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Understanding value co-creation in public services for transforming European public administrations

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Motivation

- Public administrations' old ways do not meet citizens' expectations anymore

- A full-blown paradigm shift where citizens would be seen as value co-creators

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Objectives

- Provide a comprehensive & holistic theoretical framework

- Measure & monitor transformative innovations in the public sector

- Focus on four areas of public service transformation

- Transform research results into actionable recommendations

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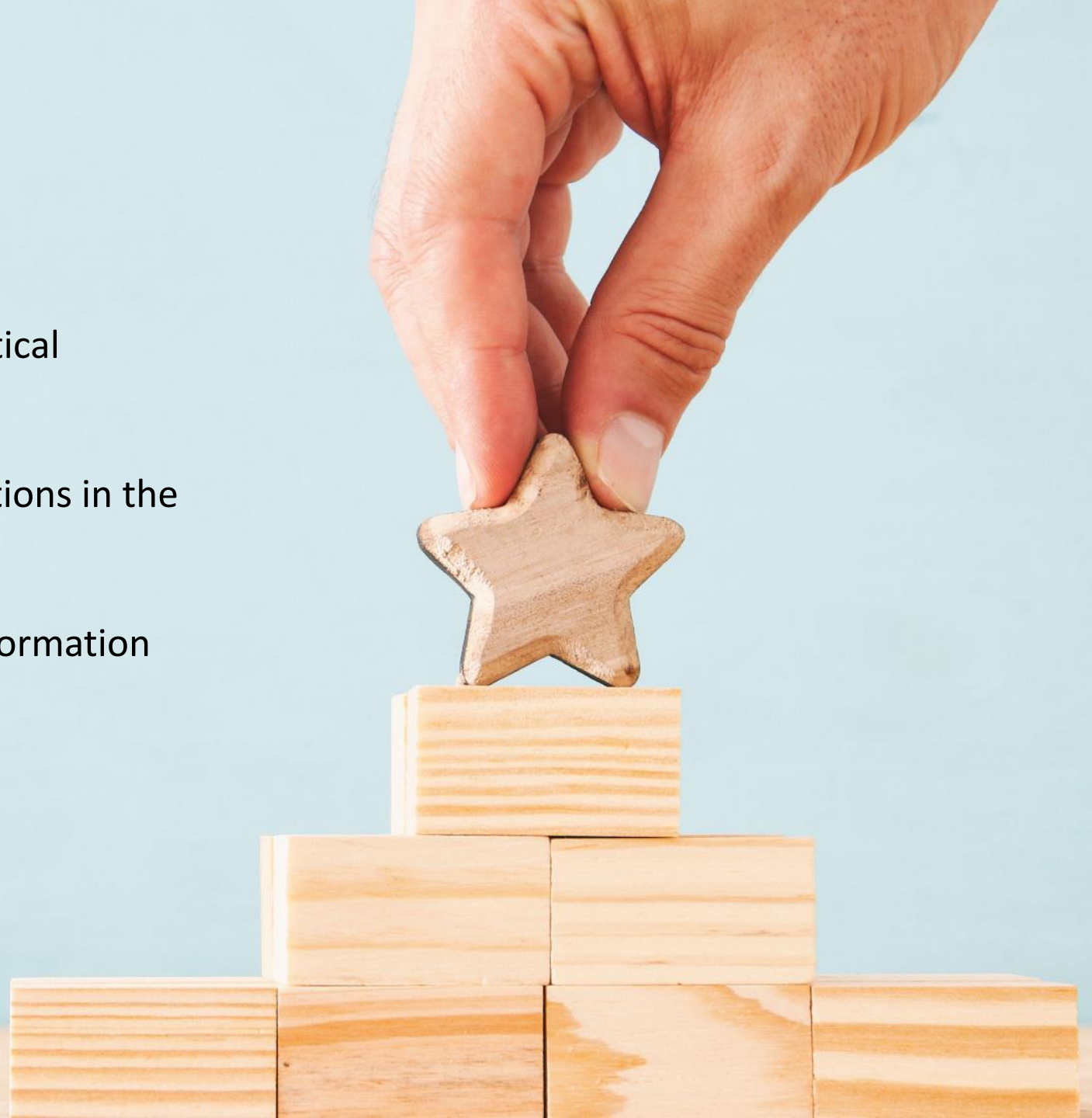
Contributions

Measurement & Policy Impact of co-creation

- Cross-analysis of how service design, living labs, digital public management and public sector innovation networks are used for services co-innovation and co-creation
- Systematic survey of co-creation adoption & service innovations in public sector
- Make co-creation the norm for delivering better public services & improving citizen-state relations
- Monitoring a series of indicators on digital transformation and co-creation adoption at member states and municipality level visualized in a dedicated dashboard

90+ case studies
150+ interviews

1000+ public sector & NGO managers

Six (6) policy briefs

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Key findings

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Increased awareness
of "co-creation"
as a policy area

More than **80%**
of public administrations

Most ideas still found from
civil servants ' in between
interaction

Citizens or businesses were the
sources of ideas for innovation
in fewer than 10% of the
administrations surveyed

Adoption of variable
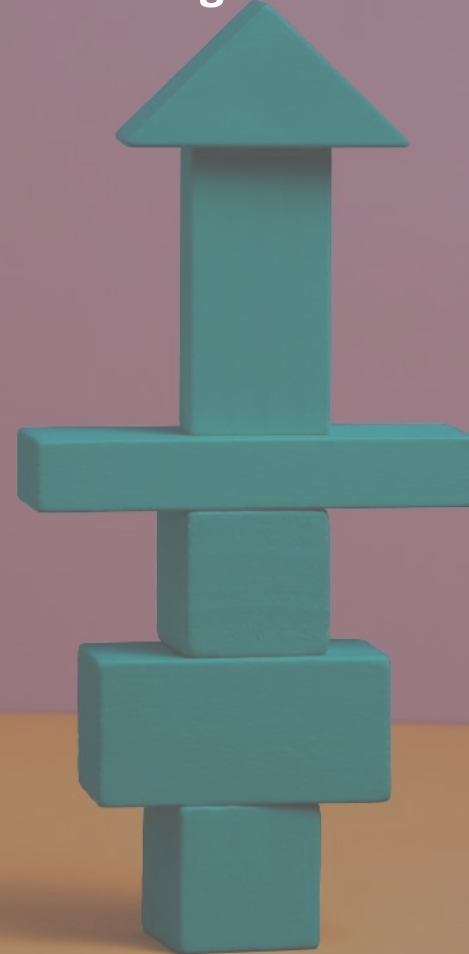co-creating methods is
the most benefitial

Many governments have issued guidelines & toolkits for making co-creation happen;

Only few metrics or compliance measuring processes by which the actual adoption rate can be assessed

Training in co-creation methods is almost absent

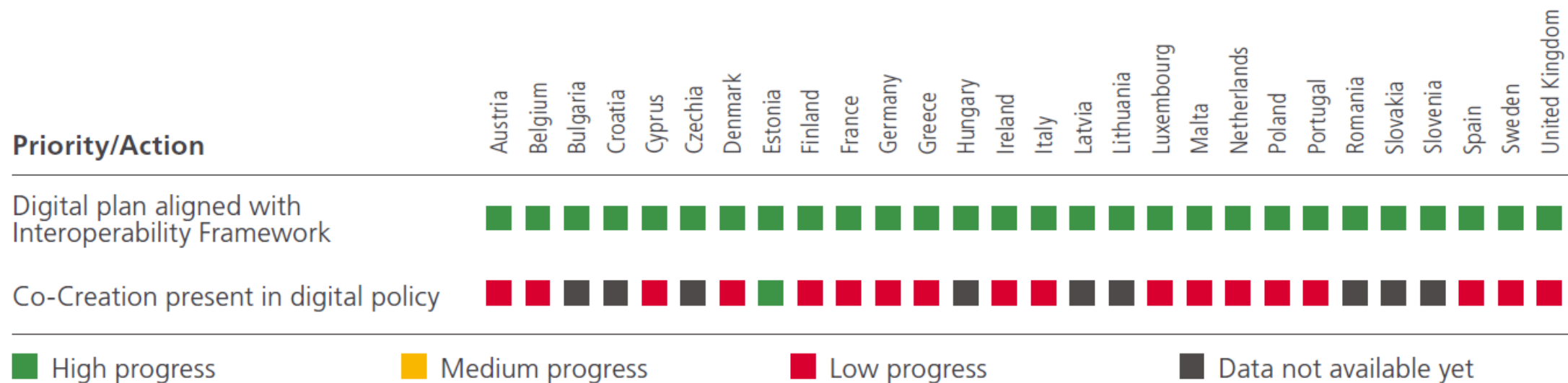**Municipalities have been slower than national governments**

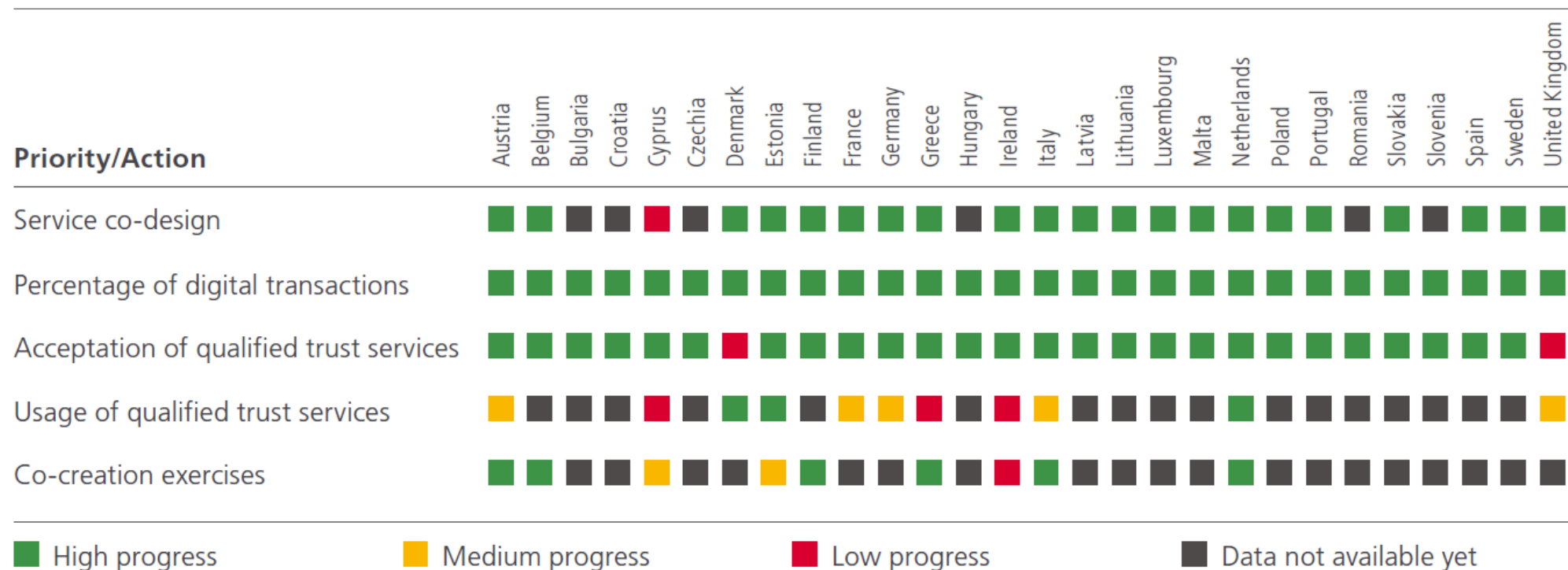**Public organizations' culture often at odds with Integrated Co-Creation**

Co-creation Dashboard

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Policy

Priority/Action	Austria	Belgium	Bulgaria	Croatia	Cyprus	Czechia	Denmark	Estonia	Finland	France	Germany	Greece	Hungary	Ireland	Italy	Latvia	Lithuania	Luxembourg	Malta	Netherlands	Poland	Portugal	Romania	Slovakia	Slovenia	Spain	Sweden	United Kingdom
Digital plan aligned with Interoperability Framework	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
Co-Creation present in digital policy	🟥	🟥	⬛	⬛	🟥	⬛	🟥	🟩	🟥	🟥	🟥	🟥	⬛	🟥	🟥	⬛	🟥	🟥	🟥	🟥	🟥	🟥	⬛	⬛	⬛	🟥	🟥	🟥

🟩 High progress 🟨 Medium progress 🟥 Low progress ⬛ Data not available yet
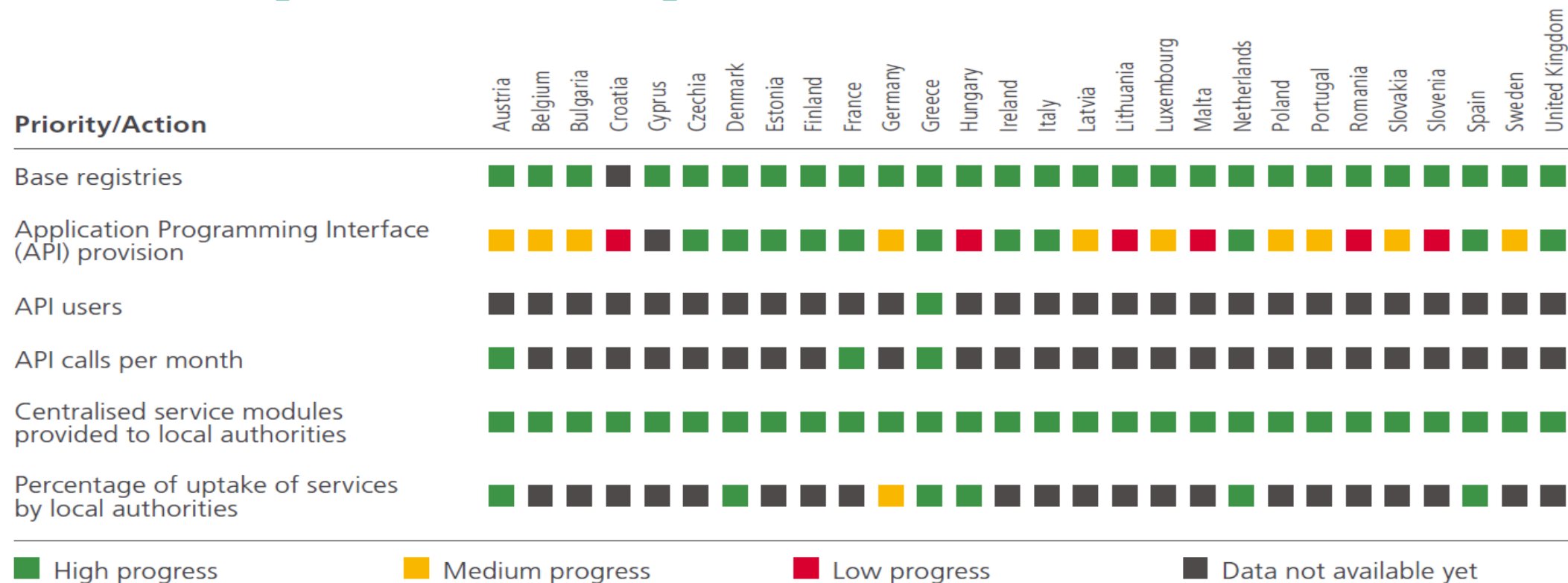
- Overall excellent progress on aligning national digital plans with the European Interoperability Framework;
- In most countries, co-creation is not foreseen for all service innovation projects.
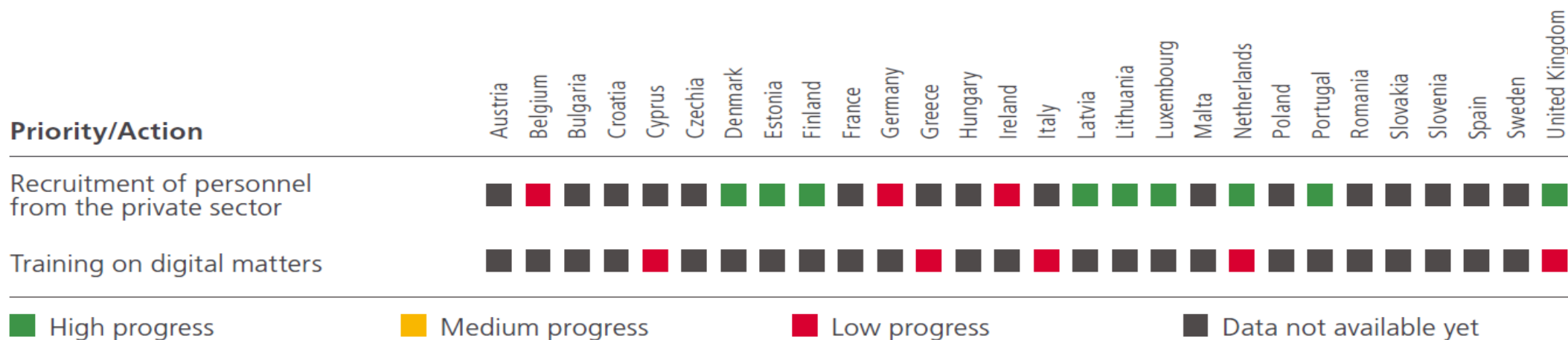
Collaboration

Priority/Action	Austria	Belgium	Bulgaria	Croatia	Cyprus	Czechia	Denmark	Estonia	Finland	France	Germany	Greece	Hungary	Ireland	Italy	Latvia	Lithuania	Luxembourg	Malta	Netherlands	Poland	Portugal	Romania	Slovakia	Slovenia	Spain	Sweden	United Kingdom
Service co-design	🟩	🟩	⬛	⬛	🟥	⬛	🟩	🟩	🟩	🟩	🟩	🟩	⬛	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	⬛	🟩	⬛	🟩	🟩	🟩
Percentage of digital transactions	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
Acceptation of qualified trust services	🟩	🟩	🟩	🟩	🟩	🟩	🟥	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟥
Usage of qualified trust services	🟨	⬛	⬛	⬛	🟥	⬛	🟩	🟩	⬛	🟨	🟨	🟥	⬛	🟥	🟨	⬛	⬛	⬛	⬛	⬛	🟩	⬛	⬛	⬛	⬛	⬛	⬛	🟨
Co-creation exercises	🟩	🟩	⬛	⬛	🟨	⬛	⬛	🟨	🟩	⬛	⬛	🟩	⬛	🟥	🟩	⬛	⬛	⬛	⬛	🟩	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛

🟩 High progress　　🟨 Medium progress　　🟥 Low progress　　⬛ Data not available yet

- Overall high progress on the use of service co-design, the percentage of digitally issued services and the acceptation of eIDAS qualified trust services;
- Varied level of progress on the use of eIDAS compliant eID and the level of co-creation exercises

Interoperability & Reuse

Priority/Action	Austria	Belgium	Bulgaria	Croatia	Cyprus	Czechia	Denmark	Estonia	Finland	France	Germany	Greece	Hungary	Ireland	Italy	Latvia	Lithuania	Luxembourg	Malta	Netherlands	Poland	Portugal	Romania	Slovakia	Slovenia	Spain	Sweden	United Kingdom
Base registries	🟩	🟩	🟩	⬛	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
Application Programming Interface (API) provision	🟧	🟧	🟧	🟥	⬛	🟩	🟩	🟩	🟩	🟩	🟧	🟩	🟥	🟩	🟩	🟧	🟥	🟧	🟥	🟩	🟧	🟧	🟥	🟧	🟥	🟩	🟧	🟩
API users	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	🟩	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛
API calls per month	🟩	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	🟩	⬛	🟩	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛
Centralised service modules provided to local authorities	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
Percentage of uptake of services by local authorities	🟩	⬛	⬛	⬛	⬛	⬛	⬛	🟩	⬛	🟩	⬛	🟧	🟩	⬛	⬛	⬛	⬛	⬛	⬛	🟩	⬛	⬛	⬛	🟩	⬛	⬛	⬛	⬛

🟩 High progress   🟧 Medium progress   🟥 Low progress   ⬛ Data not available yet

- Overall high progress on improving the accessibility of base registries and the provision of centralised service modules;
- Highly varied performance on the provision of Application Programming Interfaces across countries;
- Low data availability on uptake-related indicators.

Skills

Priority/Action	Austria	Belgium	Bulgaria	Croatia	Cyprus	Czechia	Denmark	Estonia	Finland	France	Germany	Greece	Hungary	Ireland	Italy	Latvia	Lithuania	Luxembourg	Malta	Netherlands	Poland	Portugal	Romania	Slovakia	Slovenia	Spain	Sweden	United Kingdom
Recruitment of personnel from the private sector	⬛	🟥	⬛	⬛	⬛	⬛	🟩	🟩	🟩	⬛	🟥	⬛	⬛	🟥	⬛	🟩	🟩	🟩	⬛	🟩	⬛	🟩	⬛	⬛	⬛	⬛	⬛	🟩
Training on digital matters	⬛	⬛	⬛	⬛	🟥	⬛	⬛	⬛	⬛	⬛	⬛	🟥	⬛	⬛	🟥	⬛	⬛	⬛	🟥	⬛	⬛	⬛	⬛	⬛	⬛	⬛	⬛	🟥

🟩 High progress   🟨 Medium progress   🟥 Low progress   ⬛ Data not available yet

- Almost a third of the countries have recruited officials in management positions from the private sector;
- None of the countries can confirm having provided digital skills training to more than 10% of public servants.

Monitoring

Priority/Action	Austria	Belgium	Bulgaria	Croatia	Cyprus	Czechia	Denmark	Estonia	Finland	France	Germany	Greece	Hungary	Ireland	Italy	Latvia	Lithuania	Luxembourg	Malta	Netherlands	Poland	Portugal	Romania	Slovakia	Slovenia	Spain	Sweden	United Kingdom
KPIs on digital government	■	█	■	■	■	■	█	█	█	█	█	█	■	■	█	■	■	■	■	■	█	■	█	■	█	■	■	█
KPIs on the uptake of online services	■	█	■	■	■	■	■	█	█	■	█	■	█	■	█	■	■	■	■	█	■	█	■	█	■	█	■	█
KPIs on users' co-creation	■	▮	■	■	■	■	■	█	▮	■	█	▮	■	█	▮	■	■	■	■	▮	■	▮	■	▮	■	▮	■	█

■ High progress ■ Medium progress ■ Low progress ■ Data not available yet

- Almost half of the countries have developed KPIs on digital government, which in almost all cases include indicators measuring the uptake of digital services;
- Four countries have indicators on cocreation among the digital government KPIs;
- For more than half of the countries it is not clear whether they have digital government KPIs outside the EU measurement frameworks.

Making Co-creation Long term & Sustainable

Key performance indicators for digital government adoption

Sound metrics for co-creation

Better evidence base for service design

Make user research a requirement

Use public budget to stimulate adoption

Monitor results

Strengthen legitimacy

Prioritise adoption

Co-Creation policies

Remove barriers

Incite cultural change

Support implementation

Make stakeholder participation easy

Adapt public procurement to agile methods

Enforce open standards and open data

Provide incentives for citizens participation

Reinforce capabilities

Design as infrastructural service

Ensure organisational support

Source: Co-VAL

- Strengthen legitimacy
- Ensure organisational support
- Incite cultural change
- Make stakeholder participation easy

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Partners

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