Strategic stakeholder engagement plan (D2.2)

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Abstract:	This deliverables reports the findings and results of work performed under task T2.2 on stakeholder engagement and proposes a strategic stakeholder engagement plan for OOP implementations by discussing its key elements and providing guidance on how best to plan stakeholder engagement. The document also reports the (partial) application of the stakeholder engagement plan along different stakeholder activations in SCOOP4C.

HISTORY OF DOCUMENT

Version	Date	Status of work / Description of updates	Contributors
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1.1			
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1.3	24/05/2019	Finalisation of deliverable	CERTH
1.4	25/05/2019	Final edits and adding last entries by Project coordinator	UKL

CONTENTS

LIST OF FIGURES AND TABLES

ABBREVIATIONS AND ACRONYMS

Abbreviation	Description
CERTH	Centre for Research and Technology Hellas, Greece
CSO	Civil Society Organisation
EGA	E-Riigi Akadeemia Sihtasutus E-Governance Academy EGA, Estonia
EC	European Commission
EEN	European Enterprise Network
EU	European Union
HEI	Higher Education Institute
GDPR	General Data Protection Regulation
IAP2	International Association for Public Participation
ID	Identification
INIT	INIT Aktiengesellschaft für Digitale Kommunikation-Init AG, Germany
IT-K	IT-Kommunal GmbH, Austria
MS	Member State
NGO	Non Governmental Organisation
OECD	The Organisation for Economic Co-operation and Development
OOP	Once Only Principle
SB	Steering Board
SCOOP4C	Stakeholder community for once-only principle: Reducing administrative burden for citizens
SDGR	Single Digital Gateway
TFEU	Treaty on Functioning of the European Union
UKL	University of Koblenz-Landau, Germany
WP	Work Package

Executive Summary

This deliverable reports the findings and results of work performed under task T2.2, the second task of WP2: Stakeholder map and engagement plan, aiming at developing a strategic stakeholder engagement plan for OOP implementation.

The methodology followed is based first on theoretical findings from literature and on empirical findings through feedback gathered from the stakeholder community, and second on synthesis of a strategic engagement plan for OOP stakeholders by discussing the key elements and providing guidance on how best to plan stakeholder engagement among the project partners and with the steering board members.

The reviewed literature includes works from three parallel directions: stakeholder engagement; co-creation; and public participation, and it was additionally enhanced through the examination of actual stakeholder engagement plans that have been specifically developed for public sector projects. The findings of the literature review discuss the key aspects and challenges for conducting successful stakeholder engagement.

This deliverable reports also the validation of the aforementioned findings by the stakeholder community. Feedback from discussions in three stakeholder workshops and two Steering Board meetings was mostly targeted on the importance of political commitment and political continuance, of considering cultural differences, of starting small and showing early results, of identifying and recruiting believers, of involving multiple and diverse stakeholders.

The major result reported in this deliverable is the strategic stakeholder engagement plan. The biggest challenge for proposing a strategic stakeholder engagement plan for OOP implementation is the wide scope of this task. There is a wide target audience, e.g. governments, policy makers and other relevant actors such as CSOs, NGOs, etc. across EU, and a wide variety of OOP implementations to plan for, e.g. implementations with different scope, purpose, circumstances, etc. This means that there is no single 'right' way to effectively perform stakeholder engagement; however, there are a number of key elements that act as enablers to successful engagement. Therefore, the result of this deliverable is on discussing these key elements and providing guidance on how best to plan stakeholder engagement. In specific, the stakeholder engagement plan is organised around six key questions:

- Why to engage?
- What to engage on?
- Who to engage?
- When to engage each stakeholder?
- Where to engage?
- How to engage?

Along these questions, the stakeholder engagement plan provides guidance on how to activate stakeholders and how to involve them in OOP implementations. The plan is complemented with experiences of applying the guidelines proposed along a number of stakeholder workshops carried out in the SCOOP4C project.

The deliverable concludes with a discussion of SCOOP4C's stakeholder engagement activities and a list of recommendations for successful stakeholder engagement.

1. INTRODUCTION

1.1. Scope

This deliverable reports the findings and results of work performed under task T2.2, the second task of WP2: Stakeholder map and engagement plan, aiming at developing a strategic stakeholder engagement plan for OOP implementation.

T2.2: Development of strategic stakeholder engagement plan, aims at developing plans, guidelines and recommendations as a useful instrument for governments, civil society organisations and policy makers to successfully persuade and engage stakeholders in applying the OOP. The deliverable reports not only theoretical and empirical findings but additionally performs an analysis of key aspects in OOP stakeholder engagement and provides guidelines tailored to the identified OOP challenges. In principle, this deliverable is intended to guide the reader towards stimulating key aspects and useful materials that can be customised by public administrations at all levels. As each MS has its own legal, institutional and cultural environment it would be unrealistic to propose a one-solution-fits-all approach to planning stakeholder engagement. Hence, this deliverable looks to draw out underlying messages, key aspects and guidelines in a pragmatic way. It recognises that government officials know their own administrations and are best placed to dig into the reported findings and guidelines to select what would work well within their administrative cultures and circumstances.

It should be noted that SCOOP4C focuses on the once-only principle in the service of citizens and individuals. For this reason, the deliverable puts emphasis on the citizens' – and not the businesses'– perspective, and thus, e.g. considers mainly the citizens (not the businesses) as data subjects and OOP beneficiaries.

1.2. Audience

The intended audience for this document is the overall SCOOP4C community, including the consortium partners, the Steering Board members, the stakeholder community (the liaison partners, the antennas) and the European Commission, as well as the general public. But most importantly, this document specifically addresses the governments, civil society organisations and policy makers who will take the lead at OOP implementations and who will be in need of evidence and guidelines in order to successfully engage stakeholders in their activities.

1.3. Structure

The structure of the document is as follows:

- Chapter 2 presents the methodology followed;
- Chapter 3 presents the key findings from the literature review;
- Chapter 4 presents the findings from interactions with the OOP community;
- Chapter 5 presents the key elements of the strategic stakeholder engagement plan;
- Chapter 8 presents the project's activities applying stakeholder engagement in action;
- Chapter 7 discusses the findings and presents recommendations; and
- Chpater 8 concludes the deliverable.

2. METHODOLOGY

This section presents the methodology followed for the work reported in this deliverable. The methodology aims at building upon theoretical findings from literature, empirical findings from collected OOP cases and expert opinion of the project's stakeholder community, and previous project results, e.g. stakeholder maps, engagement efforts, enablers, and benefits.

Literature review was performed in three parallel directions in order to comprehensively address stakeholder engagement planning. The three directions are as follows:

- stakeholder engagement;
- co-creation;
- public participation;

Stakeholder engagement literature was the obvious starting point and provided useful results. However, this literature is strongly biased towards the private sector, i.e. stakeholder engagement for the benefit of a for-profit company. So emphasis was put on the few references relevant to the public sector, while the rest results were evaluated regarding their relevance and usefulness for stakeholder engagement in OOP. To enhance this literature stream it was decided to also examine actual stakeholder engagement plans that have been specifically developed for different public sector projects. These sources provide useful ideas and guidelines on how to organise and implement similar engagement activities.

Co-creation literature was another direction that was pursuit as it has the capacity to improve efficiency and effectiveness of public services and largely facilitate OOP. The concept of co-creation has emerged only in the recent years and thus literature does not include wide information on how to efficiently engage stakeholders. Nonetheless, some relevant works have been identified and have been taken into consideration for the proposed strategic stakeholder engagement plan.

Public participation literature was investigated mostly as regards the methods, tools and techniques to engage stakeholders and especially the public. Due to the take-up of eParticipation and eDemocracy implementations in the recent years, this literature has tested different engagement methods and tools and has documented useful findings as regards different engagement methods as well as lessons learned.

Empirical evidence from the collected OOP cases was also exploited in this deliverable. It should be noted that these cases are not only the ones reported in SCOOP4C project deliverable, D1.2: State of play report of best practices, but the most current and revised version of cases collection as described in the knowledge base of the SCOOP4C portal[1]. As it is difficult to extract useful expert opinion of a case description, the revised template for case description on the SCOOP4C knowledge portal includes questions relevant to stakeholder engagement. Although it is optional to provide this information in the template, it is a good way of acquiring solid evidence from the current OOP implementations (apart from stakeholder workshops).

The aforementioned theoretical and empirical findings have been enhanced and combined with the results of previous SCOOP4C activities from WP2 and WP3 as follows.

WP2 has so far identified and mapped the stakeholders relevant to OOP, including information on stakeholder types and roles, key concerns, administrative burden reduction, duties/obligations and requirements for data quality, but also information on main stakeholders and their relationships in four main domains (education, health, taxation, social protection). This information has been used in order to understand and discuss the implications for engaging each stakeholder group.

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[1] The SCOOP4C knowledge base can be accessed through www.scoop4c.eu, however registration is needed in order to access it.

WP3 has put a lot of effort in engaging stakeholders in the project' stakeholder community. Thus, WP3 has offered its valuable, on-the-field experience and lessons learnt on which engagement methods seem to be more efficient for each stakeholder category.

The aforementioned findings allowed us to conclude on the main challenges of stakeholder engagement and a draft strategic engagement plan for OOP stakeholders. These results were then presented to and validated by the OOPC community through workshops and meetings, in specific at:

- SCOOP4C 3rd Stakeholder Workshop on Good Practices, Athens, 19th September 2017
- SCOOP4C 3rd Steering Board Meeting, Berlin 27th November 2017
- SCOOP4C 4th Stakeholder Workshop on Good Practices, Sofia, 22nd February 2018
- SCOOP4C 5th Stakeholder Workshop on Good Practices, Cluj-Napoca, 27th February 2018
- SCOOP4C 6th Stakeholder Workshop "Transparent Citizen by Default?", Brussels, 26th April 2018
- SCOOP4C 4th Steering Board Meeting, 27th April 2018.

3. KEY FINDINGS FROM LITERATURE

This section reports key findings from the three literature streams and discusses how these apply to OOP stakeholder engagement planning. Additionally, it presents guides and templates of actual stakeholder plans and it also defines a stage model for OOP implementation based on relevant literature from the policy making and the co-creation domains.

3.1. Strategic stakeholder engagement

Stakeholder management emerged in the mid-1980's in the business world from the need for "*a framework that was responsive to the concerns of managers who were being buffeted by unprecedented levels of environmental turbulence and change*" (Freeman and McVea, 2001, p.2). Its purpose was to "*devise methods to manage the myriad groups and relationships that resulted in a strategic fashion*". (Freeman and McVea, 2001, p.3) Arguably, an environment of turbulence and change with numerous groups and relationships exists also in public administration, especially due to the increasingly interconnected nature of today's world. Any public problem affects numerous people, groups and organisations. *"In this sharedpower world, no one is fully in charge; no organization 'contains' the problem. Instead many individuals, groups and organizations are involved or affected or have some partial responsibility to act."* (Bryson, 2004, p.23). However, literature provides limited information on how to systematically analyse and manage stakeholders in the public and non profit domains (Bryson, 2004) and even less on how to strategically plan stakeholders' engagement.

Successful strategies integrate the perspectives of all stakeholders and seek ways to satisfy multiple stakeholders simultaneously. However, this is usually not possible to achieve. "*Obviously, even with a detailed understanding of concrete stakeholder relationships, most strategies will distribute both benefits and harms between different groups of stakeholders. Win-win situations are not guaranteed.*" (Freeman and McVea, 2001, p.14).

In the business world, organisations have the option to exclude certain stakeholders from their strategy or to prioritise stakeholders in any way they see fit, e.g. on the basis of economic or political power. "*The values and the enterprise strategy of a firm may dictate priorities for particular partnerships and discourage others.*" (Freeman and McVea, 2001, p.21). On the contrary, stakeholder engagement in public administration should consider *"a broader array of people, groups or organizations as stakeholders, including the nominally powerless"* because this seems *"to be more compatible with typical approaches to democracy and social justice, in which the interests of the nominally powerless must be given weight."* (Bryson, 2004, p.22).

In recent years, stakeholder engagement in public administration has been discussed in the context of e-government, i.e. offering online public services and how the offered electronic services can be citizen-centric, and in the context of e-participation and e-democracy, i.e. activating citizens to interact with governments and participate in policy making. However, stakeholder engagement in OOP implementations brings forward another dimension to this same issue of citizen engagement. OOP implementations facilitate seamless data sharing among government administrations to a degree to which a public service may actually become transparent for the citizen or even obsolete. In such case, the citizens have no knowledge of the data sharing that takes place and this may be frustrating or alarming to them. For this reason, stakeholder engagement in OOP discussions and implementations emerges as much more crucial than in other e-government implementations, as stakeholders need not only to understand the relevant implications but also to collectively shape the solutions for dealing with issues such as privacy and trust.

Literature suggests different techniques for identifying and analysing stakeholders for engagement. Bryson (2004) presents a detailed overview of 15 stakeholder identification and analysis techniques grouped in four categories as follows:

- **Techniques for organising participation**. This category includes five techniques, i.e. a process for choosing stakeholder analysis participants; the basic stakeholder analysis technique; power versus interest grids; Stakeholder influence diagrams; and the participation planning matrix.
- **Techniques for creating ideas for strategic interventions**. This category includes six techniques, i.e. bases of power and directions of interest diagrams; finding the common good and the structure of a winning argument; tapping individual stakeholder interests to pursue the common good; stakeholder-issue interrelationship diagrams; problem-frame stakeholder maps; and ethical analysis grids.
- **Techniques for proposal development review and adoption**. This category includes three techniques, i.e. stakeholder support versus opposition grids; stakeholder role plays; and policy attractiveness versus stakeholder capability grids.
- **Techniques for implementing, monitoring and evaluating strategic interventions**. This category includes one technique, the policy implementation strategy development grid.

Figure 1 summarises the aforementioned techniques and the way they support each other and the overall public-sector strategic management and public value creation. In specific, the diagram depicts how the 15 different techniques can be combined in a step-by-step approach towards strategic management decisions and actions. For example, starting from a widespread technique for organising participation i.e. the "power versus interest grid", one can then apply the "stakeholder influence diagrams" and consequently "stakeholder-issue interrelationship diagrams" techniques. Then they will be in a good position to formulate problems, organise participation and create ideas for strategic interventions before producing decisions and actions to fulfill the OOP mission and ultimately create public value. The line of action described in this example is depicted with bold red circles and lines in Figure 2 below.
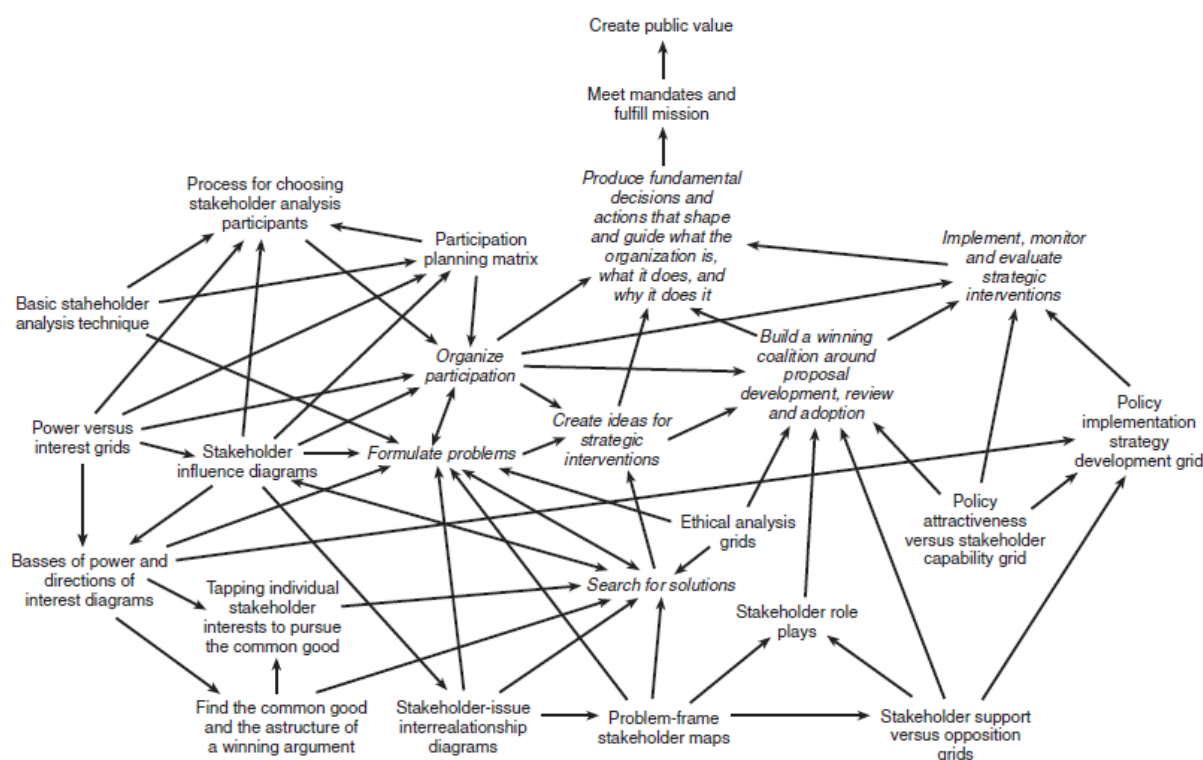
Figure 1: How stakeholder identification and analysis techniques can support strategic management in the public sector (Bryson, 2004, p.26)
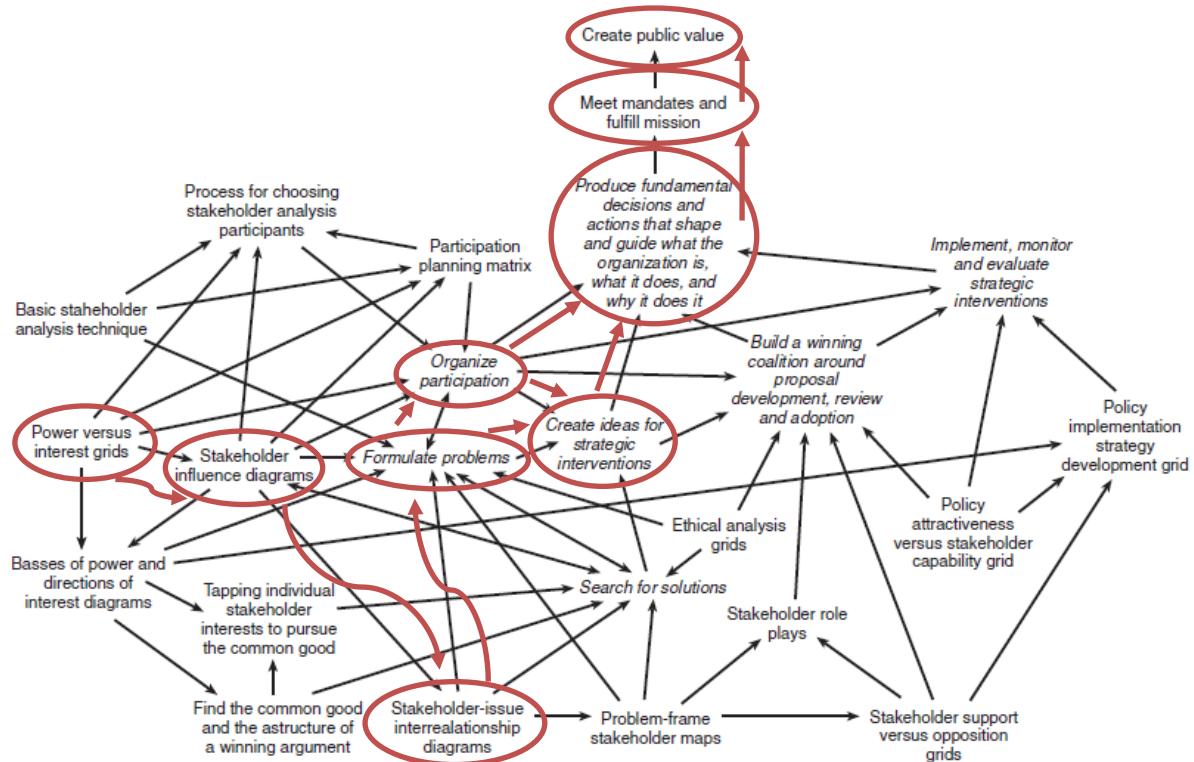
Figure 2: Example combination of different stakeholder identification and analysis techniques in order to support strategic management in OOP implemntations (based on Bryson, 2004)

3.2. Co-creation and co-production of public services

"Increasingly, administrations are looking to move from consultation to co-responsibility, giving citizens and businesses a much greater stake in policy-making, and sharing ownership of policy decisions with the community that is most affected by them. [...] Citizens and businesses become co-designers, co-deciders, co-producers and co-evaluators" (European Commission, 2017, Theme 1, p.43)

Toots et al (2017, p.271) propose a framework for data-driven public service co-production based on agile development. They argue that "*user input should be sought and utilized at all stages of the public service creation*" and that "*government and citizens should be partners at all stages from ideation to creation to implementation of the new data-driven public service*". According to the authors, many different methods could be utilized for obtaining feedback from stakeholders, with the most likely ones being a) feedback mechanisms for user-provided data built directly into the public service, b) social media (incl. data mining, such as opinion mining or sentiment analysis), and c) user workshops combining individual ideation with group discussion. "*A successful process for feeding feedback into the new public service will likely utilize some combination of these proposed feedback mechanisms*" (p.270).

Wimmer and Scherer (2018) introduce a concept called Social Government (SocialGov) which integrates methods, concepts and tools of co-creation and co-production with those of social communities and of open government. The publication provides an overview of different literature on co-creation and co-produciton in public service provisioning by e.g. comparing the concepts of co-creation and co-production as put forward by

- Pestoff et al., who describe co-governance as the participation of citizens in the planning and delivery of public services, co-management as the production of services by citizens in collaboration with the state, and co-production as citizens producing their own services at least in part, or autonomous service delivery by citizens without direct state involvement, but with public financing and regulation (2006, p. 593);
- Linders, who argue the involvement of citizens in the design, day-to-day execution and the monitoring / evaluation of public service provisioning to identify operational deficiencies and measure effectiveness of public service provisioning (2012, p. 448);
- Nambisan and Nambisan, who define a cycle of 'exploring, ideation, design and diffusion' ,where citizens are being involved as co-creators (2013); and
- Macintosh, who argues citizen co-creation along the policy lifecycle: agenda setting, policy analysis, policy formulation, implementation, and monitoring (2004, p. 3) similar to the policy lifecycle introduced by Howledtt et al (1995).

Based on the literature review, the authors suggest the involvement of stakeholders in the different stages of designing and delivering a public service by introducing the Social Government concept as depicted in Figure 3 and by describing citizen interventions through examples. They argue on the stakeholder engagement that the "*key benefit for public service providers is that collaboration in co-creation and co-production of public services is a means to enhance open government by supporting transparency and citizens' satisfaction with public services provisioning. By implementing the SocialGov concept, governments can establish an environment for collaboration with citizens and businesses or other stakeholders to enhance existing public services and to create new public services*" (Wimmer and Scherer, 2018). With the SocialGov concept, more transparency and better options to explore open government (i.e. open data, open services and open processes) are offered, together with personalisation features to engage with local communities.
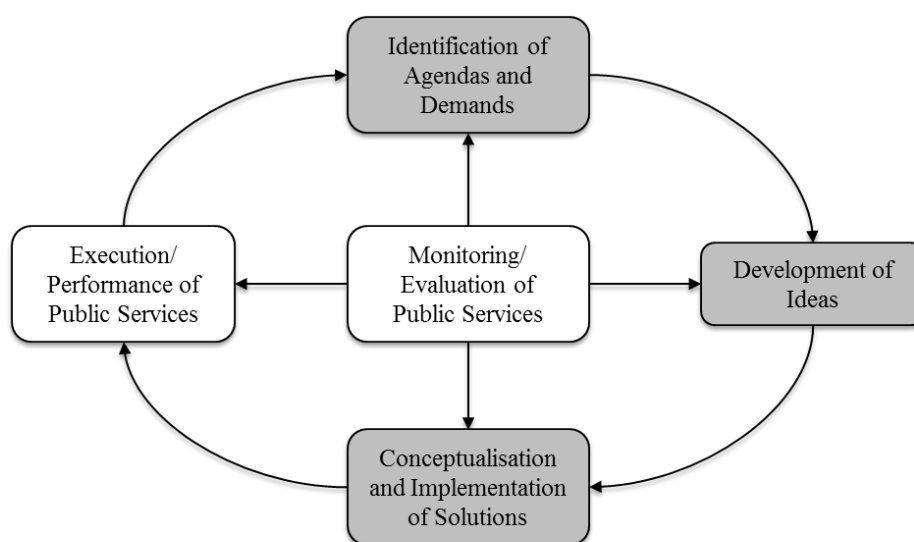
Co-creation	Collaborative planning and design of public services by citizens and businesses as service producers such as explorers, ideators, or designers; tackling the "design" phase of the public service delivery lifecycle (Linders, 2012) as well as agenda setting, policy formulation and policy decision making in the policy lifecycle of (Howlett et al., 1995)
Co-production	Collaborative production and delivery of public services, involving citizens and businesses as producers in the public service provisioning; tackling the "execution" and "monitoring" phases of the public service delivery lifecycle (Linders, 2012) as well as policy implementation and policy evaluation in the policy lifecycle of (Howlett et al., 1995)

Figure 3: Phases of citizen engagement in co-creation and co-production of public services in local 'social' communities (Wimmer and Scherer, 2018)

Hilgers and Ihl (2010) discuss citizensourcing as "*the act of taking a task that is traditionally performed by a designated public agent (usually a civil servant) and outsourcing it to an undefined, generally large group of people in the form of an "open call.""* (p.72). They propose a framework for citizensourcing including the following three dimensions: Citizen Ideation and Innovation; Collaborative Administration; and Collaborative Democracy (Figure 4).
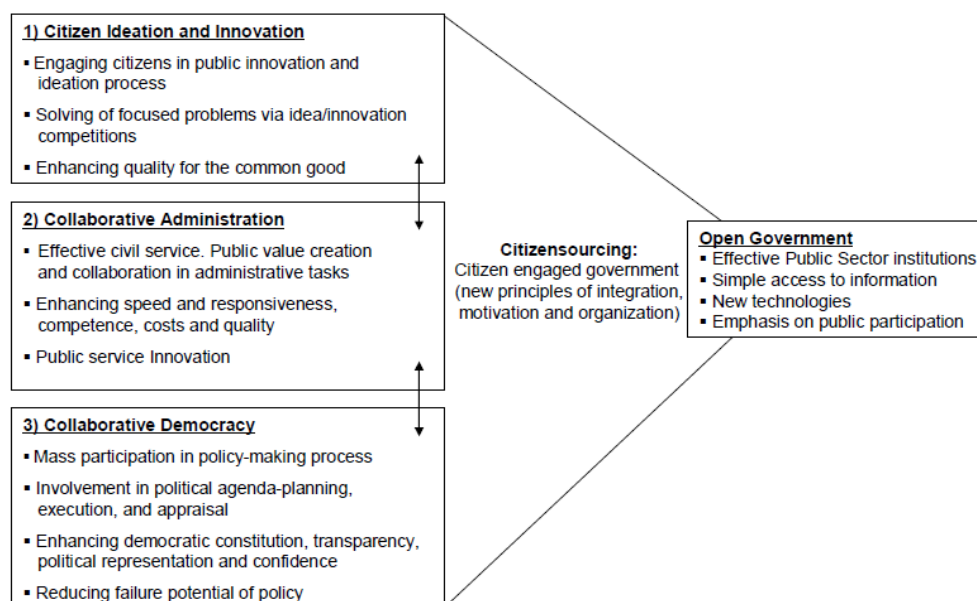
Figure 4: Framework for citizen engaged governance (Hilgers and Ihl, 2010)

Other tools to *"enable a fundamental shift from citizen-centric approaches (government anticipating the needs of citizens and businesses) to citizen-driven approaches (citizens and businesses formulating and determining their needs in partnership with governments)"* are crowd storming, crowdsourcing, hackathons, civic hacking, living labs, and prototyping (European Commission, 2017, Theme 1, p.49). In specific:

- **Crowd storming** is an online tool that takes the concept of brainstorming from the few to the very many – scaling up from organising an internal discussion in the administration to seeking the ideas and insights of potentially up to thousands of people, to develop innovative solutions to often complex policy problems.
- **Crowdsourcing** takes it a step further by inviting citizens to contribute more than ideas, but also information and other inputs to public services. In some cases, crowd-sourcing involves prize-funding, e.g. NYC BigApps.
- Combining two familiar concepts, **hackathons** comprise a 'marathon' of 'hacking' (in the original sense of exploratory programming, rather than criminal activity). These events typically last between 1 day and 1 week, and involve an open invitation to software and subject specialists to convene at a physical location and jointly develop IT solutions to support selected service challenges.
- According to the pioneering CSO, Code for America (https://www.codeforamerica.org/), **civic hacking** is "*the act of quickly improving the processes and systems of local government with new tools or approaches, conducted with cities, by citizens, as an act of citizenship*" in the belief that "*government can work for the people, by the people in the 21st century*".
- According to the European Network of Living Labs (ENoLL), **living labs** are "*user-driven innovation environments where users and producers co-create innovation in a trusted, open ecosystem that enables*

business and societal innovation". Living labs take research and development out of the laboratory and into the real world, engaging citizens and other stakeholders in the collaborative design of new services.
- Rarely, some CSOs are engaged in piloting service innovations that can be rolled-out, called **prototyping**.

3.3. Engagement of the public

The handbook issued by the Organisation for Economic Co-operation and Development (OECD) on Information, Consultation and Public Participation in Policy-Making (2001) was one of the first reports on how to partner with the public and actively engage it in policy making. This report classifies public engagement in three levels – information, consultation and active participation – and discusses the tools most appropriate to be used for each of these levels as follows.
- Tools to use for information
    - Passive provision of access to information
        - Interfaces for citizens' access
        - Internal information management
        - Catalogues, registers and indexes
        - Questions and answers
    - Active provision of information products or publications
        - Official documents
        - Preparatory policy and legal papers
        - Reports
        - Handbooks, guides, brochures, leaflets and posters
        - Audio tapes, films and games
    - Direct delivery of information
        - Statements and speeches
        - Direct mailing
        - Telephone services
        - Information centres and information stands
        - Own events and exhibitions
        - Advertising
    - Third parties' independent and indirect channels
        - Press releases, press conferences, press interviews, etc.
        - Co-operation with Civil Society Organisations
- Tools to use for consultation
    - Tools supporting the use of unsolicited feedback
        - "Letterboxes"
        - Information management software packages
        - Analytical reports
    - Tools to support solicited feedback
        - Questioning, listening and reporting
        - Comment periods and actions
        - Focus groups
        - Surveys
        - Public Opinion Polls
    - Tools for ad hoc consultation

- • Inclusion of individual citizens in consultative bodies
      - • Workshop, seminars, conferences
      - • Public hearings
      - • Non-binding referenda
  - ▪ Tools for ongoing consultation
      - • Open hours
      - • Citizens' panels
      - • Advisory committees
- • Tools to use for active participation
  - ▪ Tools for engaging (non-expert) citizens in public agenda setting
      - • Consensus conferences
      - • Citizens' juries
  - ▪ Tools to involve expert publics (e.g. representatives of interest groups such as CSOs)
      - • Evaluation by stakeholders
      - • Traditional tripartite commissions and joint working groups
  - ▪ Tools involving broader public engagement
      - • Open working groups
      - • Participatory vision and scenario- development
      - • Citizens' Fora
      - • Dialogue processes

It additionally discusses the tools to be used for evaluating public participation, e.g. informal reviews, collecting and analysing quantitative data, participant surveys and public opinion polls and reviews.

Based on OECD's three engagement levels of information, consultation and active participation, Macintosh (2004) proposed another three levels of participation to characterize e-democracy initiatives: e-enabling; e-engaging; and e-empowering.

However, the most comprehensive model of public engagement levels is probably the one developed by the International Association for Public Participation (IAP2, www.iap2.org) comprising five levels, i.e. inform, consult, involve, collaborate, empower, see Figure 5 (IAP2, 2014). This model is also used by Bryson (2004) in the participation planning matrix technique for stakeholder analysis.
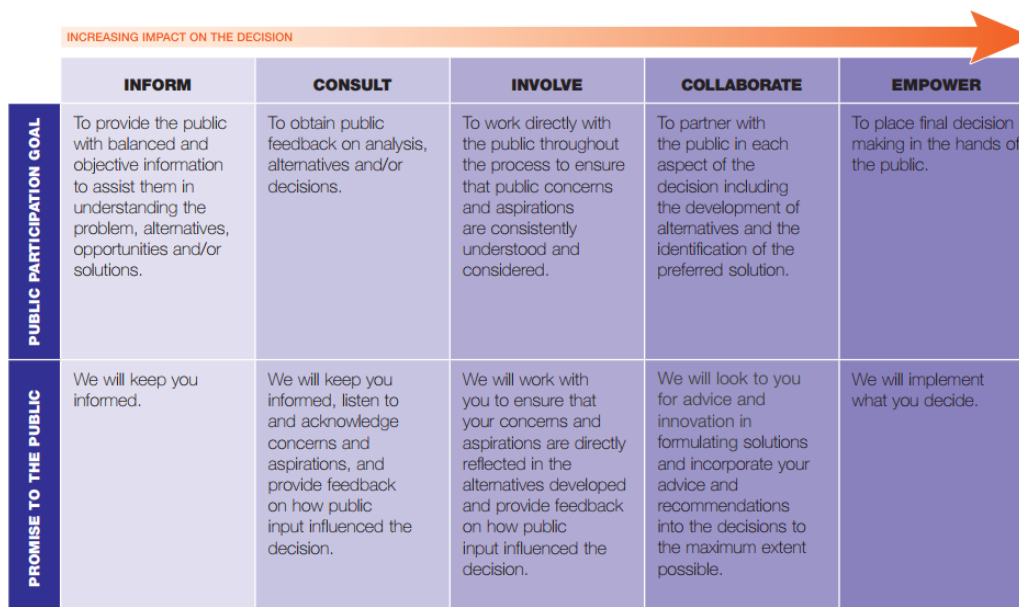
Figure 5: IAP2's Public Participation Spectrum (IAP2, 2014)

As regards to public engagement methods and tools, Creighton (2005) proposed another classification of methods to physically and electronically engage with the public based on the direction of information flow:

- For getting information to the public, e.g.
    - Briefings / technical reports
    - Exhibits and displays / presentations / panels / symposia
    - Media (feature stories / press releases / media briefings / interviews / talk shows / media kits / newspaper inserts / paid advertisements)
    - Information repositories (physical / virtual)
    - Internet (website, forums, social media)
    - Mass (e)mailings / newsletters
- For getting information from the public, e.g.
    - Advisory groups / task forces
    - Coffee klatch
    - Consensus building / consensus conference
    - Computer-aided negotiation
    - Focus groups
    - Hotlines
    - Internet (forums / web conferencing / social media)
    - Interviews
    - Meetings, hearings, workshops, open house
    - Open space
    - Plebiscites
    - Polls, surveys

As regards public services (re)design and delivery, EC proposed different ways and means to capture users' needs and feedback (European Commission, 2017, Theme 5). These include methods already mentioned such as survey and focus groups but also more creative approaches such as mystery shopping and customer journey mapping (see Figure 6).

The administration	Potential tools ....
... has the time and resources to initiate original customer research, and hence make **direct contact** with actual and potential service users.	✓ Performing user surveys to ask citizens and businesses directly about their preferences and experience ✓ Setting up focus groups for more qualitative research ✓ Creating citizen/user panels for qualitative dialogue and continuity
.... makes the most of more readily available sources of information, to get **indirect feedback** from existing service users and their representatives	✓ Seeking insights from front-line staff (feedback they receive from users indicating needs) ✓ Performing analysis of comments and complaints made by existing service users ✓ Making formal and informal contact with representative bodies
... invests in **objective testing** of the suitability and strength of service delivery, simultaneously taking the users' point of view.	✓ Using 'mystery shoppers' to independently evaluate the service experience ✓ Performing 'customer journey mapping', usually based on 'life events', to *walk* the path that users have to follow to receive the service

Figure 6: Capturing users' needs before public service (re)design (European Commission, 2017, Theme 5, p. 6)

The ethics during engagement of the public is another aspect that deserves attention. The "IAP2 Core Values for Public Participation" provide a comprehensive summary of the values needed to support public participation across national, cultural, and religious boundaries. These core values can help make better decisions which reflect the interests and concerns of potentially affected people and entities (IAP2, 2018):

1. *"Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.*
2. *Public participation includes the promise that the public's contribution will influence the decision.*
3. *Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.*
4. *Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.*
5. *Public participation seeks input from participants in designing how they participate.*
6. *Public participation provides participants with the information they need to participate in a meaningful way.*
7. *Public participation communicates to participants how their input affected the decision."*

The aforementioned core values are reflected in IAP2 Code of Ethics, which is a set of principles guiding practitioners in enhancing the integrity of public participation processes (IAP2, 2015). The IAP2 Code of Ethics is presented in detail in Figure 7.
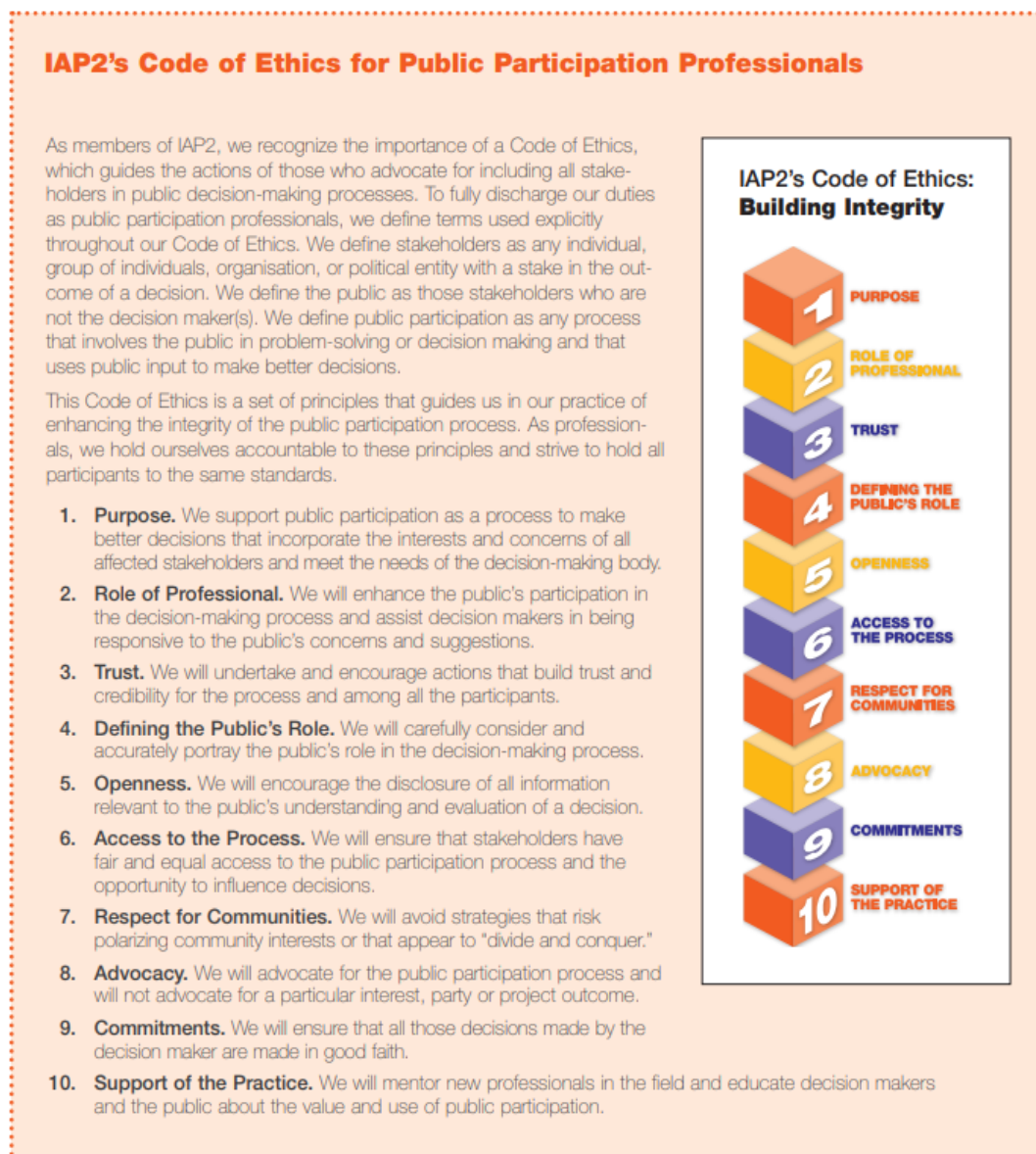
Figure 7: IAP2's Code of Ethics for Public Participation Professionals (IPA2, 2015)

3.4. Stakeholder engagement plans and guidelines

Apart from the three literature streams discussed above, sample stakeholder engagement plans and guides have been examined as well. Such sources are the Stakeholder Engagement Plan for the Krumovgrad Gold Project (Dundee, 2014), the Stakeholder Engagement Plan for the Prinos Offshore Development Project (Energean, 2106), the Stakeholder Engagement Guidelines published by the Government of Western Australia (2015) and the Guide for Engaging the Community and Stakeholders in Victoria (Roads Corporation, 2011). The two latter sources provide overall plans and templates which are useful to mention here.

The Government of Western Australia (2015) proposes the Stakeholder Engagement Engine as a three-step framework for preparing, planning and implementing the engagement process. According to this framework, stakeholder engagement is a fluid and circular process, with each stage informing the next and feeding back into previous stages (see Figure 8).

According to the same source, a stakeholder engagement plan should at least consider the following aspects (p.17):

- Gathering summary information from the preparation step, such as purpose, scope, outcomes being sought and key stakeholders;
- Communication strategy;
- Timing of engagement;
- Levels of engagement;
- Methods of engagement; and
- Risk and issues management.

Moreover, Western Australia's stakeholder engagement guidelines recognise insufficient time as one of the most significant barriers to effective stakeholder engagement: "*The design of a community service can take time, especially in circumstances where a government agency has a range of stakeholders to consult and the service is complex. Government agencies should allocate an appropriate timeframe for stakeholder engagement, taking into consideration the needs of the expected participants. As ideas evolve through discussion and consultation, each party's understanding of the issues may change over time and a restrictive timeframe for collaboration could prevent the development of meaningful ideas and optimal solutions*" (Government of Western Australia, 2015, p.18).

Finally, the Government of Western Australia (2015) proposes templates for stakeholder engagement plan and for stakeholder communication strategy. The former is depicted in Figure 9 below.
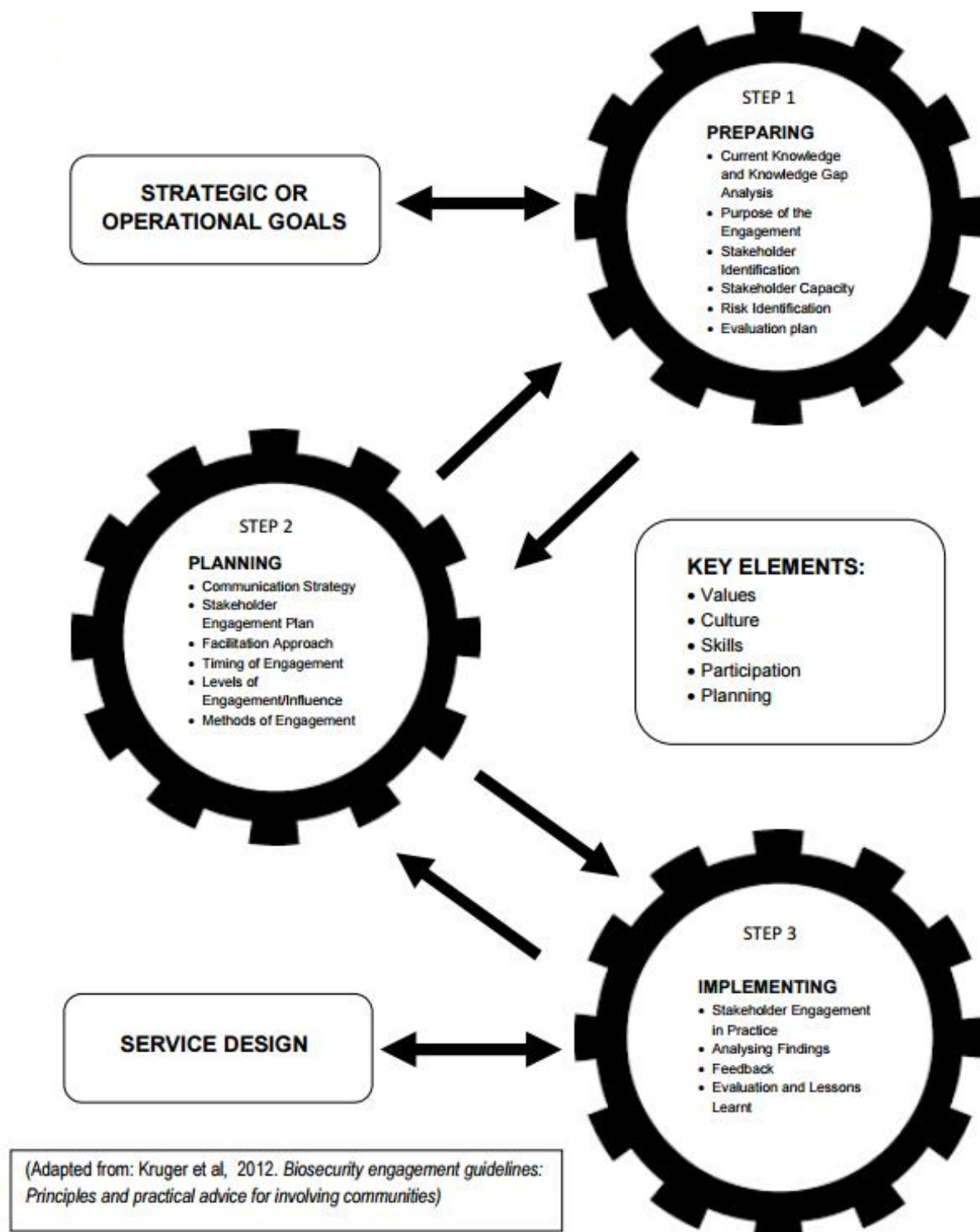
Figure 8: Stakeholder Engagement Engine (Government of Western Australia, 2015, p.13)

APPENDIX 1: STAKEHOLDER ENGAGEMENT PLAN TEMPLATE

[Note that text in red indicates guidance and can be deleted when the document is complete.]

Purpose:
[What are you trying to achieve?]

Evaluation:
[Clarify the engagement evaluation criteria, evaluation methodology and process for feedback of evaluation summary to participants]

Scope:
[Clarify scope of engagement including negotiable and non-negotiable matters]

Outcomes being sought:
[What is the expected outcome of the engagement process?]

Key Stakeholders:
[Stakeholders should be identified as per the Stakeholder Identification and analysis process. What capacity building considerations are needed]

Communication strategy:
[See Appendix 2. This may need its own document]

Timing of engagement:
[Timeframes for the engagement and any constraints around time]

Levels of Engagement/influence:
[What level of engagement/influence is appropriate for each stakeholder/stakeholder group in relation to the purpose of the engagement process?]

Method(s) of Engagement:
[What are the appropriate methods of engagement for each stakeholder/stakeholder group]. [Who will be the owner/s of the engagement process? Who will administer the process (coordination, invitations, scribe)? Who will facilitate the stakeholder engagement/s? Who will analyse the findings? Who will provide feedback to stakeholders?]. [Where will stakeholder engagements take place? Are these locations inclusive of stakeholder's needs and potential accessibility issues? Have bookings been made for meetings? What is a suitable number of participants for each stakeholder engagement? How will the rooms be arranged for participants?]. [Schedule the evaluation process and devise the strategy for providing feedback to participants and stakeholders/stakeholder groups and capturing relevant lessons learnt.]

Risk and issues management:
[What are the potential risks relating to each engagement process? What issues need to be resolved? How will these risks and issues be managed?]

Figure 9: Stakeholder engagement plan template (Government of Western Australia, 2015, pp.30-31)

Roads Corporation (2011) proposes a stakeholder engagement plan template with similar information structured per project objective, see Figure 10 below. It also proposes a stakeholder analysis template

Program name: ...

Project objectives	Engagement objectives (Step 1)	Stakeholder (Step 2)	Level of engagement (Step 3)	Proposed activities (Step 4)	Timeframe (Step 4)	Communication messages (Step 4)	Risks (Step 4)	Review and Evaluate (Step 5)	Feedback and follow up (Step 6)

Figure 10: Stakeholder and community engagement template (Roads Corporation, 2011, p.10)

Additionally, AccountAbility (2015), a global consulting and standards firm that works with business, governments and multi-lateral organisations to advance responsible business practices and improve long term performance, in its stakeholder engagement standard (AA1000SES) proposes a number of components for a stakeholder engagement plan as depicted in Figure 11.
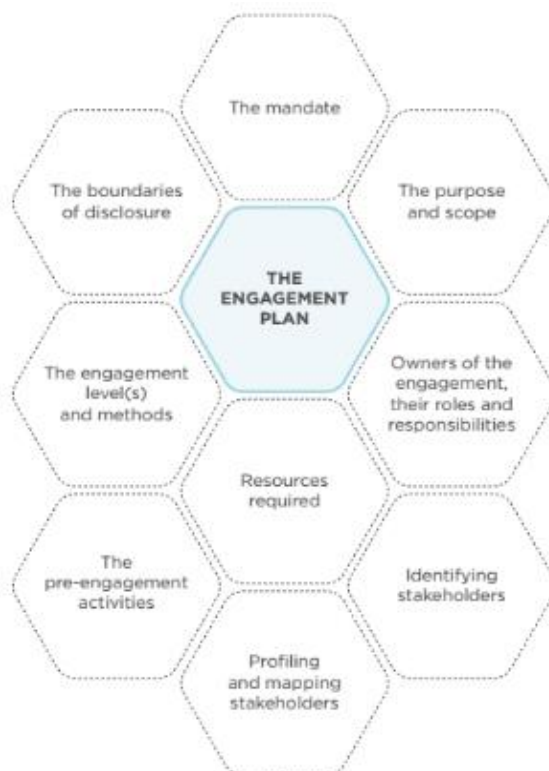
Figure 11: Components of a stakeholder engagement plan (AccountAbility, 2015, p.25)

3.5. OOP implementation stages

It would be interesting to examine stakeholder engagement per stage of OOP implementation as obviously different stakeholders may be engaged in each implementation stage, and different engagement methods may be used in each implementation stage. Hence, in this paragraph we define a stage model for the OOP implementation based on previous work from the policy making and the co-creation domains, e.g.:

- Macintosh (2004) defines five stages in policy making, i.e. agenda setting; policy analysis; policy creation; policy implementation; and policy monitoring.
- Toots et al (2017) define four stages for agile co-production of data-driven public services, i.e. discover (co-initiation); design (co-design); develop (co-implementation); and test (co-evaluation).
- Wimmer and Scherer (2018) define five stages for co-creation and co-production of public services, i.e. identification of agendas and demands; development of ideas; conceptualisation and implementation of solutions; executions/performance of public services; and monitoring/evaluation of public services.

Based on the aforementioned literature, five stages for OOP implementation may be defined as follows.

1. **Ideation** stage, referring to the identification of ideas and solutions. This includes input and ideas for realising once-only that come from any stakeholder, e.g. public servants but also citizens. It also includes the identification of problems related to OOP realisation (e.g. interoperability or authorisation issues, legal restrictions, etc.) and the conceptualisation of solutions to those problems. This stage is fully open to innovation and co-creation and can easily accommodate engagement from all stakeholder types and roles.
2. **Planning** stage, referring to strategic planning and prioritization of needed actions. This stage refers to decisions regarding gradual implementation of OOP, e.g. piloting OOP in specific services or domains, and to preparing the ground for OOP implementations, e.g. developing the necessary enablers and legal frameworks. It can also include: understanding the context, gathering evidence and knowledge from a range of sources including citizens and CSOs, developing a range of options, building relations and winning coalitions among involved organisations, establishing action plans and prioritising actions.
3. **(Re-) Design** stage, referring to (re-)design of processes and services. This stage refers to ensuring a good, workable and efficient OOP solution and it can include processes' reengineering, structural reorganisations including data repositories and hierarchies, undertaking of pilot studies, and setting up the implementation plan.
4. **Implementation** stage. This stage refers to actual implementation of the changes needed to accommodate the shift to OOP and it can include systems' (re-)development regarding software, hardware, network connections, etc., human resources, e.g. changes to job position changes and revisions of job descriptions, change management, etc.
5. **Monitoring & evaluation** stage. This stage refers to monitoring the OOP services and evaluating them as regards efficiency, convenience and burden reduction. It can be based on research evidence and on stakeholder input, e.g. users' feedback and citizen complaints, which can be collected in a collaborative way.

The five stages of OOP implementation are depicted in Figure 12 below. The arrows in the figure indicate the cycle of OOP realisation and how the stages influence each other. The ideation stage is depicted outside of the cycle as identification of ideas can be performed at any time.

It should be pointed out that co-creation and co-production of public services is not common practice yet. From the project partners' experience with OOP cases across Europe, co-creation and co-production of public services has not been implemented yet, at least not at a considerable degree. The models and tools described for civic engagement are used mostly in law drafting and, in some initiatives, to engage citizens in decision-making on some concrete topics, but not for co-creating or re-designing e-services (using OOP). Nonetheless, SCOOP4C incorporates co-creation and co-production of public services in its work so that the project's results are up-to-date to the maximum possible degree with current state-of-the-art developments.
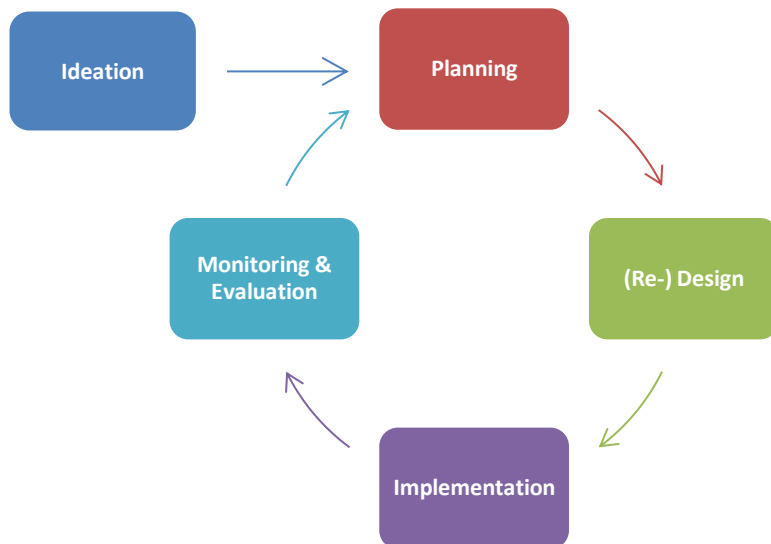
Figure 12: OOP implementation stages

4. FEEDBACK FROM OOP CASES AND STAKEHOLDER COMMUNITY

SCOOP4C aims at actively involving the stakeholder community in the development of the strategic stakeholder engagement plan. Through its knowledge base, SCOOP4C has tried to gather empirical evidence also for stakeholder engagement, i.e. recommendations by case owners, success factors and lessons learnt. Similar evidence has also been gathered through discussions in physical events, e.g. SCOOP4C stakeholder workshops, and through an online questionnaire. Progress and findings of this work have been finally presented and discussed in various events including nine workshops of the project, two steering board meetings, two student workshops in Koblenz, one online survey and the project's final conference, i.e. through:

- SCOOP4C 3rd Stakeholder Workshop on Good Practices, Athens, 19th September 2017
- SCOOP4C 3rd Steering Board Meeting, Berlin, 27th November 2017
- SCOOP4C 4th Stakeholder Workshop on Good Practices, Sofia, 22nd February 2018
- SCOOP4C 5th Stakeholder Workshop on Good Practices, Cluj-Napoca, 27th February 2018
- SCOOP4C 6th Stakeholder Workshop "Transparent Citizen by Default?", Brussels, 26th April 2018
- SCOOP4C 4th Steering Board Meeting, Brussels, 27th April 2018
- SCOOP4C Workshop along 'First Democracy weeks in Koblenz', Koblenz, 29th May 2018
- SCOOP4C 7th Stakeholder Workshop, Madrid, 5-6th July 2018
- "Once-Only Principle for Europe Conference", Vienna, 24-25th September 2018
- EGOSE conference with OOP Workshop session, St. Petersburg, 14-16th November 2018
- SCOOP4C Student workshop, Koblenz, 26-27th February 2019
- SCOOP4C Student workshop, Koblenz, 23rd April 2019
- SCOOP4C Online Survey, March-April 2019

This section reports the feedback gathered from the experts of the stakeholder community per aforementioned opportunity. It should be mentioned that only the feedback relevant to WP2 activities is reported in this deliverable. More information on SCOOP4C events is provided in Deliverable D3.3: Community Management Report – year 2.

4.1. OOP case descriptions in SCOOP4C knowledge base

Through its knowledge base, SCOOP4C has been able to gather empirical evidence relevant to stakeholder engagement in OOP implementations. In specific:

- Culture is difficult to change: it has been reported to be very difficult to change the way of thinking of public administration personnel and the focus of public administration towards citizen-centricity (Bulgarian Guide for Administrative Assistance and Awareness – GAAA)
- It is important to ensure top-level political commitment in the region (French e-bourgogne-franche-comté – GIP)
- Multiple interactions and extensive field meetings need to be performed in order to convince and educate local stakeholders. The French e-bourgogne-franche-comté – GIP case reported large efforts in marketing and awareness raising as well as the developemnt of a comprehensive education plan for local administrations. Education has been found to be a key ingredient to get a successful deployment of new e-services and is frequently underestimated.
- It is necessary to tailor the information campaign for different target groups of citizens. The citizens that usually use Internet and social media will be reached more easily than those who don't use Internet and IT devices (Italian Online Service Portal - Healthcare booking system)
- It is crucial to involve all stakeholders in the information campaign, e.g. GPS, pharmacies, public help desks (Italian Online Service Portal - Healthcare booking system) and to acquire relative consensus between the various stakeholders of the healthcare system (Slovenian e-Health – eZdravje).

4.2. 3rd Stakeholder workshop in Athens, September 2017

The third stakeholder workshop was organised in Athens on 19th September 2017. The workshop was organised in two parts. The first part consisted of presentations and the second part of discussion with the audience. The workshop was bilingual offering simultaneous translation from Greek to English and vice versa. More information on the workshop including agenda is provided at the SCOOP4C portal[2].

The workshop participants have been mostly employees of the Greek public sector (78%) and mostly of Greek Ministries. 66% of participants worked for government bodies at the national level and 12% at the local level. There were also a few participants from academia (13%) and the private sector (9%).

In this workshop, WP2 organised a dedicated session on OOP stakeholders and how to successfully engage them in OOP implementations. In this session, the final stakeholder model and roles were presented and well-received by the audience. The discussion focused more on the problems faced in OOP implementations and how these impact stakeholders' engagement. The main topics of the discussion referred to the need for top-down will and commitment to OOP, to the importance of relevant legal and institutional frameworks, and to human resources aspects. Summarising the points raised for stakeholder engagement, we drew the following conclusions:

- Stakeholders must be shown that through this engagement they will be able to resolve current, painstaking issues in their organisation, e.g. how to facilitate data exchange, clarify roles and responsibilities, or optimise procedures.
- Consultation with different public bodies is needed from the start. They can provide ideas for OOP implementations, but also detailed information on specific problematic aspects, e.g. data coding and quality issues, institutional structural issues, human resources issues, procedures reengineering needs.
- Commitment from political persons is needed to show that there is indeed political will and that the engagement process will lead to actual results.
- A top-down planning (and even enforcement) is needed in order for the public sector to embrace OOP. This in the culture of the Greek public employees who have been used to perform their tasks fully in accordance to the regulations and guidelines issued by the government.
- Since a holistic plan is needed for OOP implementation, a holistic plan for OOP engagement should be also devised instead of scattered engagement efforts.
- Engagement efforts (just like OOP implementation) must be established and organised in a way that is independent of the current government and thus ensured through government changes.
- Engagement results and OOP decisions must be communicated to the whole public sector.

4.3. 3rd Steering Board Meeting in Berlin, November 2017

The third Steering Board meeting was organised in Berlin on 27th November 2017 and was attended by 9 SB members and all partners. The agenda included presentations by all WPs on the reached goals and on future plans, followed by discussion and recommendations by the SB members.

The presentation regarding stakeholder engagement was well received by SB members providing the following recommendations for improvements:

- The matter of co-creation in OOP implementations was discussed and the possibilities for implementing OOP in a "bottom-up" manner, which thereby implies a need for increased citizen engagement, e.g. through consultations.
- Experience shows that retrieving input from the citizens is difficult. It was suggested that local meetings and early testing of the results are a better approach than general studies for identifying citizen needs. Also, it would be better to use a mixture of different public and private organisations interacting with citizens.

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[2] See https://www.scoop4c.eu/news/3rd-stakeholder-workshop-september-19th-2017-athens-greece

- A focus on NGOs should be also pursued in the stakeholder engagement activities and plan.
- The project should take advantage of the OOP4C community in order to test different aspects of the stakeholder engagement plan and thus gain valuable experience and lessons that can feed back to the plan.
- Leadership of stakeholder engagement is indeed an aspect that needs consideration and it should probably be better not undertaken by governmental organisations.

4.4. 4th Stakeholder workshop in Sofia, February 2018

The fourth stakeholder workshop was organised in Sofia on 22nd February 2018. The workshop was organised in four sessions. The first two sessions consisted of presentations regarding introduction to OOP and to securing privacy and trust OOP implementation. The latter two sessions focused on discussions with the audience regarding the future scenarios in the field of education and stakeholder engagement. More information on the workshop including agenda is provided at the SCOOP4C portal[3].

The workshop participants have been mostly from the public sector (44%, all from national level government) and academia (39%) and less from the private sector (11%, IT). There was also 1 person from an NGO relevant to privacy and data protection.

In this workshop, WP2 organised a dedicated session on OOP stakeholders and how to successfully engage them in OOP implementations. The discussion focused more on the field of education due to the participants to the workshop and the importance of political will and other cultural aspects.

Summarising the points raised for stakeholder engagement, we drew the following conclusions:

- OOP implementation is not a matter of funding or technology, but of political will. Thus, engagement of policy makers is a necessity. This is challenging since politicians tend to focus on short-term issues with results to be shown early, i.e. before next elections. For this reason continuance of people and of political will needs to ensured - usually, when government changes, the heads change, and projects get abandoned.
- Changes to law are usually needed to facilitate OOP and laws may be difficult to change, e.g. sometimes at the end each law proposal becomes something totally different.
- Culture is an important factor, e.g. resistance to change by public servants. It seems that Balkan countries like Bulgaria display greater resistance to change, especially in the public sector, and this discourages OOP efforts. Another example is failure culture; it is needed in order to continue trying and overcome problems.
- Cultural differences mean that there is not just one way on how we can engage people; different regions, different attitudes, different ways on engaging. Best practice implementation in another country may not work.
- Prejudices also exist, within a country or cross-border. Relevant actors have to be brought together to find ways on how to collaborate and how to learn from each other. A mutual goal/vision can unite them and be the basis for collaboration.
- Building teams of different people / backgrounds / positions can help, but teams need ample time and this time has to be found in parallel to everyone's usual work.
- Believers are needed, they are the human capital to drive things and push towards change. Believers need to be engaged at first to convince the non-believers, and this is a constant work and a difficult process.

Experience from best practice cases shows that it is important to start small, e.g. focus at first on 1-2 states for starting the implementation of an OOP project and then think about wide cross-border implementations. Take small steps, share the results, show what has been achieved and then expand to get others on board, e.g. more stakeholders/countries. Results can convince the non-believers and can help deal with cultures that are hesitant to innovation and change.

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[3] See https://www.scoop4c.eu/events/scoop4c-workshop-sofia-february-22th-2018-focusses-education-and-privacy-issues-once-only

4.5. 5th Stakeholder workshop in Cluj-Napoca, February 2018

The fifth stakeholder workshop was organised in Cluj-Napoca on 27ᵗʰ February 2018. The workshop was organised in four sessions. The first two sessions consisted of presentations regarding introduction to OOP, best practice cases and data sharing in Romania. The latter two sessions focused on discussions with the audience regarding the future OOP scenarios and stakeholder engagement. More information on the workshop including agenda is provided at the SCOOP4C portal[4].

The workshop participants have been mostly employees of the local public sector (39%) and of small- and mid-sized companies from the IT-, law and finance-sector (39%) and less from academia (22%). No participants from NGOs or civil organisations attended this workshop. In this workshop, WP2 organised a dedicated session on OOP stakeholders and how to successfully engage them in OOP implementations. The discussion focused more on needs and challenges for OOP implementation as well as the most appropriate ways to implement OOP, i.e. the main selling points and top-down versus bottom-up involvement.

Summarising the points raised for stakeholder engagement, we drew the following conclusions:

- Multiple (if not all) stakeholders have to be involved in OOP implementation from the start and across the different implementation stages. The audience indicated that OOP cannot be implemented only top-down or only bottom-up; the process has to be top-down and bottom-up at the same time. Moreover, the legal process of standardization of once-only in Romania needs to involve all relevant stakeholders. Finally, different OOP solution providers are also needed and therefore the IT sector needs to be also actively engaged.
- The key selling points for OOP are time- and cost-reductions and the enabling of smart cities. These should also be highlighted in order to activate stakeholders into engaging in OOP discussions and implementations.
- To engage stakeholders from various levels, contacting them directly has been the most effective way. Most people are so busy that you need to continuously and directly contact them.

4.6. 6th Stakeholder workshop in Brussels, April 2018

The sixth stakeholder workshop was organised in Brussels on 26ᵗʰ April 2018. The workshop was organised in four sessions. The first session consisted of presentations introducing OOP, whereas the second and third sessions included both presentations and discussions on privacy, the General Data Protection Regulation (GDPR) and the Single Digital Gateway Regulation (SDGR). The last session consisted of a world cafe contributing to SCOOP4C's roadmap of future actions. More information on the workshop including agenda is provided at the SCOOP4C portal[5].

This workshop brought together people from different sectors and domains. Most participants work for the public sector (60%), i.e. the European Commission and MS government administrations and agencies at different levels (national, regional, local level), whereas participants from academia (11%), IT companies and consultancies (26%) were also present as well as 1 person from a civil organisation from Denmark on privacy and trust In terms of country of origin, the workshop participants came mostly from Belgium (83%), but also from Spain, Estonia, Denmark, Bulgaria and the UK.

This workshop did not include a session dedicated to WP2. However, the discussions provided useful input regarding the engagement of OOP stakeholders that should be mentioned in this deliverable.

Summarising the points relevant to stakeholder engagement, we drew the following conclusions:

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[4] See https://www.scoop4c.eu/events/scoop4c-will-discuss-february-27th-2018-cluj-napoca-how-once-only-could-be-implemented

[5] See https://www.scoop4c.eu/events/scoop4c-privacy-workshop-april-26th-brussels-belgium

- It is important to involve citizens in an open dialogue on OOP implementation and privacy aspects. Especially as regards legal aspects, e.g. GDPR, simple language should be used in order for people to understand the legal language and the legal implications behind the different concepts.
- It is important for public servants to understand that engaging on OOP implementations is not additional work for them but a way to eventually help their work to be done quicker and more efficiently in the future.

4.7. 4th Steering Board Meeting in Brussels, April 2018

The fourth Steering Board meeting was organised in Brussels on 27th April 2018 and was attended by 7 SB members and all partners. The agenda included presentations by WPs 2, 3, 4 and 5 on the reached goals and on future plans, followed by discussion and recommendations by the SB members.

The presentation regarding the stakeholder engagement plan was well received by SB members providing the following comments and recommendations for improvements:

- Political commitment is indeed needed but how can someone ensure it?
- Identifying and engaging societal change agents, i.e. citizens who have an inner drive towards innovation, constant change and societal improvement, can make a difference.
- Legitimisation of engagement can also refer to responsible research aspects such as ethics and gender equality.

4.8. Student workshop in Koblenz, May 2018

SCOOP4C organised a workshop during the eDemocracy week in Koblenz, Germany, on 29th May 2018. The workshop was organised in three sessions. The first session consisted of presentations introducing OOP and the future scenarios developed by SCOOP4C, the second session included parallel discussions per scenario (i.e. education, birth and family allowance, health, registration procedures and animal import) and the last session referred to reporting discussions' conclusions back to the plenary.

This workshop was attended by ten German students and two citizens (no info on their background is available) and was performed in German language. The results of the workshop were included in Deliverable D 4.2. In regards to stakeholder engagement, it was important to provide to the audience the proper background information on the OOP and to explain the scenarios in detail so that the participants could then discuss on the par about the cross-border scenarios.

4.9. 7th Stakeholder workshop in Madrid, July 2018

The seventh stakeholder workshop was organised in Madrid on 5th and 6th July 2018. The workshop was organised in four sessions. The first session consisted of presentations introducing OOP, while the second session focused on obtaining feedback for the roadmap of actions for cross-border OOP implementation. The third and fourth sessions were dedicated to the situation in Spain aiming to discuss OOP preparedness and roadmap actions in the Spanish context. More information on the workshop including agenda is provided at the SCOOP4C portal[6].

This workshop brought together mainly Spanish people from different sectors and domains (there were additionally two persons from Bulgaria). Most participants work for government administrations and agencies (62%) mainly at the national but also at the local level, but also for private IT companies (28%) and academia (10%). There was no participation from NGOs or civil organisations.

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[6] See https://scoop4c.eu/events/roadmap-once-only-spain-workshop-july-5th6th-madrid-spain

This workshop did not include a session dedicated to WP2 as it was already closed and all deliverables submitted. However, the discussions provided useful input regarding the engagement of OOP stakeholders that should be mentioned in this deliverable. In specific:

- Discussions on OOP implementations need to shift from political persons to actual experts and public employees who are everyday working on the relevant services.
- PAs are usually not interested to invest in something that has no short-term gain. An action needed is to create awareness within PAs and showcase OOP benefits while at the same time tackling any perceived disadvantages (e.g. fear of losing job if something is done automatically or quicker).
- Moreover, this change of attitude in PAs should include the aspect of citizen-centricity, i.e. PAs should understand that the ultimate goal is to serve their citizens in the most convenient way.
- The average EU citizen is ignorant of cross-border services and relevant implications. It is therefore important, especially within the current circumstances of increased citizen mobility, to create awareness to citizens regarding cross-border services and how OOP can contribute to their simplification.
- Moreover, regulations should be "translated" into everyday language to be simply explained to the average citizen.
- Different levels of trust exist among citizens and governments across EU, i.e. in some MS citizens trust their government much more than in other MS. In order to implement cross-border OOP processes across EU, we need to equalize levels of trust of citizens to government in different MS.
- Confusion for citizens may be created if different OOP processes are bilaterally being implemented among MS. It is better to pick 2-3 processes for implementation across EU.
- Moreover, harmonisation of requirements for implementing the same process across EU should be achieved.
- Political commitment was again stressed as important for driving OOP implementations.

4.10. Conference workshop in Krems, September 2018

SCOOP4C organised a workshop at the EGOV-CeDEM-ePart 2018 conference which took place at 3-5th September 2018 in Krems, Austria. The first part of the workshop included presentations on the project and the future scenarios, while the second part was organised as group discussions for deliberating actions for the roadmap and policy recommendations.

This workshop brought together European and international stakeholders mainly from academia. The workshop aimed at roadmapping issues which were incorporated into the report of D 4.2. In regards to stakeholder engagement, the group discussions were well appreciated and the researchers shared their views. The SCOOP4C project could gather valuable inputs to deliverable 4.2.

4.11. Once-Only Principle for Europe Conference in Vienna, September 2018

SCOOP4C's final conference titled "Once-Only Conference for Europe" took place on 24th and 25th September 2018 in Vienna and was co-organised with TOOP. During the first day of the conference, SCOOP4C and TOOP presented the main achievements of the projects and the participants discussed afterwards in a world café session the most relevant topics concerning t he impact of the OOP on the Digital Single Market. The second day focused on high-level discussions of the OOP environment in the European Union as well as on the Single Digital Gateway Regulation and the impact of the General Data Protection Regulation. More information on the conference including agenda is provided at the SCOOP4C portal[7].

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[7] See https://scoop4c.eu/index.php/events/conference

More than 150 people from 27 countries participated in the conference with more than half of the participants coming from the public sector including representatives from the European Commission, and mostly equally 15% came from the business, the research and the NGO sector.

The conference did not include a session dedicated to WP2 as it was already closed and all deliverables submitted. However, one of the world cafe sessions referred to stakeholder engagement. Discussions provided useful input regarding the engagement of OOP stakeholders that should be mentioned in this deliverable. In specific:

- Talking about stakeholder engagement in general is a too broad subject; it has to be narrowed down depending on the specific OOP case, OOP sector or the governance level, e.g. national or cross border OOP service. Thus, in order to discuss stakeholder engagement, the OOP case/sector/level, etc. has to be defined first.
- Cross-border OOP means multiple difficulty for stakeholder engagement
- In order to engage stakeholders, it is important to have showcases of successful OOP cases and to widely disseminate them esp. to the public sector.
- At the same time, the value of worst practice is also important, showcases of bad cases can persuade people to engage, e.g. make stakeholders realize what could happen if they do not pursue OOP, such as building infrastructure that is different and cannot connect at cross-border scale with the result of being left behind that the rest MS.
- Measuring impact is an important aspect to persuade stakeholders to engage, especially impact measured on monetary terms, such as monetizing the gains / losses due to OOP.
- Experience has shown that, especially in the public sector, employees are not willing to get involved in new things if these are not enforced by the top management (i.e. the government).
- OOP has to be made a priority for the public sector in each MS.
- A communication plan tailored to the each country is needed that will be developed to take into consideration the different structures and cultures.
- Communication should target to convincingly address public employees' typical question "what is the benefit (of OOP) for me?"
- An organisational / institutional structure dedicated to OOP in each MS could help both for promoting OOP at national level and for being the OOP "face" of the MS for cross-border engagement.
- Existing collaborative networks / structures on similar topics / architectures could be exploited also for OOP, e.g. the eIDAS networks.
- End-users should have increased role in defining the business value of OOP. For OOP to correspond to the needs and expectations of citizens in the best possible ways, these should be involved in co-designing and co-developing of services, ensuring ease of use, convenience, and good user experience. The more citizen-centred the design of public services is, the more it enables the creation of better quality policy decisions and the offering of better services in the future, which also creates and helps to maintain trust.

4.12. Conference workshop in St. Petersburg, November 2018

SCOOP4C organised a workshop at the Electronic Governance and Open Society: Challenges in Eurasia (EGOSE 2018) conference which took place at 14-16th November 2018 in St. Petersburg. The workshop was titled "Roadmap of future actions and recommendations" and based discussions on future scenarios in education, social protection and healthcare. It was organised in the form of parallel discussions per scenario targeting to spot gaps and issues relevant to Eurasian context and to proposed roadmap actions and relevant stakeholders.

This workshop brought together mainly Eurasian stakeholders (approx. 15) from different sectors and domains, e.g. some students from the European E-Governance Masters programme of (KU Leuven, Uni Muenster and Tallinn University of Technology participated, which came from different Eastern European and Asian countries). Other participants (mainly researchers) came from Russia, but there were also a few participants from Ukraine and Belarus and a few from other EU countries.

This workshop did not include a session dedicated to WP2 as it was already closed and all deliverables submitted. However, the discussions provided useful input regarding the engagement of OOP stakeholders at the borders of EU. In specific, there was agreement among the audience that more attention should be put on EU's border regions and that simplification of administrative processes and cooperation between EU and bordering countries should be pursued.

4.13. Student workshop in Koblenz, February 2019

SCOOP4C organised a student workshop on 26-27th February 2019 in Koblenz in collaboration with the University of Applied Sciences for Public Administration Rhineland-Palatinate. The workshop was organised in three sessions. The first session consisted of presentations introducing OOP and the future scenarios developed by SCOOP4C, the second session included parallel discussions per scenario (i.e. education and birth) and the last session referred to reporting discussions' conclusions back to the plenary.

This workshop was attended by 12 German students and was performed in the German language. While this workshop did not include a session dedicated to WP2 as it was already closed and all deliverables submitted, the engagement of the young public servants in formation process was quite valuable and the observation is that younger public servants see a large potential in OOP, although it has to be implemented with care.

4.14. Student workshop Koblenz, April 2019

SCOOP4C organised a student workshop on 23rd April 2019 in Koblenz. The workshop was organised in two sessions. The first session consisted of a presentation introducing OOP and the future scenarios developed by SCOOP4C, the second session included parallel discussions per scenario (i.e. education and social protection) and reporting discussions' conclusions back to the plenary.

This workshop was attended by 22 German students and was performed in German language. This workshop did not include a session dedicated to WP2 as it was already closed and all deliverables submitted. However, as with the other student workshops, engagement and discussions were very positive.

4.15. Online survey, March – April 2019

In March-April 2019, SCOOP4C's Work Pagage 4 organised an online survey to engage stakeholders in the assessment of policy recommendations and who should be responsible for their implementation. The Project team prepared video casts of the five scenarios developed within th eproject (see D 4.1 and D 4.2 for more details).

Unfortunately, while the questionnaire was widely spread, the participation of actors was very low – see details reported in D 4.2 – so that this engagement was not seen successful.

5. STRATEGIC STAKEHOLDER ENGAGEMENT PLAN

The biggest challenge for proposing a strategic stakeholder engagement plan for OOP implementation is the wide scope of this task. The target audience is governments, policy makers and other relevant actors, e.g. CSOs, NGOs, etc., across EU who will be in need of evidence and guidelines in order to successfully engage stakeholders in their OOP endeavours. Obviously, it is not possible to devise a one-solution-fits-all engagement plan. *"There is no single 'right' way to effectively undertake stakeholder engagement. However, there are a number of key elements that act as enablers to successful engagement."* (Government of Western Australia, 2015, p.3). This section intends to discuss these key elements and provide guidance on how best to plan stakeholder engagement.

Literature suggests that *"The key point is the importance of thinking strategically about why, when, where, how and with whom the analyses are to be undertaken, and how to change direction when needed"* (Bryson, 2004, p.47). And that *"At the commencement of an engagement process, the government agency should begin by addressing six key questions: Why engage? What to engage on? Who are the relevant stakeholders? What do we hope to achieve? How will the engagement influence decision making? How should we engage?"* (Government of Western Australia, 2015, p.7). Thus, this section is organised around these key questions and by discussing each of them is providing the stepping stones towards efficient stakeholder engagement planning.

5.1. WHY

The first key question to address is "Why to engage?". It should not be assumed that all stakeholders have a similar and comprehesive understanding of what once-only is, why it is needed, and where and how it should be implemented. Hence, stakeholder engagement should start from defining a clear and commonly shared vision for OOP engagement. Setting a vision clarifies the specific business and sustainability objectives to be achieved (Morris and Baddache, 2012) and helps address further aspects such as:

- The purpose of engagement, i.e. providing clarity and direction for all participants (Government of Western Australia, 2015);
- The scope for engagement, i.e. setting parameteres, outlining the negotiable and non-negotiable matters, deciding issues of geography or granularity (Government of Western Australia, 2015; Morris and Baddache, 2012);
- The underlying gaps, challenges and needs relevant to OOP implementation (Government of Western Australia, 2015);
- The outcomes to be sought from the engagement (Government of Western Australia, 2015).

Moreover, as pointed out at the Sofia workshop, a shared vision can unite different stakeholders and be the basis to bring them together to collaborate and learn from each other.

5.2. WHAT

The next key question that comes effortlessly to mind is "What to engage on?" and "What are we trying to achieve as a result of OOP engagement?". At this point the objectives and expectations from the engagement should be established as well as a set of indicators for measuring them. Drawing evidence from literature (Government of Western Australia, 2015; Voinov and Bousquet, 2010) and from the OOP community, a list of potential aspects / results of engagement answering the "what" question is as follows:

- Reaching consensus;
- Overcoming gaps and challenges;
- Knowledge exchange;
- Identification of potential issues, risks and limitations;
- Model selection and development;
- Scenario / process development;

- Data collection and integration;
- Opportunities for innovation;
- Development of policy alternatives;
- Clarifying service requirements and parameters;
- Defining service measures, e.g. key performance indicators;
- Interpretation of results;
- Building/piloting OOP solutions.

For example, engagement at the Cluj workshop (see section 6.3 for more details) was directed towards establishing cooperation among interested parties in the region and identifying concrete ideas for piloting OOP. This was a sensible result for a region where OOP was not yet pursuit and a result able to leverage future actions.

Another example could be the capitalisation on existing databases/registries and infrastructures. Relevant stakeholders such as officials from public administrations and database owners could be engaged in order to identify potential OOP use cases making use of data available in already existing registries and to find ways on how to address challenges for exchanging these data. Alternatively, the target result of the engagement could refer on how to expand a given infrastructure (e.g. X-Road) to pther domains and countries.

5.3. WHO

The next key question to address is "Who to engage?". This question seems simple to answer, e.g. including all stakeholders is the first answer that comes to mind. However, this question includes many different aspects that need to be considered before commencing stakeholder engagement. One should start with comprehensive stakeholder identification and analysis and then proceed planning each stakeholder's engagement.

5.3.1. Stakeholder identification and mapping

During its first year, SCOOP4C had a task dedicated to identifying OOP stakeholders and producing stakeholder maps. The relevant work and results are provided in deliverable D2.1: Identification and mapping of stakeholders[8]. Very briefly, these results include an analysis of the different types and roles of OOP stakeholders as well as generic and domain-specific stakeholder maps: The generic stakeholder map comprises the format of a graphical stakeholder model, which depicts OOP stakeholders' types and roles according to four levels of involvement (policy, legal, data exchange, infrastructure), and the format of a matrix, which maps the different stakeholder roles and types with key characteristics. The domain-specific OOP stakeholder maps depict the identified key stakeholders and their roles in four domains where OOP is being most commonly practiced, i.e. education, health, taxation and social protection.

This deliverable will not include further details on the aforementioned results since the reader can easily refer to the relevant deliverable. However, it includes an expansion of the generic stakeholder model that was performed after D2.1 submission. In specific, and for the purposes of the current report, we have added two stakeholders in the generic stakeholder model: the policy makers and other social stakeholders such as citizen groups, CSOs, NGOs, special interest groups, activists, etc. These new stakeholders (depicted in green colour in Figure 13 in order to easily stand out) were not originally included in the model as they do not undertake a specific role during an OOP process, e.g. they do not view, exchange, control or maintain OOP data. Nonetheless, they are very important for driving OOP implementations and they certainly need to be engaged in OOP discussions, and that is why the model's expansion was decided.

All stakeholders identified in the aforementioned model need to be considered for engagement activities. Depending on different factors, such as scope, purpose, timing, etc., different stakeholders may need to be engaged

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[8] Available at: https://www.scoop4c.eu/Materials

in different ways. The identification of stakeholders to be engaged needs to be performed when planning the stakeholder engagement.
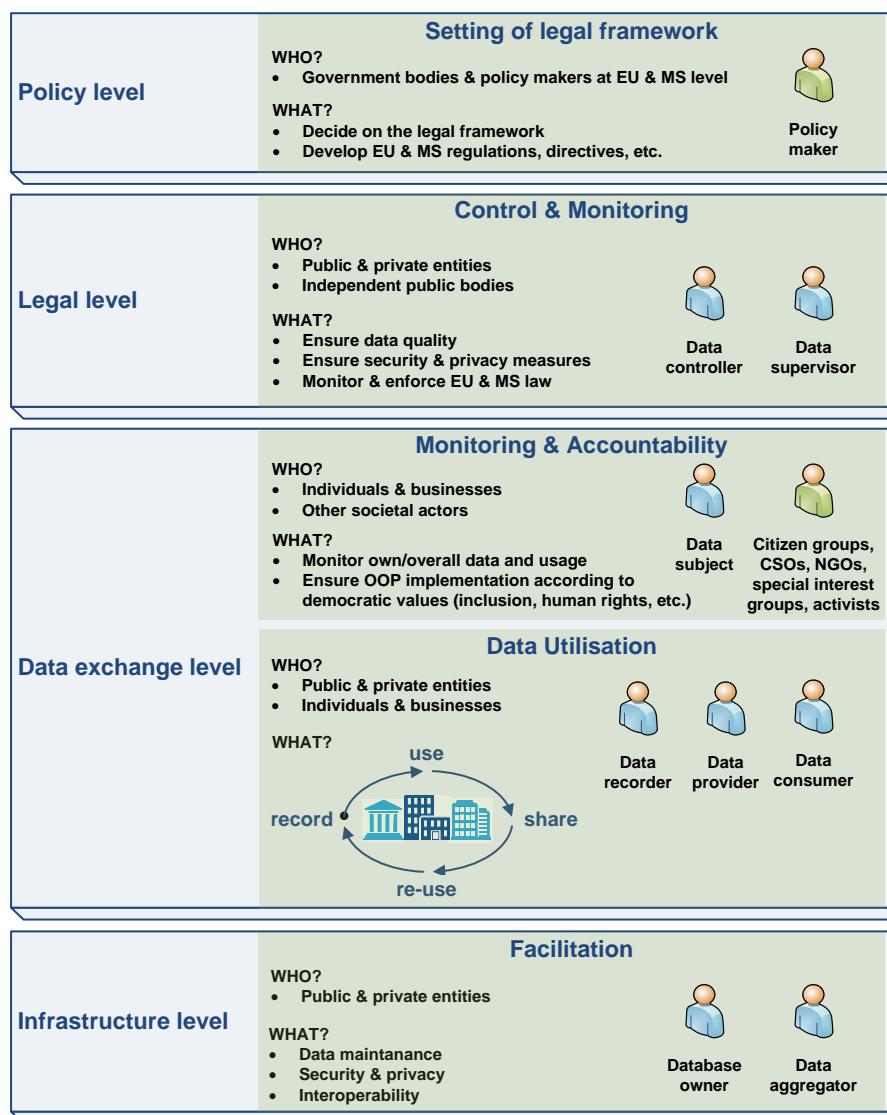
Figure 13: OOP stakeholder model (expanded from D2.1)

Brainstorming on the aforementioned stakeholder types and roles is the simplest way to identify stakeholders. Brainstorming should include everyone who has an interest in OOP implementation today and who may have one tomorrow. A few simple questions can often assist in identifying the stakeholders, e.g. (Government of Western Australia, 2015, p.14-15):

- Who is the service for?
- Who is affected by the service?
- Who can influence the service?
- Who is interested in the service?
- Who would be capable of delivering the service?

During brainstorming the OOP stakeholder model (Figure 13) can also be used; e.g. by examining each of the stakeholder types and stakeholder roles of the model and considering which of them should be involved. A few additional simple questions that can assist in identifying relevant stakeholders are the following:

- Who is close to and can represent the interests of the relevant citizen groups?
- Who maintains the data / infrastructure needed for the OOP implementation?
- Who will be responsible for data security and privacy?
- Who can decide / implement the necessary legal provisions?
- Who could be engaged in order to demonstrate that there is indeed commitment from the government?

Brainstorming may also focus on the stakeholders of specific domains of application. SCOOP4C has studied the usual domains for OOP implementations, i.e. health, education, taxation, social matters, moving and mobility and has produced domain-specific stakeholder maps and future scenarios that can help identify the domains' key stakeholders (see SCOOP4C deliverables D2.1: Identification and mapping of stakeholders and D4.1: Gap analysis report of challenges, needs and benefits of the OOP4C analysis respectively) [9]. So, for example, for the health domain it is important to focus on engaging health care professionals from public and private sectors as well as NGOs and CSOs specifically related to health, e.g. for patients with chronic diseases. In the case of education implementations, engaging the youth and student organisations is of high importance, while in the case of taxation services, accountants will be able to provide useful feedback and ideas from own experiences.

Especially when targeting to engage citizens, it is important to seek the involvement of all kinds of citizens. However, it is obviously difficult to reach out to each individual citizen. Therefore, it would be meaningful to instead seek out and involve different communities, that represent different citizen groups. The role of the communities can be seen as an intermediate with the respective citizen types and the representation of their interests, as communities should play an important role in enabling people to protect and claim their rights. Such communities could be different CSOs, NGOs, and other citizen groups and activists. For example, it could be communities representing people of different age groups (e.g. children, youth or elder people organisations), different disabilities or special conditions (e.g. blind unions), different ethicies or races (e.g. organisations representing migrants, roma or refugees), different opinions (e.g. regarding personal data protection), or other vulnerable groups, i.e. *"groups that have difficulties defending themselves and are therefore in need of special protection"* (Icelandic Human Rights Centre, 2018).

To mention just a few examples out of a lot, young people in the age of 13 till 19 often have difficulties to be and stay informed as they are mostly not interested in public field developments. In this case, civil society organisations such as the European Youth Forum at EU level come into action to overcome this lack of information and try to engage this citizen type actively. This can be possible through dialogues or seminars with young people to inform them about OOP implementations and try to make sure to have their view on the OOP or just keep them up-to-date.

National human rights institutions such as the Danish Institute for Human Rights represent – amongst others – can represent the citizen type of refugees and or migrants as they can have possible barriers due to their language. National human rights institutions may help out to bring forward the opinions of the populations they represent and to provide valuable advice, e.g. relevant to the language(s) to be used for OOP implementations regarding foreigners.

In addition, governments have to make sure that OOP applications provide certain accessibility for disabled people. To guarantee this, on the one side technology has to be state-of-the-art and on the other side the accessibility has to be ensured for this citizen type. In such cases, many NGOs such as the EASPD (European association of service providers for persons with disabilites) come into action to represent people with disabilites in their daily life.

Here are some additional considerations for brainstorming (adapted from Morris and Baddache, 2012):

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[9] Available at: https://www.scoop4c.eu/Materials

- **Learn from past and ongoing engagement:** Look at your organisation's existing engagement activities. What are the objectives of these activities? What stakeholders communicate regularly with your organisation? What groups do they cover well? Where can you reach beyond this existing comfort zone to engage with lesser-known stakeholders?
- **Be forward thinking:** Consider potential stakeholders from other domains, new technologies, and impending regulations. Depending on your objectives, the relevant stakeholders you need to engage with may not play the usual roles but may instead serve other relevant functions.
- **Be diverse:** Make sure to include a rich diversity of stakeholder expertise, geography, and tactics from across the spectrum. This is an opportunity to reach out and mix the old with the new, including individuals from each of the following stakeholder categories: influencers, collaborators, advocating and opposing parties, and implementation partners.
- **Be social:** Social media provides an unparalleled opportunity to identify and reach lesser-known stakeholder groups. Canvas blogs, forums, networking, reviews, and news sites to discover stakeholders relevant to OOP and to learn about their interest in your activities.
- **Be aware:** People have a tendency to focus on formal authorities in the mapping process, but the loudest voices or heaviest campaigners are not necessarily the key stakeholders. Step back and add silent members to the list because they may have a hidden wealth of expertise.

5.3.2. Stakeholder analysis

It is in general recommended to include as many stakeholder as possible in the engagement activities, as this will deliver a variety of viewpoints, ensure a robust engagement process (Government of Western Australia, 2015) and promote acceptability of engagement results (Voinov and Bousquet, 2010). However, *"it is not practical and usually not necessary to engage with all stakeholder groups with the same level of intensity all of the time. Being strategic and clear about whom you are engaging with and why, before jumping in, can help save both time and money"* (Morris and Baddache, 2012, p.12). For example, there are aspects that may need to be limited among specific stakeholders (e.g. discussing technical/sensitive aspects among stakeholders with relevant expertise/authorisation).

Hence, once the full list of stakeholders is identified, it is useful to perform further analysis in order to better understand each stakeholders' relevance and the perspectives they can offer. Morris and Baddache (2012) propose a list of criteria to help analyse the identified stakeholders:

- **Contribution**: Does the stakeholder have information, counsel, or expertise on the issue that could be helpful?
- **Legitimacy**: How legitimate is the stakeholder's claim for engagement?
- **Willingness to engage**: How willing is the stakeholder to engage?
- **Influence**: How much influence does the stakeholder have? (You will need to clarify "who" they influence, e.g., other organisations, NGOs, citizens, etc.)
- **Necessity of involvement**: Is this someone who could derail or delegitimize the process if they were not included in the engagement?

These five (or other) criteria can be used to populate a chart of how stakeholders fulfill them. This chart can help decide which stakeholders to engage and how. An example of such a chart is provided in Figure 14 below.

Figure 14: Stakeholder analysis chart (Morris and Baddache, 2012)

Another popular stakeholder analysis technique is the power (or influence) versus interest (or willingness) grid (Bryson, 2004; Government of Western Australia, 2015). These grids array stakeholders on a two-by-two matrix, where the dimensions are the stakeholder's interest in the issue under discussion (i.e. OOP implementation), and the stakeholder's power to affect the issue's future. Four categories of stakeholders are analysed: **players** who have both an interest and significant power; **subjects** who have an interest but little power; **context setters** who have power but little direct interest; and the **crowd** which consists of stakeholders with little interest and power. Power versus interest grids typically help determine which players' interests and power bases must be taken into account in order to address the issue at hand. They also help highlight coalitions to be encouraged or discouraged, what behaviour should be fostered and whose 'buy in' should be sought or who should be 'co-opted' (Bryson, 2004). An example of a power versus interest grid is depicted in Figure 15.
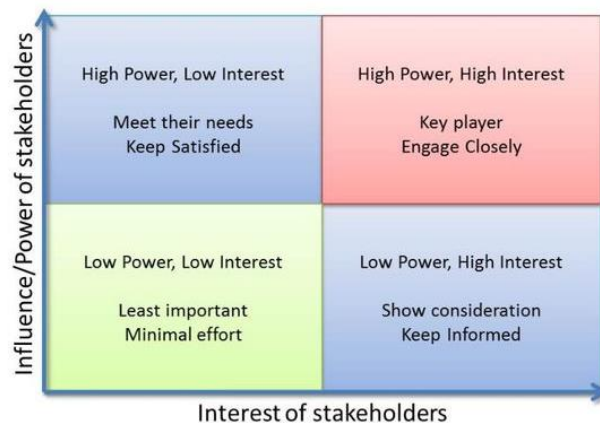
Figure 15: Power/influence vs. interest/willingness grid (Serra, 2014)

For example, considering the main stakeholders in the education and taxation domains as depicted in SCOOP4C's domain-specific stakeholder maps (see SCOOP4C deliverable D2.1: Identification and mapping of stakeholders)[10],

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[10] Available at: https://www.scoop4c.eu/Materials

the relevant power versus interest grids could potentially look as in

Education domain

Ministry of Interior	Ministry of Education
	HEI
	Application portal
	Applicant/ student

Power / Interest

Taxation domain

Public authorities Banks	Ministry of Finance
	Taxpayers (legal entities)
	Taxpayers (individuals)

Power / Interest
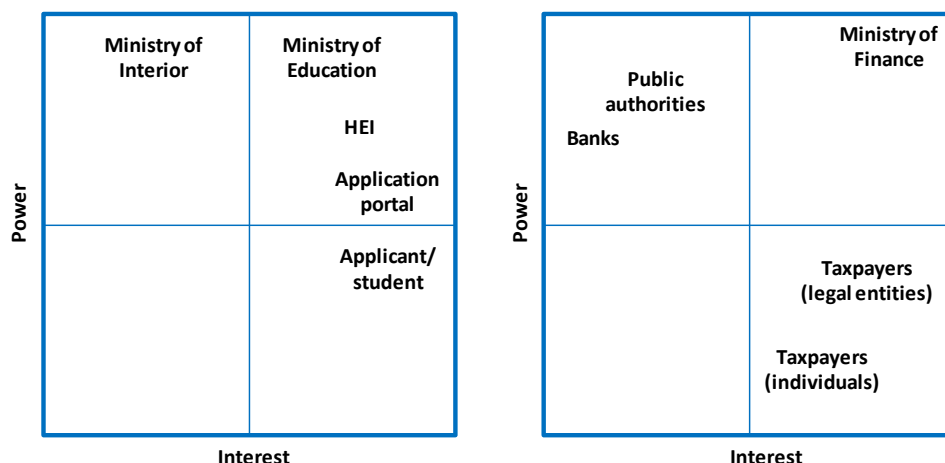
Figure **16**. In the education domain, the key players are the Ministry of Education, the Universities (Higher Education Institutes - HEI) and the Application Portals. The former, as a government entity, has the higher power whereas HEIs and Application Portals have the higher interest. The Ministry of Interior has a high power but lower interest, and the applicants/students have a high interest but a low power. In the taxation domain, the key player is the Ministry of Finance with the highest power and the highest interest, while the taxpayers have high interest but only low power. Other public authorities and private stakeholders, such as banks, have a relatively high power but only low interest.

Education domain

Ministry of Interior	Ministry of Education
	HEI
	Application portal
	Applicant/ student

Power / Interest

Taxation domain

Public authorities Banks	Ministry of Finance
	Taxpayers (legal entities)
	Taxpayers (individuals)
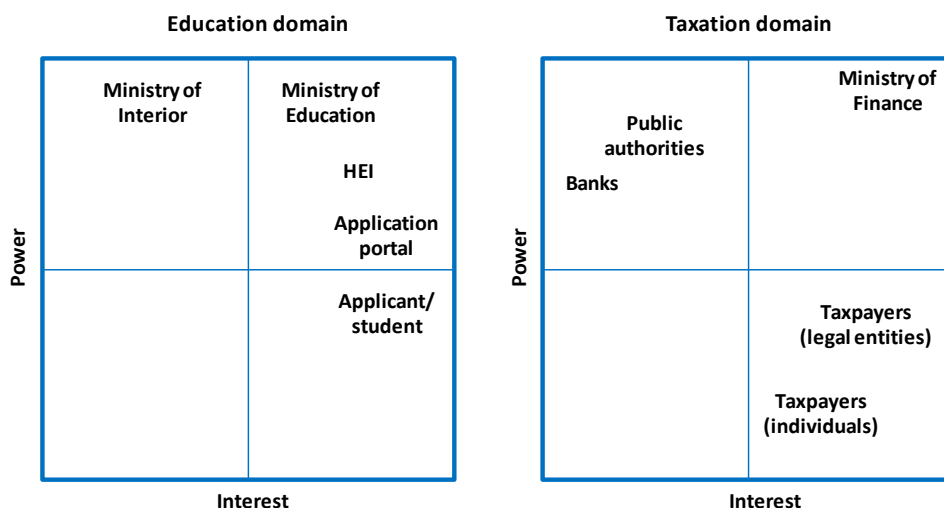
Power / Interest

Figure 16: Power vs. interest grid for the key stakeholders in the education and taxation domains

Power vs. interest grids may be enhanced to provide even more details depending on the needs of each engagement exercise. For example, Morris and Baddache (2012) provide an example of such a grid depicting on the grid (a) stakeholders' value, i.e. the larger the circle the larger the value of the stakeholder, and (b) stakeholders' relationships, i.e. influence arrows connecting the stakeholders (Figure 17).
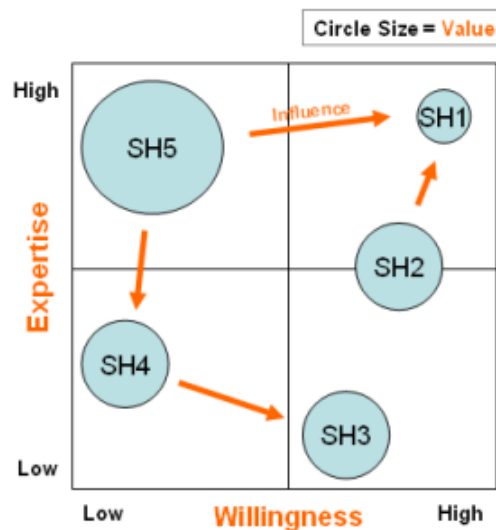
Figure 17: Enhanced power vs. interest grid (Morris and Baddache, 2012)

Another interesting approach to analyse stakeholders is the stakeholder-issue interrelationship diagram (Bryson, 2004). This type of diagram helps to show which stakeholders have an interest in different issues, and how the stakeholders might be related to other stakeholders through their relationships with the issues. Referring to the example in Figure 18, an arrow indicates that a stakeholder (depicted by a circle) has an interest in an issue, though the specific interest is likely to be different from stakeholder to stakeholder, and those interests may well be in conflict. The arrows therefore should be labeled to indicate exactly what the interest is in each case. The resulting diagrams help to provide some important structuring to the problem area, in which a number of actual or potential areas for cooperation – or conflict – may become apparent.
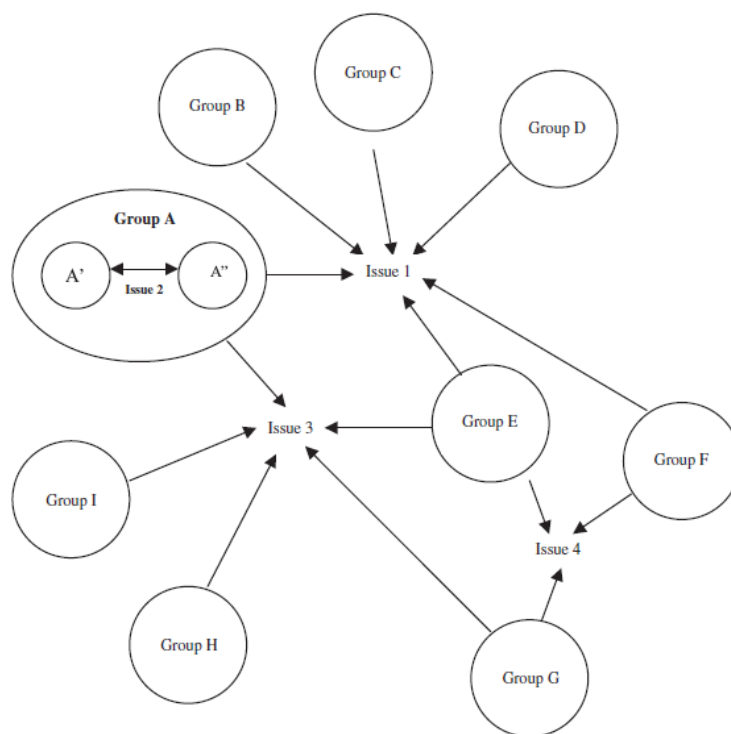
Figure 18: Stakeholder-issue interrelationship diagram (Bryson, 2004)

As mentioned in section 3.1 above, Bryson (2004) presents a detailed overview of 15 stakeholder analysis techniques including techniques for organising participation; techniques for creating ideas for strategic interventions; techniques for proposal development review and adoption; and techniques for implementing, monitoring and evaluating strategic interventions. The readers may refer to this publication or similar literature to identify the most suitable methods for analysing stakeholders.

5.3.3. Stakeholders as leaders, participants or followers

Another aspect to consider under "Who?" is each stakeholder's role in the engagement process. Apart from the stakeholders who will participate as contributors to the engagement process, it should also be decided who will be leading the engagement process. Additionally, planning should include passive stakeholders as well, i.e. providing opportunities to everyone to get informed. This paragraph discusses these different engagement types for stakeholders.

5.3.3.1. Who to lead

When considering stakeholder engagement regarding public services, the organisation that comes to mind as a leading stakeholder is usually a big, national government agency. If it is a local implementation, a local public authority such as the local municipality is the usual leading stakeholder. But is this always the best choice?

Literature and experts from the OOP community[11] suggest that a government agency may not always be the most appropriate stakeholder to lead the OOP engagement activities. Non-governmental actors such as consulting firms,

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[11] See for example feedback from 3rd stakeholder workshop (section 4.2) and 3rd SB meeting (section 4.3) and Voinov and Bousquet (2010, p.1275): *"When governmental or non-governmental agencies act as facilitators of a*

research institutions or NGOs may be worth leaders of the engagement activities. This decision could be a matter of culture and customs; nonetheless it should be consciously decided during engagement planning.

Leading the engagement process is a challenging task and the leader should have a number of key skills such as (Government of Western Australia, 2015):

- Relationship management;
- Communication;
- Negotiation;
- Conflict resolution;
- Facilitation;
- Listening.

And the (probably most) essential key characteristic of the leading stakeholder is that it is recognised as such by the rest stakeholders, gathering their respect and trust. *"The actor (individual or collective) who invites the stakeholders should have certain legitimacy. The stakeholders are likely to project their perception of the inviter onto the process at stake, which will influence their commitment and activity. This can be modified later on during the process but the first impression and initiation may have a crucial role and may be hard to change at later stages"* (Voinov and Bousquet, 2010, p.1275).

5.3.3.2. Who to participate

As previously mentioned, all types of stakeholders should be invited to participate in the engagement activities. *"Regardless of the method used to solicit stakeholder involvement, every attempt should be made to involve a diverse group of stakeholders that represent a variety of interests. This adds to the public acceptance and respect of the results of the analysis"* (Voinov and Bousquet, 2010, p.1275). The different types and roles of stakeholders have been previously discussed in section 5.3.1 above. What should be mentioned here is that the notion of engaging all stakeholders does not imply that everyone is suited to be engaged everywhere and in every way. Depending on different factors, such as scope, purpose, timing, etc. of the OOP implementation, different stakeholders may need to be engaged in different ways, through different activities or in different timing. This should be planned from the start of the engagement process. More information on this aspect is provided in section 5.6.1 below.

Another aspect to mention here is the role that specific persons can play in stakeholder engagement. Experience has shown[12] that engaging "champions" or "believers" can make a difference at OOP implementations. Such people are the human capital to drive things and push towards change. Believers need to be identified in every stakeholder organisation to be the first to be engaged in order to also convince the scepticists. Believers may also exist beyond the boundaries of organisations. There are people in the wider society who are in constant search for new ideas and for new ways to "change things" and their dynamism and excitement can enhance the engagement process.

5.3.3.3. Who to keep informed

Literature and feedback from the SCOOP4C community suggests that engagement results and decisions must be communicated to all stakeholders. *"An important final step in the PM process is dissemination of results and conclusions to the wider community. Presentations to larger stakeholder groups, decision makers, and the press should be made by a member of the stakeholder working group"* (Voinov and Bousquet, 2010, p.1277). However, not only final results but also intermediate conclusions, recommendations, etc. drafted during the engagement process should also be available to the wider community of stakeholders. Engagement planning should establish specific and frequent time points of information provision to the wider public in order to, on the one hand, keep

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collective process, they have their own stakes. In this regard, facilitation by scientists or outside consultants, if established as a neutral party, can reduce the incorporation of stakeholder biases" (Voinov and Bousquet, 2010, p.1275).

[12] See feedback from 4th stakeholder workshop (section 4.6)

informed whoever is interested and ensure transparency, and, on the other hand, to gain visibility and attract more stakeholders to engage.

5.4. WHEN

Another key question is the matter of timing: "When should each stakeholder be engaged?".

It is widely believed that the sooner to engage, the better. *"It is generally recognised that engaging participants in as many of these phases as possible and as early as possible - beginning with setting the goals for the project - drastically improves the value of the resulting model in terms of its usefulness to decision makers, its educational potential for the public, and its credibility within the community"* (Voinov and Bousquet, 2010, p.1274). Thus, *"stakeholder engagement should commence during the design stage of a new or existing service before any decisions are made that could affect the achievement of the community outcome"* (Government of Western Australia, 2015, p.6). Starting engagement right from the start, i.e. the ideation phase, will provide the opportunity to make OOP known to experts and non-experts, to give the floor to both supporters and opponents in order to collectively shape the OOP vision and draw a mutually agreed line of action. Starting from the ideation phase will also help citizens being actively involved, promoting a co-creation culture in OOP implementations.

Considering the five stages of OOP implementation (Figure 12), i.e. ideation; planning; (re-)design; implementation; monitoring and evaluation, it is obvious that different stakeholders may be more or less relevant to engage in each stage. For example, technical stakeholders would be more relevant for the re-design and implementation stages, whereas citizens and societal actors would be more relevant for the ideation, planning and monitoring and evaluation stages. Thus, it is essential to plan stakeholders' engagement according to each OOP implementation stage.

5.5. WHERE

The key question "Where?" refers to engaging stakeholders per domain of OOP implementation.

SCOOP4C results so far have shown that usual domains for OOP implementations are those of health, education, taxation, social matters, moving, mobility, and other public matters. As depicted in SCOOP4C's domain-specific stakeholder maps and future scenarios (see SCOOP4C deliverables D2.1: Identification and mapping of stakeholders and D4.1: Gap analysis report of challenges, needs and benefits of the OOP4C analysis respectively) [13], different key stakeholders are involved in each domain and different challenges and gaps may apply.

In the case that stakeholder engagement is performed for OOP implementations on specific domains, that domains' specific circumstances must be taken under consideration. Taking, for example,the education domain, it is important to involve as main stakeholders not only the Universities and Ministries of Education but also the youth and student organisations; and it is important to address issues / challenges such as the integration of student IDs and citizen IDs, diploma certifications also at national and EU level, etc. Moreover, the timing of engagement should be decided according to key stakeholders' availability, e.g. academics' and students' engagement will be minimal during exam periods.

5.6. HOW

The last, but not least, key question to address is "How?". This is probably the broadest question as it includes many different aspects that need to be considered before commencing stakeholder engagement. First of all, it refers to how to engage, namely to the wide range of methods and tools that may be used for engaging stakeholders. It

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[13] Available at: https://www.scoop4c.eu/Materials

also refers to how to engage in a successful way, namely to potential challenges that need to be considered as well as to engagement legitimisation. These aspects are discussed in the following subsections.

5.6.1. HOW to engage

There is a wide variety of methods and tools to engage stakeholders both actively, i.e. consulting / empowering them, and passively, i.e. informing them. Such methods have already been presented in section 3.3 above, and include for example:

- Advisory groups, task forces;
- Workshops, meetings, hearings;
- Open space, world cafe events;
- Citizen panels, consensus conferences, citizen jurys, citizens fora or other co-operation with CSOs;
- Polls, surveys and focus groups;
- Brain storming and crowd storming;
- Living labs, crowdsourcing and hackathons.

It is not possible to discuss relevance or applicability of these methods for stakeholder engagement in OOP implementations in a generic fashion. Different methods may be more or less suitable depending on the targeted stakeholder group, the OOP stage, the engagement level or the reason for engaging, i.e. the expected results for OOP. Literature includes various classifications of engagement methods versus stakeholder groups, applicability, benefits, limitations, engagement level, etc. and guidelines on how to apply different engagement methods. It is useful for the reader to refer some of these guidelines and classifications here.

Discussing participatory modeling, Voinov and Bousquet (2010, p.1274) suggest that *"one way to start the process is to show previous applications of models in similar contexts. It is always helpful to start building a conceptual model with stakeholders. Mind mapping exercises, participatory workshops with boxes and arrows, engaging stakeholders in role-playing games - all these are good tools to initiate the process. Another way is to propose a preliminary model, created previously by the scientists. Stakeholders can then propose modifications and start questioning the draft model. This second approach is of ten less time consuming, but the former method corresponds better to the genuine co-construction approach. In any case it is important to consider an iterative process to allow and encourage modifications, and changes to the model."*

Dundee (2014, p.4-8) suggests that "*engagement should proceed on the basis of what are culturally acceptable and appropriate methods for each of the different stakeholder groups. For example, when consulting government officials formal presentations are the preferred consultation method, while communities prefer public meetings, and informal focus group discussions facilitated by posters, non-technical pamphlets and other visual presentation aids including models and videos.*" Table 1 presents appropriate consultation methods per stakeholder group, and Table 2 presents a list of different engagement methods along with guidelines for applying them appropriately.

Table 1: Consultation methods per stakeholder group (Dundee, 2014, p.4-10)

STAKEHOLDER GROUP	CONSULTATION METHODS
Government officials	• Phone / email / text messaging • One-on-one interviews • Formal meetings
Neighbouring communities	• Print media, text messaging and radio announcements • Public meetings • Focus group meetings • Surveys • Information Centre
Vulnerable Groups	• Print media, text messaging and radio announcements • Public meetings • Focus group meetings • Surveys • Information Centre
Employees and managers	• Phone / fax / email / text messaging • Print media and radio announcements • Workshops • Focus group meetings • Surveys
NGO's and conservation organisations	• Phone / fax / email / text messaging • One-on-one interviews • Focus group meetings • Information Centre

Government of Western Australia (2015, p.16) suggests that "*participation and access limitations will need to be considered and addressed prior to undertaking an engagement process. It may be determined that there is a need for capacity building with key stakeholders prior to undertaking an engagement process. Peak bodies may have an interest in offering services to build the capacity of their members to participate in stakeholder engagement processes.*" Moreover, it is possible that "*not all parties will wish to, or have the ability, to be involved in an engagement process. Not-for-profit organisations are often operating with limited resources and are dedicated to meeting core service delivery. They could also be experiencing consultation fatigue. Service users may feel there is an imbalance of power and be reluctant to participate. When key stakeholders are not willing, or unable, to participate in an engagement process, the government agency should propose alternative engagement methods or forms of communication that may better suit their needs.*" Hence, each engagement method needs to be thoroughly examined as regards benefits, and engagement level. Such an analysis is provided in Table 3.

Roads Corporation (2011, p.21) proposes a classification of engagement methods according to the targeted level of engagement proposed by IAP2, see section 3.3. It also proposes to use a power vs. interest grid to map stakeholders by considering the stake / interest the stakeholders have in project outcomes and the level of resources, influence or power the stakeholders can access to support (or oppose) the implementations. Depending on each stakeholder's location on the chart, informed decisions may be made regarding at which level to engage them.

SCOOP4C has actively engaged with various stakeholders from the beginning of the project and has gained empirical real-world experience on how to engage the different OOP stakeholder groups. The focus of the project has been on creating a community of practitioners, researchers and the interested public. For the SCOOP4C engagement activities different measures have been taken which have been first defined in the project's stakeholder engagement plan. The SCOOP4C stakeholder community has grown through iteratively approaching suitable stakeholders at events, remotely via video conferencing and other means and at face-to-face meetings. Moreover, multipliers such as chambers of commerce and the European Enterprise Network (EEN) were leveraged to get in touch with additional potential stakeholders. Furthermore, an online community has been implemented on the SCOOP4C website, where people are able to discuss OOP issues and engage directly with other stakeholders on the social media accounts.

Table 2: Engagement methods and appropriate application (Dundee, 2014, p.4-9)

ENGAGEMENT TECHNIQUE	MOST APPROPRIATE APPLICATION OF TECHNIQUE
Information Centre and Information Boards	• Establish Information Boards in each Project area community.
Correspondence by phone/email/Text/Instant messaging	• Distribute project information to government officials, organisations, agencies and companies • Invite stakeholders to meetings
Print media and radio announcements	• Disseminate project information to large audiences, and illiterate stakeholders • Inform stakeholders about consultation meetings
One-on-one interviews	• Solicit views and opinions • Enable stakeholders to speak freely and confidentially about controversial and sensitive issues • Build personal relations with stakeholders • Recording of interviews
Formal meetings	• Present project information to a group of stakeholders • Allow the group of stakeholders to provide their views and opinions • Build impersonal relations with high level stakeholders • Distribute technical documents • Facilitate meetings using PowerPoint presentations • Record discussions, comments/questions raised and responses
Public meetings	• Present project information to a large audience of stakeholders, and in particular communities • Allow the group of stakeholders to provide their views and opinions • Build relationships with neighbouring communities • Distribute non-technical project information • Facilitate meetings using PowerPoint presentations, posters, models, videos and pamphlets or project information documents • Record discussions, comments/questions raised and responses
Workshops	• Present project information to a group of stakeholders • Allow the group of stakeholders to provide their views and opinions • Use participatory exercises to facilitate group discussions, brainstorm issues, analyse information, and develop recommendations and strategies • Recording of responses
Focus group meetings	• Allow a smaller group of between 8 and 15 people to provide their views and opinions of targeted baseline information • Build relationships with neighbouring communities • Use a focus group interview guideline to facilitate discussions • Record responses
Surveys	• Gather opinions and views from individual stakeholders • Gather baseline data • Record data • Develop a baseline database for monitoring impacts

Table 3: Engagement methods vs. engagement level, benefits and limitations (Government of Western Australia, 2015, p.21)

	Methods	Benefits	Limitations	Notes
Inform	**Fact sheets** Usually brief, paper based on online documents which summarise the 'facts'.	• Able to reach a large number of stakeholders in a simple, efficient way • Can be targeted to a particular stakeholder group and developed into languages other than English	• May not be accessible to people with visual impairment or low literacy levels • Does not facilitate two way communication	Should be tailored to the relevant needs of the recipients
	Information sharing Information sessions, emails, newsletters, circulars and websites.	• Able to reach a large number of stakeholders. • Can be targeted to specific stakeholder groups	• Written material may not be accessible to people with visual impairment or low literacy levels • Does not facilitate two way communication	Method and content should be tailored to the stakeholder group.
Consult	**Survey** A research method to gauge views, experiences and behaviours.	• Straightforward • Focussed and specific • Can gauge a large number of opinions • Easily adapted	• Difficult to gather qualitative information • Answers may be irrelevant • Delivery methods can affect results	Always include open-ended questions and space for fuller comments.
	Opinion polls A research method used to extrapolate results and determine what people think about an issue.	• Quick and cheap • Provides a snapshot of opinions at a certain time • Straightforward and accurate	• May be too brief for people to provide their full opinions • Results may be influenced if questions are worded incorrectly	
	Workshops Facilitated events designed to enable stakeholders to work actively and collaboratively on a common problem or task.	• Discussing complex issues, analysing competing options and generating ideas • Encourages joint working and problem solving • Builds ownership of results	• Time required to organise • Cost, especially if external facilitation is required • Need to get stakeholders in the same place at the same time	Facilitation is crucial.
	Expert panel Used to gather concentrated opinions from a range of experts on a particular issue.	• Focus intently on a specific subject • Produce in-depth analysis • Experts can often be objective	• The process needs to be carefully focussed • Breadth may be limited • May be too 'exclusive'	If the group is large, facilitation will be necessary.
	Public meetings A meeting open to all interested, rather than those specifically invited.	• Opportunity for stakeholders to raise issues and ask questions • Opportunity to gather support for new ideas and build relationships • Communicate with large groups	• Risk of vocal or pushy people taking over	Requires facilitation
	Interviews Intensive face-to-face meetings, telephone conversations.	• Best way to obtain qualitative information from an individual • Can produce highly accurate results • Adds a personal dimension	• Necessitates sensitivity • Large numbers are required to ensure accurate results • Careful preparation necessary • Little dialogue between stakeholders	
	Web 2.0 Online chat surveys, internet forums and questionnaires enable stakeholders to contribute their views.	• Useful for diverse and extensive input • Enable access to views and ability to provide feedback • Measuring website statistics can also track stakeholder interest	• Participation limited to those with access to IT • Can be expensive to develop and maintain	

Involve	**Action Research** A set of research methods that enables the Department and stakeholders to explore issues and identify and test solutions.	• Provides good qualitative data • Is inclusive • Is flexible and responsible and has the ability to support problem solving and solution testing as the process evolves	• Difficult to gather qualitative information • Answers may be irrelevant • Delivery methods can affect results	
	Advisory committees Committees made up of representatives from a profession, industry, peak bodies, etc. who are appointed to provide detailed or specific information.	• Value a wide range of technical and local expert knowledge • Support a range of engagement processes (i.e. research) • Enables information to be distributed to different stakeholder groups	• May be too brief for people to provide their full opinions • Results may be influenced if questions are worded incorrectly	
	Open space technology A large facilitation process which is based on the premise that stakeholders will take ownership of issues they feel strongly about, set the agenda, decide on length of engagement and the outcomes.	• Allows a bottom-up agenda to emerge • Inspires ownership and action • Enables new alliances to form • Ensures follow-up reflects the wishes of those who have high interest or might be impacted by outcomes	• May not be accessible to people with visual impairment or low literacy levels	Facilitation may be required
Collaborate and Empower	**Future search conference** A participative method often used to develop a shared future vision and plan around an issue.	• Can drive stakeholder and government action • Involves a broad range of relevant stakeholders • Develops stakeholder support and agreement	• The process needs to be carefully focussed • Breadth may be limited • May be too 'exclusive'	
	Participatory editing Stakeholders co-write reports and documents and endorse the final document.	• Builds ownership • Reflects their informed views and contributes to the quality of a document/proposal etc.	• Need to consider of the stakeholder's organisational structures and resources • May attract criticism if final result is not reflective of input	
	Stakeholder visioning An explorative method where stakeholders are asked to innovatively visualise what the future could look like and then inform follow-up plans etc.	• Large numbers and diverse stakeholders can be involved • Relationship building exercise • Utilises the expertise and knowledge of stakeholders • Generates forward planning	• Requires a number of facilitators • Generates a lot of information and data for collation & analysis • Requires careful documentation and clarity of purpose to ensure sound links to concrete outcomes	Stakeholder visioning can be expanded to accommodate a wide variety of people, i.e. younger people
	Co-design Utilise the skills and expertise of stakeholders to jointly create products and services.	• Diverse contribution • Builds relationships and increases commitment • Enables experimentation	• The process needs to be carefully focussed.	

SCOOP4C can contribute a number of lessons learnt regarding OOP stakeholder engagement methods and tactics:

- It quickly became clear that there is a small and busy number of experts in the field. However, the more knowledge and experience they have, the less they have time to engage in online communities.
- The general community management approach, i.e. providing incentives and added value to the entire SCOOP4C stakeholder community as a group, did not really work out. The diversity of the different community members in terms of professional background as well as cultural and linguistic specificities made it necessary to focus on national, regional or thematic sub-groups within the community.
- The incentives that were offered to community members needed to be more specified. The more specific and individual the incentives, the better the result in terms of stakeholder engagement. Very effective were approaches, where the members could present themselves in front of an audience, i.e. presentations at workshops and conferences.

- It is more effective to keep direct personal contact instead of just writing mass newsletters: Everyone that has been contacted directly more than once was becoming more active also on the long run, i.e. organising own events on OOP.
- Finally, the community management approach to "go where the stakeholders are" has been validated, but it pointed to a low likelihood that the community might indeed become self-governing over time. As an immediate result of this lesson learned, the project adjusted its approach (more active community management, less facilitation of self-governance) and the expectations of project outcomes accordingly.

Hence, SCOOP4C engagement efforts verify literature in that different methods and tactics should be used per stakeholder group. Aspects such as available/prefered time, engagement setting and offered incentives should be suitably planned.

5.6.2. HOW to successfully activate stakeholders

There are different factors that act as enablers (or barriers) to effective stakeholder engagement. This paragraph discusses such factors that need to be considered during engagement planning.

First of all, it is essential to show commitment to engaging with stakeholders, that facilitators are appropriately skilled, stakeholders understand their role and that the process is well planned and underpinned by a number of shared core values (Government of Western Australia, 2015), i.e.:

- Trust;
- Respect;
- Openness; and
- Transparency.

Engaging a broad range of stakeholders will most certainly lead to divergent or conflicting inputs and criticism. Therefore, engagement leaders should be prepared to deal with these situations. For example, it is not uncommon for experts and organised interest groups to advice on something that is in conflict with the sentiments of the broad public. Similarly, NGOs or CSOs may strongly oppose or favour certain policies in contrast to the majority of interviewed citizens. Critical representatives from the press, different interest groups or CSOs may also be involved resulting to open disagreement and conflict. Stakeholder engagement activities need to take and diffuse all interests into account, provide the opportunity to have all voices heard, try to strengthen stakeholder relations, and foster understanding and clarifications. "*This way, it gives the chance for consensus to form in the first place. And it provides government with a broader view of opinions and interests, a way to balance them, and a better basis for decision-making*" (OECD, 2001, p.97).

Tensions among stakeholders may also lead to conflicts and unpleasant situations (Voinov and Bousquet, 2010; Morris and Baddache, 2012). As Voinov and Bousquet (2010) explains, the engaged stakeholders are not in a symmetric position. They have different roles, different interests, different power levels, different relationships, or even historical disagreements with one another. They may have had contacts in the past, and they usually have different perceptions of each other. This social context has to be analysed and ensure a neutral platform upon which all parties can contribute and gain information and the process adjusted accordingly to empower the weak groups before the collective dialogue is started.

Sharing a clear understanding of the degree of government control vs. participant empowerment over the engagement process can help prevent conflicts or unrealistic expectations. Stakeholder engagement activities that are unclear about how the engagement can or will influence decisions could be seen to be perfunctory or tokenistic (i.e. with nothing to influence) and deliver little of value (Government of Western Australia, 2015). The target should be at ensuring "symmetrical dialogue", i.e. a two-way communication that is not simply designed to ensure that the audience has received the message accurately or as intended, but rather, that both parties are involved in a ''conversation'' where information is exchanged and knowledge acquired (Foster and Jonker, 2005). "*Being clear about how the engagement will allow or facilitate influence will focus the exchange and benefit both the agency that leads the engagement and participants*" (Government of Western Australia, 2015, p.8).

Poor planning is a typical challenge for effective stakeholder engagement. Typical risks and issues such as (Government of Western Australia, 2015):

- Limited capacity of participants;
- Unrealistic expectations;
- Stakeholder tensions;
- Power imbalances amongst participants;
- Power struggles amongst participants;
- Inability to obtain agreement/consensus;
- Political imperatives; and
- Unwillingness to contribute solutions

need to be considered from the start. For this reason, relevant risk and issue management strategies need to be developed prior to commencing engagement activities.

Planning should also include provisions for documenting the engagement activities and results and for evaluating them. Documentation should include (Morris and Baddache, 2012):

- the original purpose and aims of the engagement;
- the methods used;
- the participants;
- a summary of noted stakeholder concerns;
- expectations and perceptions;
- a summary of discussions; and
- a robust list of outputs (decisions, actions, proposals, and recommendations).

The engagement leader should have a plan to evaluate the success of the process, ideally using criteria agreed at the beginning of the engagement. "*While the outcome or intentions of the process may be different to what was anticipated, the government agency should be able to conclude that the process was conducted effectively and ethically and stakeholders were satisfied. Any learning from the process can then be used to inform and/or improve future engagement processes*" (Government of Western Australia, 2015, p.27-28). It is possible that an engagement process is ineffective, e.g. "*some of the challenges could not be overcome or unexpected issues arose. ... The government agency can apply any lessons learnt and attempt to redesign the engagement process with consideration to stakeholder capacity and the methods*" (Government of Western Australia, 2015, p.28).

Engagement planning should also include provisions for feedback mechanisms. "*Providing feedback to stakeholders is essential and contributes to developing trust. Stakeholders have invested time and energy in their engagements with government agencies and it is important to inform them of how their input has influenced decision making (or not)*" (Government of Western Australia, 2015, p.27). Morris and Baddache (2012, p.18) warn of two "*typical pitfalls when wrapping up engagement activities:*

1. *Inconsistency in communication: If you say you are going to keep your stakeholders updated, do so. Go one step further and agree with them upfront how often they will be updated, and through what channels. This will help mitigate misunderstandings and build co-ownership for future engagements.*

2. *Pretending feedback is important: This happens when updates are treated as checking a box rather than fielding real feedback or engaging stakeholders in ongoing conversations. Always keep the lines of communication open for feedback, and do not place the engagement activities so late in a timeline that stakeholders have no opportunity to contribute in a real way. Do not pretend to want feedback and then do nothing with it. And most importantly, let your stakeholders know how their feedback is used. Close that feedback loop, and include the resulting value in future engagement plans.*"

5.6.3. HOW to legitimise engagement

Last but not least, engagement planning also needs to consider relevant legal aspects and privacy concerns.

As far as the legal aspects are concerned, these can be seen from different angles. There may be standards and methods adopted by law for stakeholder engagement. It may even be possible, although it is not common outside

of in-house consultations within the public administration, that some groups are obliged to take part in consultations.

What is more common than an obligation for stakeholders to participate is an obligation for administrations or others (policy- and law makers) to hold consultations and to take the results into consideration[14]. It cannot be prescribed that all comments received have to be followed as this would be untenable for the administration, but it can be required that consultations are held and comments received are considered. In the Treaty on Functioning of the European Union (TFEU) (European Union, 2012) there are several requirements for the Commission and for Member States to hold consultations, in addition to the general requirement in Article 2 TFEU for the Commission to consult as widely as possible before presenting legal acts (for example in Title IX on employment).

Furthermore, Member States have adopted different national standards for stakeholder engagement through inter-ministerial working groups and the involvement of NGOs, external experts and other interest groups. Examples include Austria's 'Standards of Public Participation' and the UK's 'Code of Practice on Consultation'. (European Commission, 2017, Theme 1, p.41).

Self-regulation, multi-stakeholder fora and similar activities are a way to solidify consultations and include them in the rule-making process in an organised and stronger manner. This is used a lot for modern technologies, as the development is rapid, and it is important to get continuous stakeholder input. Sometimes self-regulation and multi-stakeholder informal consultations even replace formal regulation (Nyman Metcalf, 2017, p. 114).

As previously discussed, the public sector faces special challenges for stakeholder engagement as there are many and potentially very different stakeholders. It has been emphasised that reforms leading to increased e-governance often imply integration of different government entities and a re-organisation of work processes that may affect very many and be more or less welcomed in different institutions or departments (Bouaziz, 2011, p. 148). This means that the evaluation made will be very different and it is hard to assess the success of a project based on stakeholder views (Ibid. p. 149).

Another side of the legal aspect is a matter that is essential for OOP in general, namely the question of data protection. This means that consultations would have to be on principles and general issues rather than on specific matters, so there is no danger that personal data is divulged outside of the circle of people who are authorised to access data, in the specific manner prescribed by data protection legislation. The other side of the privacy aspect is that those who submit comments must be ensured that their comments are used in a proper manner and they are aware of how potentially submitted personal data is handled. For this, a specific statement on privacy can be made and published together with the consultation (as for the EU consultation mentioned above for example).

Furthermore, there are softer factors relevant to legitimisation that are important to consider. Ensuring there is no gender bias in the engagement and that both sexes are equally treated is one of these factors. Moreover, it is important to ensure social justice and inclusion during engagement, e.g. making engagement activities accessible and affordable to a wide variety of different social groups, and including disadvantaged social groups, such as disabled people, illiterate people, migrants, and elderly people, etc. depending also on the domain/purpose of the engagement. Finally, ethical aspects (e.g. trust, respect, commitment, etc.) should also be considered; readers may refer to IAP2's core values and code of ethics presented in section [3.4] above.

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[14] For an example of an EU level consultation see https://ec.europa.eu/info/consultations/public-consultation-modernisation-judicial-cooperation-civil-and-commercial-matters-eu_en

6. ENGAGEMENT IN ACTION

During its lifetime, SCOOP4C performed a number of stakeholder engagement activities, and aspects of the proposed strategic plan for stakeholder engagement have been used in these SCOOP4C activities. The results and experience gained from these activities is presented in this chapter as proof of concept of the proposed plan and as example to how it can be applied in practice.

Considering the six key questions of the strategic stakeholder engagement plan, SCOOP4C has, in general, planned its stakeholder engagement activities applying them as follows.

- <u>WHY to engage?</u> The main purpose of the project's stakeholder engagement activities was to inform about OOP and the need for a shared vision for OOP implementations.
- <u>WHAT to engage on?</u> For each engagement activity, SCOOP4C started by defining the target objectives for that activity. The target objectives might differ depending on project needs (e.g. obtaining input for the deliverables) or on local circumstances, e.g. local OOP situation, expected audience, etc. Since SCOOP4C was not an implementation project but a CSA action, the most common objectives were related to informing about OOP and SCOOP4C; sharing of good practice and extending the knowledge base; bringing together stakeholders and promoting collaboration; and collecting feedback from experts and other stakeholders.
- <u>WHO to engage?</u> SCOOP4C targeted at engaging all different stakeholders and at bringing together at the same event stakeholders of different types and of complementary expertise. The usual practice was to collaborate with a local stakeholder as the event organiser. This organiser was responsible for practical arrangements, e.g. venue arrangements, but most importantly acted as a liaison with local stakeholders and experts which were hard to reach directly as SCOOP4C.
- WHEN to engage? Since SCOOP4C was not an implementation project but a CSA action, stakeholder engagement activities were focused on the ideation and planning stages for OOP implementation.
- <u>WHERE to engage?</u> The project's stakeholder engagement activities were usually not focused on a specific domain, but two to four domains were sometimes selected for the world café sessions.
- <u>HOW to engage?</u> SCOOP4C stakeholder events usually started with presentations by experts on selected topics and then continued with parallel discussions in the form of a world café. This setting was efficient for sharing knowledge among the whole audience while at the same time drilling down to engage at specific issues of interest. All SCOOP4C events were open to everyone although optional pre-registration was encouraged for administrative purposes, i.e. for roughly estimating participants' number and type, for participants' faster access to the event, etc. Apart from topics' and experts' selection, activities' planning also involved preparation of target objectives and audience for each event, preparation of world café sessions, e.g. questions for discussion initiation, as well as posters and hands-on material for specific discussions, e.g. priorities and actions on future scenarios were provided in separate pieces of paper which were pinned on scenario posters. If allowed by the owner, the presentations from the workshops were made available online not only for participants but anyone interested to view. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number of participants.

In the rest of this chapter we present the main stakeholder engagement activities performed by SCOOP4C discussing them according to the six key questions as above, while at the end we provide overall results and conclusions. More information on SCOOP4C events is provided in Deliverable D3.3: Community Management Report – year 2.

6.1. Stakeholder activation in Athens, September 2017

Considering the key aspects of the stakeholder plan, the event in Athens can be described as follows:

- WHY: the purpose has been to introduce OOP to Greek stakeholders and the scope targeted the geographical region of Greece
- WHAT: the objective has been to elaborate ideas for OOP implementation and administrative burden reduction, to discuss existing legislative, organisational and technological barriers, to engage relevant Greek stakeholders and to establish cooperation among them, i.e. bring suitable partners together
- WHO: the participating stakeholders were mostly employees of the Greek public sector and mostly at the national level (Greek Ministries), but also a few participants from academia and 1 participant from a non-profit organisation relevant to the IT sector.
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was generic; no specific domain was targeted
- HOW: the stakeholder community was engaged through a workshop consisting of presentations and ample time for discussions and interaction among participants. The event was open to everyone and optional pre-registration was offered. After owners' consent, the presentations from the workshop were made publicly available online. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number of participants.

The Athens event managed to achieve three important outcomes:

- To introduce the concept of OOP in Greek public administrations
- To elaborate existing legislative, organisational and technological barriers for OOP in Greece and identify ways for overcoming them.
- To bring together the key Greek stakeholders and facilitate future collaboration among them

This workshop has been evaluated as successful as it reached the set objectives and the expected number of participants.

The fact that all participants came from the same country and nearly all from the public sector was probably the reason for not spotting any cultural differences or conflicting opinions on the issues discussed. The workshop was conducted in a consensual spirit contributing to information exchange and relationship building among public employees from different administrations with the aim to retain relationships and promote future collaboration.

The lesson learnt regarding stakeholder engagement from the Athens event is the importance of symmetrical dialogue at the initiation stage of OOP implementation. In specific, this event gave the opportunity to key personnel from different administrations to exchange ideas on opportunities for administrative integration and burden reduction as well as barriers faced (e.g. legislative restrictions) to achieve them. Through this process, public servants were able to understand each other's viewpoints and showed increased interest in building connections to overcome existing barriers.

6.2. Stakeholder activation in Sofia, February 2018

Considering the key aspects of the stakeholder plan, the event in Sofia can be described as follows:

- WHY: the purpose has been to introduce OOP to Bulgarian stakeholders and the scope targeted the geographical region of Bulgaria
- WHAT: the objective has been to elaborate strategic stakeholder engagement for OOP implementations, to discuss OOP implementation in the education sector and to elaborate on relevant soft factors
- WHO: the participating stakeholders were mostly from the Bulgarian public sector and Bulgarian academics and less industry and 1 participant from an NGO relevant to privacy and data protection.
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was on the education sector
- HOW: the stakeholder community was engaged through a workshop consisting of presentations on OOP and privacy and trust as well as ample time for discussions and interaction among participants. The event was open to everyone and optional pre-registration was offered. After owners' consent, the presentations from the workshop were made publicly available online. As regards evaluation of the engagement

activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number of participants.

The Sofia event managed to achieve three important outcomes:

- To introduce the concept of OOP in Bulgarian public sector and academia
- To elaborate on soft factors like privacy and trust
- To discuss how OOP could be introduced in Bulgaria and especially in the education sector

This workshop has been evaluated as successful as it reached the set objectives and the expected number of participants, although a higher number of NGO participants would be welcome.

There were no conflicting issues during this workshop probably due to the fact that most participants came from the same country and had an interest in the same domain, i.e. education. The workshop was conducted in a consensual spirit contributing to exchange of information and best practices, mainly between Bulgaria and the Netherlands.

The lessons learnt regarding stakeholder engagement from the Sofia event is the importance of good practice exchange. During the event there was active dialogue among the Bulgarian participants and the presenters of the Dutch good practice case in education which concluded with ideas on how such best practice could be used as an example to learn and reproduce while overcomeing local barriers, cultures, etc.

6.3. Stakeholder activation in Cluj-Napoca, February 2018

Considering the key aspects of the stakeholder plan, the event in Cluj can be described as follows:

- WHY: the purpose has been to introduce OOP to Romanian stakeholders and the scope was limited to the geographical region of Cluj
- WHAT: the objective has been to identify concrete ideas for OOP implementation, to discuss gaps and barriers, and to establish cooperation, i.e. bring suitable partners together
- WHO: the participating stakeholders were a local IT company (acting also as organiser of the event), the City Hall, the County Council, the local Cultural Centre, the Regional Development Agency, the local IT Cluster, the Technical University of Cluj and local SMEs
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was generic; no specific domain was targeted
- HOW: the stakeholder community was engaged through a workshop consisting of presentations and ample time for discussions and interaction among participants. The event was open to everyone and optional pre-registration was offered. After owners' consent, the presentations from the workshop were made publicly available online. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number of participants.

The Cluj event managed to achieve three important outcomes:

- To obtain clear political commitment from the City Hall to support further OOP actions
- To bring together the key stakeholders of the region and establish a group of 'willing' stakeholders to drive things further
- To decide the domain for piloting OOP in the region, i.e. transportation, and organise a hackathon in May 2018 to kick-start this pilot

This workshop has been evaluated as successful as it reached the set objectives and the expected number of participants, although participation from civil society was lower than expected.

The fact that all participants came from the same region and nearly all from the public sector and the local IT inductry was probably the reason for not spotting any cultural differences or conflicting opinions on the issues discussed. The workshop was conducted in a consensual spirit contributing to information exchange and concrete decisions for driving further actions for OOP implementation in the Cluj region.

The lessons learnt regarding stakeholder engagement from the Cluj event is the importance of having a 'believer' on board and approaching the right people. The local organiser for the event made sure that the local key players were involved by hand-picking them and approaching them personally by phone. This was key in bringing the right people in the right place and being able to agree on further collaboration and concrete actions.

6.4. Stakeholder activation in Brussels, April 2018

Considering the key aspects of the stakeholder plan, the event in Brussels can be described as follows:

- WHY: the purpose has been to discuss OOP among varying stakeholders as regards type (public sector, private sector, civil sector), level (beyond from national level to cross-border and even EU-level) and sector. For this reason this workshop was conducted in Brussels and its scope was EU-wide.
- WHAT: the objective has been to inform about OOP, to discuss needs especially as regards privacy and data protection in OOP implementation, and to interact with important stakeholders at EU level and especially with civil society organisations such as privacy advocates and human rights groups.
- WHO: the participating stakeholders were mostly from government administrations, the IT industry and less from academia and CSOs. They came mostly from Belgium but also from another 5 MS. Despite the aim to gather people from the civil sector, the workshop did not succeed in this regard.
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: No specific domain was targeted, however there was a special focus on privacy, GDPR and SDGR.
- HOW: the stakeholder community was engaged through a workshop consisting of presentations and ample time for discussions and interaction among participants as well as through a world cafe on OOP future actions. The event was open to everyone and optional pre-registration was offered. After owners' consent, the presentations from the workshop were made publicly available online. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number and type of participants.

The Brussels event managed to achieve the following important outcomes:

- To bring together varying key stakeholders across EU (contrary to most workshops that targeted the national or local levels)
- To inform not only on OOP but also on emerging developments of GDPR and SDGR
- To gather feedback on SCOOP4C roadmap and future actions from varying stakeholders

This workshop has been evaluated as successful as it reached most of the set objectives and the expected number of participants. However, the type of participants was not as expected, i.e. there was little participation from NGOs and civil society despite the invitations made and the registrations achieved from that stakeholder groups.

Despite the varying origin and background of the audience, there weren't any noteworthy cultural differences or conflicts in this workshop. Of course, there have been constructive criticisms or opposing opinions to the future scenarios, the roadmap actions and priorities, however the discussions were conducted in a consensual spirit reaching smoothly mutually agreed decisions. To this contributed also the moderation of the world cafe session. For example, if there were conflicting opinions as regards the priority of a certain action, i.e. high vs low, the moderator would propose to decide that the action was of medium priority while noting down for the report the two extreme viewpoints.

One of the lessons learnt regarding stakeholder engagement from the Brussels event is the importance of involving citizens in open dialogue on privacy aspects and the need for simplifying the language used for legal issues and implications behind the different concepts to be discussed. Moreover, the inability to gather representatives from NGOs and SCOs although many such organisations were invited, has shown that probably another approach should be used in engaging such stakeholders efficiently. For example, maybe the project should have partnered with a local organiser from an NGO/CSO in order to ensure the attendance of relevant people.

6.5. Stakeholder activation in Koblenz, 29 May 2018

Considering the key aspects of the stakeholder plan, the event in Koblenz can be described as follows:

- WHY: the purpose has been to involve students as citizens and other citizens of the region in the discussions on OOP implementation in Europe as a means of experiencing democracy live.
- WHAT: the objective has been to discuss citizen expectations from administrative simplification, transparency, data privacy and control, trust to government, data sharing and trust at / between different governance levels (local, federal, national, EU-wide)
- WHO: the participating stakeholders were German students and two citizens from the region
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was on the sectors of education, birth and family allowance, health, registration procedures and animal import
- HOW: the students were engaged through a workshop consisting of initial presentations followed with discussions and interaction among participants both in parallel discussions on the different sectors and in a final plenary session. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number and participants.

The Koblenz event managed to achieve the following important outcomes:

- Involve students in active discussion of future modernization of the state and administration and thus offer them a perspective of active participation
- The discussed results were edited as a report that was sent to the city council and the city administration of Koblenz

This event has been evaluated as successful as it reached the set objectives and the expected number of participants.

The workshop was conducted in a consensual spirit contributing to information exchange without spotting any cultural differences or conflicting opinions on the issues discussed. This may be due to the rather similar level of education and status of the group.

The lessons learnt regarding stakeholder engagement from the Koblenz event are that while it is easier to motivate particular students who show interest in the modernisation of public sector to engage in the discussion it is quite cumbersome to motivate other citizens of the region to engage in such offers. It seems that there is much more awareness building necessary from the politics in general and from public sector actors in specific to activate citizens in the dialogue – at least in regards to German citizen activation.

6.6. Stakeholder activation in Madrid, July 2018

Considering the key aspects of the stakeholder plan, the event in Madrid can be described as follows:

- WHY: the purpose has been to introduce OOP to Spanish stakeholders and the scope was limited to the geographical region of Spain although cross-border aspects were also addressed
- WHAT: the objective has been to inform about OOP and current OOP cases and enablers in Spain and the EU, to interact with Spanish key stakeholders regarding major enablers, concerns and areas of action
- WHO: the participating stakeholders were from the public and private sector and academia
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was generic, however parallel discussions were based on scenarios on education, taxation, moving and birth benefits
- HOW: the stakeholder community was engaged through the stakeholder community was engaged through a workshop consisting of presentations and ample time for discussions and interaction among participants as well as through a world cafe on OOP future actions. The event was open to everyone and optional pre-registration was offered. After owners' consent, the presentations from the workshop were made publicly available online. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number of participants.

The Madrid event managed to achieve the following important outcomes:
- To introduce the concept of OOP and relevant cases in Spanish public and private sector
- To bring together key stakeholders in Spain
- To gather feedback on SCOOP4C roadmap and future actions and review the SCOOP4C vision

This workshop has been evaluated as successful as it reached the set objectives and the expected number of participants.

The fact that nearly all participants came from the same country was probably the reason for not spotting any cultural differences or conflicting opinions on the issues discussed. Of course, there have been constructive criticisms or opposing opinions to the future scenarios, the roadmap actions and priorities, however the discussions were conducted in a consensual spirit reaching smoothly mutually agreed decisions. To this contributed also the moderation of the world cafe session as previously mentioned.

The lessons learnt regarding stakeholder engagement from the Madrid event is the importance of partnering with a local organisers of high prestige in order to ensure the promotion of the event and the attendance of key stakeholders. It was also observable that the participants were mostly keen to realise the OOP in their environment. Hence, the group was in its tendency rather homogeneous.

6.7. Stakeholder activation in Krems, September 2018

Considering the key aspects of the stakeholder plan, the event in Krems can be described as follows:
- WHY: the purpose has been to introduce OOP and future cross-border scenarios to an international audience
- WHAT: the objective has been to identify actions to be included in the SCOOP4C roadmap as well as policy recommendations for widely implementing OOP in cross-border public services
- WHO: the participating stakeholders were mostly from the academic community on digital governance
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was generic, no specific sector was targeted
- HOW: the stakeholder community was engaged through a workshop consisting of presentations followed by group discussions per scenario before reporting results back to the plenary. The event was open to all conference participants. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number of participants.

The Krems event managed to promote SCOOP4C's work on OOP and future scenarios to an international audience and to obtain valuable inputs for its work on roadmap actions and policy recommendations.

This workshop has been evaluated as successful as it reached the set objectives and the expected number of participants.

No cultural differences or conflicting opinions were spotted in this event, maybe due to the fact that participants came all from the academic community.

The lessons learnt regarding stakeholder engagement from the Krems event are that researchers in the e-government field are quite actively engaging in discussions. They bring relevant expertise from their research background. There was no observation about cultural differences nor about conflicting opinions that could not be resolved along the discussions.

6.8. Stakeholder activation in Vienna, September 2018

Considering the key aspects of the stakeholder plan, the event in Vienna can be described as follows:
- WHY: the purpose has been to present the main achievements of SCOOP4C and TOOP projects
- WHAT: the objective has been on the one hand to inform the stakeholder community about the projects' results as well as GDPR and SDGR and on the other hand to gather feedback for projects' tasks

- WHO: the participating stakeholders were mostly from the public sector but also from industry, academia and NGOs coming from 27 different countries also non-European
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was generic, no specific sector was targeted
- HOW: the stakeholder community was engaged through high-profile presentations and ample time for discussions and interaction among participants as well as through a world cafe on the impact of OOP on the Digital Single Market. The event was open to everyone and optional pre-registration was offered. After owners' consent, the presentations from the workshop were made publicly available online. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number of participants.

The Vienna event managed to achieve the following important outcomes:

- Informing a wider audience and creating awareness about the OOP, its importance for Europe as well as for its Member States, and promoting the achievements of TOOP and SCOOP4C
- Interacting with a larger stakeholder group in interactive sessions on the roadmapping and policy recommendations and therefore activating the stakeholders
- Gathering inputs for work package 4's deliverable 4.2

The final conference has been evaluated as successful as it reached the set objectives and the expected number of participants.

Despite the varying origin and background of the audience, there weren't any noteworthy cultural differences or conflicts observed in this workshop. Of course, there have been constructive dialogues, but they were conducted in a consensual spirit targeting at information exchange and knowledge sharing.

As the Vienna conference was organised back to back to the Ministerial eGovernment Conference, it managed to attract a large and varying audience, including high-level policy actors from European and Member State levels. The lesson learnt is the importance of finding the right place and time, in our case the collaboration with other major events, for engaging stakeholders. Joining forces on the orgainsation and on attracting the same or at least a very similar target audience was beneficial for both, TOOP and SCOOP4C.

6.9. Stakeholder activation in St. Petersburg, November 2018

Considering the key aspects of the stakeholder plan, the event in St. Petersburg can be described as follows:

- WHY: the purpose has been to introduce OOP to stakeholders from Eastern Europe and Eurasia
- WHAT: the objective has been to gather feedback on the roadmap of future actions and on policy recommendations putting emphasis on cross-border aspects
- WHO: the participating stakeholders were mainly Russians and Eastern Europeans from different sectors and domains
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was generic, however scenarios relevant to education, social protection and healthcare were discussed
- HOW: the stakeholder community was engaged through a workshop consisting of presentations on OOP and SCOOP4C followed by group discussions per scenario. The event was open to all conference participants. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number of participants.

The St. Petersburg event managed to achieve the following important outcomes:

- To address OOP at the border regions of the EU
- To bring attention to the need for simplification of administrative processes and cooperation between EU and bordering countries

This workshop has been evaluated as successful as it reached the set objectives and the expected number of participants.

No cultural differences or conflicting opinions were spotted in this event, maybe due to the fact that participants came all from Eastern Europe.

The lessons learnt regarding stakeholder engagement from the St. Petersburg event are that European stakeholders are rather positive and 'the happy ones' as OOP implementation is driven forward within the EU. Non-EU actors in particular from neighbouring countris are very interested in learing about the OOP and they would highly appreciate if there would be some agreements with the EU Member States to enable OOP simplifications also beyond EU borders, involving in particular neighbouring states as there is mobility between such neighbouring countries with EU.

6.10. Stakeholder activation in Koblenz, February 2019

Considering the key aspects of the stakeholder plan, the event in Koblenz can be described as follows:
- WHY: to involve students as citizens and in particular as young public servants in formation in the discussion on OOP implementation in Europe
- WHAT: the objective was to interact with young public servants in formation (who are citizens as well) on OOP and to gather feedback on the future scenarios, their perception of trust, transparency and data protection along the OOP, and to get inputs for policy recommendations
- WHO: the participating stakeholders were German students who are young public servants in formation
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was on the sectors of education and social protection
- HOW: the students were engaged through a workshop consisting of initial presentations followed with discussions and interaction among participants both in parallel discussions on the different sectors and in a final plenary session. As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number and participants.

The Koblenz event managed to achieve the following important outcomes:
- Involve students who are also young public servants in formation in active discussion of OOP and public sector optimisation

This event has been evaluated as successful as it reached the set objectives and the expected number of participants.

The workshop was conducted in a consensual spirit contributing to information exchange without spotting any cultural differences or conflicting opinions on the issues discussed.

The lessons learnt regarding stakeholder engagement from the Koblenz event are that the young public servants see a large potential in the OOP in regards to public sector modernisation. Even though the students did not know about OOP beforehand, they were rather positive and less critical regarding data sharing among public sector actors in Germany. In the workshop, it became clear that the level of trust may differ among German local, regional and national actors vs. other EU Member State actors, where the countries have not the same cultural and moral codes as in Germany. Reference was given to the Transparency Index and to the level of corruption and level of data quality in other EU MS countries that may not be the same as in Germany.

6.11. Stakeholder activation in Koblenz, April 2019

Considering the key aspects of the stakeholder plan, the event in Koblenz can be described as follows:
- WHY: to involve students as citizens in the discussion on OOP implementation in Europe
- WHAT: the objective has been to interact with citizens on OOP and to collect inputs on their perception of OOP and values such as trust, data privacy, data quality, simplification and ABR, and transparency.
- WHO: the participating stakeholders were German students
- WHEN: the event focused on the ideation and planning stages for OOP implementation
- WHERE: the focus was on the sectors of education and social protection

- HOW: the students were engaged through a workshop consisting of initial presentations followed with discussions and interaction among participants both in parallel discussions on the different sectors and in a final plenary session. <u>As regards evaluation of the engagement activities, it was based on qualitative assessment of the target objectives. The only quantitative measure has been the number and participants.</u>

The Koblenz event managed to achieve the following important outcomes:

- Students had not been aware about the OOP before the workshop; the workshop created awareness about modernisation of public sector with tremendous potential for reducing administrative burden
- Students see big potentials of ABR and simplification of procedures in the OOP
- There should be a gradual diffusion of cross-border OOP in order to ensure trust in the data sharing among governments since the level of trust in public services and public service providers depends on the code of ethics in data handing, the trust in reliability and data quality, and on transparency. The suggestion is to start implementing cross-border OOP with MS countries that have similar codes of ethics and data privay.

This event has been evaluated as successful as it reached the set objectives and the expected number of participants.

The workshop was conducted in a consensual spirit contributing to information exchange without spotting any cultural differences or conflicting opinions on the issues discussed.

The lessons learnt regarding stakeholder engagement from the Koblenz event are that the students see a large potential in the OOP in regards to public sector modernisation, in particular regarding student exchange with a semester abroad (where they currently experience big difficulties). Even though the students did not know about OOP beforehand, they were rather positive and less critical regarding data sharing among public sector actors (Universities in EU, Registers regarding citizen status).

6.12. Stakeholder activation through the online knowledge base?

Considering the key aspects of the stakeholder plan, activation through the SCOOP4C knowledge base can be described as follows:

- WHY: to involve stakeholders in the identification and analysis of existing OOP implementations
- WHAT: the objective has been to gather useful evidence for the project deliverables while at the same time promoting the knowledge base and the stakeholder community
- WHO: stakeholders involved in existing OOP implementations, i.e. mainly from public sector and consultancies
- WHEN: there was no specific focus, it encompasses all OOP implementation stages
- WHERE: there was no specific focus, all sectors may be addressed
- HOW: the engagement took place online by registering (or editing) an OOP case or enabler. The process was constantly monitored by the consoritum both quantitatively (how many cases/enablers analysed) and qualitatively (performing quality checks). Consortium members promoted the knowledge base during project events and through personal contacts. As anticipated, most of the input was performed by consortium members but there were external staekholder involved in registering cases and/or checking registered cases.

The engagement in the online knowledge base to achieve useful inputs for the project activities has been evaluated as successful since several stakeholders from different Member States helped to provide descriptions of their OOP cases and enablers. Also, the number of visitors of the knowledge base was satisfactory as this indicates interest of the stakeholders in the knowledge base of SCOOP4C (see more detailed description on the knowledge base and its achievements in deliverable D 3.3).

6.13. Stakeholder activation through the online survey

Considering the key aspects of the stakeholder plan, activation through the SCOOP4C online survey can be described as follows:

- WHY: to involve stakeholders who were not able to participate in physical events to provide inputs on policy recommendations for the OOP implementation
- WHAT: the objective has been to gather input for the project deliverables while at the same time promoting the stakeholder community
- WHO: the participating stakeholders were data subjects (a majority was students), data providers, data consumers and data recorders
- WHEN: there was no specific focus, it encompasses all OOP implementation stages
- WHERE: there was no specific focus, all sectors may be addressed
- HOW: the engagement took place online by answering a questionnaire prepared by SCOOP4C. The process was monitored by the consoritum and consortium members promoted the survey through the social media and personal contacts.

The online survey managed to achieve the following important outcomes:

- Collecting a set of additional policy recommendations and identifying the actors who should take action to overcome barriers of OOP implementation that were identified through the SCOOP4C project in previous activities

The online questionnaire is, however, not considered a success in terms of stakeholder engagement. The project recorded a number of views of the scenarios and the questionnaires, yet (as explained in section 5 of deliverable D 4.2) there were only a small number of answers that could be used for the synthesis. Only 12 % of 239 visitors of the questionnaires (partially) filled in the questionnaire. While the project feels that the awareness raising on the questionnaire was good, the response rate was low. However, those respondents that filled the questionnaire(s) provided valuable input in particular in the open questions.

6.14. Discussion

SCOOP4C has performed many stakeholder engagement activities during which aspects of the proposed strategic plan for stakeholder engagement have been used. Overall, stakeholder engagement by SCOOP4C has reached its target objectives and achieved a bi-directional engagement, i.e. both provided and gained valuable knowledge and experiences on OOP.

Evaluation of the events organised by the project has been based on qualitative assessment of the target objectives. The target objectives of each event were decided by the consortium when starting to plan the event and guided the decisions regarding the event, such as location selection, invited presenters, etc. Overall, all project workshops and conferences have achieved their set objectives and the consortium is satisfied with their results. Moreover, there has been one quantitative evaluation criterion, namely the number of participants. The consortium evaluated closely this criterion both prior to the event (by checking registrations) and during/after the event (through registration procedure and/or attendance lists), as it was directly related to events' logistics (e.g. venue size, coffee and lunch breaks). Overall, the events organised by the project have achieved the target size of participants. The consortium monitored additionally the type of participants in order to know what type of audience was finally engaged in the events. In general, most participants in SCOOP4C events came from the public sector followed by industry (mostly IT) and academia. NGOs and civil society have been the least engaged.

SCOOP4C has engaged with NGOs and civil society by inviting them to the events organised by the project and by selecting topics of special interest to them (e.g. organising a workshop on privacy and inviting relevant NGOs) and these efforts have intensified during the second half of the project. The project has additionally engaged directly with citizens by organising workshops with University students. However, civil society's participation to most events has been limited. This is further discussed in Deliverable D3.3: Community Management Report – year 2.

Overall, stakeholder engagement by SCOOP4C has been conducted in a consensual spirit without strongly conflicting opinions from the participants. Of course, there have been constructive criticisms or opposing opinions in some events, mostly in relevance to the actions needed and their prioritisation, however with the help of moderation it was easy to reach mutually agreed decisions.

As regards cultural differences, stakeholders seem to share a common understanding that there are some cultural differences across countries and sectors, e.g.:

- The public sector is used to operate differently than the private sector. This is something that is observed across Europe and something that was frequently mentioned in the discussions regarding change management.
- People believe that some countries accept change easier than other countries. However, discussions showed that the same recommendations for successful stakeholder engagement (see section 7) apply more or less to all countries.
- There are different levels of trust among citizens and governments across EU, i.e. in some MS citizens trust their government much more than in other MS.

Overall, SCOOP4C did not face difficulties relating to cultural differences during its engagement activities. Maybe because in some activities, the audience shared common nationality or background or business sector. However, events that engaged stakeholders of varying nationalities and sectors were also smoothly performed.

7. DISCUSSION AND RECOMMENDATIONS

Sections 5.1 to 5.6 provided guidance on how best to build a strategic stakeholder engagement plan by discussing the six key questions of "why", "what", "who", "when", "where" and "how" to engage. Discussion has been backed by theoretical and empirical evidence collected in the project. Wrapping up this section, it would be meaningful to provide some general recommendations for performing successful stakeholder engagement.

1. Show long-term political commitment.

A key issue that continuously came up during discussions with the stakeholder community is the importance of political will. Thus, engagement of policy makers is a necessity in order to show that there is indeed political will and that the engagement process will lead to actual results. "*High-level commitment and leadership helps to overcome resistance to change at other levels in the administration. 'Refreshing' this commitment regularly over time can maintain the momentum*" (European Commission, 2017, Theme 5, p.29). Moreover, stakeholder engagement should be established and organised in a way that is independent of the current government and thus ensured through government changes. Continuance of people and of political commitment needs to be independent from the electoral cycle.

2. Anticipate and eliminate stakeholder concerns

Stakeholders have specific concerns that can act as barriers preventing them to engage in relevant activities. A good stakeholder engagement plan should anticipate such concerns and devise a plan for minimising them from the start. Experience from the SCOOP4C activities points to two main concerns, i.e.:

- **Privacy and security**: OOP may be regarded by some people as a means leading to reduced privacy and security of personal data. Engagement activities should target to include such voices and try to conclude on whether this is a justified concern or not. Engagement participants should be informed of recent regulations at EU and national level (e.g. GDPR) and given the chance to raise their questions and get objective and accountable answers to them. Moreover, the handling of input given during engagement should also be clear and acceptable by the stakeholders (as discussed in section 5.6.3 above).
- **Futile engagement**: It should be considered that both institutional and societal stakeholders have a limited time to devote to such activities. And it could be the case that they have bad experience from the

past, e.g. tokenistic engagement efforts, engagement results that remained unused, etc. The stakeholder engagement plan should clearly delineate how the results of the engagement will be used and how it will influence decision making. Moreover, feedback mechanisms should be devised and followed during and after the engagement process.

3. Anticipate and deal with conflicts and criticism

Engaging such a varying degree of stakeholders will inevitably bring a certain amount of conflicts and criticisms. A good stakeholder engagement plan should anticipate such problems and take proactive measures. For example, in SCOOP4C engagement activities we found that moderation played an important role in dealing with such situations and turning them into fruitful discussions. Additionally, it made a big difference to show to the audience that all opinions mattered and will be taken under consideration.

4. Showcase benefits using concrete examples

The OOP can bring many benefits and different stakeholders can gain different benefits from OOP implementation. This should be communicated to stakeholders and backed up with real-world evidence from existing good practice. For example, public servants should be made aware of how OOP can resolve every day painstaking issues they face in their position, e.g. how to facilitate data exchange, clarify roles and responsibilities, or optimise procedures. Citizens should be shown how existing OOP implementations have simplified interaction with the government, etc. SCOOP4C has gathered such evidence (e.g. the knowledge base at the SCOOP4C portal) and is also developing relevant results (e.g. the future scenarios and impact analysis in D4.1: Gap analysis report of challenges, needs and benefits of the OOP4C analysis) that can be used in order to showcase OOP benefits.

5. Start small, with quick wins

Experience from good practice cases shows that it is important for OOP projects to start small. Similarly, engagement activities can also start small, e.g. focusing on specific scope, issues, stakeholder types. Taking small steps, sharing the results, showing what has been achieved and then expanding to get others on board can be a winning strategy. Actual results can convince the hesitant participants to engage as well.

6. Start with the "willing" stakeholders first

Similarly, experience from good practice cases shows that it is important for OOP projects to recruit believers as they are the human capital to drive things and push towards change. As regards stakeholder engagement, believers can act as champions or ambassadors inspiring and motivating others to get activated as well. Believers can come from different stakeholder types and typically they can motivate other stakeholders of the same type, e.g. officials in high profile positions may motivate institutional stakeholders. Believers should be identified and included in an effective stakeholder engagement plan.

7. Focus on "hard-to-get" stakeholders

Experience has shown that certain stakeholders may be hard to engage. Creative solutions may be needed in such cases in order to be able to efficiently reach out to them. For example, engagement leaders should try to partner with such stakeholders in a win-win situation, finding out what they can offer in order to assure their engagement. Another iea is to recruit a believer with strong connections to the "hard-to-get" stakeholders.

8. Adjust to cultural and local circumstances

Interaction with the stakeholder community has shown that culture is an important factor to consider. Cultural differences mean that there is no single way to engage people; different regions, different attitudes, different ways of engaging exist. Transfering best practice is not a panacea, as the same implementation may not work in another country. It is thus advised to readers to use evidence from this deliverable, the referenced work and other sources and guides but see it through the prism of their own local and cultural circumstances.

8. CONCLUSION

This deliverable aimed at developing a strategic stakeholder engagement plan for OOP implementations. This has been performed in a methodological way including theoretical findings through a literature review and empirical findings through interactions with the OOP4C stakeholder community. The results include a report of the work performed and findings, and, most importantly, a plan for stakeholder engagement, i.e. a discussion of its key elements and guidance on how best to plan stakeholder engagement. The beneficiaries of these results are OOP stakeholders such as governments, civil society organisations and policy makers who will take the lead at OOP implementations and who will be in need of evidence and guidelines in order to successfully engage stakeholders in their endeavours.

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