

An Evidence-Based Model for the Assessment of Organizational Maturity for Open Government Data as a Precondition for Data-Driven Co-Creation

Sanja Vrbeč and Tina Jukić

Faculty of Public Administration University of Ljubljana

Abstract

This paper presents key research developments from the OPEN-READY project, focusing on the establishment of an evidence-based model to assess organizational maturity for Open Government Data (OGD) as a precondition for data-driven co-creation. The model aims to support public organizations not only in generating, managing, and publishing high-quality OGD but also in stimulating its (re)use through co-creative practices, thereby fostering innovation and creating public value. Given that OGD does not possess intrinsic value, its mere availability does not automatically result in public value or societal and economic impact. To address this, governments are encouraged to move beyond traditional “one-way street” approaches to open data and actively participate in the broader ecosystem of OGD (re)use. Within this context, scholars such as Toots et al. (2017) and McBride et al. (2019) have introduced the concept of “OGD-driven co-creation,” which synergizes OGD and co-creation to spur innovation and deliver new public value.

While the literature on OGD includes models for assessing organizational maturity for open data, these models typically fail to account for the activation of OGD through co-creation as a responsibility of public organizations. Moreover, existing models are often context-specific, shaped by national and administrative factors. This paper addresses these gaps by integrating co-creation and open data into a unified framework, taking the first step toward developing an organizational maturity assessment model for OGD-driven co-creation tailored to the Slovenian context.

The research is guided by the following questions:

RQ1: What are the drivers and barriers to OGD and OGD-driven co-creation? Consequently, what properties, features, and capacities must public organizations possess to implement OGD and OGD-driven co-creation successfully?

RQ2: How can these findings be applied to the Slovenian context?

The study builds on a systematic literature review of OGD, forming the basis for identifying preliminary attributes of the model. This analysis reveals six categories of factors (drivers and barriers) that influence the opening of government data: (1) organizational features, (2) the broader context in which the organization operates, (3) data quality, (4) features of national open data portals, (5) external actors/users, and (6) the relationship between OGD publishers and users within the wider ecosystem.

As the model is designed for application at the meso level—i.e., by public organizations—its scope primarily encompasses factors that organizations can influence. Consequently, attributes related to national data portals and external actors/users are excluded. To further refine the model, the study examines the emerging literature on “OGD-driven co-creation,” extracting additional attributes to measure public organizations’ capacity to stimulate creative and co-creative activation of their open data. Finally, the theoretical assumptions underpinning the model are validated within the Slovenian context.

Keywords: open government data, co-creation, decision support model, organizational maturity