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Co-VAL [770356] “Understanding value co-creation in public services for transforming European public administrations”



D9.3 Guidelines for Country Experts

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Document description	This document presents the guidelines for the stakeholders participating to the data collection activity feeding the Co-VAL policy dashboard. The aim of the dashboard is to enable collaborative monitoring of what governments are doing in implementing digital transformation and co-creation policies. More specifically, the deliverable presents the structure of the dashboard, the indicator checklist, and the procedure for the data collection.

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V0.5	28/12/2018	Final draft	LC
V1.0	09/01/2019	Final version for submission to EC	ATC

Executive Summary

This document presents the guidelines for the stakeholders participating to the data collection activity feeding the Co-VAL policy dashboard. The aim of the dashboard is to enable collaborative monitoring of what governments are doing in implementing digital transformation and co-creation policies. More specifically, the deliverable presents the structure of the dashboard, the indicator checklist, and the procedure for the data collection.

During the pilot phase, the data collection for the dashboard will be carried out in collaboration with the City of Milan and its international partner cities belonging to the networks Eurocities¹ (comprising 140 of Europe's largest cities and over 45 partner cities) and C40² (comprising 90 of the world's greatest cities), advanced in the path to digital transformation and co-creation activities. The pool of data collectors will then be extended by mean of an active recruitment from the national digital teams, and will then include participants from all member states.

¹ <http://cities4europe.eurocities.eu/>

² <https://www.c40.org/>

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1 Introduction

This document presents the guidelines to be used by municipality and country experts for uploading the relevant data in the Co-VAL dashboard. The document presents a description of the dashboard and the informing indicators, as well as the description of the piloting process and the methodology for the data collection. Furthermore, a description of form to be used for uploading the data is added. Clearly, D9.3 builds on D9.1 - Methodology for monitoring.

1.1 Purpose and Scope

As part of WP7, the Lisbon Council will develop actionable policy recommendations, which will be then tracked through a dashboard that enables collaborative monitoring of what governments are doing in the collaborative digitalization of public administration.



Figure 1 – Co-VAL Policy Impact

More specifically, WP9 aims to ensure the recommendations developed in WP7 are translated into policy action by tracking at very granular level what the Member States are doing (see Figure 1). This WP will develop a policy tracker that will enable collaborative monitoring of what governments are doing in implementing co-creation policies. The tracker will be built based on the large experience accumulated with the Startup Manifesto Policy Tracker and the eGovernment Action Plan Evaluation. The WP will first design a prototype tracker based on the existing reference policy documents and updated in the course of the project to reflect the recommendations from WP7. It will then develop the online tracker, with a consolidated smart crowdsourcing approach where national experts and the public, in general, can support the monitoring. The tool will include interactive visualisation to make the results intuitive and appealing. It will enable rankings of government activity. Finally, the WP will produce yearly status reports and scoreboard to assess progress. In this respect, *Task 9.1: Design of the tracker prototype*, will first design the indicator checklist, and then it will also develop the web-based tool and the guidelines for country experts.

This document is to be used by the stakeholders involved in the data collection activity, as well as by the other consortium partners involved in the exercise.

1.2 Structure of the Deliverable

This document is comprised of the following chapters:

- Chapter 2 explains the methodology for building the dashboard;
- Chapter 3 explains our strategy for piloting the dashboard;
- Chapter 4 outlines the next steps in WP9.

2 Description of the Dashboard

2.1 Definition of the Checklist

The exercise requires gathering granular data at the level of Member States and at the local level, in order to enable cross-analysis. In this respect, the study team will collect data about policy measures and initiatives covering variables related to strategy and action plans, measures to boost innovation capacity, and support mechanisms. As already presented, the data about the policy framework are typically available from national policy documents, and sometimes summarised in EU reports. The challenge is to ensure the identification of the data sources, the collection of data in comparable ways, and the analysis in order to display the data in a way that is meaningful, easy to communicate and understand by policy makers in order to increase the policy impact. Moreover, since policies evolve, there is the need to ensure sustainability over time, hopefully even after the end of the study. Finally, data on the implemented policy could benefit from open feedback regarding the effectiveness of the said policies. The proposed solution is a smart crowdsourcing approach, enabling experts to provide directly the information on a web platform. This solution has been already successfully implemented in many instances, from the Digital Agenda implementation to the eGovernment action plan evaluation, to the Startup manifesto tracker, with constant high quality information and increased sustainability.³ The tool will be based on the following elements:

- A central website where information can be directly updated on the policy progress and is immediately published;
- An intelligently crafted crowdsourcing approach, where information is uploaded directly on the website by a limited set of appointed experts;
- A checklist-based approach to policy monitoring. Each policy objective is translated into 3-4 concrete measures with Yes or No answers, backed up by supporting evidence;
- An interactive visualisation of the policy progress through a traffic light system;
- Real time country profiles summarising all the main information and providing data for download;
- In particular, the checklist approach is fundamental to ensure high quality and comparable policy analysis. Binary indicator (e.g. are there financial incentives in place) are defined in a way that leaves little room for ambiguity. Moreover, any Yes answer must be corroborated by evidence (i.e. reference to an official document. Finally, an editorial process ensures that the central team study revises the experts' input to ensure consistency of interpretation.

2.2 Structure of the Dashboard

The checklist created by the study team will be further developed and refined in collaboration with the consortium partners and relevant stakeholders. After validation, the checklist will inform the visualisation dashboard to be available online only to a restricted set of stakeholders. The tool will be hosted in the project website (www.co-val.eu). The website will include a set of dynamic services. The overall design of the website will be based on the development of previous projects and will be adapted to the specific needs of this tender. The design will be visually appealing and extremely easy to use.

The dashboard is articulated in six main sections:

- Map of EU countries
- Map of municipalities involved

³ See www.daeimplementation.eu, <http://egovap-evaluation.eu/>, <http://www.europeandigitalforum.eu/startup-manifest-policy-tracker/dashboard>.

- Summary visual dashboard
- Local level summary sheet (municipality)
- Country summary sheet
- Detailed sub-dimensions data input (presented in §3.3).

Below the maps of countries (Figure 2) and municipalities (Figure 3) represented are depicted.

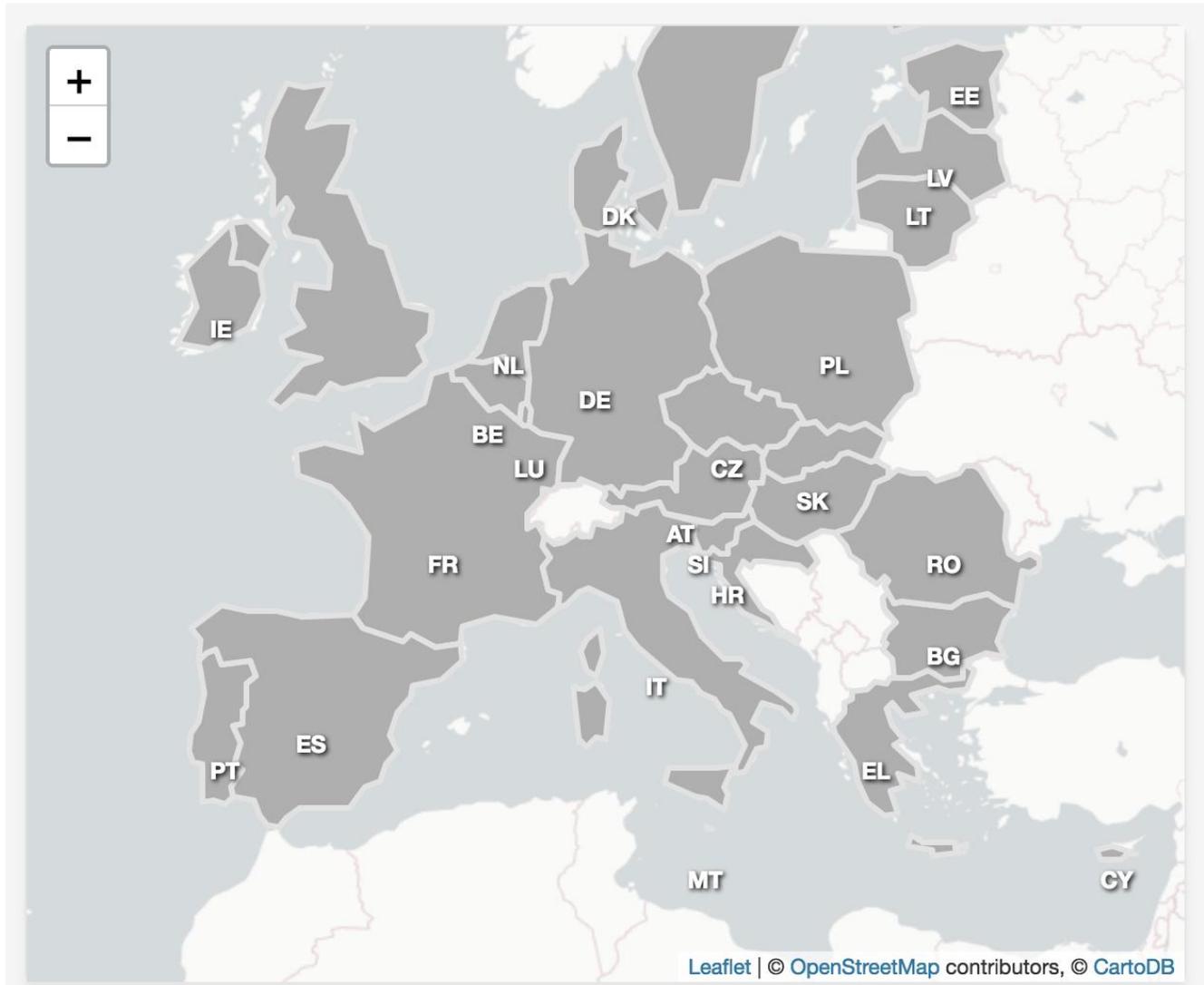


Figure 2 – Map of EU28 countries

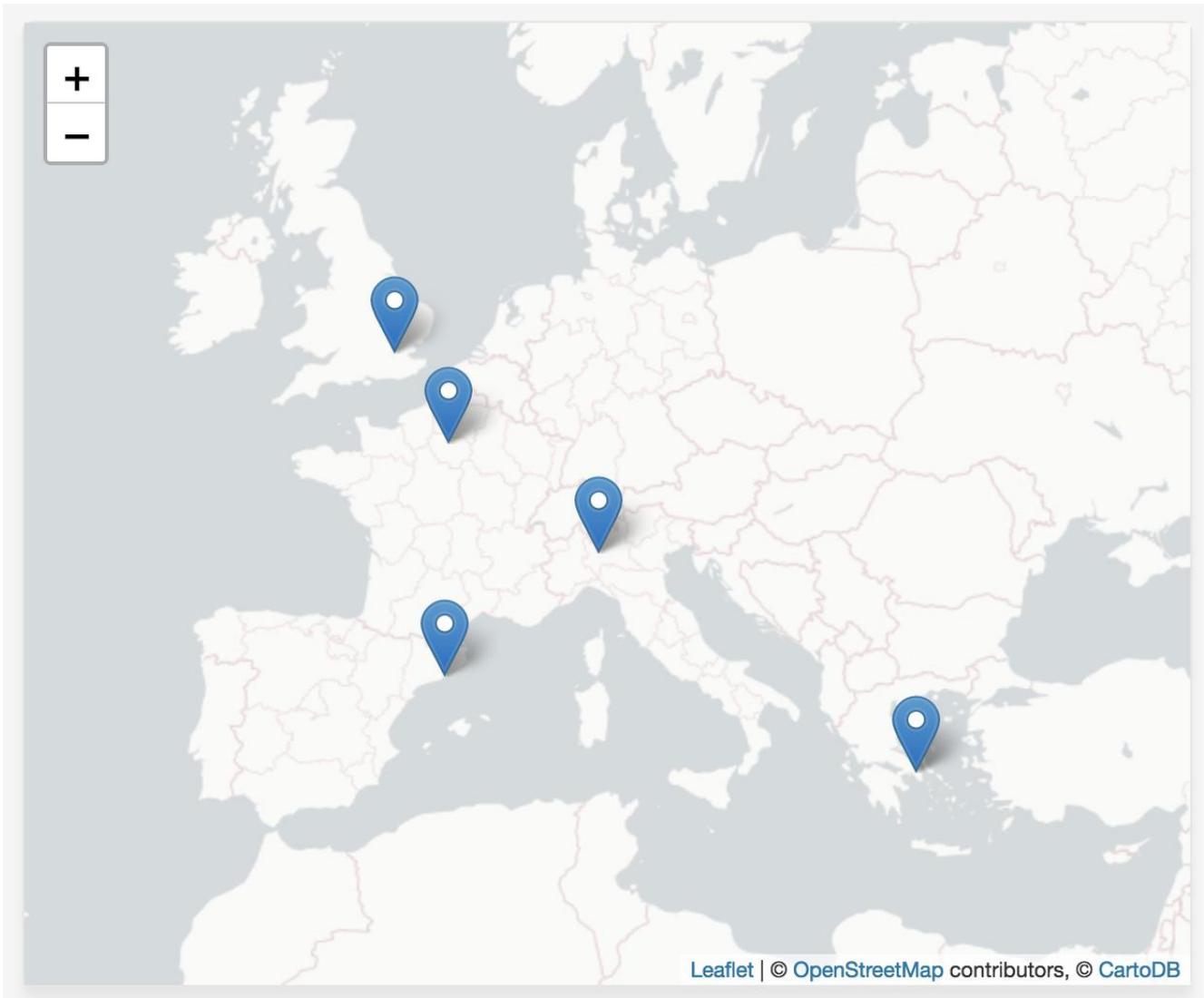


Figure 3 – Map of EU28 municipalities

As depicted in the figures below, a summary table based on a traffic light system will allow for quick and easy comparison of the situation across Member States (Figure 4) and municipalities (Figure 5) alongside the main questions addressed.

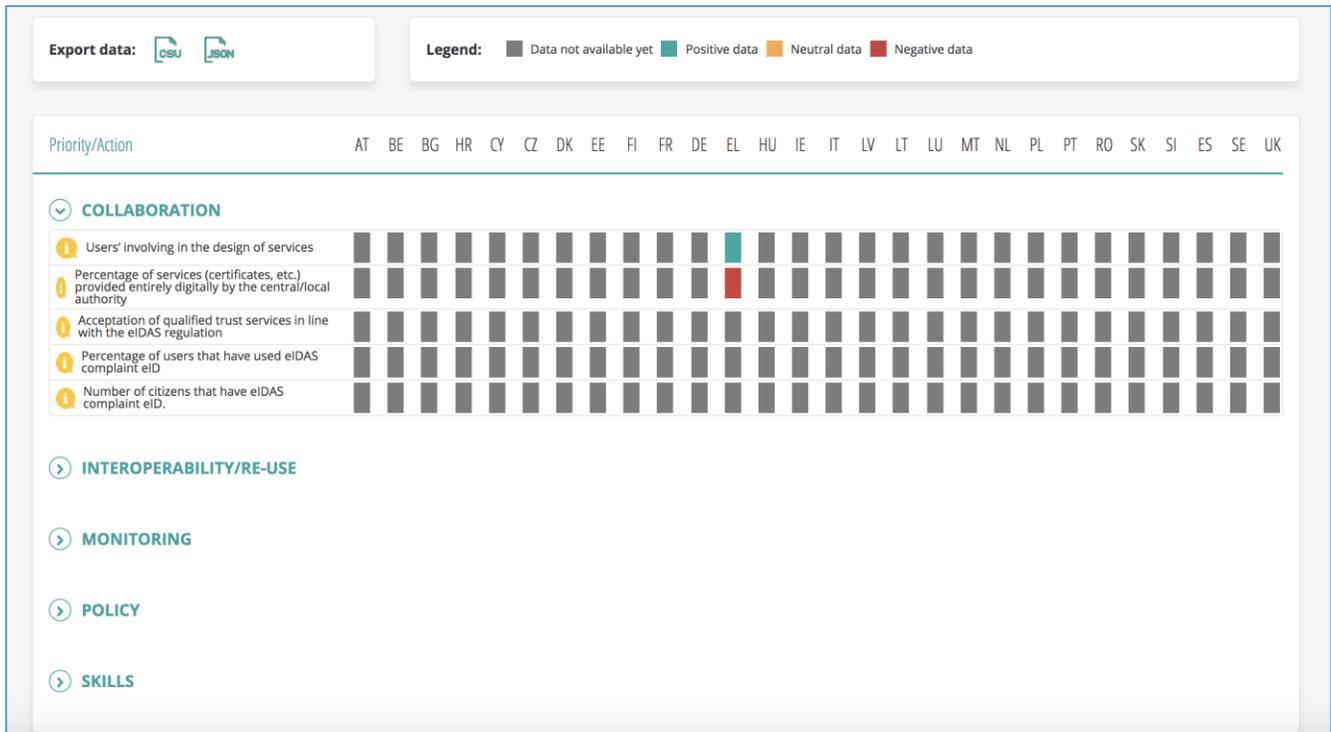


Figure 4 - Example of summary dashboard for countries

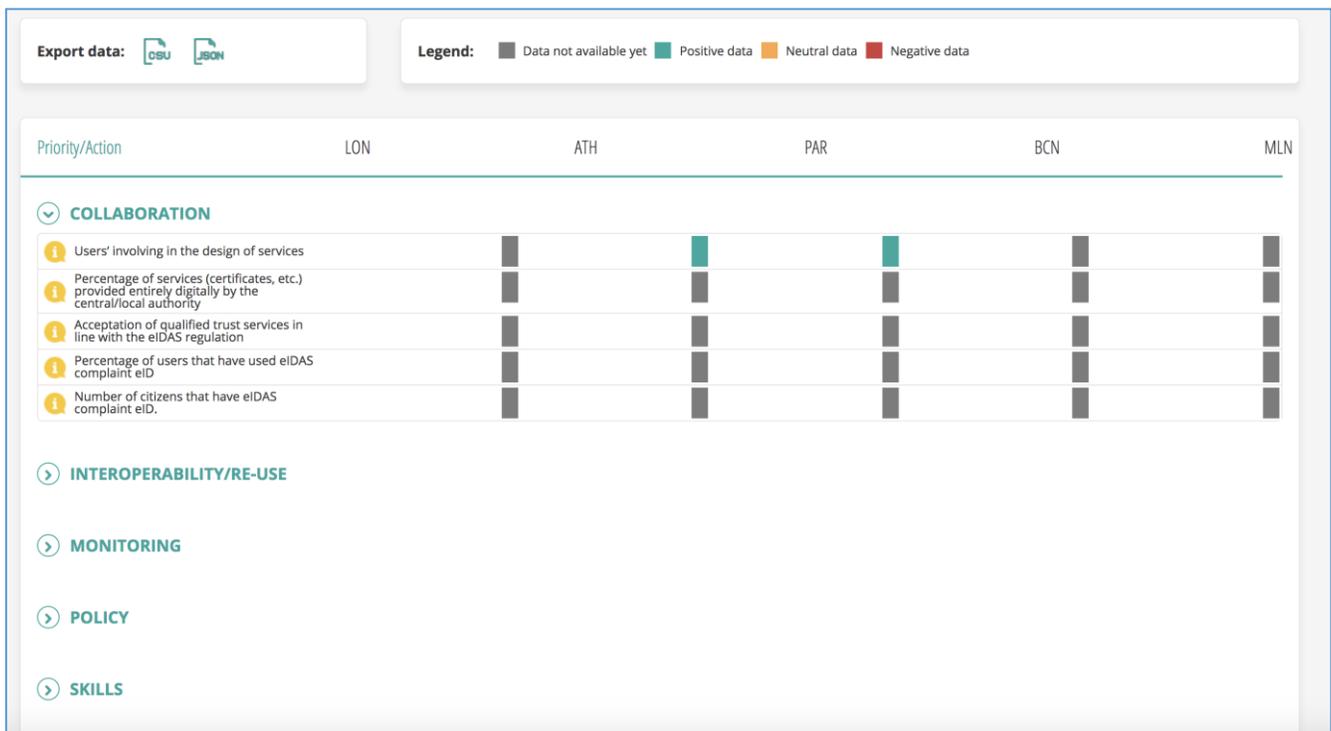


Figure 5 - Example of summary dashboard for municipalities

Each country and municipality sheet will be directly editable by country stakeholders through a secure unique username/password. Below an example is provided of a country (Figure 6) and a municipality (Figure 7) summary.

Italy data

Summary

Lorem ipsum dolor sit amet, consectetur adipiscing elit. Donec odio. Quisque volutpat mattis eros. Nullam malesuada erat ut turpis. Suspendisse urna nibh, viverra non, semper suscipit, posuere a, pede.

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 Expand all
 Retract all

COLLABORATION

INDICATOR	STATUS	EVIDENCE
Users' involving in the design of services		
Percentage of services (certificates, etc.) provided entirely digitally by the central/local authority		
Acceptation of qualified trust services in line with the eIDAS regulation		
Percentage of users that have used eIDAS compliant eID		
Number of citizens that have eIDAS compliant eID.		

Figure 6 - Look and feel of the country summary sheet

Milan data

Summary

Lorem ipsum dolor sit amet, consectetur adipiscing elit. Donec odio. Quisque volutpat mattis eros. Nullam malesuada erat ut turpis. Suspendisse urna nibh, viverra non, semper suscipit, posuere a, pede.

Donec nec justo eget felis facilisis fermentum. Aliquam porttitor mauris sit amet orci. Aenean dignissim pellentesque felis.

 Expand all
 Retract all

COLLABORATION

INDICATOR	STATUS	EVIDENCE
Users' involving in the design of services		
Percentage of services (certificates, etc.) provided entirely digitally by the central/local authority		
Acceptation of qualified trust services in line with the eIDAS regulation		
Percentage of users that have used eIDAS compliant eID		
Number of citizens that have eIDAS compliant eID.		

Figure 7 - Look and feel of the municipality summary sheet

3 Methodology for Data Collection

3.1 The local level is key to delivering digital government

The first edition of the Co-Val dashboard will start from the recommendations of the first policy brief⁴ and will provide a comprehensive monitoring of the digital transformation and co-creation practices. The brief argues that digital governance has not yet achieved its promises, mainly due to a limited benefit for the final users. To achieve a truly transformative digital governance in line with the objectives of the Tallinn declaration, it is necessary to ensure adequate involvement of the local level, which is the one closest to the user. Concretely, the brief recommends that:

- EU and National Governments support the implementation of digital government at the local level in line with the European Interoperability Guidelines. The National government should not centralize all services, but provide adequate interoperability frameworks and dedicated horizontal services with an “ecosystem - building” approach;
- Local governments adopt, as part of their online services delivery, horizontal software components developed by third parties in line with the National Interoperability Frameworks, such as identity or payment services. By the same token, local governments make their data accessible as authoritative base registries to other government agencies (e.g. civil registry);
- Local governments, on the other hand, remain the main contact points with users. As such, their focus should be firmly on user involvement and uptake of the services;
- To deliver this, local governments should be equipped with an adequate policy, and adequate skills – including by recruiting senior management figures from the private sectors;
- Last but not least, monitoring through KPIs is essential and should firmly focus on uptaking data automatically generated by online services.

The conceptual model of the pilot application is depicted in **Error! Reference source not found.**

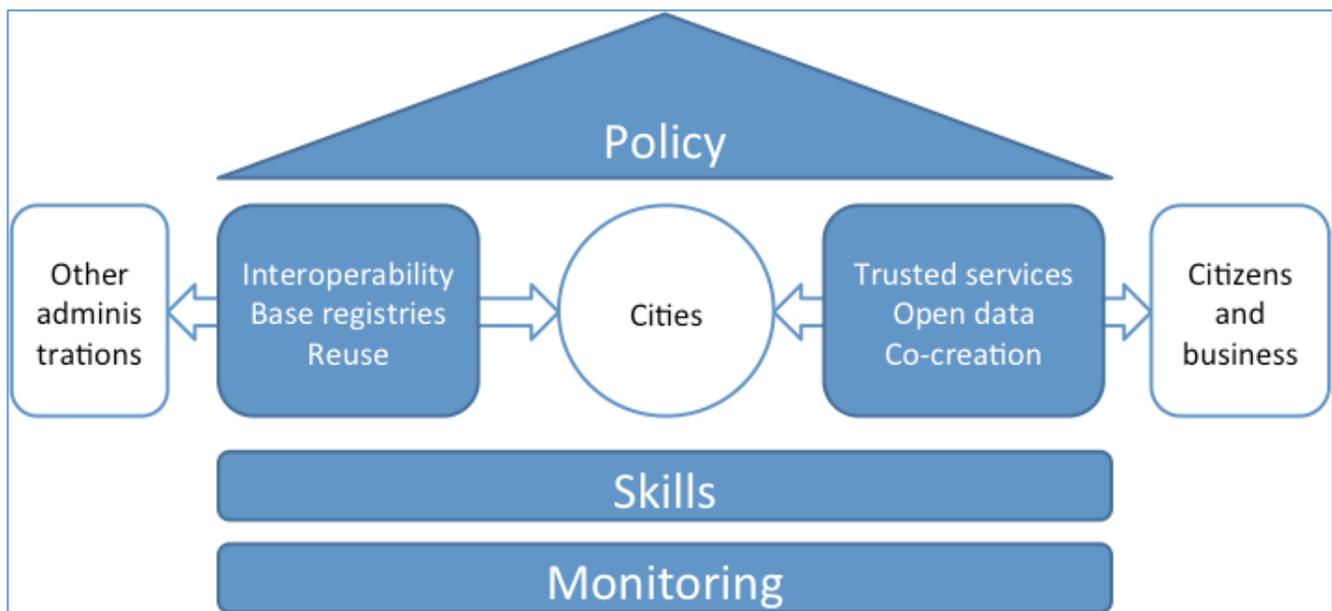


Figure 8 – Conceptual model of the Dashboard: the local-national digital government ecosystem

⁴ David Osimo, How Local Government Reform is Key to Europe’s Digital Success: A Six-point Programme for eGovernment Renewal. (Brussels: The Lisbon Council, 2018).

3.2 Indicators for the dashboard

In Table 1 we depict the first proposal for a set of 18 dashboard indicators to measure progress against these recommendations. Of course, we are fully aware of the sizeable number of existing indicators on digital government. However, our proposed dashboard is fully complementary to them, because it addresses two underestimated but crucial aspects: the collaboration between the national and local level, and the uptake⁵.

The indicators are decomposed into the five dimensions illustrated above:

- **Policy:** this dimension considers the participation to international networks and initiatives, as well as the consistency of the local digital government strategy with the EIF;
- **Interoperability/re-use:** this dimension deals with the ability of the public administration to share information and knowledge with other administrations, by mean of the exchange of data between ICT systems. For the purpose of the dashboard, interoperability entails also re-use of software and service components;
- **Collaboration:** this entails the involvement of users in the creation and design of services, as well as the acceptance of trust services for using the services provided by the public administration;
- **Skills:** this dimension considers the acquisition of skills by the public administration, by mean of training of civil servants, as well as by mean of hiring managing personnel from private companies;
- **Monitoring:** this final dimension deals with the monitoring activity implemented by the public administration by mean of KPIs. Besides the data, local governments will be able to add evidence and other qualitative information, including suggesting best practices for each indicator.

Table 1 - Set of Dashboard Indicators

Dimension	Indicator	Type of Data
Policy	Number of EU projects on digital government participated by the local authority in the last 5 years	Integer number
Policy	Do you (local authority) participate in international networks on digital government?	Binary (Yes/no)
Policy	Do you (local authority) have a digital government strategy consistent with EIF?	Binary
Policy	Do you (central authority) have a national digital plan?	Binary
Interoperability/re-use	Do you make your base registries accessible to other public administrations?	Binary
Interoperability/re-use	Do you (central/local authority) reuse software or service components in your service delivery to citizens and business?	Binary
Interoperability/re-use	Number of APIs provided by the local authority to other administrations and to private companies	Integer number
Interoperability/re-use	Number of third parties using the APIs developed by the local authority	Integer number

⁵ The national-local collaboration is partially analysed by the National Interoperability Framework observatory, but only concerning the design of the NIF, not on the actual implementation. The uptake dimension is considered by the DESI index using Eurostat data based on surveys, but we argue in the paper that the data should be generated directly by the public administration systems

Dimension	Indicator	Type of Data
Interoperability/re-use	Number of calls to APIs developed by the local authority per month	Integer number
Interoperability/re-use	Do you (central authority) provide centralized service modules to local authorities? Indicate which one: id, base registries, payments, others	Binary
Interoperability/re-use	What is the uptake of those services by local authorities (in % of total local authorities)?	Number (%)
Collaboration	Do you (central/local authority) involve users in the design of services?	Binary
Collaboration	Percentage of services (certificates, etc.) provided entirely digitally by the central/local authority	Number (%)
Collaboration	Do you (central/local authority) accept the use of qualified trust services in line with the eIDAS regulation?	Binary
Collaboration	What % of transaction or users (of local authority services) have used eIDAS compliant eID?	Number (%)
Collaboration	What % of citizens use eIDAS compliant eIDs?	Number (%)
Skills	Did you (central/local authority) bring in, in the last 5 years, personnel from the private sector in management positions?	Binary
Skills	Did you provide training on digital matters to at least 10% of your staff in the last 3 years?	Binary
Monitoring	Do you (local authority) have KPIs to monitor digital government?	Binary
Monitoring	Do your (local authority) KPIs include uptake of online services?	Binary
Monitoring	Do your (local authority) KPIs include users' co-creation?	Binary

For every indicator, the pre-selected answers can be: **Achieved, In progress, No activity**. The dashboard will be first piloted in collaboration with the city of Milan and its international partner cities, advanced in the path to digital transformation and co-creation activities. Then the research team will increase the number and the scope of indicators present in the dashboard. Specifically, the team will add new indicators at member state level based on the feedback from the stakeholder panel and the experts involved in data gathering, as well as based on the research carried out in other work packages. The final list of indicators will also include a wider range of co-creation indicators.

3.3 Data collection

As already mentioned, initially the data gathering will be carried out by the consortium members which will populate the dashboard using the available recent reports and policy documents. In the meantime, the consortium will select a series of experts belonging to the public administrations providing the data. Such experts will provide additional data from national reports and other information sources. The information will be directly uploaded on the web tracker, and after accurate quality check, it will become visible on the dashboard. All the data provided in the dashboard will be open for review and for comments, in order to ensure the highest level of precision possible. The data collection activity and visualization of results takes place in four steps.

Step 1 - Recruitment

According to the project specifications, the consortium will identify and engage 29 country experts. The country experts will be endowed with guidelines and an account providing access to the dashboard for

data inputting. The country experts will belong to the public administrations providing the data: in most of the cases, they will be the responsible of the digital agenda in each member state. During the piloting of the dashboard, the data will be collected primarily by a set of cities, more specifically from the City of Milan and its partners, which are smart cities belonging to the networks Eurocities⁶ (comprising 140 of Europe's largest cities and over 45 partner cities, i.e. 130 million citizens across 39 countries) and C40⁷ (comprising 90 of the world's greatest cities, representing over 650 million people and one quarter of the global economy). The consortium team will leverage on the City of Milan for the recruitment of the stakeholders providing data to the tracker. Such stakeholders will be the responsible for the implementation of digital policies in their respective municipality, and in particular will provide evidence for the fulfilment of the indicators present in the dashboard. The fact that the dashboard is visible to everybody and their belonging to a network led by the City of Milan will facilitate their involvement in the project. The pool of data collectors will then be extended by mean of an active recruitment from the national digital teams, and will then include participants from all member states. The Lisbon Council will keep regular contacts with the experts, providing them with content related to the project and involving them in online engagement activities such as webinars. Furthermore, the experts will be invited to the most important events of Co-VAL.

Step 2 – Collection of information

As already mentioned, the primary data will initially be collected by the members of the consortium by using the available documents. Further data will be collected by the external stakeholders in their institution. For this reason, it is of paramount importance to recruit the right stakeholders, i.e. individuals involved in the digital transformation and in co-creation policies in their respect country or municipality.

Step 3 – Inputting information in the online form

Each stakeholder will have specific credentials to be used to login in the platform and to input the data. In Figure 9 the login page for the stakeholders engaged in the data collection activity is displayed. The credentials will be provided upon recruitment and access will be maintained for all the lifetime of the platform.

⁶ <http://cities4europe.eurocities.eu/>

⁷ <https://www.c40.org/>



Figure 9 – Login Page for stakeholders involved in the data collection

By entering into the account, the stakeholder will gain access to the forms to be used by to input information related to the indicators, for countries (Figure 10), and municipalities (Figure 11), respective to the institutional level. As it can be seen in the figures, the stakeholders will provide a binary input (yes or no) or a value for each indicator, as well as proper evidence backing their answer. The evidence to be provided concerns for instance links and references to documents produced by the institution to which the stakeholder belongs.

Edit data for Italy

SUMMARY

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Cancel Update

Last update: New entry

Dimension: Collaboration

Users' involving in the design of services	VALUE <input type="button" value="YES"/> <input type="button" value="NO"/>
	EVIDENCE <input type="text"/>
Percentage of services (certificates, etc.) provided entirely digitally by the central/local authority	VALUE % <input type="text"/>
	EVIDENCE <input type="text"/>
Acceptation of qualified trust services in line with the eIDAS regulation	VALUE <input type="button" value="YES"/> <input type="button" value="NO"/>
	EVIDENCE <input type="text"/>

Figure 10 – Data input form for countries

Edit data for Milan

SUMMARY

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Cancel

Last update: New entry

Dimension: Collaboration

Users' involving in the design of services	VALUE <input type="button" value="YES"/> <input type="button" value="NO"/>
	EVIDENCE <input type="text"/>
Percentage of services (certificates, etc.) provided entirely digitally by the central/local authority	VALUE % <input type="text"/>
	EVIDENCE <input type="text"/>
Acceptation of qualified trust services in line with the eIDAS regulation	VALUE <input type="button" value="YES"/> <input type="button" value="NO"/>
	EVIDENCE <input type="text"/>

Figure 11 – Data input form for municipalities

Step 4 – Check of the visualized information

An initial quality control of the data provided will be carried out by the institutions that are participating in the work package and that are leading the data collection activity: UAH, ATC, and Lisbon Council. Furthermore, the stakeholders will be able to amend their entries and to amend the data provided by other actors at any time. The tracker will also allow open comments to each country/municipality fiche, in order to identify best practices and feedback from the community.

4 Next Steps

Finally, the next steps in the work package are outlined in the following table. However, we believe it would be important to have feedback from the piloting activity also for the benefit of other tasks of the project.

Table 2 – Next Steps

Activity	Due date
Initial recruitment of Stakeholders for data collection, and first Round of data collection	M15 – January 2019
Final recruitment of Stakeholders for data collection including representatives of all member states	M17 – March 2019