A GOVERNANCE ASSESSMENT FRAMEWORK FOR IMPLEMENTING CO-CREATION

A. Paula Rodriguez Müller
César Casiano Flores
Trui Steen
CO-CREATION

Definition by Torfing et al. (2019)

- A process of **two or more** public and private actors attempting to solve a shared problem.
- A constructive **exchange of different kinds of knowledge, resources, competences, and ideas**.
- Production of public value.
- A continuous improvement of outputs or outcomes.
- Innovative step-changes that transform the understanding of the problem and lead to new ways of solving it.
BACKGROUND

- Co-creation as an innovative governance tool.
- Mobilization of resources fostering joint ownership of public policy outcomes.
- Coordination of actors’ knowledge, resources, and experiences leads to potentially new, disruptive and innovative ideas.
CO-CREATION and its governance principles

- **ASSETS-BASED**
  ... sees co-creators as active contributors and asset-holders.

- **ENABLING**
  ... requires co-creators to encourage and value each other’s contributions.

- **COLLABORATIVE**
  ... promotes collaborative rather than a paternalistic relationship between co-creators.

- **OUTCOME-ORIENTED**
  Co-creation puts the focus on the achievement of outcomes rather than just services.

- **DEMOCRATIC**
  ... needs to be in line with the policies of elected politicians, which in turn need to pay attention to the needs and capabilities of co-creators.

Adapted from Loeffler (2021b) and Governance International.
GOVERNANCE DIMENSIONS

- Governance as a context for decision-making and implementation:
  - Level & Scales (Where?): multi-level character of policy implementation.
  - Actors & Network (Who?): multi-actor character of policy implementation.
  - Problem perspective & Goal ambitions (What?): multi-faceted character of the problems and objectives of policy implementation.
  - Strategies & Instruments (How?): multi-instrumental character of policy strategies for policy implementation.
  - Responsibilities & Resources (With what?): complex multisource basis for the implementation of policy.
# Governance Assessment Framework for Implementing Co-creation (GAF-CO)

<table>
<thead>
<tr>
<th>Governance Dimensions</th>
<th>Asset-based</th>
<th>Enabling</th>
<th>Collaborative</th>
<th>Outcome-oriented</th>
<th>Democratic</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Levels &amp; Scales</strong></td>
<td>Are the relevant government levels active contributors and asset holders?</td>
<td>Are the relevant government levels encouraging and valuing other contributions?</td>
<td>Are the relevant government levels promoting collaborative relationships between them?</td>
<td>Are the relevant government levels focusing on the achievement of the co-creation outcomes?</td>
<td>Are the policies of the relevant government levels considering the needs, interests and capabilities of the co-creators?</td>
</tr>
</tbody>
</table>

---

Governance Dimensions:
- Asset-based
- Enabling
- Collaborative
- Outcome-oriented
- Democratic

Levels & Scales:
- Are the relevant government levels active contributors and asset holders?
- Are the relevant government levels encouraging and valuing other contributions?
- Are the relevant government levels promoting collaborative relationships between them?
- Are the relevant government levels focusing on the achievement of the co-creation outcomes?
- Are the policies of the relevant government levels considering the needs, interests and capabilities of the co-creators?
<table>
<thead>
<tr>
<th>Governance Dimensions</th>
<th>Asset-based</th>
<th>Enabling</th>
<th>Collaborative</th>
<th>Outcome-oriented</th>
<th>Democratic</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Actors &amp; Networks</strong></td>
<td>Are there opportunities for the co-creators to actively contribute to the co-creation implementation?</td>
<td>Are the different contributions of the co-creators being encouraged and valued?</td>
<td>Are the co-creators contributing in a collaborative manner to the co-creation implementation?</td>
<td>Are the co-creators focused on the achievement of the co-creation outcomes?</td>
<td>Are the needs and capabilities of the co-creators aligned with their contributions?</td>
</tr>
</tbody>
</table>
## Governance Assessment Framework for Implementing Co-creation (GAF-CO)

<table>
<thead>
<tr>
<th>Governance Dimensions</th>
<th>Asset-based</th>
<th>Enabling</th>
<th>Collaborative</th>
<th>Outcome-oriented</th>
<th>Democratic</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Problem Perspectives &amp; Goal Ambitions</strong></td>
<td>Are the perspectives of the co-creators contributing to the achievement of the agreed co-creation’s goals?</td>
<td>Are the perspectives of the co-creators encouraged and valued in the co-creation implementation?</td>
<td>Are the key co-creators sharing similar perspectives for the co-creation’s goals achievement?</td>
<td>Are the perspectives of the co-creators focused on the outcome of the co-creation’s goals?</td>
<td>Are the co-creation’s goals aligned with the needs and capabilities of each other?</td>
</tr>
</tbody>
</table>
## Governance Assessment Framework for Implementing Co-creation (GAF-CO)

<table>
<thead>
<tr>
<th>Governance Dimensions</th>
<th>Asset-based</th>
<th>Enabling</th>
<th>Collaborative</th>
<th>Outcome-oriented</th>
<th>Democratic</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategies &amp; Instruments</td>
<td>Are the strategies and instruments actively contributing to co-creation implementation?</td>
<td>Are the strategies and instruments complementing rather than restricting each other?</td>
<td>Are the strategies and instruments supporting collaborative practices among co-creators?</td>
<td>Are the strategies and instruments focused on the co-creation outcomes?</td>
<td>Are the strategies and instruments aligned with the needs and capabilities of the co-creators?</td>
</tr>
<tr>
<td>Governance Dimensions</td>
<td>Assest-based</td>
<td>Enabling</td>
<td>Collaborative</td>
<td>Outcome-oriented</td>
<td>Democratic</td>
</tr>
<tr>
<td>------------------------</td>
<td>--------------</td>
<td>----------</td>
<td>--------------</td>
<td>-----------------</td>
<td>------------</td>
</tr>
<tr>
<td><strong>Responsibilities &amp; Resources</strong></td>
<td>Are the different co-creators’ responsibilities and resources contributing to the co-creation implementation?</td>
<td>Are the different co-creators’ responsibilities and resources facilitating the co-creation implementation?</td>
<td>Are the different responsibilities and resources supporting the collaboration among co-creators?</td>
<td>Are the different responsibilities and resources focused on achieving the co-creation outcomes?</td>
<td>Are the different responsibilities and resources aligned with the needs and capabilities of the co-creators?</td>
</tr>
</tbody>
</table>
## GAF-CO Matrix

<table>
<thead>
<tr>
<th>Governance Dimensions</th>
<th>Assets-based</th>
<th>Enabling</th>
<th>Collaborative</th>
<th>Outcome-oriented</th>
<th>Democratic</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Levels &amp; Scales</strong></td>
<td><strong>High</strong>: All the relevant government levels are active contributors and asset holders. <strong>Moderate</strong>: Most relevant government levels are not active contributors and asset holders. <strong>Low</strong>: Few relevant government levels are active contributors and asset holders.</td>
<td><strong>High</strong>: All the relevant government levels encourage and value each other contributions. <strong>Moderate</strong>: Most relevant government levels encourage and value each other contributions. <strong>Low</strong>: Few relevant government levels encourage and value each other contributions.</td>
<td><strong>High</strong>: All the relevant government levels promote collaborative relationships between each other. <strong>Moderate</strong>: The promoted collaboration between government levels has some paternalistic features. <strong>Low</strong>: The promoted relationship between the government levels is paternalistic.</td>
<td><strong>High</strong>: All the relevant government levels focus on the achievement of the co-creation outcomes. <strong>Moderate</strong>: Some government levels focus on the achievement of the co-creation outcomes while others in the co-creation process itself. <strong>Low</strong>: The government levels focus on the co-creation process itself rather than the co-creation outcomes.</td>
<td><strong>High</strong>: All the relevant government levels' policies consider the needs, interests and capabilities of the co-creators. <strong>Moderate</strong>: Most relevant government levels' policies consider the needs, interests and capabilities of the co-creators. <strong>Low</strong>: Few relevant government levels' policies consider the needs, interests and capabilities of the co-creators.</td>
</tr>
</tbody>
</table>
APPLICATION OF GAF-CO

Two case studies in Belgium and Spain
A top-down and a bottom-up project

Semi-structured interviews
with 21 key actors involved in the co-creation process.

Review of secondary data
including municipal plans, reports, policies and accompanying material.
INITIAL RESULTS - The case of Navarre, Spain

**PROBLEM:** Challenging situations in emergency services, dispersed residences with identification issues for the providers of these essential services.

**OBJECTIVE:** A bottom-up project to identify scattered addresses & enable faster response times during emergencies.
   1) create unique identifiers for each address
   2) develop detailed maps
   3) develop an offline navigation system

**HOW:** Collaborative efforts of public and private actors to co-create the design and provision of this service to ensure high-quality and feasible outcomes.
The case of Navarre, Spain

INITIAL RESULTS
INITIAL RESULTS - The case of Navarre, Spain

• **Level & Scales:** all the relevant governmental levels contributed to the project (Navarre region and local governments).

• **Actors & Networks:** the co-creators (SITNA, the municipalities, the firefighters, Civil Protection and Public Works) actively contributed to the project.

• **Problem perspectives & goal ambitions:** the perspectives of co-creators contributed to the achievement of the agreed goals.
INITIAL RESULTS - The case of Navarre, Spain

• **Strategies & Instruments:** the strategies and instruments of the co-creators have contributed to achieving the objectives of the project. For example, Civil Protection has provided funding, SITNA supported the database system, Local municipalities endorsed the projects, and firefighters helped to involve society to support the acquisition of data.

• **Responsibilities & Resources:** the assets-based, collaborative and democratic qualities have been assessed as moderate-high. Enabling and outcome-oriented were assessed as high. Most co-creators’ responsibilities and resources contribute to achieving the objectives.
### INITIAL RESULTS - The case of Navarre, Spain

<table>
<thead>
<tr>
<th>Governance Dimensions</th>
<th>Assets-based</th>
<th>Enabling</th>
<th>Collaborative</th>
<th>Outcome-oriented</th>
<th>Democratic</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Level &amp; Scales</strong></td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
</tr>
<tr>
<td><strong>Actors &amp; Networks</strong></td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
</tr>
<tr>
<td><strong>Problem perspectives &amp; goal ambitions</strong></td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
</tr>
<tr>
<td><strong>Strategies &amp; Instruments</strong></td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
<td>High</td>
</tr>
<tr>
<td><strong>Responsibilities &amp; Resources</strong></td>
<td>Moderate-High</td>
<td>High</td>
<td>Moderate-High</td>
<td>High</td>
<td>Moderate-High</td>
</tr>
</tbody>
</table>
next steps

• Further analysis of Case 1 results
• Application of the GAF-CO to the case of Leuven (and potentially others)
• Cross-case results and discussion