cases are as follows:

- Sweden, Portugal and Czech Republic have the higher value of 6. It shows a well-structured policy design, stressing particularly the importance of strategic data process and their impact on policy design;
- Ireland, Romania and Slovenia gave an extreme value of 0 due to the fact that no data collection is being reported regarding BIK. The other EU countries with low values, Bulgaria and Slovakia (both value 2), can also be attributed to the lack of data collection for policy design.

Most EU countries claim that relevant data for the topic of Better Internet for Kids are collected at national level (exceptions are Bulgaria, Ireland, Romania, Slovenia and Slovakia). Among these EU countries, 11 declare that data collection has an impact on policy design. Most of these EU countries have a policy design indicator score that is higher than the average (Czech Republic, Estonia, Finland, Latvia, Norway, Portugal, Sweden, and UK). However, only six EU countries are collecting data annually: Austria, Czech Republic, Italy, Portugal, Sweden and UK.

Figure 7 : 'Policy design' indicator



The gap is in evidence-based policy making

The picture emerging in relation to the monitoring and evaluation of the policies is particularly negative: overall, insufficient attention is dedicated to the measurement of the efficiency and effectiveness of the policies. For most of the EU countries, no evidence was found on the implementation of monitoring and/or evaluation exercises. As a result, there is little to no information available on the effects of the different models in policy design and implementation that are adopted in the various countries.

This finding could be related to the lack of formal coordination and the dispersion of policies addressing BIK issues. EU countries that rely on coordinated policy governance such as LU or UK are in a better position to promote a global picture on the effects and impacts of policies' implementation.

3.2 Findings on actions and initiatives

In this section, we first provide an overview of the main patterns emerging related to the focus of the initiatives and actions, and then cover the main elements that influence their implementation: the level of stakeholder involvement and the role of the different actors, i.e. the public sector, the Safer Internet Centres, and the other non-public stakeholder categories.

3.2.1 An overview of the main patterns emerging

The BIK Map pilot confirmed some patterns emerging from the preliminary analysis.

Overall the initiatives focus especially on awareness/empowerment activities and/or on the fight against child sexual abuse online/child pornography. Actions and initiatives related to *online child sexual abuse and exploitation* are implemented in all the EU countries, usually managed by the police forces.

Actions and initiatives fostering awareness and empowerment

Actions and initiatives fostering awareness and empowerment are recognised to be of critical importance for the reduction of risks linked to the use of the Internet. They include media literacy and the improvement of ICT skills (in and outside of the

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education sector), and awareness campaigns. Recent studies highlight the importance of targeting both adults and children/young people in these activities. Another important focus is the new risks arising, linked to the peer-to-peer exchange facilities and the fact that the age group of children at risk is increasingly younger.

The initiatives for *digital literacy* set up in the context of education and national curricula vary considerably in the different countries in terms of depth, level of overall importance, and the age groups covered. In several countries, only recently more attention has been dedicated to this line of risk mitigation. In many cases, the differences can be attributed to the overall level of digital literacy in society.

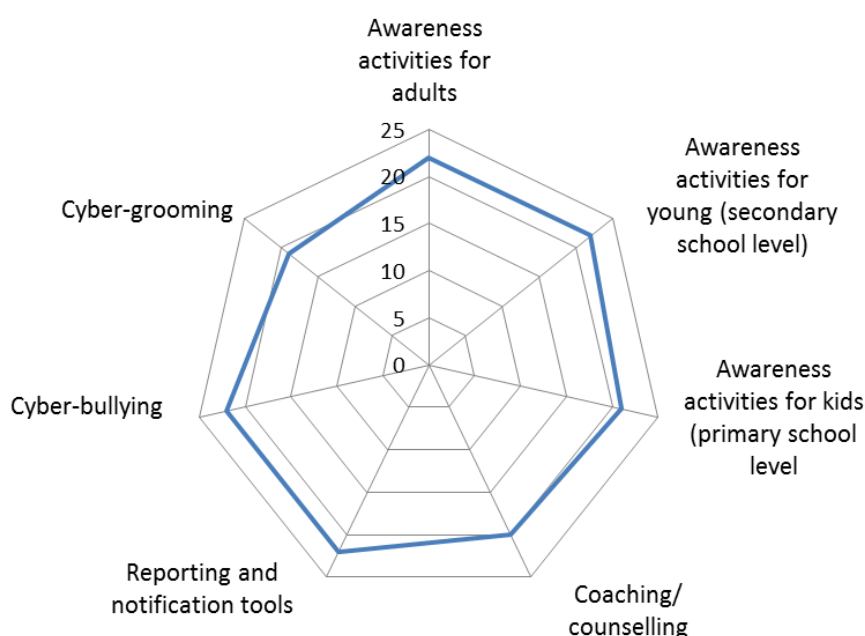
The picture emerging is more positive regarding the efforts made for more general awareness raising and empowerment activities.

Considering only the initiatives launched outside of the SIC context, in most of the countries *all relevant stakeholders* were covered, i.e. children at pre-school/primary school level, young people at secondary school level, parents, and teachers. The target group 'other adults' (e.g. social workers) is addressed less frequently, however.

There is a high level of *breadth of the activities*. All countries cover almost all categories (Figure 8) and the topics covered went beyond the 'general' digital safety. Particularly encouraging is that the countries tackle new risks, such as cyber-grooming and cyber-bullying, and organise awareness activities in both primary and secondary schools. The issue of sexual harassment, however, constitutes a less frequent focus and is covered in (only) half of the countries. There seems to be no link between this choice of focus and the country-specific patterns of risks online.

The *tools for the service delivery* are most often the more traditional tools, such as websites and visits to schools. Coaching and support services (including counselling) as well as reporting tools for users are less frequent and are offered in only half of the countries. These services can be either run in cooperation with, or independently of, the SIC.

Figure 8: Existing activities on awareness and empowerment (number of countries)



Child-specific online content and services and Child-safe online environments

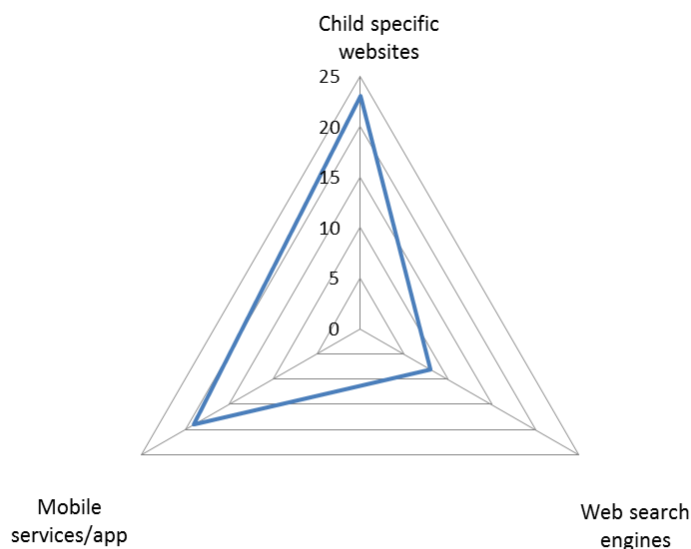
Overall, these actions are covered to a lesser extent. Specifically,

- Actions and initiatives creating *high-quality online content* are limited and are mostly connected to the education sector; few examples of actions outside the Education sector were found and these are in most cases initiatives by NGOs or small creative enterprises;
- Industries provide contributions concerning *safe online environments*¹⁵ through CSR activities like self-regulatory codes of conducts. There is probably more scope to develop partnerships and additional activities on the national level.

A breakdown of the activities related to “*child specific online content and services*” shows that most countries provide child specific websites and mobile apps, whereas fewer countries provide child specific search engines (Figure 9, below).

This is a positive indication that most countries are implementing BIK activities around new emerging services, keeping in line with today’s ICT trends.

Figure 9: Existing activities on child specific online content and services (number of countries)

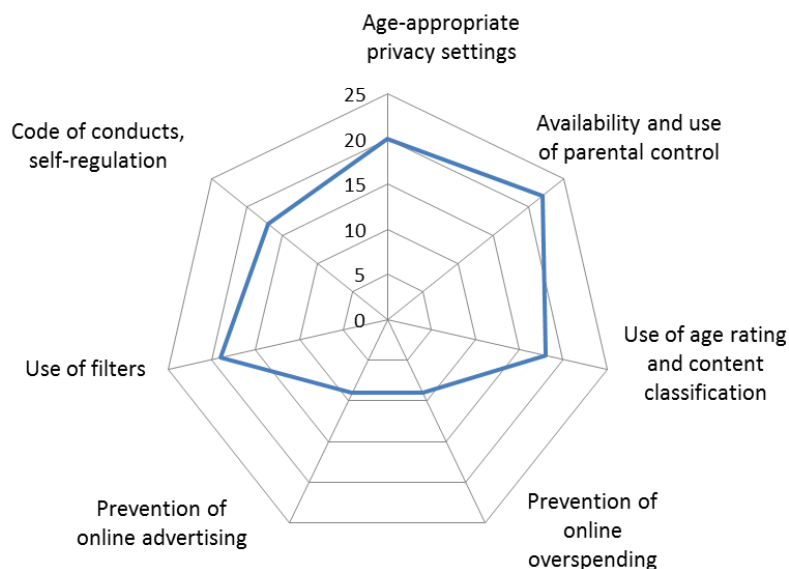


In relation to the field ‘*Child-safe online environment*’, most countries cover activities such as age appropriate privacy settings, parental control, use of filters¹⁶, code of conducts and age ratings (Figure 10, below). However, very few countries cover prevention of advertising and overspending, i.e. activities that are directly related to marketing. This is a more sensitive agenda, as it requires the understanding and cooperation of marketers.

¹⁵ Recent example are the CEO Coalition to make the Internet a Better place for Kids (<http://ec.europa.eu/digital-agenda/en/self-regulation-better-internet-kids>) and the ICT Coalition for the Safer Use of Connected Devices and Online Services by Children and Young People in the EU (<http://ictcoalition.eu/>).

¹⁶ “Use of filters” refers to the filtering by ISPs of illegal contents where users have no choice, such as the child pornography filters in Norway and Denmark. “Parental control” refers to filters where the consumers do have a choice to turn on or off, such as the anti-bullying filter in Norway; in most cases, it is the parents who decide whether to activate such functions.

Figure 10: Activities related to Child-safe online environments (number of countries)



3.2.2 Stakeholder involvement

Stakeholders that are expected to be involved in initiatives related to online safety include the public sector, industry and NGOs¹⁷. The EU Kids Online report¹⁸ stressed, “There is a growing consensus that a multi-stakeholder approach towards Internet safety is the only viable policy approach.” In other words, the level of stakeholder involvement can be considered an indicator for the quality of policy implementation, measuring the commitment to the issue in the society at large.

Only in a minority of EU countries are all stakeholder categories involved at a significant level. In more than half of the EU countries, only some of the main stakeholder groups were involved. At times the involvement of the public sector was limited; at times involvement of industry was limited or lacking.

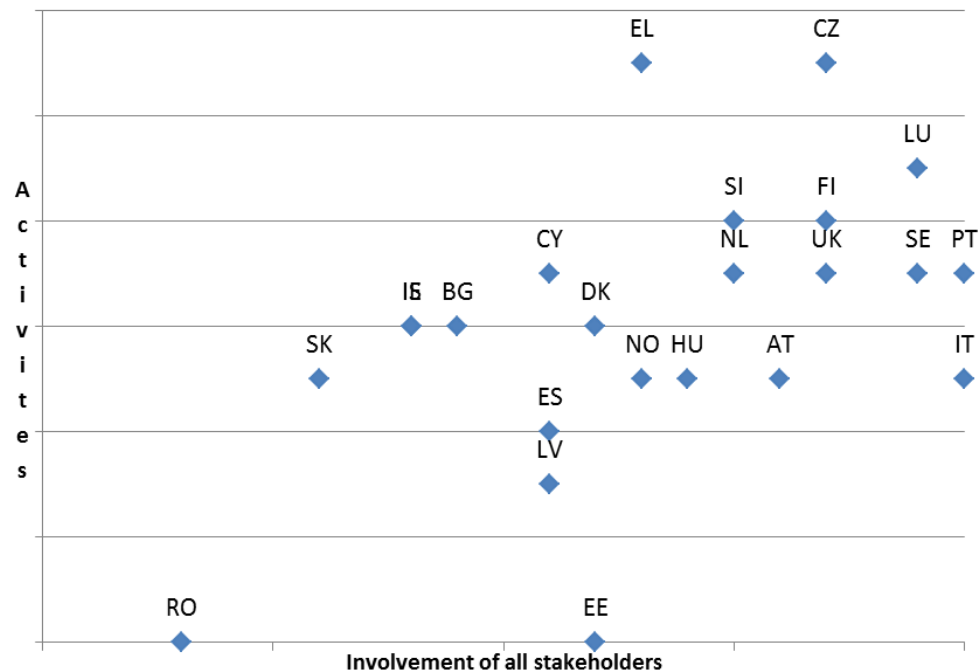
High stakeholder involvement means more BIK activities are covered

When we compare the level of involvement in implementation of BIK activities by all stakeholders (i.e. both public and non-public), with the amount of BIK actions and initiatives actually implemented, we see that there is a strong correlation (Figure 11). This follows the logical sense that the more stakeholders are involved, the higher is the number of implemented BIK activities.

¹⁷ Teachers could be considered as a potential stakeholder but in the framework of the BIK Map they were included in the public sector category, being part of the Education community.

¹⁸ Livingstone, Sonia and O'Neill, Brian and McLaughlin, Sharon (2011) *Final recommendations for policy, methodology and research*. EU Kids Online network, London, UK.

Figure 11: Involvement of all stakeholders in implementing BIK activities

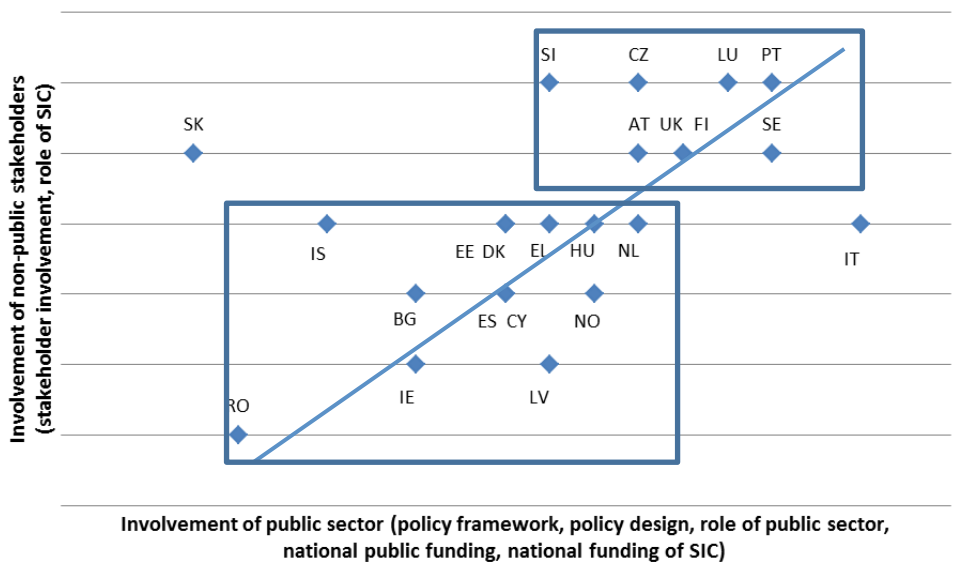


3.2.3 The role of the public sector

Public sector is a key driver for non-public stakeholder involvement

The BIK Map reveals that there is a strong correlation between the involvement of the public and the non-public sector: countries with high public sector involvement tend to have also high non-public sector involvement (Figure 12).

Figure 12: Involvement of public sector and non-public stakeholders



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We note 3 groups of countries:

- Group 1: high involvement of both the public and non-public sector (Austria, the Czech Republic, Finland, Luxembourg, Portugal, Slovenia, Sweden, and the UK);
- Group 2: Medium involvement of both the public and non-public sector (Bulgaria, Cyprus, Denmark, Estonia, Greece, Hungary, Iceland, Ireland, Latvia, the Netherlands, Norway, Spain, and Romania);
- There are also two countries that do not fit inside this correlation; Slovakia which sees high involvement of the non-public sector despite lower public sector involvement, and Italy, which sees very high public involvement but a lower non-public involvement by comparison.

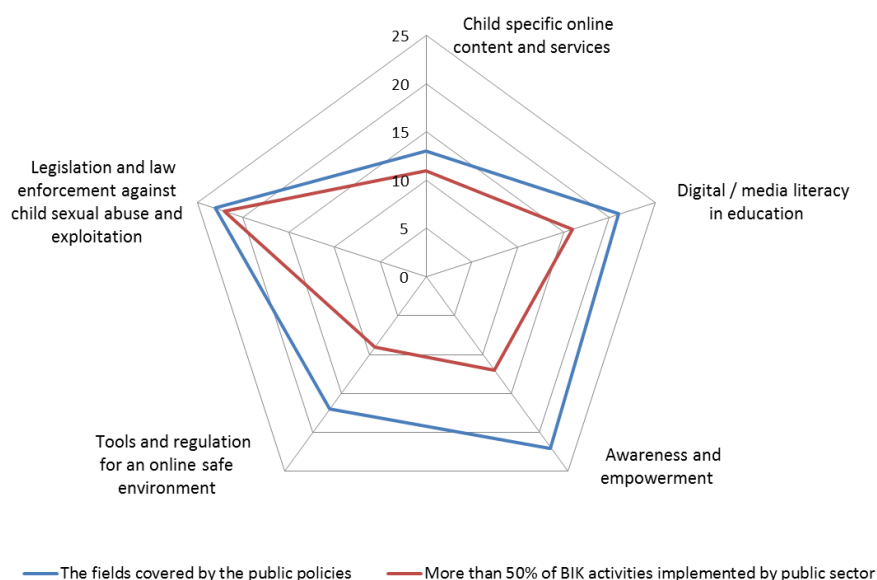
It would be an over-simplification, however, to consider the level of public sector involvement in the initiatives as an indicator for the level of policy commitment to the Better Internet for Kids strategy. Multiple factors play a role in the choice of model, including the size of the country, the cultural context related to the central role of the public sector in general, financial considerations (the use of public funds versus private funds), etc.

Public sector involvement varies field by field

In Section 3.1, above, we saw that the level of coverage of the 5 fields by national public policies was varied, and a radar chart was provided to illustrate this point. The same radar has been kept in Figure 13, below, but a new line has been added in red, showing the number of countries where the public sector is actively involved in the implementation of the activities.

In other words, if the blue and red lines are close, then national public policies cover that field and the public sector is the main actor in the implementation. The further the blue and red lines are apart, the less the public sector is actively involved in the implementation of that national policy.

Figure 13: Active involvement of the public sector in the implementation of national policies (number of countries)



Note: 'active' involvement of the public sector stands for involvement in the implementation of more than 50% of the activities in the field

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We see that in the fields of ‘legislation and *law enforcement* against child sex abuse and exploitation’ and ‘*digital/media literacy* in education’, there is a similar commitment both in terms of coverage in national policies and public sector involvement in the implementation. In the case of ‘child-specific content and services’, the public sector is little active in both senses.

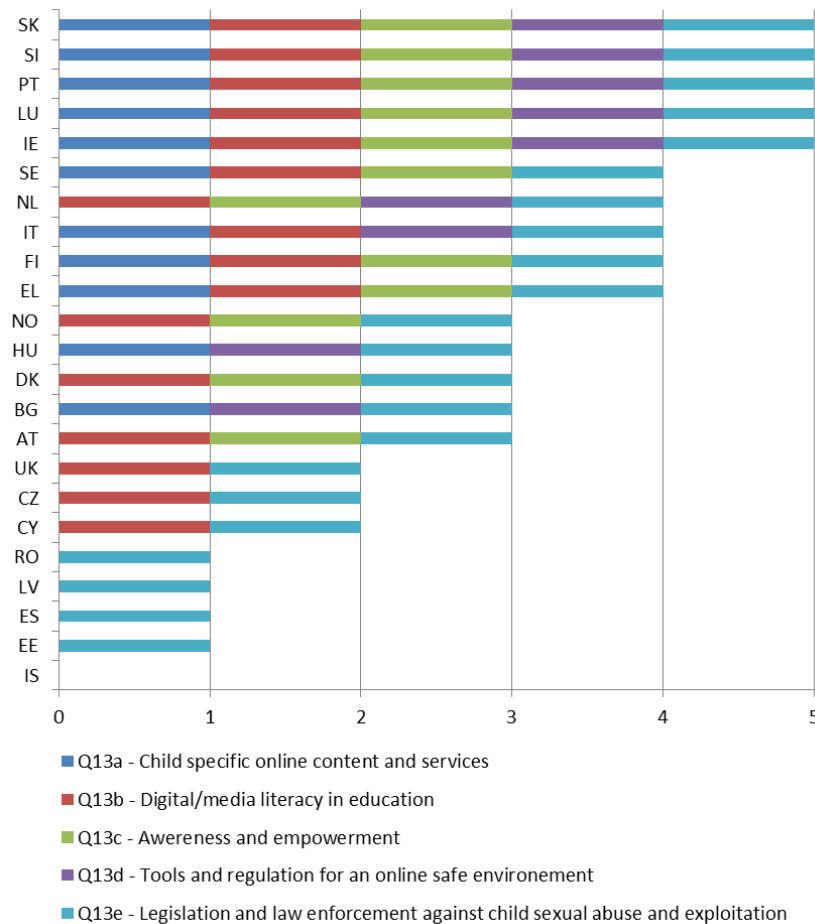
In the fields ‘tools and regulation for an online safe environment’ and ‘awareness and empowerment’, the topic may be covered in the public policies, but public sector involvement in its implementation is noticeably lower.

In the case of ‘tools and regulation’, this action is most often taken up through self-regulation by the industry. In the field of ‘awareness and empowerment’, the active role is most often in the hands of NGOs. National policy coverage is very high, but active involvement in the implementation is low.

The public sector plays different roles depending on national cultures

Following on from the findings above, by looking at each country and the fields in which the public sector is highly involved in its implementation, we see three groups emerging as shown in Figure 14, below.

Figure 14: Public sector involvement in implementation of activities covering the five strategic fields



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We identified three different models:

- In the first model, ‘public sector as driver’, the public sector is either a strong driver or at least strongly involved in the main actions and initiatives, with 4 or 5 of the strategic fields seeing over 50% of implementation by the public sector. In some cases, this level of involvement is correlated to the existence of a governance framework. Five EU countries come on the forefront here with over 50% of the activities implemented by the public sector in all 5 fields: Ireland, Luxembourg, Portugal, Slovenia and Slovakia;
- In the model ‘public sector as participant’, the involvement of the public sector was not perceived as central but mainly supportive. Other stakeholder categories, i.e. NGOs or the private sector, have launched and implemented the main actions and initiatives. Countries belonging to this group are Austria, Bulgaria, Denmark, Hungary, and Norway. All countries cover “legislation and law enforcement”, with Bulgaria and Hungary also covering the fields ‘child specific online content/services’ and ‘tools and regulation for an online safe environment’, whilst the 3 other countries show a high involvement of the public sector in ‘digital/media literacy in education’ and in ‘awareness and empowerment’;
- In the model ‘public sector as delegator’, there is very limited involvement of the public sector in the implementation of actions and initiatives, mostly characterised by delegating the tasks to non-public actors such as NGOs and industry and (co-)funding them (often in a limited way). High involvement of the public sector is limited to “legislation and law enforcement against child sexual abuse” and/or “exploitation and digital/media literacy in education”. Three countries cover both of these fields (Cyprus, the Czech Republic and the UK), whereas 4 countries cover only the field “legislation and law enforcement against child sexual abuse” (Estonia, Romania, Latvia and Spain). Iceland is an extreme case where no fields see more than 50% implementation by the public sector.

Lack of coordination implies a lack of view on funding priorities

The level of policy commitment can also be assessed through the level of public funding dedicated to the different initiatives. An important factor is also the sustainability of this funding, i.e. to what extent it is linked to national policies in the field. During our analysis it became quickly evident that such information was difficult to obtain. Indeed, upon asking for funding information to the national contact points in the BIK Map pilot, more than half of the respondents reported data on national BIK public funding was ‘not available’. Main reasons for data ‘not available’ vary, as shown in Figure 15, below.

Figure 15: Reasons given for funding information “not available” for BIK funding:

Reason for “not available”	AT	BG	CY	CZ	EL	ES	HU	IT	NL	RO	SE	SI	UK
No budget line for BIK		<input checked="" type="checkbox"/>							<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>			
Various budget line for BIK but difficult to summate them						<input checked="" type="checkbox"/>							
BIK part of various budget lines that can't be summated	<input checked="" type="checkbox"/>		No answer	<input checked="" type="checkbox"/>	No answer		No answer	No answer			No answer	No answer	<input checked="" type="checkbox"/>

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There are cases where the budget for BIK is not made specific, buried within different parts of different projects and/or ministries. This was a prevalent topic in the workshops held with the stakeholders, and responses from national contact points in the BIK Map pilot also support this:

National public funding	<ul style="list-style-type: none">• Austria: Data not available• Czech Republic: Data not available• Finland: Impossible for the contact point to collect data from various financiers to provide an overall picture of the national public funding• Spain: Impossible to specify due to lack of information
National funding of SIC	<ul style="list-style-type: none">• Austria: Difficult to provide an answer based on concrete figures• Spain: Impossible to specify due to lack of information

Thus, the reality is that information on national public funding efforts related to online safety initiatives (beyond the SIC) is scarce and close to impossible to collect in most countries. Such financial efforts were well documented and specifically allocated in only two countries.

This issue is closely connected to the fragmentation in the national policy framework depicted in the previous sections: policies and initiatives are predominantly part of broader policies and only seldom are budgets specifically earmarked for the Safer Internet for Children components.

Public sector-led activities that are worth sharing

As was the case with the identification of new policy developments in section 3.1, the BIK Map allows national representatives to share BIK related actions and implementations they consider of interest to share.

Whilst collectively referred to as the EU, there are various cultures within and thus there is no simple one activity which may be applied or can be considered relevant for all countries. Still, as we have already seen, BIK issues are continuously addressed at the level of public policy, and initiatives relative to these policies continue to be launched. Thus we strongly recommend continuing the collection of information on new developments and the use of the BIK Map tool within the BIK European community.

Below are examples of such BIK-related activities collected during the pilot benchmarking exercise. In this section we focus on such activities led by the public sector (we look at activities led by the non-public sector in section 3.2.5). They constitute actions and initiatives considered by EU countries as relevant to the evolution of their BIK implementation.

- ICT in education
 - In Austria, digital competencies have been defined in the Austrian curricular for many years. Digi.komp (www.digikomp.at) fosters the reliable and systematical implementation of relevant activities in everyday school life. Tools to reach this goal are competence models for different grades, concrete activities, marketing activities, lobbying etc;
 - In Luxembourg, the Ministry of Education and the Ministry of Economy launched the BeeSecure for schools in 2008. It provides 2-hour Bee Secure mandatory training for all classes in the early years of high school: 380 classes and about 15 000 young people are covered each year. The course is evaluated by students, teachers and animators under the supervision of the University of Luxembourg every year, with a public report being made every 2 to 3 years. On request, awareness sessions in schools or with extracurricular entities are carried out for students, teachers, and parents;

- In Denmark, Digital Dialogue in schools has been an anchor point for the Safer Internet programme funded awareness raising activities of the MCCYP, and is expected to continue to be so for the coming years. The objective is to create a dialogue about the challenges and opportunities of the Internet, digital skills and learning in Danish schools and beyond. The MCCYP has worked closely with key public and private partners, including all key parents' and teachers' organizations, to provide educators, parents and management with the tools to establish a "Digital Dialogue". This has resulted in a number of concrete tools based on the actual experiences and challenges that schools and institutions are facing concerning digital media, collected via network meetings and surveys among the teachers. All materials have been launched on the site www.digitaldialog.dk. The work was specifically aligned with the new national school reform which was launched in 2014;
- In the UK, CEOP Command, on behalf of HMG, runs a highly successful education programme called Thinkuknow. The programme focuses on the range of risks children face when going online, teaching children and young people how to behave safely online and what to do if they encounter a problem. The programme provides information and educational messages about a range of online topics such as online grooming, cyberbullying and sexting. The programme also provides free resources such as films, cartoons and games for use by professionals working to educate children and young people. CEOP Command has developed a significant number of resources for children in different age groups, broken down as follows: 5-7, 8-10, 11-16. The programme also delivers training for education professionals and is supported by a comprehensive website containing information for children of different ages (5-7, 8-10, 11-13, 14+), parents and carers, and professionals working with children.
- Counselling and information services
 - In Austria, Media Youth Info (Medien-Jugend-Info – MJi) offers free workshops and personal counselling and information for children, youth, parents, teachers and experts. The MJi organises themed weeks dedicated to a special topic, such as 'Computer games as a Christmas present?' in the weeks before Christmas or 'Facebook-Check; how private is my profile really?' in the Safer Internet Month of February. The Jobtalks 2.0 takes place on the premises of MJi as well as workshops conducted in cooperation with the Safer Internet Centre, the Federal Office for the Positive Assessment of Computer and Console Games (that offers guidance to parents and other adults responsible for buying games – including online games - for children, by rating titles and hosting a review database on their web pages) or the eSport association Austria;
 - In the Netherlands, Mediawijzer.net is an initiative supported by the Ministry of Education and a steering group of 5 public/private organizations (NIBG; Kennisnet, NTR, ECP, SIOB). It manages a network of organizations (approximately 1000) in media literacy by offering them an expert center on media literacy and by activating the target groups with awareness raising campaigns and tools (e.g. competence model);
 - In Italy, the Campaign Vita da Social coordinated by the Ministry of Interior with the collaboration of the Ministry of Education;
 - In the UK, the 'Internet Matters' campaign came out of a discussion at UKCCIS and was launched on 13 May 2014. The four major ISPs have given resources and funding to create an awareness raising campaign and online portal to provide information and support for parents. The campaign will run over three years, with a budget of £25million for the first year alone, which will reach out to millions of parents on how best to protect their children and

make good use of filters. It also provides links and information about keeping preschoolers, young children, pre-teens and teens safe online;

- In Cyprus, in November 2013 the Young Coaches Campaign was launched through an Information Day held for the 16 schools that were selected to participate in it. The Campaign's duration was from November 2013 until the end of the school year (June 2014). During the Campaign participating children received training from members of our Centre on online safety and were given a guide to follow for completing their activities. The aim of the Campaign was to train children on internet safety and through their activities to inform their school, families and communities about online safety. At the end of the Campaign's duration, each school was obligated to organize a final event at which they would receive their certificates.
- Safe content
 - In Norway, Delete Me (Slettmeg.no) is a service provided by the Norwegian Centre for Information Security (NorSIS), partly funded by the SIC. The aim is to help people who experience privacy violations online. The service was launched in March 2010. The website offers advice and a helpline for those who find offending materials about themselves online. The service was initiated by the Ministry of Local Government and Modernisation after a white paper on safe use of ICT in 2006 expressed the need for better protection on privacy. In 2012, Slettmeg.no had close to 1.5 million views and handled close to 7000 inquiries. 30 % of inquiries were from people under the age of 18.

3.2.4 The role of the Safer Internet Centres

The Safer Internet Centres play a key role in the coordination of actions and initiatives in the EU countries.

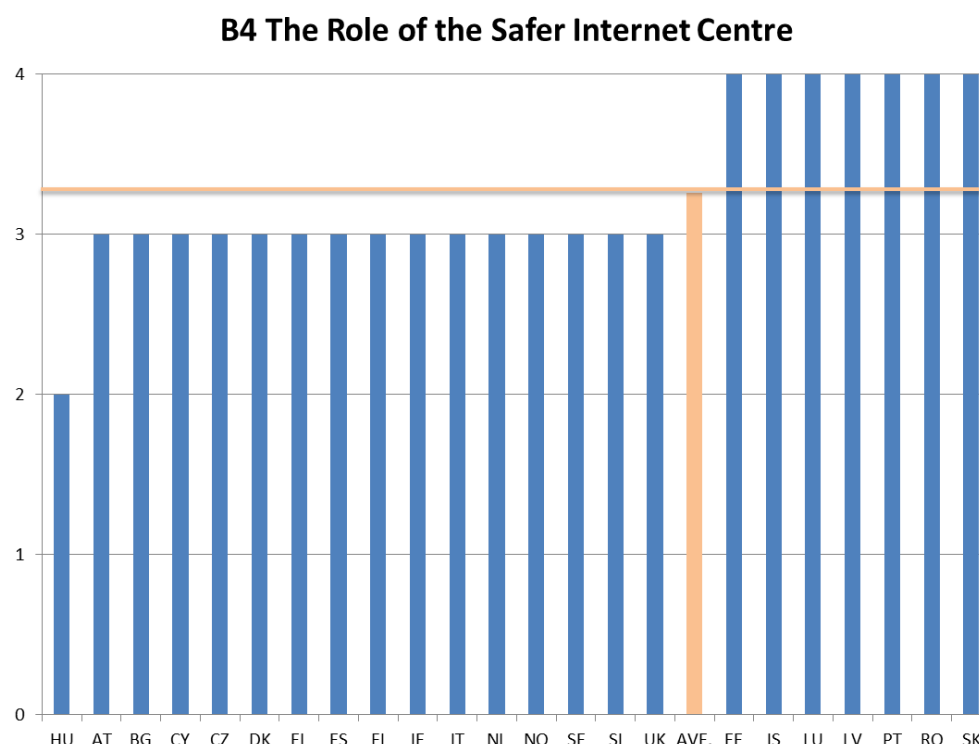
In the majority of the EU countries, the SIC is recognised as the key platform for the implementation and coordination of actions and initiatives. In addition, its advisory board constitutes a valuable arena for dialogue among the stakeholder communities in the country.

The SIC played a particularly important role in 8 countries: 90%+ of the BIK-related activities are implemented under the umbrella of SIC and the SIC plays a key role for dialogue among stakeholders (Figure 16, below). These countries are Estonia, Iceland, Luxemburg, Latvia, Portugal, Romania and Slovakia. For most other EU countries, between 30 and 90% of BIK-related activities are implemented under the umbrella of SIC. Hungary was an exception to the rule, indicating that the SIC does not play a key role in bringing national stakeholders together.

It is also worth noting that in response to the question of identifying the activities most relevant and worth sharing with other countries, many countries refer to the SIC initiatives: specifically, Safer Internet Day/Week/Month organized by the SIC, including the participation of non-public stakeholders.

An important result of our analysis is that there are no countries where there are no awareness and empowerment activities beyond the SIC. Even though the SIC may be the most important actor engaged in public awareness raising and empowerment activities, there are always some activities beyond the SIC – albeit sometimes quite small.

Figure 16: The role of the Safer Internet Centre



3.2.5 The role of the other stakeholder categories

Figure 17, below, shows the categories of non-public stakeholders that were involved in BIK-related activities across EU countries. One can note a high involvement of NGOs, Internet Service Providers and Mobile operators, and to a lesser extent the Software Industry, Broadcasting companies and Universities and research centres.

Industry associations (of internet providers and/or mobile operators) played a central role in Germany, Austria, Ireland, Latvia, Bulgaria, and Denmark. In the other countries, industry involvement was mainly by individual companies, mostly telecommunication firms, Internet service and Wi-Fi providers, and IT firms.

Most NGOs are ‘classical’ charities or associations with close links to public actors, but include also a small number of industry-led NGOs. Other important stakeholders are typically universities and other research organisations with specific expertise in Safer Internet for Children issues.

More involvement, in particular of industry actors, is seen as important for BIK. The EU Kids Online report states, “With the fast pace of change in Internet and mobile technologies, industry is deemed to be in the best position to keep up with the latest technologies and trends of use.”

Only 5 countries provided indications on the category ‘other’: Austria, the Czech Republic, Greece, the Netherlands and Slovenia.

- Austria: Chamber of Labour, involved at the level of consumer protection;
- The Czech Republic: a bank;
- Greece: a research agency;
- The Netherlands: SIDN (the .nl domain host), the Dutch banking association, EDG media company;
- Slovenia: ARNES network in the field of education.

Figure 17: Category of non-public stakeholders involved in implementing BIK activities

	Mobile operator	Internet service provider	software industry	Broadcasting companies	NGOs	Universities and research centers	Other
AT							
BG							
CY							
CZ							
DK							
EE							
EL							
ES							
FI							
HU							
IE							
IS							
IT							
LU							
LV							
NL							
NO							
PT							
RO							
SE							
SI							
SK							
UK							

Non-public sector-led activities worth sharing

In section 3.2.3, we looked at the public sector-led BIK activities which the EU countries considered worth sharing in the pilot benchmarking exercise. Similarly, we now look at the non-public sector-led BIK activities considered by the EU countries as worth sharing, with examples given as below.

- Content classification
 - In the Netherlands and the UK, working together in response to an initiative of the CEO Coalition¹⁹, the BBFC and NICAM have developed a tool for rating User Generated Content (UGC) across different territories and platforms. The tool is designed to enable those with responsibility for children to make fully informed viewing choices in relation to non-professional content online. The ratings will reflect different national sensitivities and concerns over content.
- Self regulation

¹⁹ <http://ec.europa.eu/digital-agenda/en/self-regulation-better-internet-kids>

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- In Latvia, the Latvian Internet Association has supported the activities of Latvian Safer Internet Center by promoting the initiative ‘Responsible internet service provider’;
- In the UK, the four major ISP’s (BT, BSkyB, TalkTalk and Virgin Media), who together constitute almost 90% of the UK’s broadband market, all now provide family friendly network level domestic filtering to new customers. The ISPs have committed to roll-out this filtering to all existing customers throughout 2014. They also committed £25 million over three years to fund an awareness raising campaign called Internet Matters which will reach out to millions of parents on how best to protect their children and make good use of filters. This was launched in May 2014.
- Awareness campaign
 - In Norway, Telenor, the Norwegian Red Cross, Kids and Media and Norwegian Media Authority collaborate against digital bullying. ‘Use your head’ campaign is a special school campaign that focuses on cyber-bullying and how both youth and adults can combat cyber-bullying. The campaign wants to make young people, parents and teachers more aware of what cyber-bullying is, what can cause bullying situations, and the psychological and legal consequences of cyber-bullying. The campaign is organized into an interactive dialogue to create good discussions on current issues;
 - In Denmark, Teleindustrien (the association of telecommunication companies in Denmark) and the four key telecommunication providers in Denmark (TDC, Telenor, Telia and 3) have published a guide for parents on mobile. The guide provides information for parents on what to be aware of when their 9-12 year old has a Smartphone with access to the Internet, how to guide the child to be a good online-friend, and a list of customers’ legal rights and general instructions for mobile subscriptions suitable for 9-12 year olds. The guide is first and foremost an online guide, but is also available as a booklet;
 - In Denmark in November 2013, Save the Children, who is operating the hotline against child sexual abuse images, launched a comprehensive information folder about child abuse images “child abuse that travels the world”. The aim is to raise awareness about the production and distribution of child sexual abuse material on the internet. Save the Children is also preparing a campaign targeting Human Resource managers in the 98 local municipalities. The aim is to raise awareness about Child sexual abuse images and share instructions on how to use Netclean software to deal with potential abuse of the municipalities’ servers and how to proceed if situations of abuse arise. The additional information material was developed in cooperation with the National Police and the Confederation of Danish Industry. The campaign is planned for Autumn 2014.
- Awareness activities
 - In Austria, Internet for All by A1 offers several workshops to foster media literacy in general, but also focused on media literacy of children (e.g. workshops on how to safely use Internet, Facebook and Twitter, or on Internet safety in general). Every day, up to seven different workshops are offered for different groups. The initiative also offers free computer labs in major Austrian cities (e.g. in Vienna), where instructors tell people how to use the internet and discuss with them the dangers of the web and how to avoid them. The latter is a low-threshold initiative where people can just walk in and use the Internet. It is often taken up by migrants. This is considered very useful by experts as migrants are a group of people that are difficult to reach with the message of safer use of the Internet;
 - In Austria, ECPAT Austria (End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes) launched in parallel with other

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ECPAT organisation from other EU countries, the action ‘Make IT-Safe Peer Experts’ in January 2013. In cooperation with ten Austrian partners such as schools and youth centres, 20 youths are trained to become ‘Make IT Safe Peer Experts’, who will then teach their peers their knowledge about safe Internet use;

- In Estonia, Look at the World is an initiative supported by EMT, Elion and Microsoft. The aim of this initiative is to increase awareness of young people about ICT possibilities and encourage them to study ICT. In the long-run perspective the foundation hopes the initiative will help to decrease unemployment among young people and increase the number of IT specialists in Estonia, which is lacking today.

4. Conclusions and recommendations

The study ‘Benchmarking of Safer Internet policies in the EU Member States and policy indicators’ produces the BIK Map as a tool to facilitate the exchange of experiences on Better Internet for Kids policies and actions among EU countries, to increase policy intelligence and ultimately, to support policy makers at both national and European levels in the design and development of policies and initiatives tackling current and emerging BIK-related challenges.

The process for the development of the BIK Map involved representatives from EU countries and the launch of a network of national contact points, who contributed to the benchmarking pilot exercise. The findings in this report are based on the outputs of the pilot exercise involving these national contact points.

The main findings described in this report, on both the quality of policy governance and the implementation of actions and initiatives, show similarities in national approaches as well as disparities and national specificities.

Better Internet for Kids is an important issue on the national agenda in all EU countries. There is a clear sensitivity to the topic, reinforced by dramatic situations that are regularly relayed by the media sphere. However, the information provided shows that there is considerable space for improvement in the **governance and design** of BIK-related policies in most of the EU countries covered in this study.

More often than not, Better Internet for Kids issues are not addressed in a specific comprehensive policy document, but rather included as a component in broader policy documents dedicated to, for instance, the digital agenda, ICT in education or Youth / Family Affairs. Depending on the country’s governance culture, different ministries and/or public bodies are in charge of Better Internet for Kids (BIK) national policies. Ministries such as Education, Justice and Domestic affairs and Youth / Family affairs are usually involved, with other ministries covering specific topics, depending on the country’s governance structure and culture. Most important, in most cases there is no formal governance framework that allows for coordination among the ministries and public bodies involved. Such a silo approach is the norm in most EU countries, creating difficulties in ensuring coherence and consistency in BIK-related policy governance and giving an overall impression of fragmentation in BIK-related policy governance.

More attention should be dedicated also to the collection of evidence upon which to base policy design. All EU countries collect strategic information, but the regularity and continuity of these exercises vary highly from country to country, as well as the depth of the information collected.

Insufficient attention is dedicated also to the measurement of the efficiency and effectiveness of the BIK-related policies. For most of the EU countries, no evidence was found on the implementation of monitoring and/or evaluation exercises.

Closely related to this topic is the absence of information on the public budget dedicated to BIK-related policy actions and initiatives. With very few exceptions, no information is available on national budget and funding of BIK policies and actions, due at least in part to the BIK issues being included in broader national policies. If the level of public funding for BIK-related initiatives is a major indicator of policy commitment in EU countries, then the data to illustrate this indicator is very difficult to collect and aggregate at country level. Even indications on changes in the level of public funding (an increase, decrease or no change) was difficult to obtain for most of the EU countries, as was evidenced in the pilot exercise.

Last but not least, the lack of a common approach to the measurement of online use and risks for children leads to incomparability of the data collected at the national levels, which makes aggregation at European level impossible. A view on the topic at European level, allowing for comparison among the countries and tackling the issue at

an international level, depends on the launch of additional Europe-wide surveys such as EU Kids Online.

In relation to the initiatives and activities implemented, the public sector is an important actor, but the level of involvement varies among the countries. In this context, we have identified three categories: 'public sector as a driver', 'public sector as a participant' and 'public sector as a delegator'. These different models reflect national characteristics that depend on multiple factors such as the size of the country, the cultural context related to the role of public sector, financial considerations, etc.

There is a clear correlation between the active role of the public sector and the active involvement of non-public stakeholders in the implementation of BIK actions and initiatives. The public sector therefore acts as a strong driver for the involvement of all relevant societal actors. Cooperation between the different stakeholders is already happening in many EU countries, and in some EU countries, current constraints in the public budget have led to the creation of new models for partnerships between public and non-public stakeholders.

The trend is towards fostering self-regulation among the relevant industry actors rather than top-down regulation. An increasing number of EU countries consider self-regulation initiatives to be more effective and the way forward, whilst actively encouraging non-public stakeholders to develop such initiatives. Large private stakeholders acting at international level such as telecom operators and Internet players are engaged also in international initiatives to promote safer environment for kids such as the CEO coalition.

Finally, the Safer Internet Centres play a key role in the coordination of the BIK community and the implementation of BIK-related actions and initiatives in most of the EU countries. They provide an important arena for dialogue and cooperation among the various stakeholders involved in BIK-related actions and initiatives. However, uncertainties regarding its public funding could negatively impact the future of their activities.

Based on our findings and conclusions, we formulated our recommendations in terms of:

- Recommendations addressed to the EC;
- Recommendations addressed to the EU countries.

Recommendations to the EC (DG Connect – the unit for Inclusion, Skills and Youth)

Recommendation 1: to strengthen the European platform for dialogue on BIK-related issues

In the last decades, the European Commission has shown an on-going strong commitment in ensuring a safe Internet environment for Europe's youth. During our study, we encountered an equally strong commitment in the EU countries, i.e. the EU Member States, Iceland and Norway. The context, however, is one of a fast pace in change of the digital environment (and therefore also of threats for children) and an increasingly international dimension of the phenomena. In this context, a platform for the sharing of experience and expertise among national policy makers and the other stakeholders involved is of an increasing importance in order to avoid inequality in the protection of children among the different EU countries as well as to reach an improved governance and implementation of BIK-related policies in Europe.

Managed by the DG Connect, this platform could

- Consolidate a committed network of national contact points;
- Organise regular meetings for experience sharing and discussion on BIK-related issues. It will be the place to present the BIK Map review, good practices on policy

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governance and actions that have been identified during the BIK Map exercise, and any other BIK-related issues to be discussed.

Recommendation 2: to implement the BIK Map on a regular basis.

The BIK Map constitutes a potential starting point for such experience and expertise sharing among national policy makers in Europe. The national contact points involved in the BIK Map pilot exercise considered that the BIK Map should be implemented on a regular basis and a two-year frequency was the most common suggestion.

To ensure a sustainable, continued implementation, we recommend the EC to take the responsibility of running the process for the next exercise in the years to come, based on the developed methodology and tool.

This could include:

- To organise a consultation via the BIK European platform for dialogue to consider any new developments that could enrich the benchmarking tool in order to remain in line with changes and evolution in Better Internet for Kids' issues;
- Launch the questionnaire on a regular basis, process the data and share the results of the new exercise.

Recommendation 3: to foster the development of standards for data collection

A major barrier for a quality BIK-related policy design at the European and national level is the availability of comparable data, mapping the state of Internet use and risks for kids in the different Member States. We recommend that the relevant Commission services cooperate in identifying a set of common statistical indicators that could reflect ICT practices and risks for kids in order to reach such a comparable contextual picture at the European level. The BIK European platform for dialogue could be the place to discuss and agree on the common indicators to be used.

Among the questions to be solved are:

- The age groups to consider. There is an increasing interest to capture ICT practices and risks perception for younger kids as they become active users from a younger age. Studying kids (people under the age of 18) as a single group of users is no longer depicting the reality. Three groups can be identified:
 - The 'youngest' group (under the age of 8);
 - The 'middle-age' group (from 8 to 12);
 - The 'older' group (13-18).
- Assessing the autonomy of kids as they access Internet services and applications (both fixed and mobile Internet);
- Assessing level of exposure to harmful content;
- Level of involvement of national statistical bodies.

Recommendation 4: to foster dialogue with private stakeholders

Discussions between the EC and the CEO coalition have taken place over the past few years to promote the commitment of large ICT players in line with the BIK European strategy. We recommend the EC to continue the dialogue with private stakeholders, notably in promoting self-regulation initiatives. The BIK European platform could be used as a place to share the outputs of self-regulation initiatives, both cross-national (like the CEO coalition) and national.

Recommendations to the EU countries

Recommendation 1: to apply good practices in policy governance

A major finding of the study is that in most EU countries there is room for improvement in BIK-related policy governance and design. This regards in particular the coordination among ministries involved, efforts to reach a comprehensive view on policies tackling BIK challenges, their effectiveness and costs, the collection of evidence upon which to base these policies, and the identification of SMART policy objectives (Specific, Measurable, Assignable, Realistic, Time related). Improvement of these policy practices will enable national policy makers to provide a more effective and efficient support to the children in their country for a safe use of Internet.

Recommendation 2: to provide sustained support to national platforms for dialogue

In most EU countries the Safer Internet Centres provide a national platform of dialogue and play a key role in gathering the various members of the BIK community. They provide the needed arena to relay expertise, discuss on policy priorities, mobilise the various stakeholders around key challenges, and coordinate the implementation of actions. Uncertainty in public funding is a threat for the future activity of these national platforms. We recommend the EU countries to act for their sustainability. This includes:

- To specify the role of the national platform in the context of the BIK national policies;
- To identify the relevant actors in public administration that would benefit from participation in the platform;
- To foster the involvement of stakeholders that could co-fund the national platform, complementing public support.

