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Co-production and citizens' involvement

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Anna Francesca Pattaro
University of Modena and Reggio Emilia
annafrancesca.pattaro@unimore.it

Agenda

- Public Governance approach, Network Management and New Public Governance as theories of Public Management
- (a reminder of traditional public administration, NPM and managerial reforms if needed)
- The role of “public” in public sector
- Co-production
- Actors involved, roles, levels and phases of co-production
- Some comments
- Some examples
- Co-design experiment

Public Services revisited

- As stated before, currently the *conception, creation and delivery of public services* are particularly critical.
 - *Co-creation, co-production, collaborations and partnerships* with citizens, public and private (for profit and non-profit) actors, *contracting-out* and *privatization* are notable issues for both theory (e.g. Osborne, 2018; Nabatchi et al., 2017; Osborne et al., 2016; Brandsen & Honingh, 2015; Voorberg et al., 2014) and practice (e.g. Bason, 2017; Durose & Richardson, 2016).
 - Osborne (2018) also suggests a *change in the paradigm and logic in service provision* (from public service-dominant logic -PSDL, to public service logic -PSL)
 - In addition, *network solutions* in policy-making, governance and in management issues are more and more common and effective → networked governance
- The present notion of public service conception, creation and delivery is based on collaborative networked-based relationships and instruments (e.g. Turrini et al, 2010).

The Public Governance approach 1

- Approach and theory explaining Public Sector management and activities which *go beyond NPM and market-oriented reforms*
- It uses the instruments for the *involvement of stakeholders* in defining and implementing public policies (citizens, users, institutions, private profit or non-profit actors acting in specific socio-economical settings).
- Development of *relationships , collaborations and cooperation* both *inside and outside the Public Sector*.
- Importance assigned to *quality* and *effectiveness* of public administration/services and policies, apart from efficiency and economic sustainability (typical of NPM)
- Centrality of *accountability*.

The Public Governance approach 2

- Kooiman (1999) argues for 'social-political governance' as an over-arching theory of institutional relationships within society;
- Kickert (1993) and Rhodes (1997) define governance as the machinery of 'self-organizing inter-organizational networks' that function both with and without government to provide public services;
- Frederickson (1999) contends that governance, taken together with the theory of 'administrative conjunction' is in fact a way to re-position PA as the continuing pre-eminent discipline for the realities of the modern world;
- Marsh and Rhodes (1992) and Kickert et al. (1997), building upon the work of those such as Hanf and Scharpf (1978) use governance as a way to explore the workings of policy communities and networks;
- Salamon (2002) uses governance almost as a proxy term for the generic practice of PM, while Lynn et al. (2001) also use it as a catch-all term to try to create an holistic theory of PAM in conditions of the 'hollow state' (Milward and Provan 2003); and
- Kettl (2000) uses governance as a concept with which to explore the internal processes and workings of the NPM.

The Network Management approach

- ▶ *"Public management is a governance activity of complex networks in a specific social context"*
- ▶ Focus on complex networks of public and private actors in policy making & governance.
- ▶ Acknowledgement of inter-dependence among Public Sector organisations and other actors. Those actors are endowed with different specific interests, but also with a shared general purpose related to the network purpose.
- ▶ Networks are endowed with a coordinator/broker that often is public.
- ▶ *Network governance*, is concerned with how «*self-organising inter-organisational networks*» (Rhodes, 1997; see also Kickert, 1993) function but with and without government to provide public services. In contrast to public policy, governance, this is focused upon those networks that implement public policy and deliver public services (for example Denters and Rose, 2005; Entwistle and Martin, 2005).

The New Public Governance 1

- The NPG (Osborne, 2008) intends to “*provide a framework both to fuel the generation of new PM theory and to support the analysis and evaluation of public policy evolution*».
- The NPG paradigm combines the strengths of PA and the NPM (with those of public governance), by recognizing the legitimacy and interrelatedness of both the *policy making* and the *implementation/service delivery processes*.
- In Osborne opinion (2008) significant work has already taken place that ‘might legitimately be said to fall within the boundaries of this emergent paradigm’.
- This includes work upon the nature and governance of the policy process (Klijn and Koppenjan 2000, 2004), the development of key management skills in an inter-organizational context (McLaughlin and Osborne 2006) and the governance of inter-organizational relationships themselves (Hudson 2004; Huxham and Vangen 2005).
- Now is surely the time for such micro- and macrolevel work to be integrated with the meta-level elaboration and development of the NPG paradigm itself

Elements of the NPG, in contrast to PA and the NPM (Osborne, 2006)

Paradigm / key elements	Theoretical roots	Nature of the State	Focus	Emphasis	Relationship to external (non-public) organizational partners	Governance mechanism	Value base
Public Administration	Political science and public policy	Unitary	The policy system	Policy implementation	Potential elements of the policy system	Hierarchy	Public sector ethos
NPM	Rational/public choice theory and management studies	Disaggregated	Intra-organizational management	Services inputs and outputs	Independent contractors within a competitive market-place	The market and classical or neo-classical contracts	Efficacy of competition and the market-place
NPG	Organizational sociology and network theory	Plural and Pluralistic	Inter-organizational governance	Services processes and outcomes	Preferred suppliers, and often inter-dependent agents within ongoing relationships	Trust or relational contracts	Neo corporatist

Please remember:
Traditional Public Administration

- The key elements of traditional Public Administration can be defined as:
 - ✓ the dominance of the 'rule of law';
 - ✓ a focus on administering set rules and guidelines;
 - ✓ a central role for the bureaucracy in policy making and implementation;
 - ✓ the 'politics – administration' split within public organizations;
 - ✓ a commitment to incremental budgeting;
 - ✓ the hegemony of the professional in the service delivery system.

Please remember:
The New Public Management 1

- Global movement of reform of Public Sector from 1970s & theory on Public Sector Management. Multi-dimensional phenomenon.
- In its most extreme form, this asserted the superiority of private-sector managerial techniques over those of PA and with the assumption that the application of such techniques to public services would automatically lead to improvements in the efficiency and effectiveness of these services (Thatcher 1995).

The key elements of the NPM can be summarized as:

- an attention to lessons from private-sector management;
- the growth both of hands-on 'management' – in its own right and not as offshoot of professionalism – and of 'arm's length' organizations where policy implementation is organizationally distanced from the policy makers (as opposed to the 'inter-personal' distancing of the policy – administration split within PA);
- a focus upon entrepreneurial leadership within public service organizations;
- an emphasis on inputs and output control and evaluation and upon performance management and audit;
- the disaggregation of public services to their most basic units and a focus on their cost management; and
- the growth of use of markets, competition and contracts for resource allocation and service delivery within public services.

Please remember:
The New Public Management 2

- Change in PS opposite to traditional Public Administration: new, modern, reform, re-invention;
- Global phenomenon with local differences in application → components, timing & rhythm, internal&external conditions, top-down or bottom-up ... ;
- More impact and success in anglo-saxon / common law countries in comparison with civil law countries;
- Diffusion as a fashion or through translation (of OECD, consultants etc ...);
- The NPM has been criticized most devastatingly for its intra-governmental focus in an increasingly plural world and for its adherence to the application of outdated private sector techniques to PS, and in the face of evidence about their inapplicability (Metcalf and Richards 1991)

Please remember: **Managerial reforms**

- Importance of different socio-economic context, institutional and political systems.
- Pollitt & Bouckaert (2004) identify at international level the following trajectories of reform concerning:
 - Financial Management (budget, accounting, control, audit ...);
 - Human Resource Management (recruitment, remuneration, career, safety...);
 - Organisation reform/change (specialisation, coordination, centralisation/decentralisation...);
 - Performance measurement and management.
- Relevant the implementation process adopted in reforms: top-down or bottom-up.
- In different countries different results.
- Possibility of contradictions and trade-offs.
- In service provision: gradual move from universal and uniform benefits to mean-testing and conditional access; mixed provision of services, partly by private and other independent service providers rather than by state-owned and state-run organizations, giving people choice, especially of service providers.

The role of “public” in public sector 1

- Historically individual members of society played different roles in public management and services provision: *customers, citizens or partners* .
- The approach and the reforms oriented to **Citizen participation** aim to *improve governmental responsiveness by involving citizens in governing activities and service provision*.
 - more “traditional” approach
- The role of individuals as **customers** is typical of NPM approach focused on improving governmental performance and introducing market logics and managerial instruments in Public Sector.
 - more “business-like” approach

The role of “public” in public sector 2

- The role of **partner** is related to *the governance approach* and consequently to **co-production of services** in order to better satisfy needs with less resources.

→ More “Post-NPM” approach.

- Most commonly, public entities probably interact with members of the public *in more than one role at a time*.

For example we start with a customer-like complaint to a call centre and then problem solved considering citizens perspective/needs and their potential role in service (re)design or management (partner) in a governance perspective.

- Understanding how to work with the public in all 3 roles should be within public managers’ abilities.

- Challenge: *rethinking the existing view of public and understanding different needs according to the perspective adopted.*

Co-production

- The provision and broader pursuit of public ends often occur through networks of private and nonprofit entities, members of the public and governments as to realize the governance.
- Co-production occurs *when governments partner with non-governmental entities, including citizens and local stakeholders, jointly produce services that governments previously produced on their own.*
- For governments co-production can become a potential vehicle for **doing more** (and better through governance approach) **with less by involving private actors in service production and delivery.**
- Co-production also allows to “**customize**” products and services according to citizens and local stakeholders needs.

Co-production definition

- (Too) many definitions in literature.
 - We can define user and community co-production as: *'professionals and citizens making better use of each other's assets, resources and contributions to achieve better outcomes and/or improved efficiency'* (Bovaird & Loeffler, 2013, p. 4).
- Not a partnership working between organizations but a *collaboration between those people already working in public services* (provided by public sector, third sector or private sector organizations) *and citizens as individuals and groups*
- both in their activities as *service users and/or local communities*.

Who is involved in co-production of public services?

A. USUAL PRODUCERS

- *Civil servants* (e.g. physicians, psychologists, teachers etc) or *people* working for a NGO, private firm, association etc *in charge of service delivery* (according to different choices → institutional variants)
→ They work for the government because of their professional capacity

B. "GUEST" PRODUCERS

- Members of the community *participating actively and voluntarily to service conception and production*
- Number can vary according to the area of service and the characteristics of the project

Roles of volunteers

They can serve in *multiple roles*:

1. as a citizen—a member of a geographic or political community;
 2. as a client or user—a recipient of public services to which he or she is legally entitled and for which he or she is not required to directly pay the providing organization;
 3. as a customer—a recipient of public services for which he or she must directly pay the providing organization.
- Multiple roles are possible according to the service and specific situation.

Levels of co-production

- A. INDIVIDUAL:** an actor works with a professional (roles: *user or customer*). They obtain *personal benefits*
- B. GROUP:** groups or clusters of *users/customers* of a service of a service work with one or more professionals. They obtain *personal benefits* but also as members of the *group* involved (*social*)
- C. COLLECTIVE:** several citizens work directly and simultaneously with one or more professionals (within a single organization or across multiple organizations). They *aim at producing "goods whose benefits may be enjoyed by the entire community"* . They obtain *social benefits*

Phases in service provision process

- A. Planning (or co-commission):** “activities aimed at strategically identifying and *prioritizing* needed public services, *outcomes*, and *users*”
- B. Co-design** activities that incorporate “the experience of users and their communities” into the creation, planning, or arrangements of public services (Bovaird and Loeffler, 2012).
- C. Co-production/delivery** joint activities between state and lay actors that are used to directly provide public services and/or to improve the provision of public services (Alford and O’ F lynn 2012; Thomas 2013a , 2013b).
- D. Co-assessment** monitoring and evaluating public services

Phases in service provision process & examples

Phases	Examples
Planning (or co-commission)	<ul style="list-style-type: none"> Public officials and citizens work together to set budget priorities for a community (e.g., Bovaird 2007 ; Barbera, Sicilia, and Steccolini,2016). Police departments work with residents to identify priority or target areas for community safety efforts and police patrols (e.g., Layne 1989). School officials work with parent groups to determine educational priorities (e.g., Bifulco and Ladd, 2006; Birchall and Simmons, 2004).
Co-design	<ul style="list-style-type: none"> State and lay actors work together to redesign the application process for public benefits (e.g., Bovaird and Loeffler 2012). State and lay actors work together to redesign a website for adult care services (e.g., Bovaird and Loeffler 2012). Social workers work directly with the elderly to create opportunities for interdependent living (e.g., Bovaird and Loeffler 2012; Willis and Bovaird 2012) .
Co-production/delivery	<ul style="list-style-type: none"> Parents work with teachers and schools to provide in-class or extracurricular activities for students (e.g., Pestoff 2006). Students assist the university in organizing welcome days (e.g., Brandsen and Honingh 2016). A youth council trains young people as peer educators who then provide sex education sessions in schools (e.g., Bovaird and Loeffler 2012; see also http://www.govint.org/good-practice/case-studies/londonborough-of-lambeth/).
Co-assessment	<ul style="list-style-type: none"> Residents of social housing complexes work for the Audit Commission as “tenant inspection advisors” (e.g., Bovaird and Loeffler 2012). State actors and residents with dementia walk through neighborhoods to assess the ease of navigation (e.g., Brown, Loeffler, and Christie 2016). Parents work with special education auditors to assess services provided to their autistic children (e.g., Sicilia et al. 2016). Nabatchi et al. 2017

Example: Co-production (GOVERNANCE INTERNATIONAL)

- *"User and community co-production of public services and outcomes is about public service organisations and citizens making better use of each other's assets, resources and contributions to achieve better outcomes or improve efficiency." (Governance international)*

BENEFITS:

- A. People who use services
 - Improved wellbeing and quality of life
 - Higher quality public services
- B. Communities
 - Improved outcomes
 - Increased social capital and resilience
- C. Staff

- More responsibility and job satisfaction from working with empowered service users

D. Heads of Services

- Shifting resources from problem solving to prevention
- Better collaboration with third sector organisations
- Mobilising new resources and expertise for innovations

E. Top Managers

- Reducing the demand for services
- Strategy to shift from service provider to service commissioner role

F. Politicians

- Strategy to cope with reduced budgets and demographic change
- Alternative to significant service cuts

Governance International

- Governance international (<http://www.govint.org/english/>) consulting firm (NPO) co-founded by an academic
- Governance International “aims to help organisation to co-produce better outcomes with citizens”. They deliver tools, training, research and peer learning around the world to transform public services based on international good practice.
- Co-Production Star toolkit <http://www.govint.org/our-services/co-production/>

Public value

- Public Value is a (normative) theory for public management advanced by Professor Mark Moore of the Harvard Kennedy School of Government (1995).
 - It provides a 'conceptual framework to inform and inspire reform and improvement of public services'.
 - Concept difficult to categorise, abstract, that has been variously interpreted, and also mis-interpreted.
 - Benington (2009) states that 'at it's most basic level, Public Value can be thought of as *the value added to the public sphere by any activity, service or relationship, or any investment of human, financial or technical resources*'.
 - The public value model provides a conceptual framework co-production, highlighting that *public outcomes are not only achieved through commissioned public services but also directly through co-production with service users and local communities and through behaviour change on the part of citizens.*
- Joint creation of public value

Some comments

- Importance to clearly limit the range of co-production and the expectations → balance between top-down and bottom up approach to service definition and implementation
- Influence of administrative models in different countries and characteristics of society
- Role of technology and ICTs → lot of potentialities and some risks
- Communicating to citizens about *potential benefits* and updating them about *effective results* of co-production is desirable
- Difficulties in managing discussion (and work) between heterogenous people → professional need training, motivation and incentives → effects in organizations?

Roles of volunteers and of professionals

- Co-creation and co-production in the public spheres come with many issues that need to be taken into account: the relation between volunteers and professionals, leadership in co-production, the role of ICT and legal issues.
- Professionals must train, motivate and lead volunteers during co-production.
- So some skills might be necessary: training, enabling, motivating, steering ... skills
- But is there *always the willingness to collaborate with citizens or volunteers?*

Social & health examples

- Schools and parents should be encouraged to reflect jointly on the idea of parental co-production and, in particular on the question of how the role of parents (in and around schools) is related to the school's didactic model. Education is the result of the action of both families and teachers
- Patients in hospitals could be involved as 'experts by experience'—both at the individual level in relation to their own care, but also at the group and collective level, in helping to inform treatment programmes and strategic planning of healthcare budgets and hospital governance.

Co-design of educational public goods with children

- https://secondowelfare.it/povert-e-inclusione/co-progettare-beni-comuni-scolastici-con-i-bambini.html?fbclid=IwAR2CEZyPjP5IRv0TZtB0c_eix736UN0XBUSnoI8M_9646RWBZQViJoCc-20

Some examples from literature

Heterogeneous areas:

- Park and neighborhood cleanup programs (Brudney and England 1983)
- Residential security measures, crime prevention education, and neighborhood watch, witness assistance, and auxiliary police programs (Layne 1989)
- Parental participation in childcare services (Pestoff 2006) and school activities (Bifulco and Ladd 2006)
- Garbage collection, waste recycling, filing taxes, and using postal codes (Alford 2009)
- Fire services and public housing (Alford 2014)
- Participatory budgeting (Barbera, Sicilia, and Steccolini 2016)
- Probation (Surva, Tõnurist, and Lember 2016) and immigration services (Jakobsen and Andersen 2013 ; Tu 2016)

Let's co-design?

... the programme of an University Ms Course on
Public Services Management!

- Around 50 hours of lectures
- Faculty of Economics/Management

- a. Contents
- b. Something of organization (kind of lectures, ongoing and final exams ...)