



*Co-Production and Co-Governance: Strategic Management, Public Value and Co-Creation in the Renewal of Public Agencies across Europe*

## **Deliverable 1.2: Repository of Practices**

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## SUMMARY

This report is based on a collection of thirty-two practices illustrating examples of public sector innovation in six European countries (Croatia, Denmark, France, Netherlands, Slovenia and the United Kingdom).

Researchers of the COGOV consortium were asked to nominate practices that they found to represent substantive exemplars of innovative approaches to co-production and co-creation in their respective countries.

In the first part and based on the received cases, the report analyses what the international team of researchers deem to be distinctive and original about the practices. Quantitative information on the cases also enabled us to determine at what territorial level, and in which policy area, distinctive practices occur.

In the second part, the report contextualises the content of the cases within public value theory, network governance, co-production and co-creation, and collaborative leadership, which are the conceptual building blocks of the COGOV project

To capture a variety of applications, a range of different policy fields have been selected (including social policy and welfare, healthcare, public administration, environmental initiatives, local community development; heritage; open data). The report also focuses on cases in which 'stakeholders' can involve both organized entities and non-organized entities (for example citizens, residents or volunteers). In terms the public sector, the term 'stakeholder' stretches from traditional public authorities (for example local councils or government departments) to quasi-public organizations and the voluntary sector.

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## INTRODUCTION

This repository is the second deliverable (1.2.) from Work Package 1 of the COGOV project. It is initially informed by the first deliverable from this work package, a structured review of the literature (1.1.), which is organized around four key themes (Ferlie et al., 2019):

- Public Value
- Network Governance
- Co-creation and co-production (including digital era governance); and
- Collaborative leadership

These themes encapsulate perspectives and debates on ‘downward-facing’ innovative models of public administration, which, in turn, imply the involvement of, and co-operation between a range of stakeholders in service design and service delivery in order to create public value.

As outlined in the literature review (D1.1.), a central tenet of the COGOV project is that the operation and outcomes of ‘downward facing’ models are intertwined with (effective) strategic management (see Ferlie, Pegan, Pluchinotta and Shaw, 2019, p. 6). Strategic management is to be ‘concerned with complexity arising out of ambiguous and non-routine situations with organization-wide rather than specific or day-to-day implications’ (Johnson et al. 2009). Thus, understanding the manifestations, challenges and opportunities presented by ‘downward facing’ models in practice is pertinent to the project.

The purpose of the repository is therefore explore a number of practices of the strategic and ‘downward-facing’ renewal of public services and policies (away from traditional and NPM models) which have been developed by a range of organizations delivering services for the public across Europe. As the literature review showed, the concepts underlying the COGOV project are contested and difficult to define. As the project proceeds therefore, there is a need to clarify what innovation or strategic renewal stands for in the context where the empirical work will be carried out. The Repository is an effort in this direction.

Given the contested nature and the context dependency of innovation, we decided to adopt an inductive approach.

- Based on their expertise and local knowledge, all COGOV researchers were asked to nominate practices they deemed innovative or promising (in terms of their eschewing a traditional or NPM approach).
- This was without being given any other instruction apart from the reference literature in the form of the COGOV Literature Review (Deliverable D1.1), which each of the partner had contributed to in the prior months to the Repository (May 2018 – January 2019).
- Given the early stage of the research (the first year of COGOV), we kept the case selection relatively free and open.

Several reasons led us to adopt a relatively unstructured method of case selection. Theoretically, we aimed to create a collective understanding of what innovation is in this context, based on inductive reasoning from a randomly selected sample of cases submitted by partners. From a practical point of view, the repository also allowed us to pursue a collective brainstorming exercise in preparation for the case study focus in Work Package 2. It is worth mentioning that a second repository of practices based on structure criteria will be delivered in the COGOV project under Work Package 2 (Deliverable 2.4: “Repertoire of practices for the strategic renewal of local government and public agencies in Europe”), which will be delivered at the end of the second year of the project.

This Repository is the result of a collective effort by the COGOV partnership. The following partners authored the vignettes for this repository:

- Ewan Ferlie (The Cooperative Council), Irene Pluchinotta (National Flood and Coastal Erosion Risk Management and Open Government),
- Hannah Williams, Martin Kitchener and Rachel Ashworth (vignettes from Wales)
- Nicolette van Gestel (The Netherlands Enterprise Agency; the Regional Network Governance of the Labour Market; and Co-creation in Local Health and Welfare),
- Jacob Torfing (Cycling without age and Issues that unite)
- Peter Aagaard (The Disruption Council)
- Eva Sørensen (Youth Policy Committee)
- Karsten Hansen (Copenhagen Cycle Superhighways)
- Marko Ropret and Polonca Kovač (vignettes from Slovenia)
- Tatjana Perše and Josipa Cvelić (vignettes from Croatia)
- Nathalie Boutin (The Great National Debate; The Environment and Industrial Pollution),
- Emil Turc (Marseilles Euroméditerranée),
- Edina Soldo, Djelloul Arezki and Laura Carmouze (Participatory Budgeting in France)
- Edina Soldo (The Participatory Evaluation of the city of Nantes)
- Djelloul Arezki (Local Health Contract in Limoges)
- Christophe Alaux and Laura Carmouze (Grand Lyon).

After the cases were collected – and following the method and purpose described above - the objective was to determine inductively what *innovative* practices are in the view of a multinational research team. The authors of this report also looked at how the submitted practices fit within the literature streams of public value, co-production and co-creation, network governance and collaborative leadership. We did this by an interactive process where opinions were exchanged on how the cases relate to public value, co-creation, and network governance of collaborative leadership. A database of cases was created to help us identify what innovation is, what are the “downward facing” elements of innovation and where does it occur (policy context, type of organisation, and territorial jurisdiction).

The repository captures and explores the ways in which organizations are engaged in practices, which reflect efforts to generate public value; governance through networks; co-creation and co-production and collaborative leadership. As a comprehensive overview of the field, the literature review (1.1.) identified gaps in our knowledge and understanding. It also

posed questions, which COGOV will go on to address. As WP1 concludes, this repository demonstrates how COGOV has begun to engage with, and address, these gaps in our knowledge and understanding by linking real-world developments to the four principal themes of public value, network governance, co-production and co-creation and collaborative leadership.

Specifically, the repository makes these contributions to the overall project:

- It provides a contextual definition of innovation based on examples from countries where the project is implemented.
- Drawing on the inductive exercise and the work of OECD (2017) and NESTA (2014): ‘Public sector innovation involves creating, developing and implementing practical ideas that achieve public value. By using co-production and/or co-creation ideas that draw on the inputs from citizens from all walks of life, innovation can help governments create public policies that are more broadly-based, inclusive and targeted on citizen’s needs. These ideas have to be at least in part new, (rather than improvements), they have to be taken up and used (rather than simply remaining ideas), and they have to be useful. Such ideas, in turn, create new spaces to challenge the architecture of problems, overcome old administrative and market legacies and channel public resources to where they are most needed’.
- Stakeholders can involve organized entities and non-organized entities (for example citizens, residents or volunteers). Who is a stakeholder stretches from traditional public authorities (for example local councils or government departments) to semi-public organizations and the voluntary sector.
- Based on the four themes (and relevant sub-themes), it provides a new collection of vignettes which are either recent or have (to the best of our knowledge) not been analysed in the academic literature so far.
- It usefully identifies that – in practice - the themes of public value, co-production and co-creation, network governance and collaborative leadership are best viewed as closely inter-related and likely – to a greater or lesser extent – to all be components of multi-faceted real-world practices. The exact inter-relationship and relative importance of the themes is thus a matter for empirical investigation.

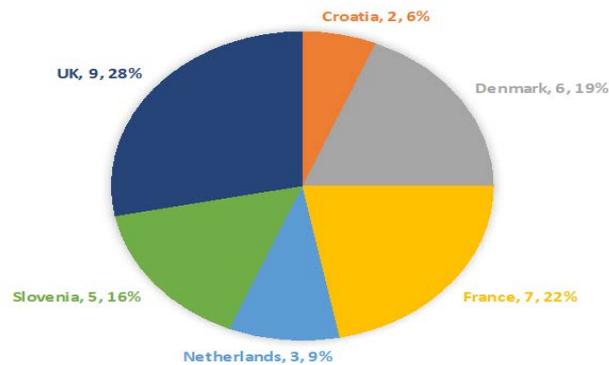
The first part of the report present a systematic overview of the 32 cases. The second part presents the inductive overview of the cases. Each of the cases is presented under a theme - and in a vignette - that provides an overview of the practical application of the strategic and ‘downward-facing’ renewal of public services across a variety of contexts. The report concludes with implications for future research.

## DEVELOPING THE REPOSITORY

### 1.1 Overview of the cases

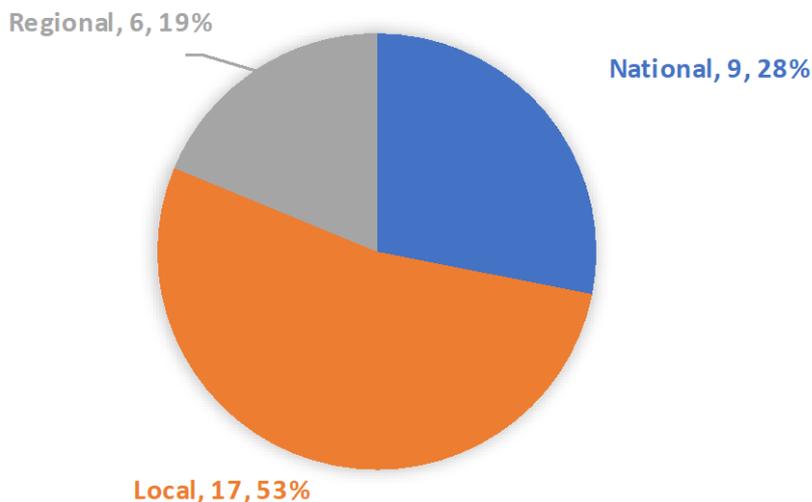
The purpose of the section that follows it to provide a systematic overview of the cases to complement the inductive analysis presented in the following section (Content analysis). The analysis that follow is based on the 32 cases. Figure shows the distribution of cases per country. The number of cases proposed per country mirrors the number of partners in each country and the amount of time each partners was allocated in Work Package 1. For example, the partners from the UK proposed the most cases, as the British team consists of three partner universities.

**Chart 1: Overview of cases by country (Total: 32)**



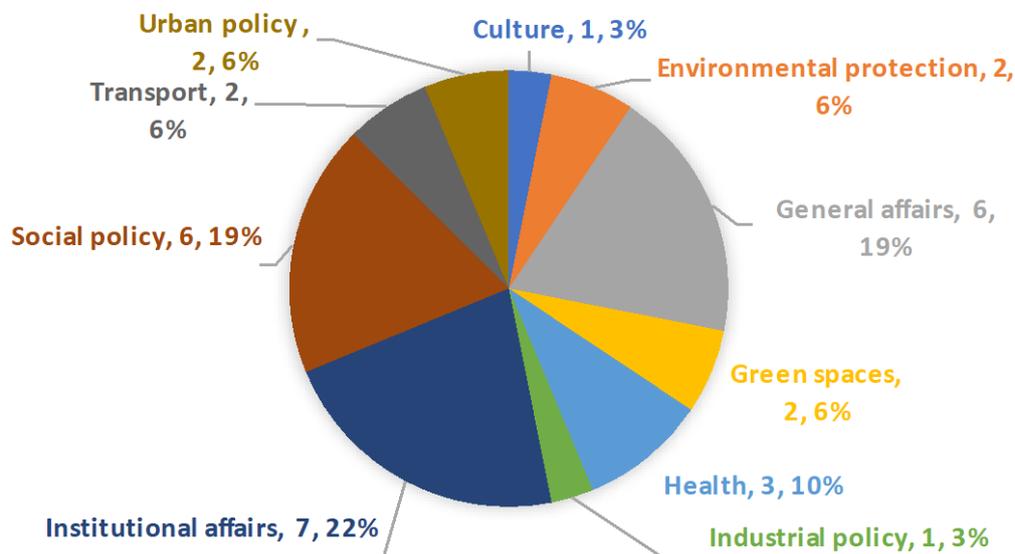
COGOV investigates a range of organisations and their activity at different levels of government, territorial jurisdiction and policy context. The number of cases (32) allows us to present some descriptive statistics on the distribution in the random corpus of cases. Even though this is not a representative sample, some of the findings arising from this comparative analysis are corroborated in the literature (Deliverable D1.1). Chart 2, for example, shows that most of the Repository cases were implemented at the local level. Combined with cases implemented at the regional level, they represent almost three quarters of the cases.

**Chart 2: Overview of cases per territorial level of implementation (Total: 32)**



While downward facing models of strategic renewal, in theory, are not defined by scale, most of the cases that have been studied so far have been implemented at the local (city) and regional level or at the levels that are closest to citizens (see Ferlie et al. 2019, p. 32). In line with the review of the literature, we also found that downward facing strategic models of renewal could also be found in an array of policy contexts. In total, we found our cases fall under ten different policy areas (Chart 3). Most of the cases try to solve an institutional challenge, for example how to include youth in the local decision-making (as in the case of New Political Committees in Denmark), organising dialogue between citizens and the government (the French national debate) or setting up mechanisms for citizen feedback (my.suggestion.gov.si in Slovenia).

**Chart 3: Overview of cases per policy area**



Downward facing strategic renewal, and themes such as co-production, began life in the private sector with product customization. In the public sector literature, there is no consensus as to the type of organisations that take part in strategic renewal. Co-creation for example can include two organisations in the public sector as well a mix between private, not-for-profit and public organisation. Depending on the definition, it can also occur within organisations and between departments. Based on our cases, we can see that in the COGOV consortium there is a broad understanding on who are (or should be) the stakeholders of downward facing strategic renewal. These are for the most part public institutions, but they include as well the non-for-profit sector and public companies (Chart 4).

**Chart 4: Overview of cases per type of organisation**

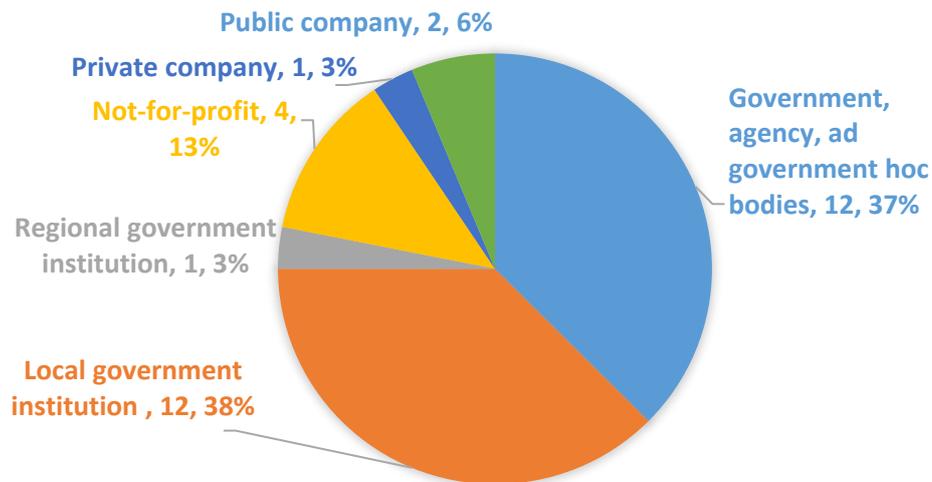
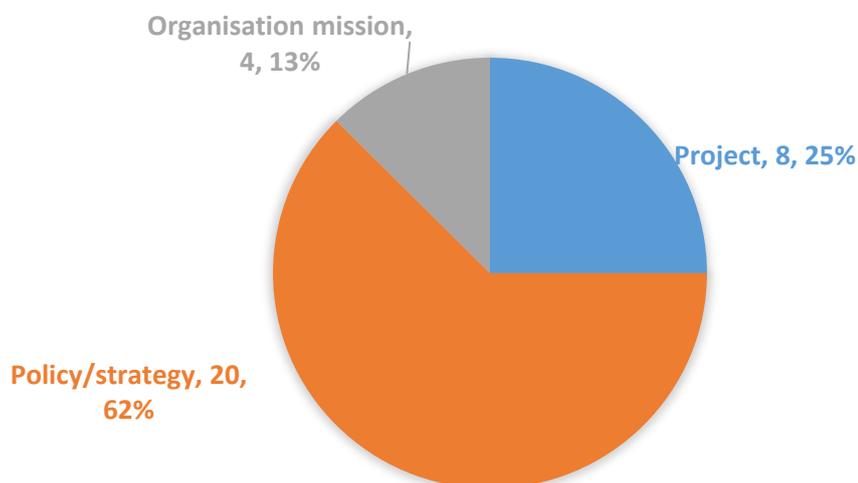


Chart 5 shows the scope of the case actions. In more than two thirds of the cases, the scope was to innovate with a policy or strategy. A quarter of cases were projects that were either ongoing and with potential for continuation or completed projects. Four cases were about innovation at the core of organisation, where a new way of doing things is actually the mission of the organisation. This is represented by four cases – all are in the not-for-profit sector.

**Chart 5: Overview of the scope of the case actions**



## 1.2 What is innovation?

As noted above, COGOV views public sector innovation as involving creating, developing and implementing practical ideas that achieve public value. By using co-production and/or co-creation ideas that draw on the inputs from citizens from all walks of life, innovation can help governments create public policies that are more broadly-based, inclusive and targeted on citizen's needs. These ideas have to be at least in part new, (rather than improvements), they have to be taken up and used (rather than simply remaining ideas), and they have to be useful. Such ideas, in turn, create new spaces to challenge the architecture of problems, overcome old administrative and market legacies and channel public resources to where they are most needed'.

Table 1 provides an overview of motivations for considering each case innovative. In most of our cases, we see that that innovation means broadening participation especially the participation of citizens. In some of the cases is about creating public value by doing things differently either with marginal or disruptive changes, such as the case of Newcastle Parks Trust. In the case of innovation in Slovenia, this means the introduction of participatory budgeting, while in France innovation lies in the diffusion of participatory budgeting. There are clearly variations in the type of cases that the partners proposed and in the territorial context - key variables that COGOV will explore further when designing comparative data collection.

**Table 1: Case Studies and Innovation**

Case	Element of innovation
Cartrefi Cymru's Floating Support Service	Co-creation with a disadvantaged segment of the population
Cooperative Council	Co-creation between politicians, public administrations and citizens
Copenhagen Cycle Superhighways	Co-creation between municipalities, Co-creation with citizens, Co-creation in planning
Cycling without Age	Co-creation with volunteers creating public value in social care
Environmental and industrial pollution	An attempt including a networked solution to deal with environmental waste
Ffordd Gwynedd Integrated Health and Care Team	Co-creation with the elderly, Co-production between local authority and public body
Flood and Coastal Erosion Risk Management	A policy including a networked solution to flooding
Grand Lyon	Implementation of a place marketing strategy based on co-creation between public and private organisations
Integrated Local Health and Welfare Services	Co-creation with citizens and the transformation of understanding on what health needs are
Integrated Transport Strategy in Ljutomer	Co-creation on transport policy with citizens
Issues that Unite	Co-creation with citizens
Local Health Contract in Limoges	Revision of relationship in the delivery of health
Marseilles Euroméditerranée	An attempt including a networked solution for urban regeneration

Mysuggestion.gov.si	Co-creation with citizens using technology
New Political Committees	Co-creation between politicians, public administration and youth
Open Government	Creating public value through transparency policy
Participatory Budgeting	Diffusion of participatory budgeting
Participatory budgeting in the city of Maribor	Appearance of participatory budgeting as a result of bottom-up (citizen) activism
Regional Network Governance of the Labour Market	A multi-partner effort to set up a network in the layout market which includes bottom up consultations
Rijeka 2020	Co-creation in cultural policy, with disadvantaged segments of the population and citizens
Service for Citizens' Initiatives in the city of Ljubljana	Co-creation with citizens using technology
Social Services and Wellbeing Act 2014	Co-creation between public organisations and civil society to in the policy formulation stage, Adoption of a legal framework which would promote co-creation with citizens in health
Solva care	An example of co-creation which was first developed by the local council and then further developed and implemented by a charity, Co-creation spurred from a bottom up initiative
The Administrative Consultation Wiki	Creating public value through partnership between government and a public university to benefit public service users
The Disruption Council	Co-creation of strategy/policy, co0creation with public and private organisations
The Enterprise Agency	Integration of public value in the organisational strategy
The Great National Debate	An attempt to deescalate public unrest through increasing public participation
The Leadership Commission	Creating public value through participation
The Local Partnership Programme of Rijeka	Co-creation with citizens, Co-creation in planning
The Newcastle Parks and Allotments Trust	Transformation of park management and creation of a new organisation based on the idea of co-creation
The Participatory Evaluation of the city of Nantes	Co-creation with citizens
Welsh Water's 'Water Resilient Community' Project	Co-creation with disadvantaged community

## CONTENT ANALYSIS

2.1. The second part of the report contextualises the content of the cases within the literature on public value theory, network governance, co-production and co-creation, and collaborative leadership. These are the building block of the COGOV project as determined in the Grant Agreement and the COGOV Literature Review (Deliverable 1.1; Ferlie et al., 2019).

In the following, we first review the four main concepts. This is followed by the presentation of the individual cases per strategic public management school or sub-theme. The development of the themes represent the results of two discussions sessions between the authors of the report. The purpose of the sessions were the inductive development of fluid and flexible themes to organise the content of the cases. Seventeen themes were developed by an interactive process where opinions were exchanged on how the cases relate to public value, co-creation, network governance, and collaborative leadership:

- Public Value as Strategy
- Public Value and the 'Authorising Environment'
- Interdependence operates as a key driver of network formation
- Networks as an alternative and supplement to Hierarchies and Markets
- Meta governance as means to govern self-governing networks of actors
- Customer Co-production
- Co-Creation, Co-Production and Digitalisation
- The Reform and Revitalisation of Public Sector Organisations
- Co-creation, Policy and Vision-making
- (Re) invigorating Citizenship through co-production and co-creation
- Volunteers and co-production
- Co-production of health
- Co-production of culture
- Co-creation, sustainable development and urban life
- Co-creation of public space and urban life
- Co-creation, social policy and service
- Collaborative leadership

### 2.1 Core Concepts

#### *Public Value*

The literature review explored the origins of the Public Value School in the work of Mark Moore (1995, 2013) at the Harvard Kennedy School of Government (Ferlie et al., 2019, pp. 11-21). Though Moore's work has generated much academic debate and analysis, the literature review notes that there remains a general lack of clarity about the extent to which his thinking about public value has been applied in practice across Europe and whether his ideas have longevity. In part, this is connected to the complexity of defining what "public value" is and the challenges of operationalising public value in practice.

#### *Network Governance*

There is a vast amount of literature on network governance (Ferlie et al., 2019, pp. 22-29). The articulation and conceptualisation of “network governance” is complex and challenging given the multiple uses and configurations of the concept and term “network governance”.

The exploration of the roots of the term, from an emphasis on inter-organisational networks in 1970s, to policy networks, to the move from government to governance serves to contextualise how ‘network governance’ can be explored (ibid., pp. 22-25). The COGOV project draws a set of principles from governance network theory and research to inform its principal areas of interest (op. cit., p. 28):

- 1.) Interdependence as a key driver of network formation;
- 2.) Networks as an alternative and supplement to Hierarchies and Markets;
- 3.) The power of self-governance;
- 4.) ‘Hands-on’ and ‘hands-off’ meta-governance as means to govern self-governing networks of actors.

The following definition provides the focus for the analysis of governance networks in the COGOV project:

‘[Governance networks are] sets of autonomous yet interdependent actors (individuals, groups, organisations) that have developed enduring relationships in governing specific public problems or policy programs’ (Klijn and Koppenjan, 2014, p. 61).

The literature review identified a number of studies, which frame the analysis of specific policy areas in terms of network governance, from crime to disaster management. In this repository, we present a number of emerging examples of network governance and highlight some of the key themes they reflect, which, as outlined above will be explored in the project.

Central to the COGOV project is the question of how the concepts of co-creation and co-production are interpreted in practice and for what purposes? In turn, this involves a focus on the types and range of stakeholders, the scale at which engagement takes place and the wider benefits for citizens of democracies across Europe? Though discussed as a discrete theme in the literature review, the extent to which issues around co-creation and co-production are intertwined with questions and debates about collaborative leadership, public value and network governance is highly pertinent (Ferlie et al., 2019, p. 36).

### *Co-creation and Co-production*

The review of the literature underlines a number of key themes in the study of co-creation and co-production, including what we know about existing *practices*, and *drivers and barriers*, incorporating the roles and motivation(s) of stakeholders and questions about process and design (Ferlie et al., 2019, pp. 32-34). The discussion is underpinned by the issue of how to define co-creation and co-production, and the need to address the fact that the two concepts are not always distinguished from each other. However, the literature review notes that co-creation can be distinguished from co-production: the former is not confined to bringing actors together to (co)produce services. Rather, co-creation is more “transformational”, where the range of actors working together extends beyond service users and providers (op. cit., p. 31).

The COGOV project has thus adopted a ‘broad definition’ of co-production and co-creation:

‘[C]o-production and co-creation are about the involvement of non-government actors as individuals, groups, or collectives, in a wide range of public policy processes (formulation, implementation and delivery of public policy), which result *in improvement of services and/or innovation.*’ (p. 36, italics added)

### *Collaborative Leadership*

Collaborative leadership is the final theme discussed in the literature review. It underlines how the roles of public managers have changed fundamentally from leaders of single units (or organisations) to facilitators and operators in environments, which involve multiple organisations and stakeholders.

Collaborative leaders understand the importance of conversations, relationship building and listening to a range of voices in the design and delivery of public policy and services. Collaborative leaders recognise the need for stakeholders to work together and need to work to foster a sense of interdependence amongst stakeholders.

A core task for COGOV will be to unpack the operationalisation of collaborative leadership in the context of collaborative policymaking and service delivery (Ferlie et al., 2019, pp. 38-42).

## **2.2 Repository Themes**

### Public Value as Strategy

COGOV partners have collated a number of examples that capture efforts to shift public value debates ‘downstream’ to encompass a wider range of stakeholders, with direct consequences for how this approach can effectively influence public policy and management in practice. A concrete effort to implement the ideas of public value was identified in the Netherlands, where a state agency (Netherlands Enterprise) directly adopted a public value focus in its strategy (Figure 1).

#### **Figure 1: Enterprise Agency (Netherlands)**

In September 2018, the Netherlands Enterprise Agency (RVO) adopted a public value strategy as the overall basis for their services and activities. RVO is a national public agency with 4000 employees that operates under the auspices of the Ministry of Economic Affairs and Climate Policy. The agency is focused on supporting private businesses, with the larger aim to achieve a sustainable, innovative economy and society. The agency operates in a national, international and regional environment with entrepreneurs, ranging from start-ups to multinational companies. Direct contact with citizens is limited. The agency is located at seven sites in the Netherlands, with its headquarters in The Hague. It provides some 700 services and products to entrepreneurs.

The new public value strategy of the Netherlands Enterprise Agency is described in the document *Agenda 2022: toward a value driven organization: Innovation through connection*, published in 2018 (RVO, 2018). The ambition is to develop from ‘a contract-based - to a value-driven organization’. The United Nations Sustainable Development Goals for 2030 should become a ‘shared language’ of the organization (RVO 2018). With the new strategy, RVO aims for a switch from top-down management

and specialized teams toward cross-border collaboration and co-production with many public and private stakeholders.

The intent of the public value strategy is to develop integrated and tailor-made services, beyond the currently highly fragmented organization of 700 different products and services. The current organization works through assignments allocated by ministries, the European Commission, or provinces, and is based on overtly political assignments rather than on a broader, shared and bottom-up understanding of societal challenges

In the light of ‘the transition’, RVO recognizes that HR policies and the professional skills of public servants need adaptation. Skills should be developed beyond specific functions and tasks, which implies developing new professional roles as co-creator of public services, operating in networks of different stakeholders. Digital services are considered crucial; especially to make laws and regulations widely known to entrepreneurs and to ensure there are effective mechanisms for engagement and feedback (See <https://ondernemersplein.kvk.nl/>).

Source: RVO (2018) Agenda 2022, toward a value driven organization: Innovation through connection. See: <https://english.rvo.nl/>

### Public Value and the ‘Authorising Environment’

Co-operation between public managers and political leaders – and leadership by governmental institutions is integral to the creation of public value.

The ‘authorising environment’ is a feature of the heuristic of the ‘strategic triangle’ articulated by Moore (1995). The capacity of public managers to act in innovative and “entrepreneurial” ways is intertwined with aspects of operational capacity, such as the resources they have at their disposal and the nature of the ‘authorising environment’. This includes the range of stakeholders with whom the public manager needs to work to gain support to enhance the legitimacy and success of his/her proposals.

Denmark is a good example of how government can sponsor collaboration to create public value in the public sector (Figure 2).

### **Figure 2: The Leadership Commission (Denmark)**

The recent government sponsored Leadership Commission in Denmark (Ledelseskommissionen, 2018) brought researchers and public and private leaders together in a high-impact think-tank. It recommends less rule and target based steering and more value based leadership that actively involves public employees, citizens and stakeholders in the production of public value outcomes. Public leaders must work to ensure that their employees are oriented towards the service users and support their efforts to do so. These ideas find support in blogs by Danish researchers on the website <https://www.denoffentlige.dk/> and in recent grey literature such as Bourgon and Dahl’s book *Den nye syntese for offentlig værdiskabelse i det 21. århundrede* (2017) which explores how public authorities, citizens and civil society can collaborate to produce public value while also lowering costs.

Source: Ledelseskommissionen (2018), *Sæt borgerne først*, Available at: [https://ledelseskom.dk/files/media/documents/hovedpublikationer/saet\\_borgerne\\_foerst\\_-\\_ledelseskommissionens\\_rapport.pdf](https://ledelseskom.dk/files/media/documents/hovedpublikationer/saet_borgerne_foerst_-_ledelseskommissionens_rapport.pdf) (16 April 2019).

In the UK, one national government initiative has led to the espousal of the principles of Open Government (OG) such as transparency, participation and openness (Figure 3).

### **Figure 3: Open Government (UK)**

The principle of open government (OG) is based on the idea that governments and institutions work better when they are transparent, engaged with and accountable to the public. OG reforms transform the way government and public services work, ensuring that they are properly responsive to citizens, while improving their efficiency and effectiveness, and preventing abuses of power. Thus, OG strategies help to build strong and engaged communities.

OG is characterized by:

- i. Transparency, i.e. opening up of government data and information on areas such as public spending, government contracts, the development and impact of policy, and public service performance;
- ii. Participation, i.e. support for a strong and independent civil society, the involvement of stakeholders in decision making processes, and protection for those who highlight negligence or corruption;
- iii. Accountability, i.e. rules, and laws that guarantee government listens, learns, responds and changes when it needs to.

These ideals are promoted by the Open Government Partnership Initiative (OGPI) - an international effort set up in 2011 (1). Overall, 65 countries participate in the initiative and the UK is a founding member (2). Every two years, each participating country adopts a National Action Plan (NAP) setting out specific commitments to transparency, civic participation and public accountability. A NAP aims to work with citizens to co-develop and implement OG reforms, and to bring in organisations that do not normally work on OG.

In the UK, the Cabinet Office, supporting the Prime Minister and Deputy Prime Minister, has a pivotal role in ensuring the effective running of the OG, both in implementing and evaluating designed OG strategies (3). The UK has delivered three National Action Plans. True to the spirit of OG, the UK's NAPs are developed in close collaboration with citizens and civil society. Over the year, the Open Government Network (OGN) has led an early consultation process, crowdsourcing initiative and events around the country. The development has also been overseen by a multi-stakeholder forum made up of government officials and elected members of the Open Government Network representing civil society organisations (4).

Through the efforts put in place under the NAPs, the UK became the first G7 country to commit to the Open Contracting Data Standard for contracts administered by a central purchasing authority. The UK has also adopted an open register of beneficial ownership so everyone can see who owns what in the UK. Moreover, the UK introduced unique identifiers to government grant data and central procurement data, which helps to monitor how government is spending taxpayers' money.

The current 2018-2020 UK's National Action Plan makes eight new commitments: grants data, public participation in digital and data policy development, embedding Open Policy Making across central Government as a whole, local engagement and data use, open contracting data, natural resource transparency, and innovation in democracy. For each commitment, the government has stated an ambition, a lead implementing organization and a timeline. The final aim is to enhance the capacity of citizens and civil society to use OG approaches to progress the United Nations

Sustainable Development Goals. There is a strong emphasis on building trust and bringing people together, both nationally and locally.

All the commitments share the main idea of creating opportunities or improving capabilities for the public to inform and influence decisions by stimulating dialogue, promoting the benefits of such engagement to citizens and government officials and decision makers. Furthermore, citizens are encouraged to share best practice to building skills within government. This enables policy makers to have a common understanding of people's needs and for civil society to understand the evidence base that has informed decision-making.

**Sources:**

1. <https://www.opengovernment.org.uk/resource/uk-ogn-manifesto-2018/>
2. <https://www.opengovpartnership.org/>
3. <https://www.opengovernment.org.uk/>
4. <https://www.opengovernment.org.uk/2018/10/29/uk-open-government-multistakeholder-forum-22-october-2018-meeting-notes/>

A public value, good governance has been promoted in Slovenia through an online platform enabling a collective interpretation of procedural laws:

**Figure 4: The Administrative Consultation Wiki (Slovenia)**

There are almost 10 million administrative procedures conducted annually in Slovenia, in which rights and duties of citizens, businesses or NGOs are decided. The Administrative Consultation Wiki (ACW) is a research and development portal, established to help citizens and officials as participants of administrative procedures in lawfully applying procedural law in individual life events (e.g. in acquiring building permits, social benefits, inspection supervision, tax collection and exercising students' rights). ACW applies a user-friendly question-answer wiki approach enabling an interactive Web 2.0 content design. Any interested user (private party, NGO, business, official, student, journalist, etc.) could freely cooperate to co-design solutions by interpreting procedural and functional administrative law in single yet very often complex cases. The main aim of AWC was to bring any relevant voice in public relations and expertise into decision-making. In 2012, the European Commission ranked the ACW among the sixth best projects submitted for the European Prize for Innovation in Public Administration.

The ACW is a joint initiative of the Slovenian Ministry of Administration (SMA), which acts as guardian of implementation of administrative procedures, and the Faculty of Administration (University of Ljubljana; FA UL), the field-leading institution in the country. A number of legal questions received by the Slovenian Ministry of Administration and the Faculty were first edited in terms of content and form, and classified by topic. At the beginning, approximately 400 questions and answers have been gathered and published. Individual questions were generalised beyond the importance for the individual applicant to cover any similar life events in other sectors and bodies regardless by whom initiates the question. By 2014, a base of almost 1,500 questions and answers have been developed within a process determined by FA UL and SMA coordinators. Over 100 students (app. 15% of all enrolled in MA study programmes between 2009 and 2015) actively contributed to database enlargement while acquiring practical knowledge and skills. While the ACW is no longer updated, recent data shows (2017/188) that there are more than 600 daily clicks in the application.

The platform is simple and user-focused, highly transparent, encouraging users to participate in a familiar work environment. If no solution is provided by already published cases on the ACW platform, users can send an email containing their question to a specific email address. The system functions as follows: first, real dilemmas surrounding the application of regulations in practice are identified. Then, the exposed dilemmas are resolved by means of the relevant scientific methods: (1) identification of the problems in a particular legal case, (2) analysis of the scientific literature (commentaries on law, scientific articles, etc.) and case law, and (3) drafting the solution with a generalised question-and-answer approach, so that it can be applied in all similar legal cases, irrespective of the participants and fields involved. The answer has been on average provided in 5-10 days.

The ACW is an instrument of good governance where authorities actively collaborate in the implementation and (re)design of cogent norms with the addressees thereof and civil society. The ACW offers solutions not only to the party with the problem, but also to the interested public. About 90% of the users in 2010 and 2014 found answers to their questions on the ACW, which means that the ACW serves its targeted purpose. According to a survey assessing the tool in 2014, more than two thirds of the users considered the ACW to be a collaborative tool.

Sources:

Kovač, P., Dečman, M. (2009) 'Implementation and change of processual administrative legislation through an innovative Web 2.0 solution', *Transylvanian Review of Administrative Science*, 2009(28): 65–86.

Kovač, P., Sever, T. (2015) 'Collaborative public administration and administrative procedures: the Administrative Consultation Wiki', *Teorija in praksa*, 52 (5): 971–992.

Upravna svetovalnica, Administrative Consultation Wiki (ACW) (2018): [www.upravna-svetovalnica.si](http://www.upravna-svetovalnica.si)

Discussions on how to improve the public sector are not led only by government institutions (such as the examples of the Leadership Commission in Denmark, the Netherlands Enterprise Agency and the UK Government, discussed above); the public has also been able to trigger debate and change. In France, the mobilisation of citizens has led to the adoption of a citizen dialogue or a new "bottom-up" model of governance concerning the country as a whole – The 'Great National Debate' (Figure 5).

#### **Figure 5: The Great National Debate (France)**

The social movement *Gilets jaunes* (Yellow vests or Yellow jackets) gained international attention in December 2018. The movement is emblematic of societal demands for more justice and citizen control over wealth allocation. However, it also offers an opportunity to observe a process of citizen participation that has prompted the emergence of a new "bottom-up" model of governance in France.

The movement *Gilets jaunes* was spurred by the plan of the French government to introduce a gas tax to reduce the use of cars and to curb CO2 emissions. Many French people living outside inner Paris who need their car for commuting to work resented the new tax. Without any calls from political parties or unions, but with the help of social media (for example, Facebook), a first citizen demonstration took place on November 17, 2018. The movement then quickly gained momentum: an online petition against the tax received 200,000 signatures in a few days. The movement's agenda expanded from the gas tax to broader issues of income distribution, employment and business, local and regional governance, job insecurity, and the environment. With the rise in violence the *Yellow vests* movement put forward the request for a "citizen's initiative referendum" (RIC) as a way to increase citizen participation in the conduct of public policies, including public finances.

In response to the request for citizen participation (RIC) a "Great National Debate" was launched for a period of 2 months on January 15, 2019. Citizens, elected officials and institutions, for-profit and non-profit organizations can participate in, and organize debates and discussions about grievances raised by any group of citizens.

The Government has set up a range of tools to facilitate this (1 & 2):

1. Meetings about local initiatives, which will allow everyone to debate during public meetings and to be heard.
2. Contributions online or by mail: as of 21 January, citizens' contributions can be directly deposited on the "www.granddebat.fr" website or sent by post.
3. Proximity stands: these stands will be set up in everyday thoroughfares. They give the people the opportunity to give their opinion on topics that are open for discussion.
4. Citizens' conferences: from 1 March, regional citizens' conferences will be organized,
5. A toll-free hotline (France and overseas territories).
6. Finally, "methodological kits" and "territorial kits" have been planned to promote good practice, the organization and operation of meetings, and to encourage collective reflection.

Sources:

(1) Gouvernement de la République française (2018) Le grand débat national. Available at: <https://www.gouvernement.fr/le-grand-debat-national> (16 April 2019).

(2) Le Courrier des Maires (2019) Jour J pour le Grand débat national: le mode d'emploi de la concertation. Available at: [http://www.courrierdesmaires.fr/79529/jour-j-pour-le-grand-debat-national-le-mode-demploi-de-la-concertation/?utm\\_source=alerte-actu-cdm&utm\\_medium=email&utm\\_campaign=alerte-actu-15-01-2019&email=nathalie.boutin%40imbe.fr](http://www.courrierdesmaires.fr/79529/jour-j-pour-le-grand-debat-national-le-mode-demploi-de-la-concertation/?utm_source=alerte-actu-cdm&utm_medium=email&utm_campaign=alerte-actu-15-01-2019&email=nathalie.boutin%40imbe.fr) (16 April 2019).

### Interdependence operating as a key driver of network formation

One key aspect of network governance is how *interdependence operates as a key driver of network formation*. Strategic initiatives may be driven by the need for a variety of stakeholders to work together and in a co-ordinated way. For example, in the UK, a strategic approach has been adopted to manage risk to communities from flooding and coastal erosion (Figure 6).

#### **Figure 6: Flood and Coastal Erosion Risk Management (UK)**

The National Flood and Coastal Erosion Risk Management (FCERM) (1) strategy for England sets the framework for managing flood and coastal risks under the Flood and Water Management Act 2010 (2). It was developed by the UK Department for Environment, Food & Rural Affairs (DEFRA) together with the Environment Agency considering the results of a public consultation.

The strategy sets the framework within which communities have a greater role in local risk management decisions and sets out the Environment Agency's strategic overview role in risk management. The strategy recognizes that risk should be managed in a co-ordinated way within catchments and along the coast and balance the needs of communities, the economy and the environment.

The strategy aims to achieve an effective environmental management, where risk management authorities are requested to work in partnership. Stakeholders that could be included in a partnership are: Lead Local Flood Authorities (LLFAs), local authorities (districts and borough councils), drainage boards, highways authorities, town and parish councils, local community

groups, emergency services, regional flood and coastal committees, water and sewerage companies, local developers, insurers, relevant charities and NGOs.

The objective of the partnership is to help authorities improve their understanding of flood and coastal erosion risk, enabling them to better co-ordinate delivery in order to achieve multiple benefits (e.g. where one authority may not be able to deliver a solution on their own, another authority may be able to help). Importantly, communities living and working in areas at risk are represented within the local flood risk-management partnership, for example by attending local flood action groups.

Indeed, the risk management authorities are requested to work with communities to understand the community perspective of flooding and coastal erosion, help communities understand and actively prepare for the risks, and encourage them to have direct involvement in decision-making and risk management actions. The aim is to ensure that decision making and ownership of risk management measures are as local as possible but within a catchment, coastal cell and national framework that ensures a fair allocation of funds and avoids the transfer of risk elsewhere without prior agreement.

Partnerships cover a range of activities before, during, and after a flood, such as sharing information, ways of working, communications, incident response, developing strategy, and designing new works. For instance, the National FCERM Stakeholder Forum is a network of national organisations from the statutory, voluntary and commercial sectors, all of whom have a responsibility for or an interest in the management of flood and coastal erosion risk. It is coordinated by DEFRA and the Environment Agency. The role of the Forum is to provide a network and arena for exchanging information, sharing good practice, raising and discussing issues, informal consultation, reviewing successes and lessons learnt, and to contribute to the effective future development of flood and coastal erosion risk management. The Forum aims to develop effective working relationships across the network of organisations that take part. It supports the understanding of the issues, stakeholders' views and perspectives, in order to co-develop effective policies and practices that will help reduce flood and coastal erosion risk and its consequences.

Sources:

1. Environment Agency (2011) National flood and coastal erosion risk management strategy for England. Available at: <https://www.gov.uk/government/publications/national-flood-and-coastal-erosion-risk-management-strategy-for-england> (16 April 2019)
2. UK Government (2010) Flood and Water Management Act. Available at: [www.legislation.gov.uk/ukpga/2010/29/pdfs/ukpga\\_20100029\\_en.pdf](http://www.legislation.gov.uk/ukpga/2010/29/pdfs/ukpga_20100029_en.pdf) (16 April 2019).

The environment and how it can be managed collaboratively is the topic of another vignette collected for the repository in France. The following vignette describes the management of a long-term environmental problem caused by industrial pollution near Marseilles, where two types of networked committees were set up.

#### **Figure 7: The Environment and Industrial Pollution (France)**

This example outlines a long lasting conflict about pollution by industrial waste from an alumina plant (Alteo) in the littoral marine area near the city of Marseille. It provides an insight into the way public authorities tried to address the issue by a set of incremental innovations, departing from the

“business as usual” procedures where actions are performed by a division of the work of the government. Instead, the *Préfet de Région*, as the representative of the central government, has created an arena for the more open sharing of views and co-learning among the stakeholders that also includes the participation of scientists. Two entities for overseeing the dumping of the waste at the site were also created:

The *Commission de suivi*: The first one was a “site follow-up committee” (*Commission de suivi de site* or CSS in short) composed of more than 100 individuals representing a large group of stakeholders (e.g. the management firm of the plant and its employees, the unions, the residents living nearby the plant, associations and NGOs, politicians and mayors of all relevant cities and towns, and the representatives of government services and environmental agencies). The meetings were chaired by the *Préfet*, which provided legitimacy for the committee and showed an official recognition of the case as a national issue for the Government. The CSS met six times over the period 2016-2018.

Though the existence of the CSS was not an innovation in itself since this committee is compulsory for a large industrial settlement, the innovation was in its composition and the organization of the debates. These meetings provided a real freedom of speech to each of the stakeholders (some meetings lasted more than five to six hours). For instance, when some residents expressed a concern for their health or about the radioactive content of the waste, the *Préfet* requested further studies by some specialist independent public agencies. The results of these investigations were then discussed at subsequent meetings. To increase the transparency of the debates, all the debates of the CSS were reported by the Prefecture via the government website (3).

The CSIRM: The second entity the Monitoring and Information Committee on Discharges at Sea (*Comité de Surveillance et d'Information sur les Rejets en Mer* or CSIRM in short), was a real innovation, not existing in the standard regulation. In this committee, twelve scientific experts supervised all the sampling protocols implemented by the firm managing the pollution site. They could ask for all additional actions deemed necessary for a better surveillance of the pollutant. The committee had two to three formal meetings a year. The originality of these scientific sessions is that they took place under the gaze of “observers” composed of representatives of environmental NGOs and of the State Services. The CSIRM had to deliver reports to the *Préfet*, who was the final decision maker. The CSIRM had also to report to the Board of the National Park of the Calanques. Several face-to-face discussions took place, sometimes there were heated debates, but most often in an atmosphere of mutual respect and consideration.

This architecture provided a way to ensure the dissemination and reception of all available information about the case amongst all the declared stakeholders, and therefore to identify and address, as far as possible, the core elements of the dispute. Stakeholders’ awareness of the multiple aspects of this complex issue was also integral to the process and provided an opportunity of co-learning, not only among the stakeholders but also between them and the scientific experts, and within the group of experts itself and the observers. To increase the transparency of the debates, all the debates of the CSIRM were reported by the National Park of the Calanques via its website (4).

Sources:

- 1: <https://eur-lex.europa.eu/legalcontent/EN/TXT/HTML/?uri=LEGISSUM:I28084&from=FR>
- 2: <http://www.calanques-parcnational.fr/fr>
- 3: <http://www.bouches-du-rhone.gouv.fr/content/download/23968/145023/file/CP%20CSS%20Altéo%207%20juillet%202017%20.pdf>
- 4: <http://www.calanques-parcnational.fr/fr/atom/132>

## Networks as an alternative and supplement to Hierarchies and Markets

Social and employment services in the Netherlands have experienced severe financial pressures since 2012 when the national government strongly reduced the budget for re-integration of the unemployed, and closed organizations for sheltered employment for new inflow. An innovative solution has been implemented as a remedy. A similar approach has been adopted in France to improve the delivery of health services, which see a more fluid delegation of competences between national, regional and local hierarchies.

The rationale for the creation of the network, which is outlined below see (Figures 8 and 9) is rooted in principles of co-governance and co-production, rather than a preference for solutions connected to the market or to hierarchy. It includes the delegation of powers and/or responsibilities “downwards” to regions and municipalities and encompasses public actors from different levels of government and a range of non-state stakeholders.

### **Figure 8: The Regional Network Governance of the Labour market (Netherlands)**

In 2012, building on earlier initiatives for network governance, four key players in social and labour market policy in The Netherlands launched the idea for regional network collaboration. The Program Council was set up with representatives from the National Public Agency for Social Benefits (UWV), the Association of Netherlands Municipalities (VNG), the Association of Social Enterprises and Sheltered Employment (Cedris) and the Association of Directors of Municipal Social Policy (Divosa).

After bottom up consultation with the municipalities, 35 labour market regions were established in 2012 with the slogan “Together for the client”. These networks include national and local public agencies and associations (see above) working together with other stakeholders including social partners and educational offices. The networks aim to create a spirit of cooperation, and the ‘central city’ in each region should act as network leader/coordinator. The purpose is to improve job matching for diminishing social security costs and enhancing social and economic viability. The networks should also provide easily accessible information and high quality public services to employers and jobseekers.

In addition, the Dutch Participation Act (2015) decentralized (more) tasks in employment services to local governments, including integrating employment services with local health and social services. The national government and the social partners then established a Jobs Agreement (2013) with the aim to establish 125.000 jobs for people with labour restrictions by 2026 (Jobs Agreement Act 2015). Implementation of the Jobs Agreement should be organized by a ‘regional work company’ in the 35 labour market regions, co-governed (informally) by employers’ associations, trade unions, and the municipalities, with the central regional city in a lead role. For national co-ordination, a Work Chamber was set up by social partners and the VNG.

The intent of the regional network collaboration was to develop better and tailor-made services, beyond the highly complex, fragmented and risk averse processes of single public agencies. In the regions, the annual plan of the Program Council, supporting the Participation Act (2015) and the Jobs Agreement Act (2015), contains programs for improving network collaboration, transparency of the labour market, and services to employers and jobseekers. The Program Council agreed upon a division of labour with the Work Chamber (social partners and VNG).

Overall, it was recognized that professional skills of public servants (in the national agency UWV and in municipalities, see, for example: the program ‘Skilfully Working’, 2015-2022) should be developed beyond the single organizations and specific functions, including new professional roles as co-creator

of public services in a network of different stakeholders. Digitalization was considered a major theme in the regional networks, most prominently to connect the new digital ‘Redesign’ system of the national agency UWV and the various municipal systems.

Sources:

EU Network of Public Employment Services (2017) Strategy to 2020 and beyond. Available at:

<http://ec.europa.eu/social/main.jsp?catId=1100&langId=en>

Program Council “Together for the client”: <https://www.samenvoordeklant.nl/programmaraad>

### **Figure 9: Local Health Contract in Limoges (France)**

The Local Health Contract (LHC) was established between the state and the local authorities to reduce territorial and social inequalities of health. The LHC makes it possible to implement priority actions at the local level (ARS, 2018, <https://www.nouvelle-aquitaine.ars.sante.fr>). Therefore, it is a tool aimed at bringing the health plan of the Regional Health Agency (ARS) into line with the actions of local authorities.

The LHC offers the possibility to open up opportunities for participation to various stakeholders of the territory and to ensure that their health needs are met. The LHC particularly targets rural areas and disadvantaged neighbourhoods.

Limoges has defined its new LHC recently. The 2018-2019 contract covers five themes: physical environments, social environments, lifestyle behaviours, access to care and disease prevention, and the promotion of psychic well-being. A number of stakeholders, such as residents (including 80 health ambassadors), associations and public authorities (e.g. Limousin Regional Health Agency, City of Limoges, Prefecture of Haute-Vienne, University Hospital Dupuytren Limoges, Esquirol Hospital Center in Limoges, and The Primary Health Insurance Fund of Haute-Vienne) participate in the definition, implementation and evaluation of LHC.

### Meta governance as means to govern self-governing networks of actors

The example of Euroméditerranée (Figure 9) combines the potential to explore how, in this case a public development company combines a “hands on” strategic and co-ordinating role, with the facilitation and promotion of more “hands off” participatory and consultative innovations, which involve multiple stakeholders.

### **Figure 10: Marseilles Euroméditerranée (France)**

The “*Euroméditerranée*” is a major socio-economic and urban regeneration project which is taking place in the city of Marseille. Initiated in 1995, “*Euroméditerranée*” has become the main accelerator for the development of Marseille into a Mediterranean metropolis, similar to Barcelona, Valencia, or Genoa (Bertoncello, & Rodrigues-Malta, 2003). The project was developed as a response to the decline of industry and port activities, which have led to economic and social decline. The main ambition of *Euroméditerranée* is to build the future Mediterranean model of a sustainable city (1).

The *Euroméditerranée* is considered the largest urban renewal project in a city centre of Europe covering 480 ha of territory. Infrastructure, public spaces, offices, housing, shops, hotels, cultural and leisure facilities are either being built or renovated. The first phase of the project was carried out between 1995-2010; while the second phase is ongoing. In this second phase, the

programme aims to create an internationally recognized, sustainable and innovative Mediterranean city of the future.

*Euroméditerranée* consists of a model of shared governance (1). The project is implemented through the combined efforts of the state, regional and local authorities (Region, Department and Municipality). *Euroméditerranée* is supported by the eponymous public development company, a state programme labelled "*Opération d'intérêt National*" which is supported by European funding (ERDF). Local authorities, economic operators, civil society, and citizens are also heavily involved. A Board has been set up and consists of representatives from the state, the city of Marseille, the Marseille Provence Métropole Urban Community, the Provence-Alpes-Côte d'Azur Region and the Bouches du Rhône General Council, as well as two representatives of the business sector. Together, they set the investment programme of the "Euroméditerranée" which is implemented by the Executive Director. A meeting of the State administrators as well as a committee of governance of the elected representatives coordinates the strategic decisions and projects "upstream" of the Board.

Various stakeholders are continuously consulted (residents, economic and social actors) through open days with guided tours, neighbourhood meetings on daily life, urban discovery workshops, and public opinion polls. A permanent Information Centre has been set up. Consultations with the economic world are led by a strategic committee and the City of Entrepreneurs (gathering 200 companies in the Marseilles area).

Sources:

Bertoncello, B., & Rodrigues-Malta, R. (2003, July). Marseille versus Euroméditerranée/Marseille versus the Euromediterranean. In *Annales de géographie* (Vol. 112, No. 632, pp. 424-436).

(1) Euroméditerranée Activity Report 2010. Available at:

[http://euromediterranee.fr/sites/default/files/2018-06/rapport\\_activites\\_2010-bassedef.pdf](http://euromediterranee.fr/sites/default/files/2018-06/rapport_activites_2010-bassedef.pdf)

### Customer Co-production

One of the traditional understandings of co-production is the involvement of customers in the design of services. The following vignette outlines a customer-orientated co-production in Wales, where the water supplier implemented the project 'Water Resilient Community' to help socially vulnerable populations:

#### **Figure 11: Welsh Water's 'Water Resilient Community' Project (UK)**

Welsh Water (WW), a not-for-profit specialist water and sewerage company in Wales, is leading an innovative co-production partnership with communities in the Rhondda Fach, a rural ex-coal mining valley in South Wales. The 'Water Resilient Community' project aims to maximise the benefits of WW's presence in the Rhondda Fach, one of Wales' most deprived communities. The Project centres on the company's current upgrading of the water pipes running between two towns (Maerdy and Pontypridd). The project is acting as the pilot of a new approach to working in partnership with customers affected by upgrading work.

The service innovation focuses around community involvement for the duration of the pipe-upgrading project. Welsh Water visit local groups and organisations, as well as individual local customers, to hear how services could be improved. For residents of Rhondda Fach, Welsh Water are offering free water audits. This involves a 30-minute visit from an engineer to assess the health

of all water appliances in the home. To encourage the success of the initiative, Welsh Water worked in partnership with 32 local customers to co-produce the water efficiency audit leaflet.

Welsh Water are also working closely to sign up Rhondda Fach's vulnerable customers to the Priority Service Register. This could mean emergency water supplies to customers who require water urgently to take daily medication in the event of a water shortage. The organisation is also encouraging customers who are struggling to pay their water bills to sign up to a social tariff, easing their financial burden. They are doing this in partnership with local branch of the government employment agency called JobCenter Plus. One social tariff called HelpU has saved customers in the Rhondda Fach save over £123,000 through reduced bills.

Additionally, Welsh Water is providing outreach sessions to local schools in the Rhondda Fach area. These are run by the Education Team, which has worked with 12 schools to provide information on the water cycle, alongside designing a water supply for a village. The schools also receive an assembly and workshop on how not to waste water.

Finally, to help tackle unemployment in Rhondda Fach, Welsh Water has created a programme for young people called 'Get into Construction'. The programme is 12 weeks long, and gives participants hands-on experience in the construction industry. Welsh Water is also working with schools to raise awareness of their apprenticeships and graduate schemes; encouraging more young people to undertake Science, Technology, Engineering and Maths (STEM) subjects and roles.

Sources:

Welsh Water. 2018. Rhondda Fach: water resilient

communities. <https://www.dwrcymru.com/en/RhonddaFach.aspx>

Cwm Taf Public Service Board. Our Cwm Taf Well-being Plan 2018-

2023. <http://www.ourcwmtaf.wales/SharedFiles/Download.aspx?pageid=286&mid=613&fileid=210>

Well-being of Future Generations (Wales) Act 2015 <https://www.dwrcymru.com/en/Customer-Service/Your-Company-Your-Say.aspx>

<https://www.dwrcymru.com/en/Customer-Service/Your-Company-Your-Say/CCG.aspx>

### Co-Creation, Co-Production and Digitalisation

Participatory budgeting is an already diffused democratic innovation across Europe and a good example on how ICTs enable citizens' participation (Figures 11-12).

#### **Figure 12: Participatory Budgeting (France)**

Participatory budgeting in France has essentially been developed at the level of the communes (Röcke, 2013; Sintomer *et al.*, 2014), with the exception of pioneering initiatives such as the participatory budget for high schools in the Poitou-Charentes region (Sintomer & Talpin, 2011). In 2017, 47 French municipalities had set up a participatory budget. These schemes represent a budget allocation of 9 euros per capita on average; the participative budget of the city of Paris is the most ambitious, with 92 million euros allocated, an average of 41 euros per capita (Untermaier, 2018).

**Paris:** The Paris Participatory Budget provides the residents of Paris with the opportunity to decide on the use of 5% of the city's investment budget (2014-2020), the equivalent of half a billion euros. On a yearly basis, the city spends 100 million euros to carry out projects proposed and voted on by its inhabitants, including 30 million euros for projects located in working-class neighbourhoods. The

Parisians have already proposed several thousand projects on the digital platform "[budgetparticipatif.paris.fr](https://budgetparticipatif.paris.fr)", hundreds of which were successful following the vote held in September. According to Pauline Véron, Deputy Mayor of Paris, responsible for local democracy and citizen participation, this approach illustrates "the municipality's willingness to ensure that the participatory budget is a tool for social redistribution and promotes the participation of everybody" (*Guide du budget participatif de Paris, 2018: <https://budgetparticipatif.paris.fr/bp/>*).

**Rennes:** The participatory budgeting of Rennes is based on the digital platform "[fabriquecitoyenne.rennes.fr](https://fabriquecitoyenne.rennes.fr)". In addition to the budget, the system also enables citizen consultations. Since the platform was established, more than 2,100 projects were submitted, 613 were put to a vote and 126 received enough votes to be implemented. As of November 2018, the three participatory budgets in Rennes have delivered 67 projects, 5 are under construction, and 54 projects are under study (*La fabrique citoyenne, 2018: <https://fabriquecitoyenne.rennes.fr>; <https://www.univers.fr/rennes-budget-participatif-projets-vote/>*).

**Angers:** The city of Angers launched the first participatory budget in 2018. Citizens, companies, associations and public organizations proposed 1,000 projects, 50 of which were put to the vote and 16 retained for a total budget of € 1 million (1 % of the city's budget). A platform was created under the name "[ecrivons.angers.fr](http://www.cap-com.org/le-budget-participatif-dangers)" to collect the votes, opinions, comments and suggestions of residents on how to improve the operation of participatory budgeting (<http://www.cap-com.org/le-budget-participatif-dangers>).

Sources:

Röcke, A. (2013), *Framing Citizen Participation. Participatory Budgeting in France, Germany and the United Kingdom*, Palgrave MacMillan, Houndmills.

Sintomer, Y., Herzberg, C., Allegretti, G., Röcke, A., & Alves, M. L. (2014). Les budgets participatifs dans le monde. Une étude transnationale. *Dialog Global*, (25), 1-93.

Sintomer, Y., Talpin, G. (dir.) (2011), *La démocratie participative au-delà de la proximité. Le Poitou-Charentes et l'échelle régionale*, Presse Universitaire de Rennes, Rennes.

Untermaier C., (2018). Intégrer le citoyen à la procédure budgétaire. Rapport du groupe de travail sur la démocratie numérique et les nouvelles formes de participation citoyenne. Rapport du 20 Juin 2018 de Assemblée Nationale.

### Figure 13: Service for Citizens' Initiatives in the City of Ljubljana (Slovenia)

The interactive online service "Citizens' Initiatives" enables open and transparent communication with residents in the city of Ljubljana: <https://pobude.ljubljana.si>. It was launched by the City of Ljubljana in 2008 with the purpose to establish a more positive relationship between the townspeople and the municipality (City of Ljubljana, 2018b). Through this web service, the residents of Ljubljana can alert the city authorities of issues and problems they face but that are rarely noticed by the city services. The portal, therefore, importantly complements the work of the municipal representatives.

The web service is not intended to be a forum; it records notifications of potential problems. Therefore, it is dominated by actual proposals and comments regarding: transport arrangements (parking, abandoned vehicles, damaged traffic signs, speed humps, etc.); the landscaping and protection of the environment (abandoned and unmanaged land, environmental pollution, overgrown shrubs); the problem of cycling in the city (random cycle paths, pedestrian zones, endangerment of pedestrians); as well as issues regarding planned projects (culture, sports, health, social issues, tourism. City of Ljubljana, 2018b).

On the basis of citizens' initiatives which were received, the City of Ljubljana introduced numerous measures and changes in the public space, especially in the field of transport. Some examples include: the arrangement of the street "Slovenska cesta" as a common space and the introduction of a cavalier for the transport of older people and people with obstacles in the pedestrian zone (Mreža za prostor, 2017). Moreover, Info Point 65+ is also functioning, which is the realization of one of the citizens' initiatives. The point is primarily intended for older people and people with disabilities, and it provides comprehensive information on the services and activities of the City of Ljubljana for a pleasant and quality of life of elderly people and people with disabilities in one place. Info 65+ provides information on institutional care, the public service network to help the family at home, the financing of a family assistant, primary health care for all groups of people, and other activities targeted at these target groups co-financed by the City of Ljubljana or its institutions and companies.

Sources:

City of Ljubljana (2018a) Description of the office for citizens' initiative. Available at: <https://www.ljubljana.si/en/ljubljana-for-you/here-for-our-citizens/>

City of Ljubljana (2018b) Office for citizens' initiative: Overview of the proposals. Available at: <https://pobude.ljubljana.si/Pomoc.aspx>

Mreža za prostor (2017) 'City of Ljubljana Getting Closer to the Citizens through Citizens' Initiatives', Available at: <http://mrezaprostor.si/priblizevanje-mestne-uprave-prebivalcem-s-pobudami-mescanov-in-dnevi-odprtih-vrat/>.

The use of ICTs is also particularly helpful when seeking the input from citizens to make policy changes at the national level, where gathering proposals is more difficult than at the local level. ICTs are also a public value when they promote e-government and open data. The project "Predlagam.vladi.si" (mysuggestion.gov.si) provides an example of both. Moreover, as an example of participatory budgeting, it is an example of policy transfer as the concept was first introduced in Estonia (Figure 13).

#### **Figure 14: Mysuggestion.gov.si (Slovenia)**

In November 2009, the Government Communication Office of Slovenia introduced the website [predlagam.vladi.si](http://predlagam.vladi.si) (English: "mysuggestion.gov.si"). [Pradlagam.vladi.si](http://predlagam.vladi.si) is a participatory tool for citizens to address issues that they themselves perceive as needing government action or involvement. The project is part of a larger effort by the Slovenian government to achieve greater participation by individuals and civil society in the formulation of government policies and to strengthen dialogue between civil society and the state.

The portal is based on the TID+ software (Today I Decide) that was originally developed for the Estonian government under the name TOM. In cooperation with the Estonian government and a non-governmental organisation, the TID+ software was updated and extended with new functionality to meet Slovenian needs.

On the portal citizens can submit new ideas, discuss them in an open forum, and express support for other ideas by voting. Policy makers are required to contribute to these discussions as well, addressing questions and issues that come up (Government of the Republic of Slovenia, 2009; Oblak Črnič, 2018). On average three suggestions per day are registered on the portal, with an average of seven comments per suggestion. From a pool of 5,095 suggestions, 1,675 (33 percent) received the required level of support (votes). The government decided to implement 15 of these, including a

proposal to lower duties on vehicles used for transport of disabled people and a proposal to lower Value Added Tax on washable diapers (Centre for Public Impact, 2016).

The Government Communication Office is currently working on improving the number of suggestions that get a positive response and are implemented. This entails moving the decision-making process from ministries and government offices to the level of government committees, where the majority of policy decisions are made.

Sources:

Centre for Public Impact (2016). 'The predlagam.vladi.si portal: e-participation in Slovenia', <https://www.centreforpublicimpact.org/case-study/e-participation-slovenia/>.

Government of the Republic of Slovenia (2009) 'Presentation of the website predlagam.vladi.si', [http://www.vlada.si/teme\\_in\\_projekti/predlagamvladisi/pravila\\_spletnega\\_orodja\\_predlagamvladisi](http://www.vlada.si/teme_in_projekti/predlagamvladisi/pravila_spletnega_orodja_predlagamvladisi)

Oblak Črnič, T. (2018) 'Critique of Predlagam.vladi.si website', <https://podcrto.si/tanja-oblak-crnic-fdv-predlagam-vladi-si-bolj-deluje-kot-predlagam-sebi-si/>.

### The Reform and Revitalisation of Public Sector Organisations

One interesting question is to consider the extent to which co-production and co-creation have the potential to reinvigorate citizen participation and alter the relationship between citizens and public sector organisations. This also leads to wider implications of innovations for the nature of political leadership and public management. The example of Lambeth, a borough of London, provides a case of how local government responds to financial strain by introducing new governance structures based on the Cooperative Council (Figure 14).

#### **Figure 15: The 'Cooperative Council' (UK)**

Local government in England has been subjected to severe financial pressure since 2010. Local governments have responded in various ways but often through cost cutting, service reductions and outsourcing rather than radical re envisioning. The Cooperative Council Case in Lambeth, a borough of London, is an example of the latter.

The Council set up a Cooperative Council Citizens' Commission in 2010, which included councillors, citizens and experts, to re-examine its fundamental size and shape. Its 2011 final report proposed a vision to transform the Council into a 'cooperative body' where services are co-produced with local citizens within a spirit of cooperation and mutualism (London Borough of Lambeth 2011). It was recognised that it might take ten years for the larger council wide transition and that a detailed implementation plan should be developed.

The intent of the Cooperative Council Citizens' Commission was to develop simpler and citizen-led commissioning processes, moving beyond the current complex, risk averse and officer dominated procurement processes. Therefore, a series of Commission hearings heard views from citizens, academics, research organizations, think tanks, and voluntary, community, public and private sector organizations. In addition, the Commission held two public meetings open to all Lambeth residents, which enabled them to ask questions. Building on these orally expressed views, the Commission then asked interested parties to express their views (about 45 submissions were received).

In addition, the Commission undertook its own research programme, and undertook an extensive exercise of consultation and engagement, eliciting views from about 3000 local citizens (through residents' surveys, focus groups, road shows, conferences with citizens and local organizations, and community led People's Expos). Social media enabled the council to reach out to traditionally disengaged audiences, including Twitter and a Cooperative Council wiki site.

Council officers then reviewed the evidence gathered and key findings were presented to the Commissioners to inform writing of the final report (London Borough of Lambeth, 2011). Summary, easy read and staff orientated versions were produced. The report projected a distinctive long term vision and a clear alternative to other English councils, (so called 'Easy Jet' councils) which emphasised outsourcing and cost reduction rather than participation and co-production.

A first wave of 'early adopters' was identified from which action learning could be derived. Community led commissioning (where the council worked with citizens on a small neighbourhood basis) would be first developed in particular localities, such as the Herne Hill (a local area) forum.

Some services would move to employee led mutualisation (e.g. Lambeth Resource Centre) or become social enterprises (e.g. the Living Space café). Alternative finance modes (such as social impact bonds) would be explored (e.g. integrated offender management programme).

Source:

London Borough of Lambeth (2011) *'The Cooperative Council: Sharing Power – A New Settlement Between Citizens and the State: Final Report'*. Available at:

<https://moderngov.lambeth.gov.uk/mgConvert2PDF.aspx?ID=26390>

### Co-creation, Policy and Vision-making

Echoing the example of Lambeth Council outlined above, but with a more specific emphasis on policymaking, the Danish example of New Political Committees in Gentofte (Figure 15) shows how co-governance mechanisms facilitate both the co-creation of policy, but also potentially the re-invigoration of democracy. While most research on co-created production of public value in Western liberal democracies tends to focus on collaboration between public administrators and affected stakeholders, the New Political Committees in Gentofte are an example of co-governance that aims to bring together politicians and citizens.

How, and in what ways do they help to broaden the range of "stakeholders" involved in making policy, and again, help to alter relationships between political leaders and citizens? What insights can we gain about the innovative approaches that are needed to manage and ensure the successful functioning of these mechanisms of co-creation? What is the potential for the practices to be transformative? It should be noted that principles of collaborative governance are relevant to the examples discussed here. As noted in the literature review (Ferlie et al., 2018, p. 31), collaborative governance is 'consensus oriented' and the nature of innovation is exemplified by the process of collaboration itself.

#### **Figure 16: New Political Committees in Gentofte (Denmark)**

The Gentofte municipality in Denmark has introduced a new type of ad hoc political task committee that assigns a small group of politicians and citizens to develop a policy proposal on a specific topic and within a given timeframe. In 2015, the Municipal Council assigned a political task committee (PTC) to develop a proposal for a youth policy.

The Gentofte model functions in this way: At regular intervals, the Municipal Council forms a number of ad hoc PTCs. The Municipal Council asks each PTC to suggest solutions to a wicked problem that the politicians in the municipal committee want to solve but lack viable solutions about how to do so. The timeframe depends on the assignment and so does the composition of members. As a rule, however, each committee consists of a selected group of citizens and politicians from different parties.

The assignment of one of the PTCs was to prepare a proposal for a municipal youth policy. A mission statement described the motive for establishing a PTC, the content of the assignment, the timeframe, the committee composition and the ground rules for the collaboration.

As motivation for forming the PTC on youth policy, the Municipal Council stated that they wanted to engage with young people to get a better understanding of what the municipality can do to help them to thrive and successfully transition into adult life. The concrete task of the PTC was to develop a proposal for a municipal youth policy. The timeframe was 10 months, and the composition of the committee was 5 politicians and 10 youths. The committee was assisted by a number of city administrators. Their task was to facilitate the collaborative policy-making process in a way that appealed to, and motivated young people to participate.

The mission statement commissioned four meetings but during the process, the members of the Youth PTC decided to extend the number of meetings to seven. The youth PTC also decided to form a number of working groups where relevant experts prepared submissions and provided information that the committee members needed. The outcome of the process was a policy proposal that the Municipality Council endorsed without changes.

Sources:

Sørensen, E., & Torfing, J. (2016). *Samlet evaluering af den nye politiske arbejdsform i Gentofte kommune: Slutrapport*. Gentofte: Gentofte Kommune.

Sørensen, E. and Torfing, J. (2019), "Towards robust hybrid democracy in Scandinavian municipalities", *Scandinavian Journal of Political Science*, 24(1).

### (Re) invigorating Citizenship through co-production and co-creation

Can initiatives rooted in principles of co-production and co-creation provide effective ways for public sector organisations to (re)connect with their citizens and enhance their impact on the policies that affect them? An example from France can be provided (Figure 16).

#### **Figure 17: The Participatory Evaluation of the city of Nantes (France)**

For the city of Nantes, the evaluation of public policies is a lever for action to transform, innovate, and re-examine their relevance to citizens, and in this way, to put the citizen back at the centre of public policy. The expected results of this participative evaluation process to people are: improved relevance and effectiveness, new ideas, and a service orientation to the population closer to its expectations and lifestyles. The participatory evaluation process is more in line with the logic of "citizen dialogue" at the service of the people of Nantes in all their diversity. This local democracy approach gives citizens a voice in public services and projects. It enriches and illuminates the decisions of elected officials.

The sixth largest commune of France with 303,382 inhabitants, Nantes is the capital of the Loire-Atlantique department and of the Pays de la Loire region. In the 2000s, the city of Nantes implemented the citizens' assessment of its actions and public policies. As a result, since 2004, 16,638 residents have been asked to evaluate a range of subjects. Evaluation is a tool for citizen dialogue and is part of the range of participatory tools offered to residents in the area. Especially in Nantes, participatory evaluation is a commitment enshrined in the Citizens' Dialogue Charter adopted in 2010 by the city council. Citizens can be associated with different stages of the public policy process including evaluation.

Based on:

BAUBY, P. (2003). Modernisation et libéralisation des services publics: l'usager sujet ou objet?. *Pyramides*. Revue du Centre d'études et de recherches en administration publique, (7), 61-74.

GUIDET Thierry, (2011), *Evaluer les politiques publiques : une exigence démocratique*, Publication de la ville de Nantes et Nantes Métropole, 31 p.

CHANUT, V., et LAMARQUE, D. (2014). Introduction. Où en est l'évaluation des politiques publiques? *Politiques et management public*, 31(1), 5-12.

<https://www.nantes.fr/home/ville-de-nantes/proximite/dialogue-citoyen/les-grands-principes-du-dialogue.html>

Cahiers de l'évaluation: <https://www.nantes.fr/home/jouons-collectif/nantesco/evaluation-des-politiques-publiq/les-cahiers-de-levaluation.html>

In Denmark, the aim of Issues that Unite (ITU) is to provide a discursive space to co-create innovative solutions to local problems in order to enhance social inclusion and improve the quality of social life in the city (Figure 17).

#### **Figure 18: Issues that Unite (Denmark)**

Once a week, social entrepreneurs host an open-house evening meeting in a house in the centre of the city of Aarhus (citizens can also pop in in the daytime to raise an issue). Local citizens can just walk in and grab a sandwich and a cup of coffee. The citizens present issues worthy of joint action and brainstorm ideas about how to improve social inclusion and the quality of life in the city. Issues that gather support and unite a group of interested citizens are taken forward. A working group of interested citizens is formed and begins to plan the project. Other actors with key assets and resources are invited to participate in the project. The self-organized working group then implements the project and monitors the output and outcome, modifying the project as required in the face of problems and challenges.

ITU is a platform for building local arenas of co-creation based on bottom-up processes of citizen participation. ITU collaborates with public agencies in relation to specific projects, but is also engaged in ongoing discussions with the municipality about how active citizens can play a larger role in improving the social and environmental conditions for urban living. This regular contact with the municipality enables the founders and organizers of ITU and the local citizens' groups that are formed at the open meetings to team up with relevant municipal actors. Despite some conflicting views about the respective roles of the municipality and ITU, a partnership arrangement has emerged. The municipality sometimes sponsors specific projects and public employees work closely with the citizens involved in projects.

ITU launches about 10-14 local co-creation projects per year. The specific project that we shall focus upon here aimed to clean up the local marina, including the harbour basin that was littered with old bicycles and other kinds of rubbish. Many citizens felt that the marina was so dirty and polluted with

garbage that it had become unattractive as a recreational area. They wanted to solve the problem that had been neglected by the municipality. In developing and executing the plan for the local clean-up, the citizens' group collaborated with more established civil society organizations and local authorities. In order to clean up the harbour basin they contacted the local divers club that sent a squad of divers to bring the garbage lying on the floor of the harbour basin up to the surface. The sea scouts were contacted and sent a flotilla of small boats to bring the garbage onto the shore. Finally, the Department of Utilities and Environment at the local municipality was called upon to obtain the necessary permissions and to help to dispose of and recycle the many tons of garbage that was collected. The harbour clean-up project was successful in cleaning up the marina and provided a new model for how to involve citizens, organized stakeholders and public agencies in urban projects.

The methods applied by ITU build on three principles: 1) Own reality: our point of departure is our own problems and how we can do something to solve them. Hence, change begins when you aim to help yourself and others by improving the quality of life. 2) Eye level: we do not do things for others, but with others. Mutuality is the key to sustainable change. 3) Freedom: we start where we can change things without asking for either permission or money. Immediate action and 'quick wins' are the key drivers of co-creation.

Project evaluation is an ongoing process and appears to build on the method of development evaluation. However, there are also research reports documenting the impact of some of the co-creation projects initiated by ITU.

Sources:

Sørensen, E., & Torfing, J. (2018). Co-initiation of collaborative innovation in urban spaces. *Urban Affairs Review*, 54(2), 388-418.

Website: <http://sagerdersamler.dk/>

### Volunteers and co-production

To what extent is voluntary action pertinent to co-creation and co-production? How, and in what ways are citizens, as social entrepreneurs or as part of civil society organisations both initiating and engaging in collaborations and processes that seek to address complex problems and challenges? A relevant example is provided from Wales and another from Slovenia (Figures 18 and 19).

#### **Figure 19: Cartrefi Cymru's Floating Support Service (UK)**

Cartrefi Cymru is a Welsh multi-stakeholder co-operative organization that has pioneered a 'floating support service' to provide an innovative co-designed model of care for disabled service users in Brecon, a rural market town in mid-Wales. The key feature of the approach is that the support offered is "on-demand", rather than based on the traditional model of delivering a set number of hours, at set times, on set days of the week. The support is designed to enable service users to live independent and fulfilling lives.

Floating "on demand" support is a relatively new approach to service provision in which service users request support as and when they need it. There are no care plans, allowing support workers to provide "what matters" to service users. The "on-demand" aspect of the service was introduced in July 2012, with six service users and three support workers. Following positive feedback, it was then introduced to all 38 service users over the following year. Service users can call, email or text when

they need support. The team uses an online programme to log the demands that come in, and each team member has an iPad on which they can select a demand to complete.

Cartrefi reports that the innovation has had a positive impact on both staff and service users. The staff benefits of this service innovation include a feeling of doing “what matters”, increased task variety, increased motivation levels, and improved staff problem-solving due to increased autonomy. Staff also benefit from being out in the community. Cartrefi believes that service users benefit from more flexible support and increased independence.

The service appears to have achieved a balance in benefits for both staff and service users. Management are reported to be considering introducing the “on demand” element in supported living services due to its success.

The “on-demand” support model has been found to be more cost effective than traditional care models, as well as offering increased job quality to support workers. Furthermore, Cartrefi believes it has benefitted from an increased ability to absorb funding cuts, and the ability to “do more with less”. These factors are increasingly important in a sector plagued by budget cuts and growing demand.

Regarding service provision growth, in 2014, just two years after the introduction of the “on-demand” aspect, client hours had increased from 32 to 82. This was alongside a reduction in staffing hours. By 2016, the number of service users accessing support was 380.

Sources:

Social Services and Well-Being (Wales) Act 2014

[www.cartrefi.coop](http://www.cartrefi.coop)

[http://www.cymorthcymru.org.uk/files/1814/3859/7844/AR\\_Llanrwst\\_PPT\\_inc\\_Brecon\\_Floating\\_Support.pdf](http://www.cymorthcymru.org.uk/files/1814/3859/7844/AR_Llanrwst_PPT_inc_Brecon_Floating_Support.pdf)

<http://www.goodpractice.wales/SharedFiles/Download.aspx?pageid=96&mid=187&fileid=79>

[https://www.valeofglamorgan.gov.uk/en/living/Housing/supporting\\_people/Supporting-People.aspx](https://www.valeofglamorgan.gov.uk/en/living/Housing/supporting_people/Supporting-People.aspx)

The city of Maribor’s experimentation with participatory budgeting represents the first instance of this initiative in Slovenia. Significantly, the activism, initiative and leadership of citizens has been integral to the design and implementation of the participatory budgeting initiative, which is outlined in Figure 19.

### **Figure 20: Participatory budgeting in the city of Maribor (Slovenia)**

In 2015, the Mayor of Maribor established a working group on participatory budgeting. The group was composed of municipal representatives, city councillors and civil society stakeholders. The proposal to introduce participatory budgeting at the municipal level originated in citizen activism, including the Urban Assembly Initiative, which was calling for more political self-organisation at the city-district level. The municipality decided to introduce the participatory budget in one city-district, Radvanje (Jazbinšek, 2016; Municipality of Maribor, 2016b).

The implementation of the project started in the autumn of 2015. First, residents of Radvanje were asked to deliver project proposals for their district by post, online platforms or delivery-by-hand. Different information had to be provided, including the name of the project, the category (e.g. environment etc.), description of the project, the argumentation regarding the importance of the project for the district and the explanation for why they decided to propose this specific project

and how it will contribute to the quality of living in the district. In a period of one month, 78 proposals were gathered.

Municipal administration offices then evaluated all proposals. During this process, all proposals had to be assessed in accordance with the following criteria: whether the proposals were in accordance with law; inside the area of the city district, within the jurisdiction of the Municipality of Maribor; within the intended amount allocated to the participatory budget initiative; and not already planned for implementation. In addition, the administration also evaluated the cost of the proposals (Jazbinšek, 2016).

At the beginning, only 9 of the received proposals were evaluated. Municipal officials argued that others could not be considered because there were not sufficient funds available. This was despite the fact that 100,000 EUR of the municipal budget had been allocated to cover chosen projects. Initiators interpreted this response as evidence of a lack of serious commitment to the initiative by the municipal administration. To stimulate the process they put more pressure on the municipality and visited individual officials to get information on how the project was progressing.

22 investment projects were evaluated and prepared for voting. On November 22, 2015, citizens with permanent residence in the city district of Radvanje and with the right to vote chose between them. Each citizen had five votes to award five different projects. At least 5 percent of the voters from the city district of Radvanje had to vote in order to allow the administration to make a priority list of all the projects and include chosen projects into the next year's budget. Projects were ranked from the highest (project with the highest number of votes) to the lowest (project with the lowest number of votes). The highest ranking projects were then included in the budget for 2016, which amounted to 100,000 EUR or 0.1 per cent of the whole budget (Jazbinšek, 2016). The results were officially approved by the working group for the implementation of a pilot project. They are not legally binding for the municipality, but the mayor confirmed selected projects would be taken into account when preparing the budget.

Sources:

Jazbinšek, S. (2016) 'Citizen Participation in Public Budgeting: The Case of Participatory Budgeting in Slovenia', Master's Thesis. University Of Ljubljana, Faculty Of Economics.

The Municipality of Maribor (2016a) 'Participatory budget data', <http://www.maribor.si/povezava.aspx?pid=11096>.

The Municipality of Maribor (2016b) 'Participatory Budget of Municipality of Maribor', [http://www.smartcitymaribor.si/en/Projects/Smart Economy and Cooperatio n/Participatory Budget of Municipality of Maribor/](http://www.smartcitymaribor.si/en/Projects/Smart_Economy_and_Cooperatio n/Participatory_Budget_of_Municipality_of_Maribor/).

### Co-production of health

As the examples presented here indicate, and as mentioned above, a core task for COGOV is to outline and investigate how co-production and co-creation are being interpreted in practice. One of the relevant questions is 'how and in what ways are the needs and experiences of service users central to co-production in practice'? The integrated local health and welfare services in The Netherlands (Figure 21), and the Ffordd Gwynedd Integrated Health and Care Team in Wales (Figure 22) are examples of how local stakeholders, users and citizens are involved the production of health policy and services.

**Figure 21: Integrated Local Health and Welfare Services (Netherlands)**

In 2015, the Dutch government launched the idea for integrated local health and welfare services, emphasizing 'co-creation' with citizens in need of assistance. The new strategy implies decentralization of tasks and responsibilities to municipalities, and a radical change of approach: rather than providing services to clients based on administrative rules, public servants should visit citizens at home and have "kitchen table talks" about their needs and wishes. Informal care from clients' personal social networks and from local communities are perceived to be primary sources of assistance. In this vein, municipal services are complementary to what citizens and civil society can do themselves.

The core idea of the new government strategy is 'to improve citizens' self-reliance'. Related goals are tailor-made service provision and reduction of public costs. The central government perceives the new approach as a way to keep healthcare affordable and accessible for everyone. An overall assumption is that co-creation will better match citizens' wishes and possibilities. The new strategy is based on four laws: the Act on Social Support (WMO Act 2015), the Youth Act 2015, the Long Term Care Act (WLZ, 2015), and the Health Insurance Act since 2015.

According to the new governmental strategy for local health and welfare, professionals in local health and welfare services should be organized in multidisciplinary teams ('neighbourhood teams') to overcome fragmentation of public services and encourage cross-boundary collaboration, leadership and entrepreneurship in co-creation with citizens. Given the aim for local network collaboration, professional skills of public servants should be developed beyond single organizations and specific functions, emphasizing new professional roles as co-creator of public services in collaborative processes with citizens and in complex networks of different stakeholders. Digitalization is seen as an important facilitator, to enable cross-boundary professional communication and services, and to allow vulnerable citizens to stay home and be self-supporting through E-health.

The overall strategy for co-creation with citizens in need of assistance received broad support in the Netherlands. A majority of the 355 Dutch municipalities has now set up neighbourhood teams. In 2016, approximately 2 million people from 1.8 million households made use of one or more facilities, which is approximately 12 percent of the population and 23 percent of households. About 50 percent of the 1.8 million households use social support (WMO Act), and about 11.5 percent use provisions from several laws (SCP, 2018). A national evaluation (SCP, 2018) characterized the implementation process as 'cloudy'. It shows that coherence between the tasks in various laws should be improved, such as the WMO (implemented by municipalities), health insurance act (including district nursing, carried out by health insurers) and the long-term care act (nursing care, performed by care providers and paid for by the state). It also mentions positive developments: more municipalities offer tailor-made facilities. However, it warns that personal social networks of vulnerable citizens are not always sufficient to provide adequate services, especially when citizens need assistance on a more structural basis. Recently, the Netherlands Bureau for Economic Policy Analysis reported that neighbourhood teams lead to more expensive care (CPB, 2019). Contrary to the preference of Dutch government for informal care, the municipalities with neighbourhood teams increased the number of referrals to formal (professional) care by fourteen percent faster than in municipalities without these teams (2015-2017). It should be noted that reality is slightly more complex: the potential revenues are not included in the calculations and when they are there, these revenues are not for municipalities. For example if an early referral to municipal health service offsets expensive hospital care in the long run, this profit is not for municipalities but ultimately for health insurers in the Dutch system.

Sources:

Dekker, P., Van der Ham, L. & Wennekers, A. (2018). Citizen perspectives 2018/1 (Burgerperspectieven 2018/1). The Hague: Social and Cultural Planning Office.

Netherlands Bureau for Economic Policy Analysis (CPB) (2019) The neighbourhood team approach examined in more detail. The effect of the deployment of district teams on WMO care use. The Hague.

Social and Cultural Planning Office (SCP) (2018) Summary Overall reporting social domain 2017, The Hague.

#### **Figure 22: Ffordd Gwynedd Integrated Health and Care Team (UK)**

In North Wales, Gwynedd Council and Betsi Cadwaladr University Health Board (BCUHB) have worked in partnership to establish an innovative integrated health and social care team for older people: the Ffordd Gwynedd Health and Care Team.

The Team, established in 2015, is jointly managed between the Council and the regional National Health Service (NHS) University Health Board. It has a wide-ranging workforce including: social workers, district nurses, occupational therapists, enablement officers, third sector professionals, physiotherapists, and community psychiatric nurses. The core idea is to provide more person-centred services to help users live their lives as they wish.

The Ffordd Gwynedd Integrated Health and Care Team began their service innovation by setting themselves a new purpose – ‘help me to live my life as I want to live it’. They also established a new set of operational principles:

1. ‘What matters’ to the service users is now the main priority.
2. Conversations are held with the service user to establish what their strengths are, so as to enable them to build on them and make informed choices.
3. Decisions are made in partnership with the service user at the right time and in the right place.
4. Interventions are built around “what matters” to the service user by working in partnership with their personal networks.
5. Ownership is retained and expert support is brought in as and when it is needed.
6. Information is freely accessible to all parties who need it via an integrated IT system, and focuses on ‘what matters’ to the service user.
7. Measures drive learning and a whole-system method of working.
8. All organisations and professionals involved work as one integrated team.
9. Leaders act to remove barriers to enable effective service provision and delivery.

Early feedback suggests that the “what matters” approach allows the integrated team to commission fewer traditional (and costly) services. Three main benefits have already been identified. First, service users are less dependent on the Team as they are taught to utilise their skills so that they can help themselves. Second, the social model being employed has led to the acknowledgement of personal networks and the wider community, which also makes the service user less dependent on health and social care services. Third, working across traditional boundaries allows the Team to pool resources, leading to an improved experience for service users.

Sources:

- <http://www.goodpractice.wales/SharedFiles/Download.aspx?pageid=96&mid=187&fileid=78>
- <https://democracy.cyngor.gwynedd.gov.uk/documents/s8426/Appendix%20A%20-%20October%202015%20Bulletin.pdf>

- <https://democracy.cyngor.gwynedd.gov.uk/documents/s500000514/Appendix%201%20-%20End%20to%20End%20Review%20Draft.pdf>
- Social Services and Well-being (Wales) Act 2014
- <https://gov.wales/docs/dhss/publications/180116reviewen.pdf>
- <https://vanguard-method.net/the-vanguard-method-and-systems-thinking/the-vanguard-method/>
- <https://whatisthevanguardmethod.net/about-vanguard-method/>

### Co-production of culture

The following case (Figure 23) is based on the European City of Culture, which will be organised in the city of Rijeka in Croatia in 2020. While this EU-led programme has been widely recognised for its urban regeneration benefits, the case of Rijeka shows the value that is nowadays put on co-production with citizens in cultural policy. The plan that the City of Rijeka devised to implement the European City of Culture shows how culture serves to empower the city and its people.

#### **Figure 23: Rijeka 2020 (Croatia)**

Rijeka 2020 is the winning project of the Croatian European Capital of Culture 2020. The organisation of the European Capital of Culture has been a strategic objective of the City of Rijeka since 2013. With Rijeka 2020, the city aims to improve the scope and variety of the city's cultural offer, expand the accessibility of, and participation in, cultural activities, build capacity in the cultural sector and its ties to other sectors, and improve the international and regional visibility of the city.

The entire community of the city is involved in programme preparations. The programme aims to re-examine cultural, social and economic challenges that contemporary Europe and the world currently face, and aims to show that the benefits of culture are an important part of sustainable development.

The organizational team of the project has prepared seven programme streams called Flagships. Two or more cultural institutions or independent artistic organizations cooperate on each Flagship. The following Flagships have a citizen co-production element:

Civil Initiatives: The aim of the programme is to actively involve citizens in creating cultural and social programmes, and to improve the production and organizational capacities of voluntary civil groups and individuals. A system of support will be used to support citizens' cultural and social initiatives, voluntary civil groups and associations. This kind of model enables the active participation of citizens in the production of cultural programmes, and at the same time allows for some decision-making responsibility on the relevance of the applied cultural programmes for the city community in general.

'27 Neighbourhoods': The neighbourhoods in Rijeka and the Primorje-Gorski Kotar County lack local cultural centres for citizens. The goal of 27 Neighbourhoods is to strengthen local communities by improving human resources, developing interpersonal relationships, organising cultural activities and increasing cultural content.

RiHub: RiHub is a place for contact, exchange and joint action. It will serve as a stage where successful civil initiatives from across Europe and the world will be presented to inspire the people of Rijeka to action following the examples of Amsterdam night mayor, Bologna Facebook neighbourhoods and Ljubljana Urban gardens. Ten city officials will be deployed to their new workplaces in RiHub. Their

goal will be to test existing ideas and to encourage people to submit new ideas. Cooperation with different citizen groups is planned to ignite projects dealing with concrete problems or improving life in the city in other ways. The results will be a series of publicly accessible structured guidelines for civil innovations.

*Kitchen:* The Kitchen consists of cultural programmes that aim to promote learning about different cultures and cooperation between religious communities.

*Green Wave:* The aim of the Green Wave project is to raise awareness about the environment by filling the city's areas, squares, streets, windows and balconies with remedial, fragrant, edible and indigenous herbs in cooperation with citizens. In this way, the European Capital of Culture wants to contribute to the positive evolution of the cityscape, to improve the microclimate of city streets, and to raise awareness on ecology.

*Council of Citizens:* The Council of Citizens will review and evaluate the proposals of citizens collected through the open calls of the Green Wave and the Civil Initiatives programme. The council will also select proposals for realization. Citizens who applied to be members of the Council will be organised into eight categories by age and gender and then selected by random extraction. Citizens will have complete power over decisions about part of the programme.

Sources:

Rijeka 2020 – European Capital of Culture website: <http://rijeka2020.eu/en/>

Rijeka – Candidate City for European Capital of Culture Bid Book (2016): <http://rijeka2020.eu/wp-content/uploads/2017/01/ri2020-eng-web.pdf>

### Co-creation, sustainable development and urban life

Co-creation is now key features of many local approaches to respond to climate change and promote sustainable development in the city. The following two examples pertain to the re-organisation of traffic in Denmark (Figure 24) and Slovenia (Figure 25).

#### **Figure 24: Copenhagen Cycle Superhighways (Denmark)**

Although Denmark is known as a cycling nation, the number of cycle trips at the national level is in decline (2017). The general tendency in Denmark is that cycling is increasing in the bigger cities and decreasing in the metropolitan outskirts and in the countryside. In 2016, bicycle traffic within central Copenhagen surpassed car traffic. However, when it comes to crossing the municipal boundary, bicycle traffic is on the wane and car traffic is on the rise. The aim of the Cycle Superhighways is to overturn this trend.

The planning of cycle superhighways was initiated by City of Copenhagen. Twenty-three municipalities in Greater Copenhagen, commuters and cycling organizations have joined forces to create the Cycle Superhighways. The project consists of building a cycling infrastructure that makes it easy and safe to cycle (5-30 km) to and from work in Greater Copenhagen, where the average train commute is 12 km (Bruun Hansen & Sick Nielsen, 2014).

As a mode of transport, bicycles take up less space in traffic, come with zero CO<sub>2</sub>-emissions, and are a more time efficient way to get around in a car-congested capital such as that of Denmark. Cycle Superhighways make it easier for commuters and municipalities to pinpoint sustainable and time-reducing alternatives to a fossil-free commute. To ensure a common plan on where and how to build

the cycle superhighways, the municipalities have agreed on a conceptual strategy to define the quality and criteria for a cycle superhighway, and a vision plan for a fully built network by 2045 (46 coherent routes consisting of 746 km genuine cycle paths).

The project is expected to have many benefits. A complete network of cycle superhighways will decrease congestion, lower healthcare expenses and contribute to cleaner air and a better environment in Copenhagen and suburb-municipalities of the Capital Region of Denmark. Cycling offers huge benefits for the individual as well as for society, but it requires highly prioritized biking conditions if the bike is to succeed as a competitive means of transportation. Therefore, the Copenhagen Cycle Superhighway is an initiative, where the commuters' needs have been given the highest priority on the cycle paths.

The cycle superhighways could potentially increase the number of bike trips in the Capital Region by 6 million compared to 2017 making the project a key cooperation in the development of green growth and sustainable mobility. In 2010, planning the first route, (The Albertslund-route), the planners expected to rise the numbers of cycle commuters with 20% in 2015 (compared to 2012); in 2016 it was raised to 34 %. The second route, from Farum to Copenhagen, has increased the numbers of cycle commuters by 61 % in 2016 (compared to 2013) <https://supercykelstier.dk/faq/>. On this route, the average commute is approximately 15 km on bike. To make sure a Cycle Highway also complies with local commuters' needs, municipalities invite local actors to take part in the planning and implementation.

Sources: Bruun Hansen, K. & Sick Nielsen, T. (2014) *Exploring characteristics and motives of long distance commuter cyclists*. Transport Policy, vol. 35, 57-63.

<https://supercykelstier.dk/wp-content/uploads/2016/03/Hæfte-UK-2018.pdf><https://supercykelstier.dk/english/>

### **Figure 25: Integrated Transport Strategy in Ljutomer (Slovenia)**

In 2012, the Municipality of Ljutomer (Slovenia) adopted the first Integrated Transport Strategy (CPS) for a smaller municipality in Slovenia. The European Commission ranked the strategy among the three best in Europe in the Union (EU) in the field of public involvement. One of the goals of the strategy is to convert all housing areas into areas of friendly traffic with innovative arrangements. Instead of car drivers, children, pedestrians and cyclists are given priority (Municipality of Ljutomer, 2016). Namely, short distances in Ljutomer allow most of the travel to be made on foot or by bicycle.

The neighbourhood of Juršovka was selected as a pilot area for innovative improvements in traffic regulation. The Municipality of Ljutomer worked with the leading institution in the field of sustainable mobility in Slovenia – the Urban Planning Institute of the Republic of Slovenia and the company Biro Skiro – mobility Ljubljana. The expertise of the team and their involvement in European projects has made it possible to gain access to experience and good practices from Europe (Municipality of Ljutomer, 2016). Several innovative elements of traffic calming and regulation were implemented, including the renovation and upgrading of footpaths, the arrangement of play areas, urban equipment and planting.

An important novelty was the comprehensive public involvement, as well as monitoring and evaluation of the project throughout all its stages, which is a very rare practice in Slovenia, especially in traffic-related projects. Among other activities, the municipality organised a street event where it presented the arrangements of the concept; two days were intended for individual consultations with the designers; the inhabitants were surveyed, and the opening of the regulated neighbourhood was organized as a street party.

The reorganized neighbourhood was opened in August 2016, and was immediately of great interest to domestic and foreign professional and to the general community (Municipality of Ljutomer, 2016). The new conditions in the neighbourhood contribute to a greater share of sustainable travel in the municipality. The latter contribute to a better environment, and above all to the health of the population. Smooth traffic and urban equipment make it possible for people to socialize more in public areas, which strengthens belonging to the neighbourhood and social contacts.

Source:

Municipality of Ljutomer (2016) 'The competition for the improvement in the public administration Premik naprej 2016: documentation of the application Participatory arrangement of neighborhood Juršovka into an area of friendly traffic', UL Faculty of administration.

### Co-creation of public space and urban life

The following case from Croatia is about the co-creation of public spaces in the city. Building inclusive, healthy, functional, and productive cities is one of the biggest challenges facing cities today. To strengthen the community and to create healthy public spaces, the City of Rijeka has implemented a local partnership programme (Figure 26). This is an award-winning project, which was proclaimed as one of the best European practices in interior and exterior spaces for children at the conference Cities for Children (2009).

#### **Figure 26: The Local Partnership Programme of Rijeka (Croatia)**

In 2005, the City Council of Rijeka launched the project "Rijeka Local Partnership Program" with the aim of developing a partnership and co-responsible relationship between the citizens and the city. Through direct participation of citizens, associations and local boards, the Rijeka Local Partnership Program gives a say to citizens in the transformation of public spaces (children's playgrounds, tree-lined avenues, flowerbeds, uncultivated green areas, smaller-sized illegal landfills and other projects for public spaces).

Every year the City of Rijeka publishes call welcoming project proposals from the councils of local committees, associations and groups of citizens. For interested applicants, the city runs workshops in project development and management. The objectives of the programme are to: 1) encourage local board councils, associations and citizen groups to take part in resolving problems and satisfying the needs of the local community (from defining the problem to proposing projects and participation in its realisation); 2) develop partnership and mutually responsible relationships between the City and citizens in solving problems and satisfying the local community's needs; 3) enable the fast resolution of municipal infrastructure problems of those citizens and local boards that are ready to personally engage and actively participate; 4) achieve better social and economic effects by pooling the resources of the public and private sectors with strong support from the local community; 5) encourage the creativity of the local community; 6) increase the level of the responsibility of individuals and the local community for the state of the public space in which they live and work.

A committee composed of three members (representatives of non-governmental associations and the media) evaluate the projects. The following criteria are considered for the allocation of financial assistance: 1) projects need to lead to positive and visible changes in the territory of the local

community; 2) projects require a community contribution (volunteering, sponsorship or donations); 3) projects need to contribute to a better life quality; 4) projects need to apply a real problem solution approach; 5) projects need to be sustainable; and 6) can be realised within 6 months

For chosen projects, the city provides financial support up to the amount of HRK 30,000, technical support and professional assistance for the project realization. An example can be viewed at: <https://www.total-croatia-news.com/lifestyle/32687-kvart-za-5>

Sources:

<https://www.rijeka.hr/en/themes-for-citizens/active-citizenship/participatory-budgeting/the-local-partnership-programme-of-rijeka/>

<http://www.udruga-gradova.hr/inpuls/rijecki-program-lokalnog-partnerstva/>

### Co-creation and social policy

As people attain longer life-spans, there is a growing need to improve the quality of life of the elderly. The following cases are examples of co-production in social policy and services. The first example (Figure 27) illustrates the development of the Social Services and Wellbeing Act, which was adopted in Wales in 2014. This is the first co-produced Act in the UK. It may signal a shift in the way policy and legislation is developed, in Wales at least. There are several benefits in co-produced legislation: increased stakeholder buy-in, increased chances that the legislation will be accepted by stakeholders, and improved policy implementation in stakeholders' own organisations. The two other examples, one from Denmark (Figure 28) and one from the UK (Figure 29), show how services for senior citizens are co-produced and volunteer-led.

#### **Figure 27: Social Services and Wellbeing Act 2014 (UK)**

For the first time in the UK, the Welsh Government employed an engaged approach to the development of a major piece of legislation: The Social Services and Wellbeing (Wales) Act 2014, with the aim of enshrining co-production into the legislation. The Social Services and Wellbeing (Wales) Act 2014 provided a new legal framework for social care in Wales. Its aim was to provide a basis for local authorities, to engage with and empower citizens, to help them achieve independence and well-being, and to get the care and support they need. Principles of co-production, such as encouraging citizens to become involved in the design and delivery of services, underpin the nature of the Act. Co-production is also evident in the resulting Act's legislative promotion of co-operatives and user-led services. The Act came into force in April 2016.

There were two elements of the engaged approach. Firstly, three groups were set up to provide direction at the strategic and leadership level: The National Social Services Partnership Forum, the Leadership Group, and the National Social Services Citizen Panel. The members of the three groups comprised of cross-party political leaders, professional leaders of Welsh social services, and members of the public who have personal experience with support services. The core idea of these groups was for them to help shape policy through scrutiny of the framework, as developed by Welsh Government.

Secondly, several technical groups were established with the purpose of engaging at a service level. These groups consisted of representatives from local authorities and health boards, the third sector, and the independent sector. The core idea of these groups was to develop the regulations,

codes of practice and statutory guidance of the Act. These areas were also developed through public consultation facilitated by the Welsh Government.

Research conducted by the Welsh Government sought to evaluate aspects of the engaged approach taken - now claiming co-production. The research focused on how the approach worked in practice, what worked well, and what could be improved and applied to future co-produced policy and legislation. The key finding was that participants were overwhelmingly positive about the co-productive approach to policy development and praised the Welsh Government for leading the way in this approach. Co-production was seen by participants as 'a welcomed departure from the more traditional model of prescription from the centre'. Despite comments suggesting the Act was not true co-production, stakeholders broadly believed that the co-productive approach lead to an improved Act as it was influenced by more diverse perspectives.

Sources:

<https://gov.wales/statistics-and-research/co-productive-approach-taken-develop-statutory-framework-social-services-well-being-act-2014/?lang=en>

<http://www.goodpractice.wales/SharedFiles/Download.aspx?pageid=96&mid=187&fileid=78>

<https://socialcare.wales/hub/sswbact>

Social Services and Wellbeing (Wales) Act 2014

#### **Figure 28: Cycling without age (Denmark)**

Cycling without Age (CWA; <https://cyklingudenalder.dk/>) is a local co-creation project that has developed and implemented new innovative solutions that have been diffused throughout the entire world. CWA forms local networks of volunteers who offer to drive nursing home residents around their city in rickshaws that are purchased either by the local municipalities or crowdfunded by private donations. The outings in the rickshaw are between 1 and 1½ km long, but may be longer. Individuals sit in the front of the rickshaw and can speak with the pilot. The rickshaws can take two elderly people at a time. Sometimes several rickshaws will travel together to a particular destination such as an ice cream parlour in the harbour or a nearby forest.

Through the rickshaw outings, the elderly individuals enhance their social mobility and life quality, form intergenerational friendships and there are reports about improved health as a result of the outings and the stimulating social contacts. The volunteer rickshaw pilots get fresh air and exercise, a glimpse of the elderly person's life-story and being a part of a social community.

The volunteer rickshaw pilots are trained by local captains and they become a part of a self-organized network. They work closely together with the staff of the local nursing homes to organize the outings and improve the quality of life of the elderly people based on the slogan that 'everybody has the right to wind in their hair'. Citizens and care workers co-create welfare solutions together with the elderly people themselves who exchange their life stories in return for the volunteer pilots' pedalling power. Some of the elderly people have played an active role in promoting CWA both nationally and internationally. All three parties get to influence everyday public service production in new and meaningful ways and thus become active and engaged democratic citizens.

CWA is a co-created service innovation. It has not led to any new policy proposals, but the local networks of pilots have pushed new agendas. Firstly, they have organized cycling demonstrations in Copenhagen with fifty or more rickshaws (and more individual cyclists) to improve the conditions for cyclists. Secondly, they have brought together young and elderly people in cooking classes to promote inter-generational friendship and to improve food culture.

Thirdly, they have promoted the core idea of CWA, for example, there have been two week long cycling trips with elderly people in rickshaws from Copenhagen to Hamburg and from Copenhagen to Oslo. Both trips demonstrated significant improvement in the health conditions of the elderly people including some suffering from dementia because of the close social contact and this has sparked new interest for the elderly care can be reorganized.

CWA applied an experimental method all the way through. It developed and tested innovative small scale ideas in small scale and evaluated and revised the design before testing it again and gradually upscaling when it worked. The incremental growth of CWA from local experiment to a global network was facilitated by a combination of three factors:

- 1) funding provided by first the municipality of Copenhagen and second a large private foundation;
- 2) growing interest in voluntarism in Denmark that is stimulated by the search for meaningful activities and strong social communities; and
- 3) new political and administrative interest in transforming care for the elderly in ways that activates local communities and the elderly people themselves.

In order to evaluate experiences and develop new ideas and initiatives the local chapter of CWA in Copenhagen formed an advisory board comprising several researchers with scientific knowledge and expertise in the field of entrepreneurship, innovation and elderly health care. The daily leadership group in CWA Copenhagen that shared working facilities with other social entrepreneurs at Papirøen provided the board with regular reports on the activities, new initiatives and experiences, and ideas for future development and received qualified feedback on these reports in face-to-face meetings.

Sources: Sørensen, E., & Torfing, J. (2018). Co-initiation of collaborative innovation in urban spaces. *Urban Affairs Review*, 54(2), 388-418.

### **Figure 29: Solva Care (UK)**

Solva Care is a Welsh community-led charity that provides health and social care support and social activities for older people living in Solva, a small harbour village in Pembrokeshire, Southwest Wales. It was established by Solva Community Council, in 2015, in response to the wishes of residents and with the aim of providing friendly support to those dealing with age-related issues. These issues include: social isolation, unnecessary hospital admissions, late discharge, and the need for increased support for relatives taking on caring duties. More recently, Solva Care has extended its aims into early prevention and intervention. It is the first project of its kind in the UK.

The idea of home-based community support for older people in Solva was originally suggested, but supported, over 10 years ago in a 'village appraisal' run by the Community Council. The idea was frequently revisited in Community Council meetings until it was established in 2015, by the now Chair. The aim was to first establish a volunteer-led service, reacting rapidly to care demands in the community. This was initially run as a pilot (2015-2017) and was hugely successful. The second aspect of the project was to form a local domiciliary care company to implement a hands-on care service, offering full and flexible, client-centred care packages delivered by paid carers. The paid carers would be people employed and trained from the local community. These two services would then run side by side. There is no charge for the beneficiaries of Solva Care as it is funded by grants and donations.

Between 2015-2016, the pilot project delivered on average 120 hour/month of rapid and responsive support to over 40 clients. This support has enabled elderly residents to live independent lives and remain in their homes. In addition to the voluntary service, Solva Care offers several community

social activities, including tea parties, singing and dancing lessons. These activities were originally aimed at residents with dementia but have become increasingly popular community-wide.

Alongside offering day-to-day support, Solva Care is also working towards becoming a dementia-friendly community. This is in line with the older age structure of Solva. Of the 660 residents on the electoral roll, 37% are over 65 years of age. This is in comparison to the percentage of over 65s across Wales, which currently sits at 21%.

Solva Care is committed to monitoring the outcomes of its work and has set up a Research Monitoring and Evaluation sub-committee. A follow-up community survey was conducted, with a response rate of 80%. It found that 95% of residents believe Solva Care is either 'good' or 'very good'. 86% of users said they would use it again. Focus groups found that volunteers provided practical and emotional support to service users. Volunteers also stated that they experience satisfaction from the role.

Sources:

Solva Care. 2016. Research Monitoring and Evaluation report. <https://solvacare.co.uk/>

Solva Care. 2016. 2017-19: What we should aim to achieve in the next two years and why. <https://gov.wales/statistics-and-research/mid-year-estimates-population/?lang=en>

WISERD Annual Conference. 2017. Research and evaluation to develop community social care – our experience in Solva.

Swansea University. 2017. To assess the feasibility of evaluation the impact of Solva Care: final report.

### Collaborative leadership

The examples outlined below (Figures 30-32) indicate some emerging practices of where a commitment to collaborative leadership appears to drive and sustain initiatives. The first, from France, sees collaborative leadership across existing local political boundaries to shape the nature of place, the second, from the UK, envisions leadership in relation to the creation of new community-managed mechanisms for service delivery in the area of public parks and green spaces.

#### **Figure 30: "Grand Lyon" (France)**

Created on 1 January 2015, the Lyon Metropolis, called Grand Lyon, is a French territorial authority with a special status created by the merger of the Lyon urban community and the Rhône county council (59 municipalities). For the first time in France, the overlapping territorial administrative levels are simplified. Considered as an institutional innovation, the Lyon Metropolis was created to make public action both more efficient and more coherent, and to facilitate the daily life of its citizens.

With a population of 1,370,678 inhabitants, *Grand Lyon* is a component of an urban area stretching over 530 km<sup>2</sup> and accommodating a total population of nearly 2.3 million. It is the first industrial agglomeration, the third largest metropolis in France in terms of population, behind Grand Paris (more than 7 millions) and Aix-Marseille-Provence (1.8 million).

Grand Lyon was the first French metropolis to adopt a place marketing strategy, based on an innovative governance model combining public and private partners. The goal of the strategy was to

improve the Grand Lyon's image nationally and internationally, to attract tourists and investors and thus increase its economic development.

The structure in charge of defining and implementing this place marketing strategy is "Only Lyon", a device resulting from the territorial economic governance of the metropolis. Inspired by international approaches (e.g. Amsterdam and New York), "Only Lyon" includes thirteen international institutional and economic partners who are prepared to give up some autonomy to achieve goals that might not be possible for individual partners to achieve. This innovative mode of governance involves various actors at both the strategic and operational levels, and this is integral to the success of Grand Lyon's strategy.

The place marketing strategy is divided into two phases: the first from 2007 to 2011, and the second from 2012 to date. The first phase sought to increase Grand Lyon's reputation by developing networks of influence. The second phase highlights the ambition of Grand Lyon to compete with international metropolises. Key aims are to attract new talent and renew communication styles.

Sources:

Soldo, E. (2018). *Vers une théorisation de l'attractivité territoriale durable*. Habilitation à diriger les recherches. Institut de Management Public et Gouvernance Territoriale, Aix-Marseille-Université.

[http://www.economie.grandlyon.com/fileadmin/user\\_upload/fichiers/site\\_eco/20180416\\_gl\\_chiffres\\_cles\\_lyon\\_plaquette\\_2018\\_fr.pdf](http://www.economie.grandlyon.com/fileadmin/user_upload/fichiers/site_eco/20180416_gl_chiffres_cles_lyon_plaquette_2018_fr.pdf)

<https://blogs.grandlyon.com/developpementdurable//blogs.grandlyon.com/developpementdurable/files/downloads/2015/01/RDD-2014-fichier-BD.pdf>

### **Figure 31: The Newcastle Parks and Allotments Trust (UK)**

The transfer of all 33 parks and 62 allotments in the City of Newcastle upon Tyne from local authority control to a Charitable Trust is an innovative and radical solution to problems of austerity. It is distinctive in its scale (to date only individual parks in the UK have been transferred out of local authority control) and radical in its approach. Ultimately, it will be a test case of whether an existing resource (parks and allotments) can operate under a new form of governance, more influenced by ideas of co-creation and collaboration and of how a "public good" can be managed effectively outside the historic control of local government.

The driver for exploring an alternative sustainable service delivery model to manage and maintain the parks and allotments within the City of Newcastle was austerity. Since 2010/11, the Parks and Countryside service budget has been reduced by 91%. This was a direct result of ongoing cuts to Local Authority funding by the national Government. Budget reductions have had a significant and detrimental impact on the service and its ability to maintain parks and allotments.

Newcastle City Council (NCC) has seen an erosion of experienced and knowledgeable staff, which has resulted in reduced time spent on the development and maintenance of parks and open spaces. Staffing has reduced by over 50% in recent years having a direct adverse impact on how the parks look. The service was forced to take a reactive rather than proactive approach to maintenance and management. Volunteer groups took up some of the slack but the scale of the run down needed more radical action.

Public officials at NCC were tasked by the political leadership of the Council to explore alternative service delivery models, which would ensure parks - and allotments -, were managed and maintained

to a good standard. A number of options were considered and assessed. These included: Maintain the Status Quo; Create a Public Sector Mutual; or, establish a Local Authority Trading Company. An options appraisal was undertaken which concluded that the Public Sector Mutual option was marginally the most favourable. However, the mutual option would mean going out to procurement every 4/5 years for an organisation to run the Mutual. The significant disadvantage of this option was potentially the lack of consistency with service delivery and planning.

Through a networking opportunity, the local authority Project Lead approached the National Trust (a national charity and member organisation) about work they were doing with other local authorities to explore - alternative ways of looking after their parks and open spaces.

Discussion took place over a number of months between the National Trust and these other local authorities. This included a workshop with Social Finance, a not-for-profit organisation that collaborates with government, the social sector and the financial community to find better ways of tackling social problems. Following these events and discussions, in Newcastle, and a vital and special partnership between NCC and the National Trust began.

It was agreed at the outset that an extensive public engagement programme should take place to make key stakeholders aware of the intention to create a Charitable Trust to look after parks and allotments and to give stakeholders the opportunity to help to shape the proposal. The public engagement programme ran from 13 February 2017 until 23 April 2017 and was one of the most extensive engagement programmes that NCC have held.

Social Finance were appointed to develop the Target Operating Model (TOM, which is essentially a Finance Model). Over the forthcoming months, this was subjected to a number of checks and challenge sessions until NCC were happy with the final model (there have been over 50 iterations of the model to date). The TOM is available on NCC's website. The TOM suggested that the Trust would be financially self-sufficient within 10 years (ideally before). This is through a combination of reducing expenditure and having a more focussed approach to income generation (within the confines of the established charitable objectives).

A report was taken to NCC Cabinet initially in July 2017 to raise awareness of the project, to share the emerging TOM, to share the engagement feedback and to seek approval to construct a full business case for final Cabinet decision. Cabinet agreed to the scope of the sites to transfer and agreed to receive a full business case with recommendations. As agreed, Cabinet was presented with an update report and agreed to the Trust being established, agreed to the sites suggested for transfer and agreed a revenue contribution of £9.5m over a 10 year period amongst other recommendations.

In early 2018, a Board of Trustees were appointed, as was a Chair. The Trustees include two Elected Members from NCC. The other trustees have a range of specialisms and expertise such as legal, finance planning, public health, parks specialism and working with community groups, which will help the Trust, make the right decisions. They work in a voluntary capacity. In October 2018, a CEO with a background in national countryside management and a national profile was appointed. During early 2019, a small management team was recruited. Details of the Trustees and CEO are available on the NCC website.

Source:

Newcastle City Council (2019) Why we created a Trust for Newcastle's Park and Allotment.

Available at: <https://www.newcastle.gov.uk/leisure-libraries-and-tourism/parks-and-countryside/future-newcastles-parks-and-allotments> (20/04/2019)

In Denmark, The Disruption Council (Figure 32) illustrates the successful use of co-governance strategies in the new form of highly mediated, ad hoc partnerships in national politics. The Council is a forum for co-governance strategies, where common beliefs about the future are shaped, across highly different interests, while the government is the lead facilitator, 'sets the team' and provides the framework. In the eyes of the public, concerns and fears for the future are debated, and a concrete suggestion for a collective agreement on the platform economy is shaped.

### **Figure 32: The Disruption Council (Denmark)**

The Disruption Council is a new type of partnership-approach to handle the challenges for labour, market, growth and education in the light of disruptive digital technologies. It was developed by the Danish government in 2017.

Disruption stands for technological disturbance where the business models and organizational forms are transformed (for example the introduction of Uber on the taxi market). Business and technology-optimists expect that digitization and especially technologies like IoT, blockchain, automated cars, big data and AI will grow exponentially, leading to huge progress in human life. However, trade unions voice their fear that the disruption of services and industries, especially new platform businesses, will create a labour market without any collective agreements. In particular, unskilled workers are at risk of being marginalized or even made redundant.

In 2017, to resolve some of these issues, the government has invited a broad range of stakeholders to help develop a strategy for the future. Overall, the aim is to ensure that Denmark seizes the opportunities in the development of technology. Despite the name, the purpose of the Council is not to disrupt, but rather to formulate adaptive ways for the Danish labour market, education and welfare production. The members of the Council are the most well connected people in Denmark. The Council includes eight ministers (including the finance minister and the prime minister who serves as the chair), several labour unions (3F, FTF, HK, Dansk Metal and LO) and the largest business organisations (DI, Confederation of Danish Industry and Dansk Erhverv, Danish Business). Other participants include Microsoft, LEGO, Mærsk (largest Danish company) and Danske Bank (largest Danish bank). Minor actors like the Danish Youth Council and a range of IT entrepreneurs are also included.

The official purposes and aims of the Council are to:

- maintain economic growth in Denmark and distribute gains broadly in the population
- see improvement of job security as a common responsibility
- improve future competences among the labour force
- secure the Danish model on the labour market, also called "Flexicurity" – and as part of this
- directly negotiate collective agreements between trade unions and employers

The Council debated and advised the government on initiatives it could take. The aim was not to formulate new policies, but a shared understanding of the challenges has emerged. An early result is the collective agreement between the trade union 3F and Hilfr.dk - an employer in the platform economy providing cleaning services. Over a trial period of one year 450 freelance workers of Hilfr.dk are categorized as employees if they have done more than 100 hours of work. That will secure them a higher salary per hour and social benefits, like pension, holiday pay and sickness benefits.

The final report was published in December 2018. It contains the results from both the Council and "new initiatives" taken by the government, rooted in the debates of the Councils as well as

initiatives taken earlier by the government in a range of other public foras oriented towards economic and technological development. What happens then is unclear, but the responsibility lies in the hands of the government.

Sources: Regeringen. (2017a). Forlæns ind i fremtiden. København: Beskæftigelsesministeriet.

Regeringen. (2017b). Kommissorium for Disruptionrådet - partnerskab for Danmarks fremtid. København: Regeringen.

## CONCLUSIONS

The repository demonstrates the scale of the promising and innovative practices of strategic and ‘downward-facing’ renewal of public services that have been identified by partners in the COGOV project across each of the four principal themes of the literature review: public value, network governance, co-production and co-creation and collaborative leadership.

The repository aims to do so in a way that will be accessible to a wide and varied audience including public sector managers, academics and other interested parties from private organizations and civil society.

As mentioned in the introduction, it usefully identifies that – in practice - the themes of public value, co-production and co-creation, network governance and collaborative leadership are best viewed as closely inter-related and likely – to a greater or lesser extent – to all be components of multi-faceted real-world practices. The exact inter-relationship and relative importance of the themes is thus a matter for empirical investigation within the COGOV project.

The repository underlines how COGOV will advance our knowledge and understanding of the range of promising practices and innovations that are underway across Europe, as well as subject them to investigation and analysis. This repository has begun to highlight some of the core questions and ideas that practices raise and how these are connected to some of the debates and themes discussed in the review of the literature. These include:

- **Public Value:** how are public value strategies designed and implemented in practice? How does the ‘authorizing environment’ affect the success of public managers? How is the creation of public value connected to addressing concerns about democracy, and open government? What are the strengths and weaknesses of more bottom-up interpretations of public value?
- **Network Governance:** the diversity of examples included in this section illustrates the complexity and challenges of the conceptualization and operationalization of network governance. Notwithstanding, the examples can be used to foster debate about some questions. How are the strategic initiatives that encapsulate some of the ideas and principles of network governance rooted in and driven by interdependence? How do networks manifest as alternatives and supplements to hierarchies and markets?
- **Co-creation and Co-production:** how are co-production and co-creation interpreted in practice? How are these approaches shaping and informing policymaking and service delivery? What prospects does co-creation in particular offer for the reinvigoration of democracy through enhanced opportunities for citizen participation? How is voluntary action pertinent to co-creation and co-production? How does co-creation and co-production vary across policy sectors? What is the role and significance of ICTs in these developments?
- **Collaborative leadership:** How is a commitment to and a recognition of the need for collaborative leadership evident in practice? How can leadership be formulated in

terms of greater inter-organizational co-operation? Can real leadership involve actually giving up or devolving power to new organizations or groups? How can this be achieved?

The repository marks the final deliverable for Work Package 1 of the COGOV project. Taken together with the literature review, this work package has surveyed the field, exploring and analysing pertinent theoretical and conceptual debates, and manifestations of strategic renewal and 'downward-facing' renewal of public services in practice. The project will build upon this body of work through the production of comparative case studies in Work Package 2.

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