DIGIT
Unit B4

Business Case

Digital Community Building

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1 CONTEXT

1.1 Situation Description

A digital community can be defined as a a network of people with common interests who interact through the use of ICT tools as websites, discussion boards, thematic online fora, chat systems and e-mail. Digital communities can be intra-organisational or public. The members of digital communities engage in discussions on topics of shared interest, exchange knowledge and experience, collaborate and co-create knowledge or other assets, from reports and studies to open source software.

The rise of digital or online communities, as they are also referred to often, has been driven in the past decade by the exponential growth of social media and social networks on the Web, such as the cases of Facebook and Twitter[1]. This new form of engagement and communication has therefore become a new media for information provision and knowledge sharing, and a place for lively discussions in today's society.

It did not take long for public administrations in the EU Member States and the EU institutions to realise that establishing digital communities around policy areas and topics can be a new way of informing and engaging stakeholders, including citizens, businesses, NGOs, public administrations and academia, into policy making. For example, the European Commission co-funded a number of projects which aimed at establishing such digital communities, reaching out to different societal groups, such as PuzzledByPolicy[2], which ran until 2013, and YourSpace[3], which ran until 2014. Member states have also been active in building digital communities with initiatives such as "Vas Nazor"[4] platform, managed by Czech local authorities between 2011 and 2012, or the pilot[5] launched in 2002 on the Municipality of Bologna's website which objective was for stakeholders to discuss improvements and solutions for private and public transports situation in Bologna.

Those efforts reached a certain level of participation while active, but that declined soon after the projects concluded. One of their main short comings was that the platforms supporting the digital communities became outdated in matters of functionalities as they did not evolve in the way social media did, which had a direct negative impact on the level of participation. Additionally, community engagement activities are in most cases suspended after the end of such projects, which leads to those digital communities becoming inactive soon.

With the launch of the Better Regulation Agenda[6], the need for a single platform to support digital communities where discussions on policy-related topics take place and ideas are shared between stakeholders (residents, citizens and organisations) and policy officers is becoming even more unrgent. Such a platform can complement the Better Regulation toolbox[7].

1.2 Situation Impact

The increasing interest in online participation policy-making matters from the European Union residents is nowadays proven by the high level of participation in the Commission's online consultations and the rising number of online participation and discussion initiatives from public administrations across Europe. Due to this phenomenon, there is a rising need to structure conversations around consolidated policy-discussion channels, in the form of digital communities focused around specific policy areas and topics. Such digital communities will need to be supported by appropriate platforms which take into account the

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[1] Facebook www.facebook.com and Twitter www.twitter.com

[2] http://join.puzzledbypolicy.eu/en-gb/uDebate.aspx

[3] http://www.joinourspace.eu

[4] http://www.vas-nazor.cz

[5] http://www.demos-project.org/prototyp_pilot_bologna.html

[6] http://ec.europa.eu/smart-regulation/index_en.htm

[7] http://ec.europa.eu/smart-regulation/guidelines/docs/br_toolbox_en.pdf

several elements of the social web, more particularly the social networking, information sharing and social interaction aspects.

The current situation, where on the one hand digital communities are based on underlying platforms which do not provide neither all desired functionality nor the required level of usability and ease of use, and on the other hand are not supported by effective community building and engagement activities has a negative impact on both the processes supporting policy making as well as on the stakeholders involved.

The current situation has a negative impact on processes supporting policy making, as follows:

- **Establishing the consultation.** The current situation makes it more difficult for public administrations and EU institutions to set everything up in preparation for launching an open public consultation, e.g. identifying stakeholders and setting up the online platform that will support the consultation.

- **Stakeholder engagement.** Digital communities are now formed on an ad-hoc basis on various, usually not very suitable, platforms. It is therefore often hard to reach out and engage stakeholders. Stakeholder engagement can be further supported by providing training on the platform and active promotion of the platform, and by demonstrating how feedback is taken into account in policy making.

- **Collecting stakeholder input and feedback.** Most of the existing platforms are limited to data collection, but do not go beyond that. What is required however is for those platforms to be able to use and make sense of the data (via analytics) in a cost-efficient, fully reliable and transparent process.

- **Re-inventing the wheel.** Our analysis has revealed several initiatives that aim at developing platform for supporting digital communities. Those initiatives are in most cases not coordinated and do not reuse each other's outcomes. This results in duplication of efforts and costs, but also to interoperability issues between the different solutions.

- **Outdated content.** A key success criterion for digital communities is the provision and access to up-to-date, accurate content of good quality related to the specific policy topic or area. The platform should make content update easier for both administrators and users. It should also be able to link and tap into related content existing on other sources.

- **Outreach.** Due to the digital divide the participation of stakeholders on current digital communities is not evenly distributed across societal groups and geographic regions.

The current situation has a negative impact on the stakeholders involved (including residents, citizens and organisations), as follows:

- **Use**. The platforms supporting digital communities are often outdated in matters of functionalities, usability and ease of use as they did not evolve in the way social media did. Hence, stakeholders either avoid participating or voice their opinions on popular social media.

- **Trust.** Existing platforms do not provide transparency into how the information collected is used and considered in policy making (if at all).

2   EXPECTED OUTCOMES

With the launch of the Better Regulation Agenda[8], the European Commission aims to put in place a digital community (or communities) in which discussions take place and ideas are shared between stakeholders (residents, citizens and organisations) and policy officers, to enable stakeholders to co-create ideas and share evidence in order to feed public policy reflections. Learning points from previous initiatives (for more details on this, we refer the reader to *D02.01 Participatory knowledge for supporting decision making Study Final Report* reference in *The associated services will take part* *in the definition of the requirements, the performance, the guidance and/or providing lessons learnt of the project.*

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[8] http://ec.europa.eu/smart-regulation/index_en.htm

The identified associated services for this project are the following:

- DIGIT; and

- SG.

A list of additional potential associated services and stakeholders for the project implementation have been identified in the above section *Synergies and Interdependencies*.

2.1 Beneficiaries

The beneficiaries of the project will be the European institutions and Member States' public administrations. During the project, the beneficiaries will be represented by the ISA2 Committee.

Appendix 1: References and Related Documents) will be taken into account in order to help those communities grow and remain active. Those communities will be supported by a new generation platform which will minimize the entry and participation barriers and will therefore make it easy and straightforward for people to engage in discussions and share views and opinions. The platform will support EU officials by providing near-real-time monitoring of the impact of EU policies in the EU Member States, and by producing more accurate projections and forecasts through, for example, simulation and gamification. This platform will be reusable, making it thus possible also for public administrations in the Member States to adapt and configure in their local contexts for establishing and supporting the growth of digital communities in their cities, regions and countries.

More specifically, by deploying the platform, public administrations and EU institutions should be able to:

- Have the platform up-to-date and constantly relevant for the stakeholders in matters of information and evidence-data;

- Engage internal and external stakeholders from short to long term;

- Export discussions, comments and feedback in structured forms that can easily be analysed;

- Have an interoperable channel with other public administrations channels and platforms, so that it can easily be connected with other related organisational and/or policy related websites;

- Have a cost-efficient, fully reliable and transparent process of data feeding into the policy-making process;

- Support evidence (documents) management: allowing *"data to be shared and reused across application, enterprise, and community boundaries"[9]* and ensuring the right *"balance between collecting the data that is most crucial, given a policy issue, relevant factors and indications, and using data that is readily available or than can be collected at low costs"[10]*;

- Allow content moderation to avoid spam or messages with inappropriate/insulting content;

- Support real-time insights data e.g. group insights, poll insights, sentiment curves, feedback overview (for more details on this, we refer the reader to the "Social media analysis" business case, see *The associated services will take part in the definition of the requirements, the performance, the guidance and/or providing lessons learnt of the project.*

The identified associated services for this project are the following:

- DIGIT; and

- SG.

A list of additional potential associated services and stakeholders for the project implementation have been identified in the above section *Synergies and Interdependencies*.

2.2 Beneficiaries

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[9] https://www.w3.org/2001/sw/

[10] *Data for Policy: A study of big data and other innovative data-driven approaches for evidence-informed policymaking*, technopolis group, Oxford Internet Institute and Centre for European Policy Studies, 2015

- *Appendix 1: References and Related Documents*);
- Develop added value services based on the exploitation of data analytics, e.g. trends on word usage (e.g. displayed with wordclouds), argument visualisation (e.g. with wordtrees), and on participants' profile to increase participation and engage them in the long term) that help on the context of policy formulation. For more details on this, we refer the reader to the "Visualisation tools" business case, see *The associated services will take part* in the definition of the requirements, the performance, the guidance and/or providing lessons learnt of the project.

The identified associated services for this project are the following:

- DIGIT; and

- SG.

A list of additional potential associated services and stakeholders for the project implementation have been identified in the above section *Synergies and Interdependencies*.

2.3   Beneficiaries

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- # Appendix 1: References and Related Documents.

From the stakeholders' point of view, the digital community platform functionalities should deliver the following:

- Facilitate the contribution to discussions in various forms and in different languages;

- Promote conversations between users (also between users from different countries speaking in different languages) in various forms (forum, topic presentation and replies);

- Allow users to submit idea, and to rate, vote and comment on ideas of others;

- Connect to and allow interaction with popular social media;

- Be able to integrate with other platforms for users' identification (e.g. eID, social media login);

- Facilitate the interaction between users;

- Support self-organising communities.

The expected outcomes derived from the implementation of the proposed solution, i.e. a reusable next generation platform to support digital communities on policy topics, should aim at fulfilling the challenges identified in section **Error! Reference source not found.**.

To ensure the successful development of digital communities, the platform should be accompanies by raise awareness and community building activities, which however remain outside the scope of this business case.

3 POSSIBLE ALTERNATIVES

This section describes known or potentially available alternative solutions to tackle the described situation. From the list of the potential alternatives, one of them is clearly chosen. The chosen alternative is detailed in Section 4.

For each identified alternative, a general description, a SWOT analysis and a qualitative assessment is provided. The SWOT analysis provides the major Strengths, Weaknesses, Opportunities and Threats as perceived by the stakeholders considering the organisational impact, the financial impact, the timing impact and the associated risks.

Two possible alternatives have been considered to tackle the situation and meet the objectives:

- Alternative A: Baseline scenario – No action

- Alternative B: Develop functionalities in existing solutions for promoting participation and engagement in online discussions

3.1 Alternative A: No action

In the baseline scenario, public administrations will continue to carry out their work following the current approach.

SWOT Analysis

Strengths	Weaknesses
• No need for investments.	• Digital communities are formed on numerous, unconsolidated platforms. • Related and overlapping efforts remain uncoordinated. • It is hard for public administrations to reach out, engage and collect feedback from stakeholders. • Valuable information is lost and does not reach the policy lifecycle.

	• Lack of alignment with the Better Regulation Agenda. • Stakeholders are puzzled by the different existing platforms, their purpose and their relationships. • Stakeholders do not have visibility on how are their discussions' contributions used (if at all).
Opportunities	**Threats**
N/A	• Policy-making process misses key information. • Several initiatives continue developing overlapping solutions in parallel, hence duplicating efforts and costs. • Stakeholders lost interest in participating in digital communities around policy topics or areas.

For obvious reasons, this alternative does not raise itself as the best option since it will not contribute to the achievement of the expected outcomes.

3.2 Alternative B: Develop functionalities in existing solutions for promoting participation and engagement in online discussions

A second alternative entails extending existing solutions, such as Futurium[11] of DG CNECT, Joinup[12] of DG Informatics or Consul[13] from Madrid City council, that allow Building a digital community and promoting its participation and engagement.

Futurium is designed to be a foresight tool, predicting future policy trends using evidence and participatory knowledge from stakeholders. Futurium will support digital communities around policy areas of the European Union. The platform will allow framing the conversation using a process and data model. The platform will be organised around eleven themes and would allow evidence-based discussions around specific topics, as well as downloading the tool as an open-source product for implementation by public administrations via Joinup platform. Futurium community building is structured around two main pillars: engagement and analytics tools.

Joinup is a platform which supports the development and operation of digital communities that collaborate and exchange knowledge about reusable interoperability solutions. The functionalitiy and the purpose of Joinup are targetting a different audience and are aiming at different objectives, hence reuse for policy discussions would require adaptations, configuration and re-development of features and functionalities. Both Joinup and Futurium are based on Drupal 8.

Consul is the platform software used by Madrid City Council to manage their eParticipation activities. The platforms is composed by several modules, including digital community building and policy ideas crowdsourcing. In the context of this business case, this tool is considered for the digital community building activity.

Building on Futurium's current functionalities will support the platform become the one-stop for online discussions on EU policy-making at the several stages of the Better Regulation cycle[14].

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[11] https://ec.europa.eu/futurium/en

[12] https://joinup.ec.europa.eu/

[13] Platform https://decide.madrid.es/ , Software https://github.com/consul/consul

[14] http://ec.europa.eu/smart-regulation/images/br_infographic.png

SWOT Analysis

Strengths	Weaknesses
• The expected outcomes can be achieved. • Limited additional investments, as much of the core functionalities already exist. • Reuse and optimisation of an existing solution. • Building a consolidated "one-stop" for online discussions on EU policy-making, applicable also to the Member States. • Advanced data analytics and visualisation capabilities for the collected feedback. • Multi-lingual support. • A multichannel platform allowing information flows across online media. • Transparency in how the stakeholders' feedback and input feed into policy making.	• Existing solutions have their shortcomings in terms of functionalities and multilingualism support, hence adaptations, configuration and re-development of features and functionalities will be required. • Reuse would result in dependencies, hence governance and change management of the reused solution will have to be discussed. • Investments are required for resources, web development and training. • Internal ownership definition and high engagement is required per policy area. •
Opportunities	**Threats**
• Synergies with existing initiatives and reuse of their software can lead to cost- and time efficiencies. • Active digital communities are developed around policy-related topics and their discussions provide valuable input to policy making. • Synergies with other online platforms (EUsurvey, social media) in a fully integrated architecture for data analytics. • Establish a direct communication channel between the between public administration and its stakeholders. • In house expertise exists. • Included in the Better Regulation toolbox.	• Technology limitations in terms of multi-lingual support. • There has to be caution not to reinvent the wheel. • The engagement of stakeholders remains a challenge, especially if the platform is not supported by raise awareness and community building activities. • The digital community may engage/attract the interest of stakeholders from specific targets groups, thus leaving out greater parts of society.

This alternative will equip policy officers with advanced tools that will allow them to have access to valuable information via analytics, previously not collected, which they can utilise in the context of the policy lifecycle but also in the context of increasing the overall reach and i.e. success of the platform, thus improving the quality of the decisions taken in alignment with the Better Regulation Agenda[15]. Overall, this alternative will have a positive impact on the size and strength of the digital community built around the European Commission.

In order however to ensure the successful implementation of the alternative, the open-source solutions to be reused must be carefully assessed before being selected.

4   SOLUTION DESCRIPTION

4.1   Benefits

The main benefits of the proposed solution for policy ideas crowdsourcing are the indicated below.

For public administrations and EU institutions:

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[15] http://ec.europa.eu/smart-regulation/index_en.htm

- Ability to support the development and the activities of digital community around policy topics and areas by means of an integrated , user-centric platform which provides different channels of interaction and builds on the principles of the social web;

- Ability to easily detect the different opinions expressed in the comments and contributions;

- Ability to easily produce statistics on the comments, contributions and participants' profile;

- Ability to support and process multilingual content;

- Improvement in the flow of information from the stakeholders into the policy lifecycle;

- Improvement of stakeholders' participation and engagement in policy making, by lowering the technological barriers;

- Realisation of time and resource efficiencies in processing and analysing comments and contributions received in the digital community;

- Realisation of time and resource efficiencies by coordinating existing initiatives and reusing what exists already.

For stakeholders (digital community building contributors):

- Make their voice heard in policy making and be innovative;

- Ability to submit discussion topics that affect them directly;

- Ability to participate in a transparent policy-making process;

- Ability to remain informed about a particular discussion;

- Ability to integrate with existing services for user identification (e.g. eID, social media login), hence not requesting users to create yet another online profile.

4.2   Success Criteria

The high-level success criteria of the proposed solution are

- Digital communities that adopt the platform or are initiated directly using that have a growing of active users, by at least 20% compared to before.

- The diversity of profiles of active users, in terms of nationality, age, educational background, sex and location, in the digital communities is increased by 50%.

- Stakeholders are more confident that their voice is heard in the policy lifecycle by 30%.

- Public spending and investment on developing in parallel similar solutions for supporting digital communities are reduced by 70%.

4.3   Assumptions and constraints

It is assumed that it is possible to implement additional functionalities on the existing solution.
It is assumed that the solution will process only EU official languages.
It is assumed that there exists enough interest and commitment within the EU institutions to invest resources in the implementation and release of a reusable platform.
It is assumed that the adopters of the platform will support the growth of the digital communities by providing additional raise awareness and community building services.

4.4   Scope

The scope of the solution is limited to the development of a platform for digital communities around policy topics and areas, focusing on the aspects outlined in the "Expected Outcomes".
The provision of additional raise awareness and community building services for supporting the growth of those digital communities is out of scope of the implementation of the solution. This however does not imply that their importance is not recognised.

The solution will be used at corporate level within the Commission, but will also be made available to the Member States.

The expected outcomes will be covered by one tool from a set of tools DIGIT and DG CONNECT intend to develop to support Participatory knowledge for supporting decision making. This set of tools can be included in the Better Regulation Toolbox, launched by the European Commission's Secretariat-General. For additional information, we refer the reader to *Appendix 1: References and Related Documents*.
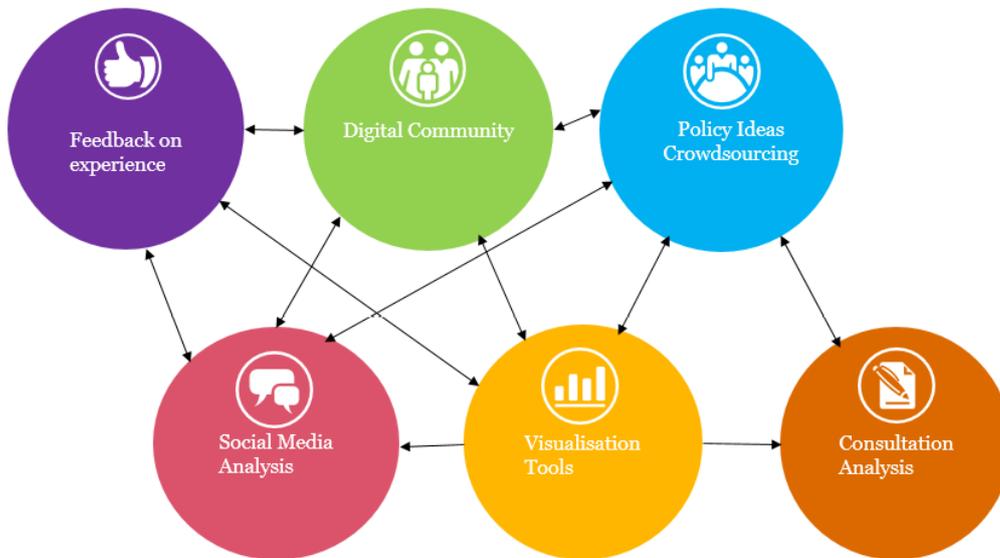
Figure 1: Links between the business cases for corporate solutions supporting participatory knowledge for supporting decision making.

4.5 Solution Impact

Given the need to introduce new functionalities into an existing solution that would lead into a new process, the impact of Alternative B: Develop functionalities in existing solutions for promoting participation and engagement in online discussions on both organisation and process is medium.

More specifically, the adoption of Alternative B: Develop functionalities in existing solutions for promoting participation and engagement in online discussions will positively impact the process supporting open public consultations under the Better Regulation Guidelines, especially the "Establish the consultation" and the "Conduct consultation work" phases, as follows:

- **Improving the establishing of the consultation.** The proposed solution will make it less difficult for public administrations and EU institutions to set everything up in preparation for launching an open public consultation, e.g. identifying stakeholders and setting up the online platform that will support the consultation.

- **Increasing stakeholder engagement.** Digital communities will be formed on a consolidated platform and will be engaged on a regular basis. Stakeholder engagement will be further supported by an active promotion of the platform, and by communicating the process on how feedback is taken into account in policy making.

- **Collecting more, and more easily stakeholder input and feedback.** The data collected on the platform will be analysed in a cost-efficient, fully reliable and transparent process, and will feed the policy-making cycle.

- **Saving time and resources via reuse.** The platform will be coordinated with other initiatives, consolidated wherever possible and will reuse other initiatives' outcomes. This will result in an efficient approach avoiding costs and duplication of efforts, and ensuring the highest level of interoperability between systems.
- **Up-to-date content.** The platform will ensure an up-to-date and accurate provision and access to content of good quality related to the specific policy topic or area. The platform will make content management easy for both administrators and users.
- **Outreach.** The participation of stakeholders on a digital community across societal groups and geographic regions will be promoted via different communication channels and offering an alternative to the online platform.
- **Need for a digital community managing team.** The solution's implementation introduces the need for establishing a digital community managing team who is responsible for managing a set of digital communities.

The solution will positively impact the stakeholders involved (including residents, citizens and organisations), as follows:

- **Ease of use**. The platform will be built using the latest trends in matters of functionalities, usability and ease of use and will be optimised on a regular basis. The platform user experience will therefore promote the participation from stakeholders.
- **Trust.** Providing the opportunity for individuals to participate in a digital community will re-establish the trust in the public administration and make individuals realise the administration listens to the individual opinions and needs. To achieve this, the platform and communication campaign will provide transparency into how the information collected will be collected, used and considered in policy making.

4.6   Deliverables

The main deliverables of the proposed solution is a software solution. However, the adoption of a new solution will imply the development of additional deliverables such as:

- User manuals;
- Technical documentation;
- Branding strategy, including a communication plan; and
- Training material.

4.7   Risks

The main risks derived from the implementation of the proposed solution are the following:

- Owners of existing solutions will not agree to use the new solution, despite the limitations faced by their own solutions. This risk could be mitigated by conducting informative sessions highlighting the efficiency (time-saving) driven by using a consolidated tool across DGs and Member States.
- There is organisational resistance from people who do not feel engaged with the new tool. This risk could be mitigated by conducting informative sessions highlighting the benefits of building a digital community (e.g. communication channel to relevant/interested stakeholders).
- If the launch of the new solution is not supported by raising awareness and community building activities, there may still be limited or no stakeholder engagement. This risk could be mitigated by planning and conducting raising awareness activities.
- There is not an alignment between the organisation and the stakeholders' expectations in matters of participation, engagement, or ultimate goal of the activity. This risk could be mitigated by providing detailed information on the goal and scope of the digital community activity on the platform itself, and on the raising awareness activities.

If the mitigation measures are not effective, the risks can have an impact on a low perception of the long-term benefits and overcome of these risks might require additional time and means.

4.8   Costs, Effort and Funding Source

The costs, effort and funding source will be defined by the business case owner. The business case owner of the digital community building is DG CONNECT.

The internal tasks currently foreseen are the following:

- Service management

The external tasks currently foreseen are the following:

- Project management
- Business analysis & requirements
- Development
- Testing
- Evolutive maintenance
- Training
- Change management activities
- Operations

It is foreseen that the resources needed for the digital community operations will be reassessed on a yearly basis, in alignment with the actual demand.

4.9   Roadmap

The current roadmap for the development of this business case is the following:

- The service description to be completed in 2016;
- the tool development and implementation to take place in 2016 and 2017; and
- the service operations to start between 2017 and 2018.

4.10   Synergies and Interdependencies

In the European Commission, some synergies can be found among the initiatives that are being carried out. Several initiatives are identified:

- The Futurium tool project, currently owned by DG CNECT for their (and other specific DGs) digital community building.

- YourVoice platform, currently owned by the European Commission's Secretariat-General. This tool is used for the consolidation of the links to the stakeholders' consultation, and their known brand can be reused to build the digital community.

- The Better Regulation platform project, currently under development by the European Commission's Secretariat-General, and which objective is to be the platform to become the reference of and mirror the Better Regulation Agenda.

- The open-source Consul tool, used by Madrid City council in their "Madrid Decide" platform for digital community building, downloadable for reuse and already reused by Barcelona and Oviedo city councils.
- The Better Regulation toolbox, launched by the European's Commission Secretariat General as a complement to the Better Regulation Guideline presented in in SWD(2015) 111.

5   GOVERNANCE

5.1   Project coordination

The DG that will coordinate the project is DG CONNECT; together with the ISA2 Committee. DG CONNECT can nominate external suppliers to develop the technical part. However, DG CONNECT will be accountable for the delivery of the final solution and the support for its well-functioning.

5.2   Service Provider

The DG that will make the final solution available to other DGs and/or Member states is DG CONNECT.

Within the Commission, the solution will be provided as a corporate service run by DG CONNECT.
At EU Member States, the solution will be provided as a tool.

5.3   Associated services/stakeholders

The associated services will take part in the definition of the requirements, the performance, the guidance and/or providing lessons learnt of the project.

The identified associated services for this project are the following:

-        DIGIT; and

-        SG.

A list of additional potential associated services and stakeholders for the project implementation have been identified in the above section *Synergies and Interdependencies*.

5.4   Beneficiaries

The beneficiaries of the project will be the European institutions and Member States' public administrations. During the project, the beneficiaries will be represented by the ISA2 Committee.

APPENDIX 1: REFERENCES AND RELATED DOCUMENTS

ID	Reference or Related Document	Source or Link/Location
1	D02.01 Participatory knowledge for supporting decision making Study Final Report	https://webgate.ec.europa.eu/CITnet/confluence/x/zgFWH
2	Business Case on Visualisation tools	https://webgate.ec.europa.eu/CITnet/confluence/x/0AFWH
3	Business Case on Social media analysis	https://webgate.ec.europa.eu/CITnet/confluence/x/0AFWH
4	D03.01: Business cases for corporate e-Participation solutions	https://webgate.ec.europa.eu/CITnet/confluence/x/0AFWH
5	Better Regulation toolbox	http://ec.europa.eu/smart-regulation/guidelines/docs/br_toolbox_en.pdf